PUBLIC DISTRIBUTION SYSTEM IN KARNATAKA

A STUDY OF THE EFFECTIVENESS OF ITS MONITORING MECHANISMS

Sreedharan S • Venugopala Reddy A • Prabhakar K • Srikant P • Harish Poovaiah

in association with
CORD • GRAMA • HKCAL
NSS • NIRDS • NJMO
PARASPARA • RWT • SIRDS
SPOORTHY • SVYM
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S. Sreedharan
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P. Srikant
Harish Poovaiah

PUBLIC AFFAIRS CENTRE
in association with
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Public Distribution System in Karnataka – A Study of the Effectiveness of its Monitoring Mechanisms

Study done by S. Sreedharan A. Venugopala Reddy, K. Prabhakar, P. Srikant and Harish Poovaiah for the Public Affairs Centre and the Government of Karnataka


Public Affairs Centre (PAC) is a not for profit organization, established in 1994 that is dedicated to improving the quality of governance in India. The focus of PAC is primarily in areas where citizens and civil society organizations can play a proactive role in improving governance. In this regard, PAC undertakes and supports research, disseminates research findings, facilitates collective citizen action through awareness raising and capacity building activities, and provides advisory services to state and non-state agencies.

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Cover Design: Rajesh M.V.
Printed in Bangalore at National Printing Press
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Acknowledgements

We are grateful to the Minister, Department of Food, Civil Supplies and Consumer Affairs, Government of Karnataka for giving us an opportunity to present the findings to him and his team and also for writing a foreword to the report. We are also grateful to the Commissioner, Department of Food, Civil Supplies and Consumer Affairs, Government of Karnataka for his encouraging words to take this forward. The cooperation received from the department, the deputy directors, food inspectors and the staff concerned while carrying out the field survey in the selected 15 districts of Karnataka is gratefully acknowledged.

We acknowledge with thanks the interest shown and the financial support received from The Asia Foundation, Partnership for Transparency Fund (PTF) and the International Development Research Council for conducting this study. The comments, suggestions and the guidance received from Mr. Vinay Bhargav, Mr. Karthi Sandilya and Mrs. Indira Sandilya of PTF in reorganizing the final report are highly valued and appreciated.

We are grateful to Dr. Samuel Paul, founder of Public Affairs Centre, Bangalore for his constant support and valuable suggestions throughout the study. Sincere thanks to Sri. R. Suresh, Director, Public Affairs Centre for his interest in the study.

The comments and suggestions made by PAC staff to fine tune the questionnaires and the support received from our colleagues in PAC either directly or indirectly is gratefully acknowledged.

We are thankful to our network partners for their efforts in completing the field survey ably within a stipulated time. Sincere thanks to Sri. Gnaneshwar for data entry operation.

While we are indebted to the individuals cited above for their valuable contributions in carrying out the study, the authors are solely responsible for the opinions expressed and for any errors in the report.

S. Sreedharan • A. Venugopala Reddy
• K. Prabhakar • P. Srikant • Harish Poovaiah
Foreword

I am glad to know that Public Affairs Centre, Bangalore has carried out a study on "Engaging Citizens to Improve Effectiveness of Monitoring Mechanisms in Public Distribution System of Karnataka" and the report is being published as a book. Public Affairs Centre I understand has pioneered an innovative method for gathering citizen feedback on services provided by the government through citizen report card methodology which has received global recognition. The credibility of this methodology comes from its focus on citizen's perspective and its neutrality. This tool can be used to stimulate governments to improve their services and enhance public accountability.

Major findings of the study, based on the feedback of users, PDS shop owners, Food Inspectors and vigilance committee members at PDS shop and gram panchayat levels, which were presented to me by the Public Affairs Centre will be a valuable aid in improving the effectiveness of monitoring mechanisms in public distribution system and quality of governance. They provide useful information on the existing monitoring system and suggestions to improve it. I hope that by sharing the contents of the report, more political leaders and policy makers will be encouraged to seek feedback from the people on the services and programmes of the government.

Dinesh Gundurao
Executive Summary

A study on “Effectiveness of Monitoring Mechanisms in Public Distribution System of Karnataka” was carried out by the Public Affairs Centre, Bangalore by adopting the citizen report card methodology developed by it. The objectives of the study are:

i. To understand and analyze the effectiveness of the grievance redress mechanism for the PDS.

ii. To study the awareness level and the usage of the PDS grievance redress mechanism by the card holders.

iii. To compile the suggestions emerging from the grass root level respondents to improve PDS in general and the grievance redress mechanism in particular.

The study was based on user feedback generated through a systematic random sampling survey of users, PDS shop owners, Food Inspectors and Vigilance Committee Members at PDS shop and gram panchayat levels. The field survey was carried out by selected CSOs.

The study mainly focused on grievance redress and monitoring mechanisms/provisions embedded in the scheme. These mechanisms as built into the PDS Scheme are:

i. Awareness and transparency through display of information/samples, use of electronic weighing machines and publicly available records of complaints, inspections, and vigilance committee meetings;

ii. Accountability mechanisms based on Vigilance Committees and Food Inspectors; and

iii. Responsiveness mechanisms are – consumer helpline number, complaint and grievance redress system.

An extensive survey to monitor functioning of these three mechanisms covering 7344 individuals in 15 out of 30 districts in Karnataka found that none of these mechanisms work effectively and they suffer from widespread failures that undermine effectiveness
of the PDS implementation. The findings indicate that:

a. Display boards in front of the shops are not there in 21 percent of the shops. Wherever they exist, they are incomplete or not up-to-date undermining awareness and transparency objectives of the scheme.

b. Awareness of consumer rights is extremely low. Ninety-six percent of those surveyed are not aware of the consumer help line. Only three percent are aware of the citizen charter.

c. Just 17 percent of the shops are using electronic weighing machines creating opportunities for malpractices/cheating.

d. Evidence gathered during the survey shows that the Vigilance Committees are a complete failure undermining accountability of service providers. The facts are:
   • Over 90 percent of PDS consumers and 50 percent of PDS shopkeepers surveyed are not aware of Vigilance Committees;
   • Where Vigilance Committees have been formed, the members (38 percent) themselves are not aware that they are members of the committee and they are ignorant about their duties and responsibilities.
   • Records of meetings do not exist as reported by 76 percent of the respondents.

e. Food Inspectors are reported to be overextended and do not function effectively. Ninety percent of the users are not aware that there is a Food Inspector and 90 percent of the shops do not have the name and record of visit of the Food Inspectors although the Food Inspectors are purported to visit shops twice a month.

f. Complaint and grievance redress system is not being promoted and suffers from low usage. Ninety-three percent of the card holders are not aware of the process of complaining in PDS. Complaint register is not maintained in 70 percent of the shops visited. Eighty-three percent of users reported that information about grievance redress is not displayed at the PDS shops.

g. Shops are not open on all working days as reported by 36 percent of the users. However, it was gathered from the people in the villages that the shops are open only for four to five days in a month.

h. Overall satisfaction with the redress mechanism is found to be 31 percent on an average and 28 percent of the users expressed dissatisfaction. Remaining 41 percent expressed partial satisfaction.

In addition to the above, the survey found following deficiencies in operation of the PDS scheme:
• Access barriers and poor quality of supplies;
• Gap between the declared norms of service and reality on the ground;
• Low public awareness of their rights and entitlements;
• Non-responsiveness of the staff and prevalence of corruption at certain level;
• Black marketing and variation of service dimensions between the districts;
• Samples are not displayed in sealed plastic bags in 62 percent of the shops visited.

The study presents evidence that the monitoring mechanisms to ensure transparency, accountability and responsiveness are not functioning. This is so because of design problems in terms of the Vigilance Committees lacking independence from service providers, overburdening of the Food Inspectors, inadequate margins for the PDS shopkeepers and inadequate monitoring of the grievance redress system. As a consequence,

i. Monitoring of PDS is just not being done as Vigilance Committees are defunct (91 percent);

ii. Grievance redress is underutilized due to low awareness (93 percent of the users are not aware of the grievance redress mechanism), and

iii. PDS service delivery suffers from corruption at certain level and other inefficiencies.

The two key aspects to bring change in the above aspects are:

i. Implementation of mechanisms to raise awareness of service delivery standards needs to be drastically improved; and

ii. Independence of Vigilance Committees needs to be assured.

Specific Recommendations to Improve the System

Specific recommendations to improve the system in the context of the National Food Security Act 2013 (NFSA) coming into existence and the power to frame the rules being in the hands of the State Government, it is suggested that practical and pragmatic rules are framed to:

Build awareness: A continuous monthly programme is put in place at two levels – District and State – with designated officer/s interacting with users on all aspects of the delivery system through all available media – the print, TV and radio. A separate and dedicated budget should be available for this.

Establish transparency: Frame relevant rules under Section 11 to publish list of
beneficiaries and, under Section 12 to build a MIS-based website to track all transactions. Make all records public under Section 27 of NFSA and under Section 4.1 of RTI Act. The replies to RTI applications can be given in seven days, as in NREG rules.

**Instil accountability:** The activity of supervision down the chain has to be built into the Job Charts of officers at all levels and monitored on a monthly basis. All deliverables under the NFSA, from issuing a card to grains needs to be brought under Sakala.

**Establish proactive grievance redress mechanism:** A four-digit toll-free number associated with a call centre to receive, distribute and monitor grievances in public domain needs to be set up. An accountability structure has to be built into each grievance holding an officer responsible to solve in specific timeframe.

**Put in place a community monitoring mechanism:** The Vigilance Committees consisting of women need to be selected, trained and given the power and responsibility to operate independently of the executive machinery. To do so, the government should transfer the responsibility for establishment and operation of Vigilance Committee system to an independent accountability institution – the social audit platform, like in the NREGS establishment. A dedicated budget needs to be set aside for Vigilance Committees to operate. ICT platform needs to be built to facilitate Vigilance Committees to operate efficiently and effectively.

**Establish social audit institution:** The institution of social audit needs to be built from bottom up with Vigilance Committees. It should be totally an independent platform with required powers, functionaries and finances.
Introduction

Public Affairs Centre (PAC) conducted a study on “Effectiveness of Monitoring Mechanisms in Public Distribution System of Karnataka.”

The objectives of the study are:

i. To understand and analyze the effectiveness of the grievance redress mechanism for the PDS.

ii. To study the awareness level and the use of the PDS grievance redress mechanism by cardholders.

iii. To compile the suggestions emerging from the grassroots level respondents to improve PDS in general and the grievance redress mechanism in particular.

Background of the PDS system is given in Annexure I.

Grievance Redress Mechanism in PDS

The Government of Karnataka issued a circular in Kannada relating to the formation of Vigilance Committees at PDS shop level, GP level, Town Panchayat/Municipality/Ward level vide letter No. FCD 148 DRA 2010, dated 29 October 2011. The salient features of the circular are as under:

**PDS Shop-level Vigilance Committee** (Table 1.1)

The committee is to be constituted by the concerned Deputy Commissioner of the district and its tenure is for two years and six months. The Committee is expected to meet at least once in three months in the first week of each month. The proceedings of the meeting are to be recorded by the Member-Secretary and sent to the Tahshildar within seven days.

1 The study was jointly funded by The Asia Foundation, Partnership for Transparency Fund and the International Development Research Centre/Public Affairs Centre.
Table 1.1: Composition of the Vigilance Committee for the Fair Price Shops

<table>
<thead>
<tr>
<th>Person</th>
<th>Numbers</th>
<th>Position in the vigilance committee</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gram panchayat president</td>
<td>1</td>
<td>President</td>
</tr>
<tr>
<td>Gram panchayat members located within the jurisdiction of the Fair Price Shop</td>
<td>2</td>
<td>Members</td>
</tr>
<tr>
<td>SC women holding BPL/AAY card</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>ST women holding BPL/AAY card</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>OBC women holding BPL/AAY card</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Social worker or President of the local women SHG</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Bill collector of Gram Panchayat</td>
<td>1</td>
<td>Member secretary</td>
</tr>
<tr>
<td><strong>Total members</strong></td>
<td><strong>8</strong></td>
<td></td>
</tr>
</tbody>
</table>

Gram Panchayat level Vigilance Committee

Composition of the committee is as follows (Table 1.2):

Table 1.2: Composition of GP-level Vigilance Committee

<table>
<thead>
<tr>
<th>Person</th>
<th>Numbers</th>
<th>Position in the vigilance committee</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gram Panchayat President</td>
<td>1</td>
<td>President</td>
</tr>
<tr>
<td>Gram Panchayat Vice-President</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Gram Panchayat members located within the jurisdiction of the Fair Price Shop</td>
<td>2</td>
<td>Members</td>
</tr>
<tr>
<td>BPL/AAY card holders SC</td>
<td>1</td>
<td>Members</td>
</tr>
<tr>
<td>BPL/AAY card holders ST</td>
<td>1</td>
<td>Members</td>
</tr>
<tr>
<td>BPL/AAY card holders OBC</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Social worker or President of the local women SHG</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Secretary of Gram Panchayat</td>
<td>1</td>
<td>Member secretary</td>
</tr>
<tr>
<td><strong>Total members</strong></td>
<td><strong>9</strong></td>
<td></td>
</tr>
</tbody>
</table>
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**Town Panchayat/Municipality/Corporation Wards-level Vigilance Committees**

The composition of the committee for the Town Panchayat/Municipality/Corporation wards to be formed by the concerned Deputy Commissioner of the district is as given in Table 1.3.

**Table 1.3: Composition of Town Panchayat/Municipality/Corporation-level Vigilance Committee**

<table>
<thead>
<tr>
<th>Person</th>
<th>Numbers</th>
<th>Position in the vigilance committee</th>
</tr>
</thead>
<tbody>
<tr>
<td>President of the Town Panchayat/Municipality/Corporation</td>
<td>1</td>
<td>President</td>
</tr>
<tr>
<td>Vice-President of the Town Panchayat/Municipality/Corporation</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Elected representative of a Ward</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>BPL/AAY card holders SC</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>BPL/AAY card holders ST</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>BPL/AAY card holders OBC</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Social worker or President of the local women SHG</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Revenue Inspector of Town Panchayat/Municipality/Corporation</td>
<td>1</td>
<td>Member Secretary</td>
</tr>
</tbody>
</table>

**Total members** 8

The tenure of this committee too is for two years and six months and is expected to meet at least once in three months in the first week of each month.

**Taluk-level Vigilance Committee**

The composition of the taluk-level Vigilance Committee is as given in Table 1.4. It is also to be constituted by the concerned Deputy Commissioner of the district.

A. The committee has all the fair price shops in the taluk under its jurisdiction and will ensure that the ration items reach the card holders without any pilferage. Further, issues related to the PDS shop management and other related problems have to be reported to the district level vigilance committee.

B. Besides, it should ensure that the taluk level vigilance committee meets regularly in the first week of every month.
The district-level committee is to be formed by the state government with tenure of two years and six months. The committee is constituted as follows (Table 1.5):

**Table 1.5: Composition of District-level Vigilance Committee**

<table>
<thead>
<tr>
<th>Person</th>
<th>Numbers</th>
<th>Position in the vigilance committee</th>
</tr>
</thead>
<tbody>
<tr>
<td>President, Zilla Panchayat</td>
<td>1</td>
<td>President</td>
</tr>
<tr>
<td>Deputy Commissioner (District in charge)</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Chief Executive Officer</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>President, District Municipal Council</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Vice-President, Zilla Panchayat</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>BPL/AAY card holders SC</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>BPL/AAY card holders ST</td>
<td>1</td>
<td>Member</td>
</tr>
</tbody>
</table>
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Further, the district level vigilance committee is empowered to solve the problems at its level. If that is not possible, it can forward the same with recommendations to the state level vigilance committee.

The district-level vigilance committee is mandated to meet regularly in the first week of each month.

**State-level Vigilance Committee**

The state-level vigilance committee is to be formed by the State government. Its tenure too is for two years and six months. The composition is as follows (Table 1.6):

<table>
<thead>
<tr>
<th>Person</th>
<th>Numbers</th>
<th>Position in the vigilance committee</th>
</tr>
</thead>
<tbody>
<tr>
<td>BPL/AAY card holders OBC</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Social workers working in the consumer centres</td>
<td>2</td>
<td>Member</td>
</tr>
<tr>
<td>Deputy Director, Food, civil supplies and consumer affairs</td>
<td>1</td>
<td>Member Secretary</td>
</tr>
<tr>
<td><strong>Total members</strong></td>
<td><strong>12</strong></td>
<td></td>
</tr>
</tbody>
</table>

Table 1.6: Composition of State-level Vigilance Committee

<table>
<thead>
<tr>
<th>Person</th>
<th>Numbers</th>
<th>Position in the vigilance committee</th>
</tr>
</thead>
<tbody>
<tr>
<td>Minister, Food, civil supplies and consumer affairs, GoK</td>
<td>1</td>
<td>President</td>
</tr>
<tr>
<td>MPs</td>
<td>3</td>
<td>Member</td>
</tr>
<tr>
<td>MLAs</td>
<td>3</td>
<td>Member</td>
</tr>
<tr>
<td>Member of the consumer welfare organisation</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Member of youth club</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Member of a women’s club</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Secretary, Food, civil supplies and consumer affairs department</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Secretary, Rural Development and Panchayathi Raj</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Secretary, Urban Development department</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Commissioner, Food, civil supplies and Consumer Affairs Department</td>
<td>1</td>
<td>Member secretary</td>
</tr>
<tr>
<td><strong>Total members</strong></td>
<td><strong>14</strong></td>
<td></td>
</tr>
</tbody>
</table>
Public Distribution System in Karnataka

a. The state level committee can meet once in three months to discuss and sort out any problem in implementing the Targeted PDS (TPDS) in the state.

b. The committee/members can visit the fair price shops and the food, civil supplies and consumer affairs department and also meet the beneficiaries any time. The committee can also recommend to the state government solutions for problems in implementing the TPDS.

c. If any decision of the committee falls under the purview of the central government, it will then be forwarded to the central government.

d. The state level committee will develop a system to tackle the problems referred by the taluk and district level vigilance committees.

e. State level vigilance committee meetings have to be held regularly at least once in three months. The date of the meeting and the gap between two meetings are to be notified by the state government.

Context of the Present Study

The monitoring mechanisms built into the design of PDS programme have not been effective and a delivery-deficit matrix exists on the ground. This matrix shows that corruption is prevalent in varying degrees in the following four sets of delivery processes:

i. Eligible beneficiaries not given BPL cards unless they pay bribes.

ii. Ineligible persons issued BPL cards.

iii. Stipulated items not supplied in terms of quantity and quality.

iv. Overpricing of commodities and unjustified extra charges.

These shortcomings are corroborated by studies of government and non-government sources. The corruption watchdog in the state, the Lokayukta, initiated a study to assess the extent of corruption in PDS in Karnataka. Regarding the vigilance committees, Dr. Balasubramaniam states, “Vigilance Committees (VC) of the Public Distribution System are not effective at any level.”

India country report of CAC Phase 1 2008-10 by PTF & PAC based on independent programme assessments.

Justice Wadhwa Committee set up by the Supreme Court of India to study the functioning of PDS system in each state and submit a report to the Supreme Court, so as to help it direct the central government to take action to correct any failings that had been identified, in its report of 2009 describes the status of PDS system in Karnataka in two words – corrupt and inefficient. It records leakages, extortion and bribery at every level.

The Lokayukta appointed Dr. Balasubramaniam Committee, in its report 2011 submitted to the state government, found that five percent of eligible BPL families were excluded, 49 percent ineligible families were included in the PDS system of Karnataka and the BPL family received 23 kg of food grain as against the supply of 35 kg of grain by the centre.
A Study of the Effectiveness of its Monitoring Mechanisms

System provides another example of a wonderful initiative that has failed due to improper preparation. These VCs were to be monitors and watchdogs of the Fair Price Shops set up under the PDS. They were to be populated by the users and were set up to ensure that the distribution of the food grains was done both qualitatively and quantitatively as prescribed. While most of these Committees are defunct, the relatives and friends of the shop owners populate many. In a few places, I even know that the members have started demanding a share of the ‘spoils’ and are regularly supplied with a few kilograms of rice and a few litres of kerosene to let the system function as it today is. It is indeed ironic that these Vigilance Committees now need vigilance committees to monitor them. Could this have been avoided if more attention had been paid to the structure and function of community participation? Could adequate training on the roles and responsibilities ensure more active and ethical engagement?

Public Affairs Centre, in its report based on the Citizen Report Card (CRC) methodology on the Social Audit of Public Service Delivery in Karnataka 2010 submitted to the Department of Planning, Programme Monitoring & Statistics, Government of Karnataka brought out in detail some of the positive aspects and the areas for improvement.

Methodology

The Citizen Report Card methodology is employed in this study. It is a simple but powerful and credible tool to provide systematic feedback to public agencies about various qualitative and quantitative aspects of their performance. It elicits information on users’ awareness, access, usage and satisfaction with public services. Citizen Report Card identifies the key constraints faced by the citizens in accessing public services, their appraisals of the quality, adequacy of public services and the quality of interactions they have with the service providers. Citizen Report Cards entail a random sample survey of the users of different public services (utilities), and the aggregation of the users’ experiences as a basis for rating the services.

The following processes are involved:

- Identification of issues through discussions with the service providers;
- Designing the survey instruments;
- Identifying the scientific sample for the survey;
- Orientation and training workshops for the survey team;
- Conduct of survey by the selected CSOs;
- Collection of quality data from the field;
- Coding, analysis and interpretation of findings; and
- Preparation of report.
Selection of Districts, Taluks and GPs/PDS Shops

Karnataka has 30 districts out of which 15 were selected for the study using systematic random sampling and proportionate to population size (PPS) sampling procedures based on 2011 census where size is the total population. From each selected district, two taluks, based on geographical spread and distances, were selected. Among this, one near the district headquarters and another, which is far away from the district headquarters were selected. From each selected taluk, five Gram Panchayats (GP)/PDS shops were selected using systematic random sampling procedure from the total number of GPs in the taluk. From each GP, one ration shop having the highest BPL cardholders was identified. (To identify the shops having the highest BPL card holders, CSO partners primarily identified the number of ration shops in the GP along with the number of BPL cards and then selected the shop having the highest number of card holders.) In all, 150 ration shops (two taluks from each of the 15 districts, from each taluk five GPs, from each GP one shop i.e., 10 ration shops from each district) at the state level have been covered under the study. The list of selected districts, taluks and the GPs/PDS shops is set out in Table-1.7.

Support from the Food, Civil Supplies and Consumer Affairs Department

In order to ensure easy access to collect relevant information from the concerned department in the districts including the Food Inspector, ration shops and the Vigilance Committee members at shop and GP levels, PAC approached the Commissioner, Food, Civil Supplies and Consumer Affairs Department, Bangalore explaining the purpose of the study and requesting his help to carry out the study without any hitch in the selected districts. In response, the Commissioner promptly issued a letter (No.CFS/PD/V/CR/35/2012-13 dated 25-6-2012) to the Deputy Directors in the districts and copied to PAC, with clear instructions to help PAC to conduct the study by identifying a responsible person to coordinate in the field.
Draft questionnaires were designed by PAC staff, circulated among others including the donors for comments and also field-tested in Kolar and Coorg districts. Based on the comments and the field experience, a set of the following seven bilingual (English and Kannada) questionnaires was finalized to collect required information (Table 1.8):

The total number of respondents for the study was 7,344; spread across 15 districts, 30 taluks and 159 GPs/ration shops.
Public Distribution System in Karnataka

Table 1.8: Details of questionnaires

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Particulars</th>
<th>Number per shop</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>GP fact sheet</td>
<td>1</td>
</tr>
<tr>
<td>2.</td>
<td>PDS shop fact sheet</td>
<td>1</td>
</tr>
<tr>
<td>3.</td>
<td>PDS shop owner</td>
<td>1</td>
</tr>
<tr>
<td>4.</td>
<td>Users of PDS</td>
<td>35</td>
</tr>
<tr>
<td>5.</td>
<td>Food inspector</td>
<td>1 (per taluk)*</td>
</tr>
<tr>
<td>6.</td>
<td>PDS shop level vigilance committee members</td>
<td>5</td>
</tr>
<tr>
<td>7.</td>
<td>GP level vigilance committee members</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>49 (per PDS shop)</td>
</tr>
</tbody>
</table>

* If there were two food inspectors in a taluk, then both of them were covered.

Field Survey

Field survey was carried out by engaging CSOs in each of the 15 districts with a view to broaden our CSO partner base (network) and to capacitate grassroots organizations vis-à-vis PDS. Besides, it would facilitate strengthening state level advocacy programmes by:

i. Sharing the report among all the CSOs in 15 districts, where the study was conducted;

ii. Sharing the report among network members of the Right to Food Campaign (RFC)-Karnataka Chapter;

iii. Organising a media workshop-cum-press meet in all the 15 districts simultaneously to disseminate the findings;

iv. Involving the officials of Food, Civil Supplies & Consumer Affairs Department along with RFC network members, CSO partners and the media in a workshop to be organised in Bangalore to discuss the findings of the report; and

v. Finally, to evolve a citizens’ committee through consensus to follow-up on the changes taking place vis-à-vis PDS and to work closely with the department on the same.

Selection of CSOs in each district was done through a process of basic survey format. Wherever a suitable CSO was non-existent, the selected CSO in the neighbouring district was entrusted with the responsibility of conducting survey in two districts. This way, 11 CSOs were identified for 15 districts and their details indicating the name of the district, name and address, contact person and the email ID are given in the Annexure.
Training of CSOs

In order to orient the CSOs on the questionnaires, a residential training was organised on 23 and 24 August 2012 at the Central Training Institute of the Karnataka Milk Federation, Bangalore which was attended by 30 representatives, that is, two from each CSO. During the training, the objective of the study was explained which was followed by an overview of PDS in Karnataka. Subsequently, a detailed explanation of each of the seven questionnaires was carried out.

On the second day in the afternoon, a mock exercise was conducted by forming 15 groups of two each. While one acted as an enumerator and the other the respondent in the first round, in the second round, the roles were interchanged. PAC staff supervised the exercise and clarified doubts. This gave the participants hands-on experience and enhanced their confidence to work in the field.

A copy of the letter issued by the Commissioner, Food, Civil Supplies and Consumer Affairs Department, Bangalore instructing the Deputy Directors at the District level to cooperate with PAC, along with an authorization letter by PAC stating that the CSOs on behalf of PAC would be conducting the PDS survey were handed over to the participants for use in the field in case of necessity.

At the end of the training, the participants were also supplied with the required number of printed questionnaires for each district so as to facilitate them to start the survey on their return to their respective districts. A tentative schedule of the visits by the CSO enumerators to different GPs/ration shops was also obtained to help PAC staff plan their monitoring visits. After the training, the CSOs were instructed to deliver the following:

1. Filled-in questionnaires of the above-mentioned survey formats (to be couriered to PAC);
2. Collect information on the number of BPL cards in each PDS shop in the selected Taluks/GPs;
3. Copy of complaint register at the PDS shop;
4. Copy of Food Security Committee’s minutes of the meetings for the last one year;
5. Copy of the minutes of the meeting held by Vigilance Committee for the last one year;
6. Copy of the log book of the Food Inspector for the past one year;
7. Details of complaints filed with consumer helpline at the district level.

Soon after the training, the participants returned to their respective places and each of
them, in turn, trained two enumerators. Thus, a team of two enumerators and a supervisor was in place in each taluk.

All the teams simultaneously started the survey in all the 30 taluks across 15 districts in September 2012. Armed with copies of necessary authorization letters, the teams contacted the respective Deputy Directors of the Department and apprised them of the purpose of the survey and sought their cooperation. This greatly helped them in contacting the Food Inspectors, ration shop owners and the Vigilance Committee members and obtaining information for the data collection instruments. PAC team, split into three groups monitored the survey in the 15 districts by way of spot checks and back checks. The final data received at PAC was validated and the analysis was carried out separately for each set of seven questionnaires. The results of analysis are presented in Chapter 4.
Review of PDS Studies and Learnings from an Innovative Project

Although several studies have been undertaken on public distribution system in India, it is hard to find one with main focus on monitoring system. As such, some of the studies in general with some bearing on the monitoring system are referred below.

Public Distribution System (PDS) is a food security system established by the Government of India under the Ministry of Consumer Affairs, Food and Public Distribution. It distributes subsidized food and non-food items to India’s poor in partnership with the state governments. The items distributed under this scheme through ration shops include wheat, rice, sugar and kerosene.

PDS is considered to be the most important food security network. Yet, there are certain criticisms leveled against it, which include that the food grains supplied are not enough to meet the consumption needs of the poor and are of an inferior quality. It has also been criticized for its urban bias and failure to serve the poorer sections of the population. The targeted PDS is costly and gives rise to much corruption in the process of extricating the poor from those who are less needy.

Both the central and state governments share the responsibility of regulating the PDS. While the central government is responsible for procurement, storage, transportation, and bulk allocation of food grains, state governments distribute the same to the consumers through the established network of Fair Price Shops (FPS). State governments are also responsible for operational responsibilities including allocation and identification of families below poverty line, issue of ration cards, supervision and monitoring the functioning of FPS.

The Public Distribution System of India is not without its defects. With coverage of around 40 crore Below Poverty Line (BPL) families, a review of the PDS has discovered the following structural shortcomings and disturbances:

1. Distribution of inferior quality of food grains in the ration shops.
2. Replacement of good supplies with inferior quality by the owners of the ration shops.

3. Creation of large number of bogus ration cards by the shop owners to sell food grains in the open market.

4. Many fair price shop dealers resort to malpractice, illegal diversion of commodities, hoarding and black-marketing due to paltry salary received by them.

5. Numerous malpractices make safe and nutritious food inaccessible and unaffordable to many poor thus resulting in their food insecurity.

6. Awareness about PDS among the people in general is dismal.

7. Identification of BPL households and distribution of PDS commodities have been highly irregular and diverse in various states. The recent development of Aadhar UIDAI cards has taken up the challenge of solving the problem of identification and distribution of PDS services along with direct cash transfers.

8. Regional allocation and coverage of FPS are unsatisfactory and the core objective of price stabilization of essential commodities has not been met.

Following suggestions are made to improve the system:

1. Strengthen the vigilance squad to detect corruption.

2. Choose local persons for the department.

3. Increase margin of profit to the shop owners.

4. Distribute quality food grains.

5. Conduct frequent raids to eliminate bogus and duplicate cards.

6. Open more fair price shops in rural areas.

7. Enforce display of information boards in front of the fair price shops.

A study conducted by Graam on “PDS in Karnataka: Cost to the exchequer and burden to the taxpayer”\(^5\) enquires into the irregularities in identification and distribution of BPL, APL and AAY cards. It enquires into the process of procurement, distribution, storage and point of sales at the FPS. It investigates the implementation of the provisions of the PDS and comments on the overall efficiency and effectiveness of the PDS. It makes correctional recommendations based on the above. Its major findings include mis-targeting and mis-classification of the poor by the government, the extent of inclusion, grain leakage in the current PDS system, magnitude of corruption at different levels of PDS and economic loss incurred to the state.

A Study of the Effectiveness of its Monitoring Mechanisms

Among other things, this report also makes observations on transportation (a major source of leakages), issues at the wholesale level, issues of computerized inventory management system, issues at the FPS – timings, availability, quality and quantity problems, information dissemination, poor monitoring, poor beneficiary awareness of entitlement, poor information management at the state level and defunct vigilance committees.

The study makes many recommendations based on the findings. They include:

- Complete computerization of ration card database with the photos and biometrics of the targeted families.
- Relook at poverty assessment criteria.
- A single referencing benchmark of BPL list.
- Universalization of PDS.
- Strengthening of the monitoring – detailed and summary inspections of FPS, wholesale depots.
- Creation of vigilance committees.
- Computerized inventory management system with a state wide WAN linking the entire chain from the FCI godown to the FPS to point of sales machines.
- Smart cards using biometrics.
- Prepackaged food grains and GPS on all transport vehicles.
- Weigh bridges at the whole sale points.
- Local procurement and distribution of coarse cereals (ragi and jowar in Karnataka).
- Stopping the unit based system for BPL entitlement.
- Enquiring into sugar and kerosene distribution.
- Undertaking studies before policy decisions are taken in the area of poverty assessment, economic viability of FPS, CCT and food coupons.
- UIDAI linkages and direct transfer of subsidy.

Public Affairs Centre, Bangalore carried out a study on “Social audit of public service delivery in Karnataka.” It looked at the access, usage and quality of different services including PDS in Karnataka. It delves into the ration cards, ration shops, awareness among the people about various aspects of the PDS and various entitlements at the ration shops, average prices paid for the items purchased from the ration shops, problem and grievance redressal, corruption, citizen charter and level of satisfaction with the quality of services across the state of Karnataka.

Some of its primary observations are given below:

- Fifty-one percent of the respondents reported that the items purchased from the ration shop are not weighed/ measured properly.
- Awareness on rates for different items, entitlement of ration, citizen charter, vigilance committee, consumer helpline number etc. is low.
- Eighty-one percent households reported that ration shops are not open on all working days.
- Sixty percent of the respondents did not get the receipts for the purchases made.
- Eighty-seven percent of the respondents reported that the ration shop always do not display the stock position and the price list.
- Corruption in PDS is reported by 11 per cent of the respondents.
- Thirty-eight per cent of the respondents are either dissatisfied or partially satisfied.
- Dissatisfaction was reported mainly with insufficient quota, time taken to issue the ration card and the distance to the ration shop.

In Karnataka as a whole, the study found that 62 percent of the respondents reported complete satisfaction with the overall quality of service delivered through the Public Distribution System. Twenty-nine percent expressed partial satisfaction and seven percent were dissatisfied with the overall quality of ration service.

With regard to proximity to ration shops, 70 percent reported complete satisfaction, 64 percent were completely satisfied with the quantity of ration and 63 percent with the quality of ration. Fifty-five percent of the respondents were also completely satisfied with the time taken to issue new/renewed ration card.

The study includes many suggestions for improving the quality of service by the ration shops which include that the ration shop should supply more quantity of rations, provide items at a lower price, have ration shops nearby, provide rice and wheat to APL card holders as well and be open on all days and during working hours. It also suggests improving the quality of rations, providing rations on time, issuing receipts for the purchases made, improving behaviour of staff and making officers more responsible.

A study conducted by APCR Karnataka chapter on “Public Distribution System (PDS) in India – A brief overview”\(^7\) attempts to look at the systems of PDS functioning in India, based on the information available online and on the websites maintained by both the central and state government agencies in relation to PDS. The study does not investigate if the claims of these agencies are true and if the PDS is implemented according to it.

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The main aim of this study is to explain the subject without mentioning figures such as total food grains procured/moved by the central government, total quantity distributed, number of BPL cardholders at the state level, etc. It categorically studies the facilities provided under the PDS, other activities under the PDS (welfare schemes, buffer stocks, open market domestic sale schemes), process in the implementation of the PDS (procurement, storage, movement, distribution and quality control), organizational set up for the implementation of PDS in India and the central vigilance committees on PDS.

The Justice Wadhwa Committee on Public Distribution System (PDS) in Karnataka\(^8\) incorporates many findings of the committee in different aspects of the PDS in Karnataka. These include wholesale distribution, retail distribution, viability of fair price shops, transportation, vigilance committees, enforcement, computerization, identification of BPL families and public hearing held by the committee. It makes many observations and recommendations based on that.

It was found that the State of Karnataka has tried to implement computerization model on pilot basis in different parts of the state to make PDS effective and transparent. The state also started the unit system instead of family norms for distribution of specific food articles.

Some, among the many recommendations that this study makes are:

- The system of allowing TAPCMS to store PDS grain as an intermediary wholesaler must be done away with.

- There should be a system by which the grain allocated to the state can be equated with the grain distributed to the beneficiaries. Complete automation and computerization is necessary.

- The Scheme of temporary ration cards must be done away with immediately.

- The end-to-end automation being implemented in the state must be completed without political interference and monitored by an independent agency such as an ombudsman or the Lokayukta of the State.

- FPS dealers found indulging in malpractices should be summarily dealt with, including cancellation of license. Similarly, contracts of transporters involved in diversion of food grains should be cancelled forthwith and such transporters or their agents should be permanently debarred from obtaining contracts for transportation of food grain items. Further, induction of Global Positioning

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\(^8\) [https://www.google.co.in/url?sa=t&rct=j&q=&esrc=s&source=web&cd=12&ved=0CDUQFjABoAo&url=http%3A%2F%2Fpdscvc.nic.in%2FKarnataka-report.doc&ei=2dsZUZy7HY2ziQfQ_4HgCA&usg=AFQjCNCNHBhdJiSzjogdvce35e-awvxmJdQ&sig2=3LP4Ec3_Zu5tNTJpZtSg&bvm=bv.42261806,d.aGc](https://www.google.co.in/url?sa=t&rct=j&q=&esrc=s&source=web&cd=12&ved=0CDUQFjABoAo&url=http%3A%2F%2Fpdscvc.nic.in%2FKarnataka-report.doc&ei=2dsZUZy7HY2ziQfQ_4HgCA&usg=AFQjCNCNHBhdJiSzjogdvce35e-awvxmJdQ&sig2=3LP4Ec3_Zu5tNTJpZtSg&bvm=bv.42261806,d.aGc)
Public Distribution System in Karnataka

System (GPS) technology is recommended for keeping a track on the movement of trucks carrying food grains.

- Urgent action may be taken by the concerned state authorities to reconstitute FPS Vigilance Committees. The process of selection and appointment of members of such committees should be transparent and should involve ration card holders, particularly, the household women in the area.

- The system of supply of sealed sample packets by FCI to the wholesale godowns and thereafter to the FPS should be rigorously followed to ensure sale of good quality of food grains to consumers.

- Monitoring: A zero tolerance approach towards corruption and inefficiency can only remove the maladies afflicting the system.

- Action should be taken to raise level of public awareness about PDS allocation, entitlement of food grains to different categories and mechanism available for reporting malpractices and redressal of their grievances.

- A Complaint Redressal mechanism should be set up, with a twenty four hour Helpline.

- Since one of the reasons for the failure of the system has been wrong identification of beneficiaries, urgent steps need to be taken for proper identification so as to ensure there is no inclusion or exclusion error.

- There is a need to revisit income criterion prescribed for the BPL category.

- Introduce local grains in PDS. For e.g., in the South of Karnataka, people mainly eat ragi whereas in the north, jowar is the staple grain. The Central Government may consider this aspect.

Many studies have been conducted on the PDS system in different parts of the country. Dr S Nakkinan submitted to the Planning Commission, New Delhi “A Study on the Effectiveness of Public Distribution System in Rural Tamil Nadu.”

- This study looks at the PDS and its effectiveness in Rural Tamil Nadu. The key findings include problems like leakages in the system, poor quality of supplies, under weighment, non-availability of controlled as well as non-controlled articles during certain periods, non-availability of ration cards, bogus cards etc. and how they affect the efficiency of the system. Universal coverage is the hallmark of PDS in Tamil Nadu.

Some of the observations made in this study are:

- Government owned Tamil Nadu Civil Supplies Corporation, Cooperatives and women SHGs alone are involved in running FPS. More than 93 percent of FPS is run by cooperatives.

9 http://planningcommission.nic.in/reports/sereport/ser/std_pdstn.pdf
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- More than two percent of cards in circulation were found bogus during the years 2001-2003.
- The distribution pattern of PDS articles shows that the distribution of rice and wheat was high in one district while kerosene was high in another.
- In all the commodities, in all the sample districts, there was difference between commodities allotted and distributed; particularly the difference was high in rice.
- The district wise and respondents’ category wise analysis showed that in all sample districts, the percentage of female respondents was high.
- Majority of the respondents in the entire sample districts were literates and diploma level education (technical) was found high in Coimbatore district.
- Majority of the sample respondents were married. Further, family cards were viewed beyond PDS requirements.
- By virtue of their participation in cultural, social and political organizations, sample respondents enjoyed position in the Board of Management of PACB or in running FPS.
- All sections of people have used PDS articles and the lower price was the motivating factor.
- Non-controlled articles sold currently at FPS were not attractive to rural consumers.
- Majority of the sample respondents of all the sample districts felt that goods were not available in time in all FPS.
- It was found that dissatisfaction over the quality and quantity of goods available was high among the respondents belonging to weaker sections.
- Lack of information on the availability of goods was the major reason among the sample respondents for not purchasing commodities during certain times.
- Non-availability of non-controlled articles, which was followed by non-availability of controlled articles were the major problems faced by sample respondents.

The following suggestions are made to make the PDS more effective based on the findings of this study:

- Role of women SHGs to run FPS: Women SHGs need training to handle the system more effectively. By giving proper training they may be involved widely in running the FPS.
- Vigilance Committees: The role of Vigilance Committees should be made
transparent, accountable and responsible. Wide publicity must be given on the role of these committees and the particulars of officers in charge of the committees.

- Role of FPS: The role of FPS cannot be restricted with the distribution of rationed articles alone, both in the context of business viability and safeguarding the poor against spiraling price of essential commodities. Hence, FPS should concentrate on non-controlled articles also. At the same time they should be competitive enough in attracting the consumers.

- Distribution of family cards: Family cards are used not only for purchasing requirements at FPS but also as an identity card for the family.

- Role of cooperatives in PDS: FPS has brought more problems to cooperatives in some cases, while they were the salary providers to employees of cooperatives in some cases.

- Bogus cards: The employee of the PDS retail outlet should be made responsible for eradicating the problem of bogus cards. Also the support of local PDS Vigilance Committees may also be used in this connection.

The Justice Wadhwa Committee on Public Distribution System report on computerization of PDS operations\(^\text{10}\) was submitted to the Supreme Court and had suggested that PDS operations be computerized and human intervention be reduced to the extent possible, so as to check the diversions and leakages which plague the system at present.

Recognising the fact that the need of the hour is the end-to-end computerization of the Public Distribution System, the Committee suggests that if the disbursement to the beneficiaries in the State can be equated to the allocation to the State, there can be no diversion. In order to achieve this objective the first and foremost is the automation of allocation process at all stages.

In the present Public Distribution System ‘paper ration cards’ are issued to eligible families and wheat, rice, sugar and kerosene oil are being offered at subsidised prices as per their eligibility recorded in these cards. The record of eligibility and transactions is maintained manually both in the ration cards and the register maintained in the fair price shops. This record keeping is not foolproof and is prone to human errors and tampering. There is lot of pilferage at every level and no foolproof central monitoring system is there.

This report finds deficiencies in the system as well, which include the issuing of multiple ration cards under a single name, faulty system of issue and record keeping, pilferage-PDS food grains find way to market and all the lot don’t reach the eligible/needy

\(^{10}\) [http://pdscvc.nic.in/report%20on%20computersisation%20of%20PDS.htm](http://pdscvc.nic.in/report%20on%20computersisation%20of%20PDS.htm)
A Study of the Effectiveness of its Monitoring Mechanisms

person, lack of bio-metric identification for the users, lack of central monitoring system to track the carriage trucks and lack of RFID (Radio Frequency Identification Device)

The Committee suggests that the ration card database should be digitized and distribution to the beneficiary should be made after biometric identification. This would mean that a smart card having the biometric fingerprints of the beneficiary will have to be prepared and used for distribution.

According to this report, the steps that have to be integrated to cover the complete food chain include state wise allocation of food grains by Central Government; District wise allocation of food grains by State Government; Block/Taluk wise allocation of food grains by District Administration; Storage of food grains in go-downs; Off take of food grains against allocations; Distribution of Food grains to the Fair Price Shops and sale of commodities to beneficiaries.

The report makes further suggestions about smart cards, point of sale device (PoS), using biometrics as a tool for authentication of identity of beneficiaries, connectivity, modes of automating PDS operations, weighments, prescribing of uniform standards, and computerization of PDS in different states.

In another interesting development in Jharkhand, the state government has asked all PDS shops across the state to have a green paint on it. Accordingly, the food, civil supply and consumer affairs department has mandated all PDS shops to be painted green. The main purpose is to spot the shop from a distance. In accordance with the instructions from the Deputy Commissioner, the PDS dealers will now keep the shops open everyday from 8 am to 2 pm. Rice will be distributed on 15th and 25th of every month and severe action will be taken against dealers if they are found in possession of BPL ration cards, or not weighing food properly. Action would be taken if any dealer is found floating norms.

A display board is now mandatory for every PDS shop, where a dealer is to write the every day stock of rice and kerosene. The administration has put 29 magistrates in naxal affected Palamu district on monitoring duty for the 1,434 PDS shops in the district.

A district control room (DCR) with a toll free number will also come up in a few days, wherein a citizen can register a complaint with regard to any malpractice or irregularity in PDS dealing. A civil magistrate will be at the DCR to intercept trucks loaded with government ration that are going for black marketing.

At the instance of the Planning Commission and the Ministry of Consumer Affairs, Food and Public Distribution, Programme Evaluation Organisation conducted an

11 New green revolution for public distribution system shops TNN | Feb 21, 2013, TOI
evaluation of targeted public distribution system to reflect on the following issues:

- Efficacy of the delivery mechanism in improving access to PDS for the poor.
- Off-take by the poor and its determinants.
- Viability of Fair Price Shops (FPSs) & its implications.
- Types and magnitudes of targeting errors and their implications on welfare and budgetary consumer subsidy.
- Extent of leakages and diversions of subsidized food grains.
- Delivery cost across the States.
- Overall performance of TPDS.

The main findings of the study are:

- The implementation of TPDS is plagued by targeting errors, prevalence of ghost cards and unidentified households.
- Though the off-take per household has shown some improvement under TPDS, yet only about 57 percent of the BPL households are covered by it.
- The FPSs are generally not viable because of low annual turnover and they remain in business through leakages and diversions of subsidised grains.
- Leakages and diversions of subsidized grains are large and only about 42 percent of subsidized grains issued from the Central Pool reaches the target group.
- Over 36 percent of the budgetary subsidies on food is siphoned off the supply chain and another 21 percent reaches the APL households.
- The cost of income transfer to the poor through PDS is much higher than that through other modes.

The report says that the performance of TPDS can be considerably improved if some measures are taken to streamline the BPL identification survey and if the delivery system is made effective, efficient and transparent. The report has come up with useful suggestions in this regard which if implemented are expected to reduce leakages and diversions and improve the performance of TPDS.
District-wise Findings

BAGALKOT

Gram Panchayat (GP) Fact Sheet

Each GP on an average consists of six villages. There are more men than women in the GP. The population consists of 2149 SC, 974 ST, 7142 OBC and 9064 general category of people. On an average, there are seven shop level vigilance committees.

PDS Shop Fact Sheet

From Table 3.1 below, it can be inferred that 45 percent of the shops surveyed are owned privately, 46 percent by the cooperatives and nine percent by the department. The shops are open for 15 days on an average in a month and eight hours a day as compared to overall average of 19 days and eight hours respectively.

Table 3.1: Transparency adherence in PDS shops

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the shop:</td>
<td></td>
</tr>
<tr>
<td>Private</td>
<td>45</td>
</tr>
<tr>
<td>Cooperative</td>
<td>46</td>
</tr>
<tr>
<td>Department</td>
<td>9</td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
<td>15</td>
</tr>
<tr>
<td>Average No. of ration cards per shop:</td>
<td></td>
</tr>
<tr>
<td>BPL</td>
<td>288</td>
</tr>
<tr>
<td>APL</td>
<td>494</td>
</tr>
<tr>
<td>AAY</td>
<td>117</td>
</tr>
<tr>
<td>Display of information board</td>
<td>46</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
<td>64</td>
</tr>
<tr>
<td>Display of consumer help line</td>
<td>54</td>
</tr>
<tr>
<td>Display of address and phone number of the Food &amp; Civil Supplies Department</td>
<td>36</td>
</tr>
</tbody>
</table>
Display of name and date of visit of Food Inspector  46
Display of stock position of ration items  64
Display of price list  64
Display of No. of ration cards with the shop  36
Display of samples in sealed plastic bags  73
Availability of complaint register  27
Availability of inspection book  36
Display of names of shop level VC members  36
Maintenance of minutes book of the VC meetings  9
Display of details of official to be contacted in case of a problem  9
Maintenance of receipt book, stock register and sales register  64 each
Maintenance of official investigation register  27
Display of complaint box  9

Average number of cards per shop is 288 BPL, 494 APL and 117 AAY cards.

Forty-six percent of the shops surveyed had the information displayed in front of them whereas average for all the 15 districts surveyed is 79 percent. Sixty-four percent of the shops had the registration number of the shop and 54 percent had the consumer help line number displayed in front of the shop.

Sixty four percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in 54 percent of the shops covered under the survey.

Stock position of the ration items and the price list are not displayed in 36 percent each of the shops; 64 percent of the shops have not displayed the total number of ration cards with them; 73 percent of the shops have displayed the samples in sealed plastic bags. There are no complaint registers in 73 percent of the shops. Among the 27 percent of the shops where the complaint registers are maintained, only 33 percent carry the seal of the department. There are no complaints against the shop owner during the last one year. Inspection book is available only in 36 percent of the shops and Food Inspector has signed 75 percent of them. Names of PDS shop level vigilance committee members are displayed in 36 percent of the shops. Ninety-one percent of the shops do not have the details of the officials to be contacted in case of a complaint to be lodged; 90 percent of the shops are using weighing balance and 90 percent of them are approved by the weights and measures department.

Receipt book, stock book and sales register are maintained properly by 64 percent of the shops each. Minutes of the meeting of the vigilance committee are not maintained
in a majority of 91 percent of the shops. Official investigation register is maintained by
27 percent of the shops visited. There is no complaint box in 91 percent of the shops.

**PDS Shop Owner Fact Sheet**

All PDS shops are run by men. 64 percent of the shops are located in their own
premises and 36 percent in rented buildings. 60 percent of the shop owners depend
on agriculture in addition to fair price shops for their livelihood. Mean annual income
of the shop owner is Rs. 46,181.

Ninety one percent of the shop owners reported that they are aware of the shop level
vigilance committee. It is reported that the committee meets seven times on an average
in a year. Fifty percent of the shop owners reported that all the committee members
visit the shop.

As regards awareness about the GP level vigilance committee, 82 percent of the shop
owners reported to be aware of it. It is reported that the committee meets five times in
a year. Eighty-eight percent conveyed that the GP level committee members visit the
shop. While 25 percent of the shop owners informed that only the Food Inspector
visits the shop, 75 percent conveyed that both the Food Inspector and the GP Secretary
visit the shop.

It is reported that not a single complaint has been lodged against the shop owner by
the ration card holders. Twenty-seven percent of the shop owners informed that they
faced problem with the ration cards. All the shop owners (100 percent) conveyed that
they are aware of the person to contact in case of a problem. Accordingly, all those
who had a problem (67 percent) in running the ration shop made a complaint with
the Food Inspector orally and all were partially satisfied with the problem resolution.

All the shop owners covered under the study reported to be aware of the Food Inspector.
They informed that the Food Inspector visits the ration shop once a month on average.

It is reported that there is more negative influence by the Food Inspector (36 percent)
followed by the GP members and vigilance committee members (27 percent each) and
the civil supplies department (nine percent) in running the ration shop.

**Users’ Survey**

Demographic details of the users are given in Table 3.2.

- 45 percent of the respondents are from private shops, 46 percent from cooperative
  and nine percent from government run shops.

- It was reported by 87 percent of the respondents that they are getting all the
  ration items as per their entitlement.

- Ration shop is open on all working days according to 66 percent of the users.
Table 3.2: Demographic details of the respondents

<table>
<thead>
<tr>
<th>Gender</th>
<th>Male: 62 %</th>
<th>Female: 38 %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Religion</td>
<td>Hindu: 90 %</td>
<td>Muslim: 10 %</td>
</tr>
<tr>
<td>Caste</td>
<td>SC: 9 %</td>
<td>ST: 8 %</td>
</tr>
<tr>
<td></td>
<td>OBC: 54 %</td>
<td>General: 29 %</td>
</tr>
<tr>
<td>Average family size</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Main occupation</td>
<td>Agriculture and labour</td>
<td></td>
</tr>
<tr>
<td>Annual household income</td>
<td>Rs. 10,683</td>
<td></td>
</tr>
<tr>
<td>Type of ration card with the respondent</td>
<td>AAY: 14 %</td>
<td>BPL: 79 %</td>
</tr>
</tbody>
</table>

- Three percent of the users only are not taking their entitled quantity of ration items.
- Ninety-seven percent reported that the items are properly weighed and measured.
- Ninety-eight percent conveyed that the ration items are distributed every month regularly.
- Eighteen percent of the users informed that the information regarding the grievance redress mechanism is displayed at the PDS shop.
- Complaint register is not prominently displayed in the shop according to 81 percent of the users.
- Hardly one percent of the respondents informed that they are aware of the complaining mechanism in PDS.
- Less than two percent of the respondents reported to have faced problem with the PDS shop relating to timings of the shop, less measurement, irregular opening of the shop and behavior of the shop owner. Among them 50 percent complained to vigilance committee members and Tahsildar. While 33 percent was dissatisfied with the problem resolution, 67 percent were completely satisfied.
- Ninety-eight percent of the respondents are not aware of the shop level vigilance committee.
- Suggestions for improvement include proper measurement and distribution of ration items.
A Study of the Effectiveness of its Monitoring Mechanisms

- Awareness on the GP level vigilance committee is just four percent.
- Just five percent of the respondents are aware of the Food Inspector and 86 percent of them informed that the Food Inspector collected the ration card for detailed inspection of the PDS shop.
- Suggestions to improve the functioning of the Food Inspector are that he should visit the ration shops regularly and ensure proper distribution of ration items.
- Only two percent of the users interviewed are aware of the consumer help line.
- Just two percent of the users are aware of the citizen’s charter.
- Forty-five percent of the respondents expressed complete satisfaction with the overall PDS and 32 percent were partially satisfied and 23 percent dissatisfied.
- As for the grievance redress mechanism, 39 percent were completely satisfied, 33 percent partially and 28 percent dissatisfied.

Food Inspector

- On an average, one Food Inspector covers 12 gram panchayats and 58 fair price shops in the district.
- Each Food Inspector covers nine ration shops in a month.
- Fifty percent of the Food Inspectors informed that they visit the shops during receipt of the stock and also during distribution to the card holders.
- Eighty-three percent informed that they visit a particular PDS shop once a month for inspection and 17 percent visit twice.
- Seventeen percent reported that they can not cover all the shops under their jurisdiction in a month for want of transportation, too many shops and recent appointment. This contradicts the above statement.
- It is reported that each Food Inspector covers six fair price shops on an average for detailed inspection and four shops for intensive inspection in a month. This is an overstatement again.
- All have reported that they submit the inspection report to the higher authorities.
- Each Food Inspector on an average collects 28 ration cards for comparing with the sales register and bill book during detailed inspection.
- Eighty-three percent of those who were interviewed informed that they regularly sign the inspection book kept at the ration shop.
- Eighty-three percent of the Food Inspectors reported that they collect intelligence reports on hoarding and black marketing of essential commodities.
Sixty-seven percent reported that they inspect commercial establishments as well (LPG dealers and rice mills).

Eighty-three percent receive complaints from ration card holders.

The complaints are relating to the quality of the ration items, less measurement, shop not open on all working days and not getting entitled quantity of commodities.

All complaints are reported to have been solved at the level of the Food Inspector.

Seventeen percent of the Food Inspectors confirmed receiving complaints from the shop owners regarding the quantity of the items received which is reported to have been addressed by them.

**PDS Shop-level Vigilance Committee**

- A majority of sixty-two percent of the members interviewed are women.
- Among the total respondents, 29 percent belong to SC, 13 percent ST, 42 percent OBC and 16 percent general category.
- Forty-six percent of the members were not aware that they are the members in the vigilance committee.
- Fifty percent of the respondents reported that they inspect the shops once a week and the other half once a month. Only six percent submitted the inspection reports.
- It is reported that the committee met six times on average last year and the members on average attended four meetings.
- Only six percent of the members informed that the minutes of the meeting are recorded.

**GP-level Vigilance Committee**

- Sixty-eight percent of the respondents are men and thirty two percent women.
- Caste composition indicates 18 percent SC, 10 percent ST, 50 percent OBC and 22 percent general category.
- Fifty percent of the members are aware that they are members in the vigilance committee.
- There is an average of four shops in the jurisdiction of one GP level vigilance committee.
- There is an average of 10 members in the committee.
- Sixty-five percent of the members are aware of their duties as a member of the GP-level vigilance committee.
Seventy-two percent of the members reported that they inspect the shops and 79 percent of them indicated that they visit the shops once a month.

Sixty-nine percent reported that both the Food Inspector and the GP Secretary accompany them during their visit to the shops.

Fifty-six percent reported that they conduct investigation of proper distribution of essential commodities during the visit to shops.

Eighty percent of the members informed that they do not receive any complaints from the ration shop users.

The committee met thrice during the past one year. 88 percent of the respondents reported that the minutes of the meeting are not recorded.

BANGALORE RURAL

Gram Panchayat Fact Sheet

There is an average of 12 villages per GP. Population consists of 3,750 men and 3,586 women. Among them, 1,748 belong to SC, 200 ST, 198 OBC and 5,091 general category. There are five shop-level vigilance committees in the GP on an average.

PDS Shop Fact Sheet

Table 3.3 presents the details of PDS shops in general.

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the shop:</td>
<td></td>
</tr>
<tr>
<td>Private</td>
<td>30</td>
</tr>
<tr>
<td>Cooperative</td>
<td>70</td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
<td>15</td>
</tr>
<tr>
<td>Average No. of ration cards per shop:</td>
<td></td>
</tr>
<tr>
<td>BPL : 97</td>
<td></td>
</tr>
<tr>
<td>APL : 476</td>
<td></td>
</tr>
<tr>
<td>AAY : 62</td>
<td></td>
</tr>
<tr>
<td>Display of information board</td>
<td>90</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
<td>70</td>
</tr>
<tr>
<td>Display of consumer help line</td>
<td>10</td>
</tr>
<tr>
<td>Display of address and phone number of the Food &amp; Civil Supplies Department</td>
<td>20</td>
</tr>
<tr>
<td>Display of name and date of visit of Food Inspector</td>
<td>0</td>
</tr>
<tr>
<td>Display of stock position of ration items</td>
<td>50</td>
</tr>
<tr>
<td>Display of price list</td>
<td>70</td>
</tr>
</tbody>
</table>
Private shops are less (30 percent) than the shops run by cooperatives (70 percent). Shops are open for 15 days in a month. But in reality, they are open only for 4-5 days in a month when the stock arrives.

Average number of cards per shop is 97 BPL, 476 APL and 62 AAY cards. This is far above the overall average for BPL (247) and APL (531) APL cards.

Ninety percent of the shops surveyed had the information displayed in front of them whereas average for all the 15 districts surveyed is 79 percent. Seventy percent of the shops had the registration number of the shop and 10 percent only had the consumer help line number displayed in front of the shop.

Eighty percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in any of the shops covered under the survey.

Stock position of the ration items and the price list are not displayed in 50 and 70 percent of the shops respectively. 70 percent of the shops have not displayed the total number of ration cards with them. None of the shops has displayed the samples in sealed plastic bags. There are no complaint registers in 90 percent of the shops.

Inspection book is available only in 20 percent of the shops and Food Inspector has signed in all. Names of PDS shop level vigilance committee members are displayed in 30 percent of the shops. Details of the officials to be contacted in case of a complaint to be lodged are not displayed in any of the shops visited. 20 percent of the shops are using electronic weighing machine, 70 percent weighing balance and 10 percent shops are using both. 80 percent of them are approved by the weights and measures department.

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Display of No. of ration cards with the shop</td>
<td>30</td>
</tr>
<tr>
<td>Display of samples in sealed plastic bags</td>
<td>0</td>
</tr>
<tr>
<td>Availability of complaint register</td>
<td>10</td>
</tr>
<tr>
<td>Availability of inspection book</td>
<td>20</td>
</tr>
<tr>
<td>Display of names of shop level VC members</td>
<td>30</td>
</tr>
<tr>
<td>Maintenance of minutes book of the VC meetings</td>
<td>40</td>
</tr>
<tr>
<td>Display of contact details of official to be contacted in case of a problem</td>
<td>0</td>
</tr>
<tr>
<td>Maintenance of Receipt book, stock register and sales register</td>
<td>70, 70 and 80</td>
</tr>
<tr>
<td>Maintenance of official investigation register</td>
<td>30</td>
</tr>
<tr>
<td>Maintenance of complaint box</td>
<td>10</td>
</tr>
</tbody>
</table>
Receipt book, stock book and sales register are maintained properly by 70, 70 and 80 percent of the shops respectively. Minutes of the meeting of the vigilance committee are not maintained in 60 percent of the shops. Official investigation register is maintained by 30 percent of the shops visited. There is no complaint box in 90 percent of the shops.

**PDS Shop Owner Fact Sheet**

All PDS shops covered under the study are run by men in Bangalore rural district. 90 percent of the shops are located in their own premises and 10 percent in rented buildings. Sixty percent of the shop owners depend on fair price shops for their livelihood. Among the rest, 70 percent depend on agriculture in addition to PDS shop. Mean annual income of the shop owner is Rs. 49,500.

All the shop owners who were interviewed reported that they are aware of the shop level vigilance committee. They also reported that the committee meets six times on an average in a year. 60 percent of the shop owners reported that all the committee members visit the shop while 10 percent reported that none visits the shop. 30 percent reported that few members visit the shop but not all.

As regards the awareness about the GP level vigilance committee, 60 percent of the shop owners reported to be aware of it. It is reported that the committee meets five times in a year. 100 percent conveyed that all the GP level committee members visit the shop. While 33 percent each of the shop owners informed that only the Food Inspector and the GP secretary visits the shop, 17 percent conveyed that both the Food Inspector and the GP Secretary visit the shop and another 17 percent reported that none of them accompanies the committee members during the visit to the shop.

It is reported by 90 percent of the shop owners that not a single complaint has been lodged against the shop owner by the ration card holders. Complaint from the rest 10 percent is mainly about ration cards. None of the shop owners informed that they faced problem in running the shop.

Awareness about the Food Inspector is found to be 100 percent among the shop owners. They informed that the Food Inspector visits the ration shop twice a month on average.

It is reported that there is negative influence by the GP members (50 percent), civil supplies department (10 percent), vigilance committee members (20 percent) and Food Inspector (20 percent) in running the ration shop.

**Users’ Survey**

Demographic details of the respondents: Demographic details of the respondents are furnished in the Table 3.4.
Twenty-seven percent of the respondents are from private shops, 63 percent from cooperative and 10 percent from government run shops.

It was reported by 52 percent of the respondents that they are getting all the ration items as per their entitlement.

Ration shop is not open on all working days according to 79 percent of the users.

Fifty-two percent of the users are taking their entitled quantity of ration items and the rest 48 percent are not because of poor quality and the shop owner did not issue all at a time.

Eighty-four percent reported that the items are properly weighed and measured.

Seventy-nine percent conveyed that the ration items are distributed every month regularly.

Just eight percent of the users informed that the information regarding the grievance redress mechanism is displayed at the PDS shop.

Complaint register is not prominently displayed in the shop according to 93 percent of the users.

Hardly one percent of the respondents informed that they are aware of the complaining mechanism in PDS.

Thirty-eight percent of the respondents reported to have faced problem with the PDS shop relating to timings of the shop, less measurement, irregular opening of the shop and behavior of the shop owner. But no one registered any complaint.

Table 3.4: Demographic details of the users

<table>
<thead>
<tr>
<th>Gender</th>
<th>Male: 35 %</th>
<th>Female: 65 %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Religion</td>
<td>Hindu: 87 %</td>
<td>Muslim: 13 %</td>
</tr>
<tr>
<td>Caste</td>
<td>SC: 13 %</td>
<td>ST: 7 %</td>
</tr>
<tr>
<td></td>
<td>OBC: 45 %</td>
<td>Gener: 35 %</td>
</tr>
<tr>
<td>Average family size</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Main occupation</td>
<td>Agriculture, labour and self-employment</td>
<td></td>
</tr>
<tr>
<td>Type of ration card with the respondent</td>
<td>AAY: 7 %</td>
<td></td>
</tr>
<tr>
<td></td>
<td>BPL: 86 %</td>
<td>APL: 7 %</td>
</tr>
</tbody>
</table>
A Study of the Effectiveness of its Monitoring Mechanisms

- One hundred percent of the respondents are not aware of the shop level vigilance committee.
- Awareness on the GP level vigilance committee is also nil.
- Just one percent of the respondents are aware of the Food Inspector.
- Awareness on the consumer help line and the citizens’ charter is zero.
- Just eight percent of the respondents expressed complete satisfaction with the overall PDS while 85 percent were dissatisfied. The rest expressed partial satisfaction.
- As for the grievance redress mechanism, the satisfaction levels are similar to that of overall PDS.

Food Inspector

- On an average, one Food Inspector covers 14 gram panchayats and 54 fair price shops in the district.
- Each Food Inspector covers eighteen ration shops in a month.
- All the Food Inspectors interviewed informed that they visit the shops during receipt of the stock and 67 percent during distribution to the card holders.
- Sixty-seven percent informed that they visit a particular PDS shop twice a month for inspection and 33 percent visit more than twice.
- All those interviewed reported that they can not cover all the shops under their jurisdiction in a month for want of transportation, too many shops and distance. This is contrary to their statement that they visit the shops twice a month.
- It is reported that each Food Inspector on average covers five fair price shops for detailed inspection and eight shops for intensive inspection in a month.
- All have reported that they submit the inspection report to the higher authorities.
- Each Food Inspector on an average collects 18 ration cards for comparing with the sales register and bill book during detailed inspection.
- All those who were interviewed informed that they regularly sign the inspection book kept at the ration shop.
- Thirty-three percent of the Food Inspectors reported that they collect intelligence reports on hoarding and black marketing of essential commodities.
- Sixty-seven percent of the respondents informed that they inspect commercial establishments as well (hotels, petrol bunks, LPG dealers and rice mills).
- They (67 percent) do receive complaints from ration card holders.
The complaints relate to the quality and quantity of the ration items, less measurement, shop not open on all working days and not getting entitled quantity of commodities.

While some of the complaints are reported to have been solved at the level of the Food Inspector, others are forwarded to higher authorities and vigilance committee.

All the Food Inspectors contacted (100 percent) informed receiving complaints from the shop owners regarding the quantity and quality of the items received, irregular supply and arrogant behavior of the card holder. Most of them are reported to have been addressed by themselves while some are forwarded to higher authorities.

**PDS Shop-level Vigilance Committee**

- A majority of sixty two percent of the members interviewed are women.
- Among the total respondents, 29 percent belong to SC, 13 percent ST, 42 percent OBC and 16 percent general category.
- Forty-six percent of the members were not aware that they are the members in the vigilance committee.
- Fifty percent of the respondents reported that they inspect the shops once a week and the other half once a month. Only six percent submit the inspection reports.
- It is reported that the committee met six times on average last year and the members on average attended four meetings.
- Only six percent of the members informed that the minutes of the meeting are recorded.

**GP-level Vigilance Committee**

- Sixty percent of the respondents are men. This is just opposite to the shop level committee where 62 percent are women.
- Caste composition indicates 60 percent SC, 20 percent OBC and 20 percent general. There is no ST representative in the GP level vigilance committee in Bangalore Rural district.
- Eighty-four percent of the members are aware that they are members in the vigilance committee.
- An average of three shops is found in the jurisdiction of one GP level vigilance committee.
- There is an average of nine members in the committee.
BANGALORE URBAN

Gram Panchayat Fact Sheet

There is an average of seven villages per GP in Bangalore Urban district. Population consists of more women (11,281) than men (11,061). Among them 3,815 belong to SC, 467 ST, 2,011 OBC and 22,263 general categories. There are seven shop level vigilance committees in the GP on an average.

PDS Shop Fact Sheet

Details of PDS shops in general are given in Table 3.5 below:

Table 3.5: Transparency adherence in PDS shops

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the shop:</td>
<td></td>
</tr>
<tr>
<td>Private</td>
<td>27</td>
</tr>
<tr>
<td>Cooperative</td>
<td>64</td>
</tr>
<tr>
<td>Department</td>
<td>9</td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
<td>20</td>
</tr>
<tr>
<td>Average No. of ration cards per shop:</td>
<td></td>
</tr>
<tr>
<td>BPL</td>
<td>191</td>
</tr>
<tr>
<td>APL</td>
<td>567</td>
</tr>
<tr>
<td>AAY</td>
<td>25</td>
</tr>
<tr>
<td>Display of information board</td>
<td>91</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
<td>91</td>
</tr>
<tr>
<td>Display of consumer help line</td>
<td>64</td>
</tr>
<tr>
<td>Display of address and phone number of the Food &amp; Civil Supplies Department</td>
<td>46</td>
</tr>
<tr>
<td>Display of name and date of visit of Food Inspector</td>
<td>9</td>
</tr>
<tr>
<td>Display of stock position of ration items</td>
<td>46</td>
</tr>
<tr>
<td>Display of price list</td>
<td>82</td>
</tr>
<tr>
<td>Display of No. of ration cards with the shop</td>
<td>73</td>
</tr>
<tr>
<td>Display of samples in sealed plastic bags</td>
<td>36</td>
</tr>
<tr>
<td>Availability of complaint register</td>
<td>91</td>
</tr>
<tr>
<td>Availability of inspection book</td>
<td>100</td>
</tr>
<tr>
<td>Display of names of shop level VC members</td>
<td>60</td>
</tr>
<tr>
<td>Maintenance of minutes book of the VC meetings</td>
<td>40</td>
</tr>
<tr>
<td>Display of contact details of official to be contacted in case of a problem</td>
<td>30</td>
</tr>
<tr>
<td>Maintenance of Receipt book, stock register and sales register</td>
<td>90, 80 and 80</td>
</tr>
<tr>
<td>Maintenance of official investigation register</td>
<td>80</td>
</tr>
<tr>
<td>Maintenance of complaint box</td>
<td>64</td>
</tr>
</tbody>
</table>
Public Distribution System in Karnataka

Twenty-seven percent of the shops surveyed are owned privately, 64 percent by the cooperatives and nine percent by the government. The shop is open for 20 days on an average in a month.

Average number of cards per shop is 191 BPL, 567 APL and 25 AAY cards. This is far below the overall average for all the 15 districts.

Ninety-one percent of the shops surveyed had the information displayed in front of them whereas average for all the 15 districts surveyed is 79 percent. 91 percent of the shops had the registration number of the shop and 64 percent had the consumer help line number displayed in front of the shop.

Sixty-four percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in 91 percent of the shops covered under the survey.

Sixty-four percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in 91 percent of the shops covered under the survey.

Stock position of the ration items and the price list are not displayed in 46 and 82 percent of the shops respectively. 73 percent of the shops have not displayed the total number of ration cards with them. 64 percent of the shops have displayed the samples in sealed plastic bags. 91 percent of the shops have complaint registers. Inspection book is available in all the shops and Food Inspector has signed 90 percent of them. Names of PDS shop level vigilance committee members are displayed in 60 percent of the shops. 70 percent of the shops do not have the details of the officials to be contacted in case of a complaint to be lodged. 27 percent of the shops are using electronic weighing machine and 73 percent are using weighing balance.

Receipt book, stock book and sales register are maintained properly by 90, 80 and 80 percent of the shops respectively. Minutes of the meeting of the vigilance committee are not maintained in 60 percent of the shops. Official investigation register is maintained by 80 percent of the shops visited. 36 percent of the shops do not have complaint box.

PDS Shop Owner Fact Sheet

A majority of 91 percent of the PDS shops are run by men. 55 percent of the shops are located in their own premises and 45 percent in rented buildings. Only 18 percent of shop owners reported that they depend on PDS for their livelihood. Among the rest, 33 percent each depend on agriculture, rent from property and through politics in addition to fair price shops for their livelihood. Mean annual income of the shop owner is Rs. 61,000.

Seventy-three percent of the shop owners reported that they are aware of the shop level vigilance committee. It is reported that the committee meets nine times on an average in a year. Sixty-two percent of the shop owners reported that all the committee members visit the shop and 38 percent informed that few members visit the shop.

PDS Shop Owner Fact Sheet

A majority of 91 percent of the PDS shops are run by men. 55 percent of the shops are located in their own premises and 45 percent in rented buildings. Only 18 percent of shop owners reported that they depend on PDS for their livelihood. Among the rest, 33 percent each depend on agriculture, rent from property and through politics in addition to fair price shops for their livelihood. Mean annual income of the shop owner is Rs. 61,000.

Seventy-three percent of the shop owners reported that they are aware of the shop level vigilance committee. It is reported that the committee meets nine times on an average in a year. Sixty-two percent of the shop owners reported that all the committee members visit the shop and 38 percent informed that few members visit the shop.
It is observed that 36 percent of the shop owners are aware of GP level vigilance committee which meets five times in a year. All the shop owners conveyed that the GP level vigilance committee members do not visit the shop. However, they informed that the Food Inspector visits the shop.

It is reported that not a single complaint has been lodged against the shop owner by the ration card holders. Only nine percent of the shop owners informed that they faced problem in running the shop with respect to finance.

All the shop owners conveyed that they are aware of the person to contact in case of a problem. However, no one lodged any complaint.

Eighty percent of the shop owners covered under the study reported to be aware of the Food Inspector. They informed that the Food Inspector visits the ration shop three times a month on average.

It is reported that there is negative influence by the GP members (9 percent), civil supplies department (9 percent), vigilance committee members (27 percent), politicians (9 percent), and Food Inspector (46 percent) in running the ration shop.

Users’ Survey

Demographic details of the users are listed below in Table 3.6.

<table>
<thead>
<tr>
<th>Table 3.6: Demographic details of the respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender</td>
</tr>
<tr>
<td>Male: 17 %</td>
</tr>
<tr>
<td>Female: 83 %</td>
</tr>
<tr>
<td>Religion</td>
</tr>
<tr>
<td>Hindu: 91 %</td>
</tr>
<tr>
<td>Muslim: 5 %</td>
</tr>
<tr>
<td>Christian: 4 %</td>
</tr>
<tr>
<td>Caste</td>
</tr>
<tr>
<td>SC: 43 %</td>
</tr>
<tr>
<td>ST: 3 %</td>
</tr>
<tr>
<td>OBC: 43 %</td>
</tr>
<tr>
<td>General: 11 %</td>
</tr>
<tr>
<td>Average family size</td>
</tr>
<tr>
<td>4</td>
</tr>
<tr>
<td>Main occupation</td>
</tr>
<tr>
<td>Agriculture and labour, job and self employed</td>
</tr>
<tr>
<td>Annual household income</td>
</tr>
<tr>
<td>Rs. 10,683</td>
</tr>
<tr>
<td>Type of ration card with the respondent</td>
</tr>
<tr>
<td>AAY: 3 %</td>
</tr>
<tr>
<td>BPL: 75 %</td>
</tr>
<tr>
<td>APL: 22 %</td>
</tr>
</tbody>
</table>

Twenty-seven percent of the users represent private shops, 63 percent cooperative shops and 10 percent government run shops.
• It was reported by 70 percent of the respondents that they are getting all the ration items as per their entitlement.
• Ration shop is not open on all working days according to 37 percent of the users.
• Twenty-one percent of the users are not taking their entitled quantity of ration items.
• Seventy-one percent reported that the items are properly weighed and measured.
• Sixty-four percent conveyed that the ration items are distributed every month regularly.
• Thirty-four percent of the users informed that the information regarding the grievance redress mechanism is displayed at the PDS shop.
• Complaint register is not prominently displayed in the shop according to 68 percent of the users.
• Just 11 percent of the respondents informed that they are aware of the complaining mechanism in PDS.
• Around six percent of the respondents reported to have faced problem with the PDS shop relating to timings of the shop, less measurement, irregular opening of the shop and behavior of the shop owner. But, nobody lodged any complaint.
• Awareness on the shop level vigilance committee among the respondents is zero.
• Suggestions for improvement include training to the shop owner, proper measurement and distribution of ration items.
• Awareness on the GP level vigilance committee is also zero.
• Just a little more than one percent of the respondents are aware of the Food Inspector.
• Suggestion to improve the functioning of the Food Inspector is that he should visit the ration shops regularly.
• Twenty-one percent of the users interviewed are aware of the consumer help line and just two percent of them used it to complain about PDS.
• None of the users interviewed is aware of the citizens’ charter.
• Twenty percent of the respondents expressed complete satisfaction with the overall PDS and 53 percent were partially satisfied and 27 percent dissatisfied.
• As for the grievance redress mechanism, 30 percent were completely satisfied, 55 percent partially and 15 percent dissatisfied.

Food Inspector

• On an average, one Food Inspector covers eight gram panchayats and 58 fair price shops in the district.
• Each Food Inspector covers five ration shops in a month.
• Sixty-seven percent of the FoodInspectors informed that they visit the shops during receipt of the stock and 100 percent during distribution to the card holders.
• Thirty-three percent each informed that they visit a particular PDS shop once a month, twice and more than twice a month for inspection.
• Thirty-three percent reported that they can not cover all the shops under their jurisdiction in a month because of distance, too many shops and office work.
• It is reported that each Food Inspector on average covers 15 fair price shops for detailed inspection as against five and six shops for intensive inspection as against one in a month.
• All have reported that they submit the inspection report to the higher authorities.
• Each Food Inspector on an average collects five ration cards for comparing with the sales register and bill book during detailed inspection.
• All those who were interviewed informed that they regularly sign the inspection book kept at the ration shop.
• All the Food Inspectors (100 percent) reported that they collect intelligence reports on hoarding and black marketing of essential commodities.
• Sixty seven percent of the Food Inspectors informed that they also inspect commercial establishments (hotels, retailers, LPG dealers, rice mills, petrol bunks and restaurants).
• They (100 percent) do receive complaints from ration card holders @ 4-5 per month.
• The complaints relate to the quality of the ration items, less measurement, shop not open on all working days and not getting entitled quantity of commodities.
• One-third of the complaints are reported to have been solved at the level of the Food Inspector and the rest are forwarded to higher authorities.
• All the Food Inspectors informed receiving complaints from the shop owners regarding the quality and quantity of the items received, irregular supply, commission on sale and arrogance of the card holders. Thirty-three percent of the complaints were solved at their level and the rest are forwarded to higher authorities.

PDS Shop-level Vigilance Committee
• Majority of the members interviewed (60 percent) are women.
• Among the total respondents, 29 percent belong to SC, 13 percent ST, 42 percent OBC and 16 percent general category.
• Forty-six percent of the members were not aware that they are the members in the vigilance committee.
- Fifty percent of the respondents reported that they inspect the shops once a week and the other half once a month. Only six percent submit the inspection reports.
- It is reported that the committee met six times on average last year and the members on average attended four meetings.
- Only six percent of the members informed that the minutes of the meeting are recorded.

GP-level Vigilance Committee
- Fifty percent of the respondents are men and 50 percent women.
- There is an average of nine members in the committee.

BELGAUM

Gram Panchayat Fact Sheet
There is an average of three villages per GP in Belgaum district. Population consists of more men (3,130) than women (2,915). Among them 1,059 belong to SC, 112 ST, 2,500 OBC and 2,372 general categories. There are six shop level vigilance committees in the GP on an average.

PDS Shop Fact Sheet
PDS shop details are given below (Table 3.7).

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the shop:</td>
<td>9</td>
</tr>
<tr>
<td>Private</td>
<td>9</td>
</tr>
<tr>
<td>Cooperative</td>
<td>64</td>
</tr>
<tr>
<td>Department</td>
<td>9</td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
<td>27</td>
</tr>
<tr>
<td>Average No. of ration cards per shop:</td>
<td></td>
</tr>
<tr>
<td>BPL: 401</td>
<td></td>
</tr>
<tr>
<td>APL: 668</td>
<td></td>
</tr>
<tr>
<td>AAY: 91</td>
<td></td>
</tr>
<tr>
<td>Display of information board</td>
<td>91</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
<td>73</td>
</tr>
<tr>
<td>Display of consumer help line</td>
<td>54</td>
</tr>
<tr>
<td>Display of address and phone number of the Food &amp; Civil Supplies Department</td>
<td>9</td>
</tr>
<tr>
<td>Display of name and date of visit of Food Inspector</td>
<td>27</td>
</tr>
<tr>
<td>Display of stock position of ration items</td>
<td>64</td>
</tr>
</tbody>
</table>
A Study of the Effectiveness of its Monitoring Mechanisms

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Display of price list</td>
<td>73</td>
</tr>
<tr>
<td>Display of No. of ration cards with the shop</td>
<td>54</td>
</tr>
<tr>
<td>Display of samples in sealed plastic bags</td>
<td>27</td>
</tr>
<tr>
<td>Availability of complaint register</td>
<td>27</td>
</tr>
<tr>
<td>Availability of inspection book</td>
<td>64</td>
</tr>
<tr>
<td>Display of names of shop level VC members</td>
<td>64</td>
</tr>
<tr>
<td>Maintenance of minutes book of the VC meetings</td>
<td>27</td>
</tr>
<tr>
<td>Display of contact details of official to be contacted in case of a problem</td>
<td>0</td>
</tr>
<tr>
<td>Maintenance of Receipt book</td>
<td>73</td>
</tr>
<tr>
<td>Stock register and Sales register</td>
<td>91 each</td>
</tr>
<tr>
<td>Maintenance of official investigation register</td>
<td>46</td>
</tr>
<tr>
<td>Maintenance of complaint box</td>
<td>0</td>
</tr>
</tbody>
</table>

A majority of 82 percent of the shops is owned by the cooperatives and nine percent of the shops each are run privately and by government. The shop is open for 27 days on an average in a month.

Average number of cards per shop is 401 BPL, 668 APL and 91 AAY cards. This is below the overall average for 15 districts.

Ninety-one percent of the shops surveyed had the information displayed in front of them whereas average for all the 15 districts surveyed is 79 percent. Seventy-three percent of the shops had the registration number of the shop and 54 percent had the consumer help line number displayed in front of the shop.

Ninety-one percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in 63 percent of the shops covered under the survey.

Stock position of the ration items and the price list are not displayed in 36 and 27 percent of the shops respectively. Forty-six percent of the shops have not displayed the total number of ration cards with them. Twenty-seven percent of the shops have displayed the samples in sealed plastic bags. Complaint registers are not there in 73 percent of the shops. There are no complaints against the shop owner during the last one year.

Inspection book is available only in 64 percent of the shops and Food Inspector has signed in all of them. Names of PDS shop level vigilance committee members are displayed in 64 percent of the shops. Details of the officials to be contacted in case of a complaint...
to be lodged are not available in any of the shops covered under the study. Seventy-three percent of the shops are using electronic weighing machines while the rest are using the conventional weighing balance.

Receipt book, stock book and sales register are maintained properly by 73, 91 and 91 percent of the shops respectively. Minutes of the meeting of the vigilance committee are not recorded in 27 percent of the shops. Official investigation register is maintained by 46 percent of the shops visited. There is no complaint box in any of the shops.

**PDS Shop Owner Fact Sheet**

All PDS shops are run by men. Fifty-five percent of the shops are located in their own premises and 45 percent in rented buildings and 46 percent of the shop owners depend on PDS shop for their livelihood. Among the rest, 40 percent depend on labour work and 20 percent each on agriculture and agricultural labour in addition to fair price shops for their livelihood. Mean annual income of the shop owner is Rs. 59,200.

All the shop owners reported that they are aware of the shop level vigilance committee. It is reported that the committee meets six times on an average in a year. Sixty-four percent of the shop owners reported that all the committee members visit the shop while 36 percent reported that few members visit the shop.

Ninety-one percent of the shop owners reported to be aware of the GP level vigilance committee. It is reported that the committee meets six times in a year. Ninety percent conveyed that the GP level committee members visit the shop. While 33 percent of the shop owners informed that only the Food Inspector accompanies the committee, 22 percent conveyed that only the GP Secretary accompanies. Forty-four percent reported that both Food Inspector and the GP Secretary accompany the committee.

It is reported that not a single complaint has been lodged against the shop owner by the ration card holders. Twenty-seven percent of the shop owners informed that they faced problem with APL card holders demanding kerosene and ration items.

All the shop owners (100 percent) conveyed that they are aware of the person to contact in case of a problem. Accordingly, 33 percent of those who had a problem lodged the complaint with the Food Inspector orally and 67 percent with the Tahsildar. While most of the shop owners (67 percent) reported that the problem was not solved, 33 percent of the shop owners informed that the problem was solved and are completely satisfied with the problem resolution.

Ninety percent of the shop owners covered under the study reported to be aware of the Food Inspector. They informed that the Food Inspector visits the ration shop twice a month on average.

It is reported that there is negative influence by the GP members (18 percent), civil supplies department (nine percent), politicians (nine percent), Food Inspector (nine
percent) and the vigilance committee members (9 percent) in running the ration shop.

**Users’ survey**

Demographic details of the respondents are provided in Table 3.8 below:

<table>
<thead>
<tr>
<th>Table 3.8: Demographic Details of the Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender</td>
</tr>
<tr>
<td>Male: 48 %</td>
</tr>
<tr>
<td>Female: 52 %</td>
</tr>
<tr>
<td>Religion</td>
</tr>
<tr>
<td>Hindu: 92 %</td>
</tr>
<tr>
<td>Muslim: 8 %</td>
</tr>
<tr>
<td>Caste</td>
</tr>
<tr>
<td>SC: 25 %</td>
</tr>
<tr>
<td>ST: 12 %</td>
</tr>
<tr>
<td>OBC: 31 %</td>
</tr>
<tr>
<td>General: 32 %</td>
</tr>
<tr>
<td>Average family size</td>
</tr>
<tr>
<td>5</td>
</tr>
<tr>
<td>Type of ration card with the respondent</td>
</tr>
<tr>
<td>AAY: 10 %</td>
</tr>
<tr>
<td>BPL: 67 %</td>
</tr>
<tr>
<td>APL: 23 %</td>
</tr>
</tbody>
</table>

- Nine percent of the respondents are from private shops, 82 percent from cooperative and nine percent from government run shops.
- It was reported by 85 percent of the respondents that they are getting all the ration items as per their entitlement.
- Ration shop is open on all working days according to 70 percent of the users.
- Eighty-seven percent of the users are taking their entitled quantity of ration items.
- Ninety percent reported that the items are properly weighed and measured.
- Ninety-seven percent conveyed that the ration items are distributed every month regularly.
- Just four percent of the users informed that the information regarding the grievance redress mechanism is displayed at the PDS shop.
- Complaint register is not prominently displayed in the shop according to 99 percent of the users.
- Hardly one percent of the respondents informed that they are aware of the complaining mechanism in PDS.
- Eight percent of the respondents reported to have faced problem with the PDS
Public Distribution System in Karnataka

relating to timings of the shop, less measurement, irregular opening of the shop and behavior of the shop owner. Among them only seven percent complained to vigilance committee members.

• Ninety-eight percent of the respondents are not aware of the shop level vigilance committee.
• Awareness on the GP level vigilance committee is just one percent.
• Just two percent of the respondents are aware of the Food Inspector.
• Only two percent of the users interviewed are aware of the consumer help line.
• Less than one percent of the users are aware of the citizens’ charter.
• Ten percent of the respondents expressed complete satisfaction with the overall PDS and 74 percent were dissatisfied. The rest were partially satisfied.
• As for the grievance redress mechanism, 43 percent were completely satisfied, and 31 percent dissatisfied. 26 percent conveyed partial satisfaction.

Food Inspector

• On an average, one Food Inspector covers 35 gram panchayats and 152 fair price shops in the district.
• Each Food Inspector covers 32 ration shops in a month.
• All the Food Inspectors informed that they visit the shops during receipt of the stock and also during distribution to the card holders.
• Fifty percent informed that they visit a particular PDS shop once a month for inspection and 25 percent each visit twice and more than twice.
• All (100 percent) have reported that they can not cover all the shops under their jurisdiction in a month for want of transportation, too many shops and distance.
• It is reported that each Food Inspector on average covers six fair price shops for detailed inspection and three shops for intensive inspection in a month as against five and one respectively.
• All have reported that they submit the inspection report to the higher authorities.
• Each Food Inspector on an average collects 20 ration cards for comparing with the sales register and bill book during detailed inspection.
• All those who were interviewed informed that they regularly sign the inspection book kept at the ration shop.
• All the Food Inspectors (100 percent) reported that they collect intelligence reports on hoarding and black marketing of essential commodities.
• Seventy-five percent informed that they inspect the commercial establishments in their jurisdiction.

• They (100 percent) do receive complaints from ration card holders.

• The complaints relate to the quality of the ration items, less measurement, shop not open on all working days and behavior of the shop owner.

• All complaints are reported to have been solved at the level of the Food Inspector.

• Fifty percent of the Food Inspectors contacted informed receiving complaints from the shop owners regarding less commission on sales and timings of supply. 50 percent of the complaints are solved at personal level and the other half are forwarded to higher authorities.

PDS Shop-level Vigilance Committee
• A majority of 68 percent of the members interviewed are women.

• Among the total respondents, 26 percent belong to SC, 14 percent ST and 30 percent each to OBC and general category.

• Seventy-two percent of the members are aware that they are members in the vigilance committee.

• Ninety-two percent of the respondents reported that they inspect the shops and 72 percent of them visit once a month; 39 percent reported submitting the inspection reports.

• Thirty-one percent indicated that they receive complaints from the users with regard to quality, less measurement, irregular supply and timings. While more than half of the complaints are solved at their level, rest is forwarded to higher authorities.

GP-Level Vigilance Committee
• Forty-four percent of the respondents are men and the rest are women.

• Caste composition indicates 15 percent SC, 24 percent ST, 28 percent OBC and 33 percent general category.

• Seventy-six percent of the members reported to be aware that they are members in the vigilance committee.

• There is an average of two shops in the jurisdiction of one GP level vigilance committee.

• Each committee consists on an average seven members.

• Sixty-six percent of the members reported to be aware of their duties as a member of the GP level vigilance committee.
• Seventy-eight percent of the members reported that they inspect the shops and 74 percent of them indicated that they visit the shops once a month.

• While 46 percent reported that the GP Secretary accompanies them during their visit to the shops, 39 percent indicated that neither the Food Inspector nor the GP Secretary accompanies them.

• Three-fourths of the respondents reported that they conduct investigation of proper distribution of essential commodities during the visit to shops.

• Thirty-one percent of the members contacted informed that they do receive complaints from the ration shop users. The complaints relate to irregular supply, irregular timings of opening the shops and the quality of the items issued. Most of the complaints are solved by the vigilance committee members.

• The committee met six times during the past one year. 86 percent of the respondents reported that the minutes of the meeting are not recorded.

BELLARY

Gram Panchayat Fact Sheet

There is an average of four villages per GP in Bellary district. Population consists of more women (4,623) than men (4,410). Among them 1,668 belong to SC, 1,238 ST, 790 OBC and 5,597 general categories. There are 15 shop level vigilance committees in the GP on an average.

PDS Shop Fact Sheet

Details of PDS shops in general are given below (Table 3.9):

Table 3.9: Transparency Adherence in PDS Shops

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the shop:</td>
<td></td>
</tr>
<tr>
<td>Private</td>
<td>50</td>
</tr>
<tr>
<td>Cooperative</td>
<td>50</td>
</tr>
<tr>
<td>Department</td>
<td>–</td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
<td>16</td>
</tr>
<tr>
<td>Average No. of ration cards per shop:</td>
<td></td>
</tr>
<tr>
<td>BPL</td>
<td>301</td>
</tr>
<tr>
<td>BPL</td>
<td>497</td>
</tr>
<tr>
<td>APL</td>
<td>120</td>
</tr>
<tr>
<td>Display of information board</td>
<td>50</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
<td>70</td>
</tr>
<tr>
<td>Display of consumer help line</td>
<td>60</td>
</tr>
<tr>
<td>Display of address and phone number of the Food &amp; Civil Supplies Department</td>
<td>40</td>
</tr>
</tbody>
</table>
# A Study of the Effectiveness of its Monitoring Mechanisms

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Display of name and date of visit of Food Inspector</td>
<td>50</td>
</tr>
<tr>
<td>Display of stock position of ration items</td>
<td>60</td>
</tr>
<tr>
<td>Display of price list</td>
<td>70</td>
</tr>
<tr>
<td>Display of No. of ration cards with the shop</td>
<td>40</td>
</tr>
<tr>
<td>Display of samples in sealed plastic bags</td>
<td>80</td>
</tr>
<tr>
<td>Availability of complaint register</td>
<td>30</td>
</tr>
<tr>
<td>Availability of inspection book</td>
<td>40</td>
</tr>
<tr>
<td>Display of names of shop level VC members</td>
<td>40</td>
</tr>
<tr>
<td>Maintenance of minutes book of the VC meetings</td>
<td>10</td>
</tr>
<tr>
<td>Display of contact details of official to be contacted in case of a problem</td>
<td>10</td>
</tr>
<tr>
<td>Maintenance of Receipt book, stock register and sales register</td>
<td>70 each</td>
</tr>
<tr>
<td>Maintenance of official investigation register</td>
<td>30</td>
</tr>
<tr>
<td>Maintenance of complaint box</td>
<td>20</td>
</tr>
</tbody>
</table>

Fifty percent of the shops surveyed are owned privately and another 50 percent by the cooperatives which are almost comparable to the overall average of 48 percent and 50 percent respectively. The shop is open for 16 days on an average in a month and eight hours a day as compared to overall average of 20 days and eight hours respectively.

Average number of cards per shop is 301 BPL, 497 APL and 120 AAY cards. This is far above the overall average for BPL (247) and APL (531) cards.

Fifty percent of the shops surveyed had the information displayed in front of them whereas average for all the 15 districts surveyed is 80 percent. 70 percent of the shops had the registration number of the shop and 60 percent had the consumer help line number displayed in front of the shop.

Sixty percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in 50 percent of the shops studied.

Stock position of the ration items and the price list are not displayed in 40 and 30 percent of the shops respectively. Sixty percent of the shops have not displayed total number of ration cards with them and 80 percent of the shops have displayed the samples in sealed plastic bags. There are no complaint registers in 70 percent of the shops. Among the 30 percent of the shops where the complaint registers are maintained, only 33 percent carry the seal of the department. There are no complaints against the
shop owner during the last one year. Inspection book is available only in 40 percent of the shops and Food Inspector has signed 75 percent of them. Names of PDS shop level vigilance committee members are displayed in 40 percent of the shops. Ninety percent of the shops do not have the details of the officials to be contacted in case of a complaint to be lodged. Ninety percent of the shops are using weighing balance and 90 percent of them are approved by the weights and measures department.

Receipt book, stock book and sales register are maintained properly by 70 percent of the shops each. Minutes of the meeting of the vigilance committee are not recorded in a majority of 90 percent of the shops. Official investigation register is maintained by 30 percent of the shops visited. 80 percent of the shops do not have complaint box.

**PDS shop owner fact sheet**

All PDS shops are run by men. Eighty-two percent of the shops are located in their own premises and 28 percent in rented buildings. Sixty-four percent of the shop owners depend solely on PDS shop for their livelihoods. Among the rest, 57 percent depend on agriculture in addition to fair price shops for their livelihood. Mean annual income of the shop owner is Rs. 26,222.

All the shop owners (100 percent) reported that they are aware of the shop level vigilance committee. They reported that the committee meets nine times on an average in a year. Eighty-two percent of the shop owners reported that all the committee members visit the shop.

As regards the awareness about the GP level vigilance committee, 73 percent of the shop owners reported to be aware of it. They conveyed that the committee meets five times in a year. All the respondents (100 percent) conveyed that all the GP level committee members visit the shop.

While 14 percent of the shop owners informed that only the Food Inspector accompanies the GP committee during its visit to the shop, 86 percent conveyed that both the Food Inspector and the GP Secretary accompany the committee members.

It is reported by 91 percent of the shop owners that no complaint has been lodged against the shop owner by the ration card holders.

Eighteen percent of the shop owners informed that they faced problem in running the shop. The problem is related to issue of more food grains, removal of unit system and salary to the PDS shop owners.

All the shop owners (100 percent) conveyed that they are aware of the person to contact in case of a problem. Accordingly, all those who had a problem in running the ration shop made a complaint with the Food Inspector orally and all were dissatisfied with the problem resolution.
All the shop owners covered under the study reported to be aware of the Food Inspector. They informed that the Food Inspector visits the ration shop thrice a month on average.

It is reported that there is negative influence by the GP members (nine percent) and politicians (nine percent). The rest informed that there was no interference of any sort.

Users’ Survey

Demographic details of the users are presented in Table 3.10.

Table 3.10: Demographic details of the respondents

<table>
<thead>
<tr>
<th>Gender</th>
<th>Male: 55%</th>
<th>Female: 45%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Religion</td>
<td>Hindu: 85%</td>
<td>Muslim: 15%</td>
</tr>
<tr>
<td>Caste</td>
<td>SC: 16%</td>
<td>ST: 14%</td>
</tr>
<tr>
<td>Average family size</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Annual household income</td>
<td>Rs. 9,750</td>
<td></td>
</tr>
<tr>
<td>Type of ration card with the respondent</td>
<td>AAY: 21%</td>
<td>BPL: 70%</td>
</tr>
</tbody>
</table>

- Fifty-three percent of the respondents are from private shops, 39 percent from cooperative and eight percent from government run shops.
- It was reported by 98 percent of the respondents that they are getting all the ration items as per their entitlement.
- Ration shop is open on all working days according to 82 percent of the users.
- Ninety-five percent of the users are not taking their entitled quantity of ration items.
- Ninety-two percent reported that the items are properly weighed and measured.
- Ninety-eight percent conveyed that the ration items are distributed every month regularly.
- Thirty-eight percent of the users informed that the information regarding the grievance redress mechanism is displayed at the PDS shop.
- Complaint register is not prominently displayed in the shop according to 80 percent of the users.
• Forty-three percent of the respondents informed that they are aware of the complaining mechanism in PDS.

• Twelve percent of the respondents reported to have faced problem with the PDS shop relating to timings of the shop, less measurement, irregular opening of the shop and behavior of the shop owner. Among them 52 percent complained to vigilance committee members, Food Inspector and the department. While 27 percent expressed complete satisfaction, 73 percent were partially satisfied.

• Ninety-eight percent of the respondents reported that they are not aware of the shop level vigilance committee.

• Forty-three percent of the users reported awareness on the GP level vigilance committee and 82 percent of them approached the committee members with some problem related to quality, measurement, irregular supply and non display of information board. While seven percent of them reported complete satisfaction with the problem resolution by the shop level vigilance committee, 92 percent were partially satisfied and one percent dissatisfied.

• Thirty-four percent of the respondents are aware of the Food Inspector and 96 percent of them informed that the Food Inspector collected ration card for detailed inspection of the PDS shop.

• Suggestions to improve the functioning of the Food Inspector are that he should visit the ration shops regularly and ensure proper distribution of ration items.

• Awareness on the consumer help line number is 100 percent. Forty-four percent of them reported that they dialled the number to lodge a complaint. Seventy-one percent informed that their calls were registered immediately; 57 percent of them got the complaint reference number and 94 percent reported that the problem was resolved. Thirteen percent expressed complete satisfaction, 67 percent partial satisfaction and 20 percent dissatisfaction with the problem resolution of the help line. This does not go well with the response of 94 percent that their problem was resolved.

• Just seven percent of the users are aware of the citizens’ charter.

• Twenty-nine percent of the respondents expressed complete satisfaction with the overall PDS and 47 percent were partially satisfied and 24 percent dissatisfied.

• As for the grievance redress mechanism, 11 percent were completely satisfied and 23 percent dissatisfied, while 66 percent expressed partial satisfaction.

**Food Inspector**

• On an average, one Food Inspector covers 17 gram panchayats and 28 fair price shops in the district.
A Study of the Effectiveness of its Monitoring Mechanisms

- Each Food Inspector covers 21 ration shops in a month.
- All the Food Inspectors informed that they visit the shops during receipt of the stock and 75 percent during distribution to the card holders.
- All those interviewed informed that they visit a particular PDS shop once a month for inspection.
- Fifty percent have reported that they can not cover all the shops under their jurisdiction in a month because of too much of office work.
- It is reported that each Food Inspector on average covers three fair price shops for detailed inspection and seven shops against one for intensive inspection in a month.
- All have reported that they submit the inspection report to the higher authorities.
- Each Food Inspector on an average collects 36 ration cards for comparing with the sales register and bill book during detailed inspection.
- All those who were interviewed (100 percent) informed that they regularly sign the inspection book kept at the ration shop.
- All the Food Inspectors (100 percent) reported that they collect intelligence reports on hoarding and black marketing of essential commodities.
- All (100 percent) have informed that they inspect the commercial establishments (petrol bunks, retailers, LPG dealers and rice mills) in their jurisdiction.
- They (100 percent) do receive complaints from ration card holders.
- The complaints are related to the quality of the ration items, less measurement, shop not open on all working days and behavior of the shop owner.
- All complaints are reported to have been solved at the level of the Food Inspector.
- Twenty-five percent of the Food Inspectors informed receiving complaints from the shop owners regarding irregular supply and timings of supply. All complaints are reported to have been solved at personal level.

PDS Shop-level Vigilance Committee

- Sixty-two percent of the members interviewed are women.
- Among the total respondents, 29 percent belong to SC, 13 percent ST, 42 percent OBC and 16 percent general category.
- Forty six percent of the members were not aware that they are the members in the vigilance committee.
- Fifty percent of the respondents reported that they inspect the shops once a week and the other half once a month. Only six percent submit the inspection reports.
It is reported that the committee met six times on average last year and the members on average attended four meetings.

Only six percent of the members informed that the minutes of the meeting are recorded.

GP-level Vigilance Committee

Sixty-eight percent of the respondents are men and thirty two percent women.

Caste composition indicates 18 percent SC, 10 percent ST, 50 percent OBC and 22 percent general category.

Fifty percent of the members are aware that they are members in the vigilance committee.

There is an average of four shops in the jurisdiction of one GP level vigilance committee.

Each committee consists an average of 10 members.

Sixty-five percent of the members are aware of their duties as a member of the GP level vigilance committee.

Seventy-two percent of the members reported that they inspect the shops and 79 percent of them indicated that they visit the shops once a month.

Sixty-nine percent reported that both the Food Inspector and the GP Secretary accompany them during their visit to the shops.

Fifty-six percent reported that they conduct investigation of proper distribution of essential commodities during the visit to shops.

Eighty percent of the members contacted informed that they do not receive any complaints from the ration shop users.

The committee met thrice during the past one year. 88 percent of the respondents reported that the minutes of the meeting are not recorded.

CHAMARAJANAGAR

Gram Panchayat Fact Sheet

There is an average of eight villages per GP. Population consists of more women (30,769) than men (12,532). Among them, 5,763 belong to SC, 2,020 ST, 753 OBC and 10,336 general categories. There are eight shop level vigilance committees in the GP on an average.

PDS Shop Fact Sheet

General details of PDS shops are given in Table 3.11.
Table 3.11: Transparency adherence in PDS shops

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the shop:</td>
<td></td>
</tr>
<tr>
<td>Private</td>
<td>50</td>
</tr>
<tr>
<td>Cooperative</td>
<td>50</td>
</tr>
<tr>
<td>Department</td>
<td></td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
<td>16</td>
</tr>
<tr>
<td>Average No. of ration cards per shop:</td>
<td></td>
</tr>
<tr>
<td>BPL: 301</td>
<td></td>
</tr>
<tr>
<td>APL: 497</td>
<td></td>
</tr>
<tr>
<td>AAY: 120</td>
<td></td>
</tr>
<tr>
<td>Display of information board</td>
<td>50</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
<td>70</td>
</tr>
<tr>
<td>Display of consumer help line</td>
<td>60</td>
</tr>
<tr>
<td>Display of address and phone number of the Food &amp; Civil Supplies Department</td>
<td>40</td>
</tr>
<tr>
<td>Display of name and date of visit of Food Inspector</td>
<td>50</td>
</tr>
<tr>
<td>Display of stock position of ration items</td>
<td>60</td>
</tr>
<tr>
<td>Display of price list</td>
<td>70</td>
</tr>
<tr>
<td>Display of No. of ration cards with the shop</td>
<td>40</td>
</tr>
<tr>
<td>Display of samples in sealed plastic bags</td>
<td>80</td>
</tr>
<tr>
<td>Availability of complaint register</td>
<td>30</td>
</tr>
<tr>
<td>Availability of inspection book</td>
<td>40</td>
</tr>
<tr>
<td>Display of names of shop level VC members</td>
<td>40</td>
</tr>
<tr>
<td>Maintenance of minutes book of the VC meetings</td>
<td>10</td>
</tr>
<tr>
<td>Display of contact details of official to be contacted in case of a problem</td>
<td>10</td>
</tr>
<tr>
<td>Maintenance of Receipt book, stock register and sales register</td>
<td>70 each</td>
</tr>
<tr>
<td>Maintenance of official investigation register</td>
<td>30</td>
</tr>
<tr>
<td>Maintenance of complaint box</td>
<td>20</td>
</tr>
</tbody>
</table>

Fifty percent of the shops surveyed are owned privately and another 50 percent by the cooperatives which are almost comparable to the overall average of 48 percent and 50 percent respectively. The shop is open for 16 days on an average in a month and eight hours a day as compared to overall average of 20 days and eight hours respectively. Average number of cards per shop is 301 BPL, 497 APL and 120 AAY cards. This is far above the overall average for BPL (247) and APL (531) cards.
Fifty percent of the shops surveyed had the information displayed in front of them as against an average of 80 percent for all the 15 districts surveyed. 70 percent of the shops had the registration number of the shop and 60 percent had the consumer help line number displayed in front of the shop.

Sixty percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in 50 percent of the shops covered under the survey.

Stock position of the ration items and the price list are not displayed in 40 and 30 percent of the shops respectively. Sixty percent of the shops have not displayed the total number of ration cards with them. Eighty percent of the shops have displayed the samples in sealed plastic bags. Seventy percent of the shops do not have the complaint registers. Among the 30 percent of the shops where the complaint registers are maintained, only 33 percent carry the seal of the department. There are no complaints against the shop owner during the last one year. Inspection book is available only in 40 percent of the shops and Food Inspector has signed 75 percent of them. Names of PDS shop level vigilance committee members are displayed in 40 percent of the shops. Ninety percent of the shops do not have the details of the officials to be contacted in case of a complaint to be lodged. Ninety percent of the shops are using weighing balance and 90 percent of them are approved by the weights and measures department.

Receipt book, stock book and sales register are maintained properly in 70 percent of the shops each. Minutes of the meeting of the vigilance committee are not recorded in a majority of 90 percent of the shops. Official investigation register is maintained by 30 percent of the shops visited. There is no complaint box in 80 percent of the shops.

**PDS Shop Owner Fact Sheet**

Sixty-seven percent of the PDS shops are run by men. Seventy-eight percent of the shops are located in their own premises and 28 percent in rented buildings. Twenty-two percent of the shop owners depend on PDS for their livelihood and 78 percent of the shop owners reported that they depend on agriculture in addition to PDS shop for their livelihood. Mean annual income of the shop owner is Rs. 63,125.

Eighty-nine percent of the shop owners reported that they are aware of the shop level vigilance committee. They reported that the committee meets nine times on an average in a year. 75 percent of the shop owners reported that all the committee members visit the shop.

As regards awareness about the GP level vigilance committee, 78 percent of the shop owners reported to be aware of it. They reported that the committee meets eight times in a year.

All the respondents (100 percent) conveyed that the GP level vigilance committee
members visit the shop. While 17 percent of the shop owners informed that only the Food Inspector accompanies the committee members during its visit to PDS shops, 83 percent conveyed that both the Food Inspector and the GP Secretary accompany.

It is reported by 89 percent of the shop owners that not a single complaint has been lodged against them by the ration card holders.

Twenty-two percent of the shop owners informed that they faced problem in running the shop with regard to behavior of the card holders.

All the shop owners (100 percent) conveyed that they are aware of the person to contact in case of a problem.

Seventy-eight percent of the respondents reported to be aware of the Food Inspector. They informed that the Food Inspector visits the ration shop thrice a month on average.

It is reported that there is negative influence by the GP members, vigilance committee, Food Inspector and politicians in running the ration shop.

Users’ Survey

Demographic details of the respondents

Demographic details of the respondents are set out in Table 3.12.

<table>
<thead>
<tr>
<th>Table 3.12: Demographic details of the respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender</td>
</tr>
<tr>
<td>Religion</td>
</tr>
<tr>
<td>Caste</td>
</tr>
<tr>
<td>Average family size</td>
</tr>
<tr>
<td>Main occupation</td>
</tr>
<tr>
<td>Type of ration card with the respondent</td>
</tr>
</tbody>
</table>

- Sixty-seven percent of the respondents are from private and 33 percent from cooperative run shops.
• It was reported by 87 percent of the respondents that they are getting all the ration items as per their entitlement.

• Ration shop is open on all working days according to 60 percent of the users.

• Eighty-five percent of the respondents reported that they are getting their entitled quantity of ration items.

• Twelve percent of the users are not taking their entitled quantity of ration items. Most of them indicated that the shop owner is not issuing the full quota.

• Eighty-six percent reported that the items are properly weighed and measured.

• Ninety-three percent conveyed that the ration items are distributed every month regularly.

• Thirty percent of the users informed that the information regarding the grievance redress mechanism is displayed at the PDS shop.

• Complaint register is not prominently displayed in the shop according to 78 percent of the users.

• Eighty-one percent of the respondents informed that they are not aware of the complaining mechanism in PDS.

• Around seven percent of the respondents reported to have faced problem with the PDS shop with regard to the quality, timings of the shop, less measurement, irregular opening of the shop and behavior of the shop owner. No complaints were made.

• Eighty-nine percent of the respondents are not aware of the shop level vigilance committee.

• Eighty-seven percent of the respondents reported awareness on the GP level vigilance committee.

• Twenty-two percent of the respondents are aware of the Food Inspector and seven percent of them informed that the Food Inspector collected the ration card for detailed inspection of the PDS shop.

• Suggestions to improve the functioning of the Food Inspector are that he should visit the ration shops regularly and ensure proper distribution of ration items.

• Just five percent of the users are aware of the consumer help line.

• None of the users is aware of the citizens’ charter.

• Thirty-three percent of the respondents expressed complete satisfaction with the overall PDS and 60 percent were partially satisfied and seven percent dissatisfied.

• As for the grievance redress mechanism, satisfaction levels are the same as for overall PDS.
A Study of the Effectiveness of its Monitoring Mechanisms

Food Inspector
- On an average, one Food Inspector covers 26 gram panchayats and 101 fair price shops in the district.
- Each Food Inspector covers 20 ration shops in a month.
- All the Food Inspectors informed that they visit the shops during receipt of the stock and 33 percent during distribution to the card holders.
- One-third of those interviewed informed that they visit a particular PDS shop once a month for inspection and two thirds more than twice.
- Thirty three percent have reported that they can not cover all the shops under their jurisdiction in a month because of too much of office work.
- It is reported that each Food Inspector on average covers 11 fair price shops for detailed inspection as against five shops and two shops for intensive inspection as against one in a month.
- Sixty-seven percent have reported that they submit the inspection report to the higher authorities.
- Each Food Inspector on an average collects 18 ration cards for comparing with the sales register and bill book during detailed inspection.
- All the respondents informed that they regularly sign the inspection book kept at the ration shop.
- All the Food Inspectors reported that they collect intelligence reports on hoarding and black marketing of essential commodities.
- All have informed that they inspect the commercial establishments (hotels, restaurants, petrol bunks, retailers, LPG dealers and rice mills) in their jurisdiction.
- They (100 percent) do receive complaints from ration card holders.
- The complaints are related to the quality of ration items, less measurement, shop not open on all working days and behavior of the shop owner.
- All complaints are reported to have been solved at the level of the Food Inspector, higher authorities and the vigilance committee.
- Thirty three percent of the Food Inspectors informed receiving complaints from the shop owners regarding commission on sales, irregular supply and timings of supply, arrogant behavior of the card holder and quality and quantity of the ration items supplied. All complaints are reported to have been solved at personal level.

PDS Shop-level Vigilance Committee
- A majority of seventy-seven percent of the members interviewed are women.
Among the total respondents, 44 percent belong to SC, 18 percent ST, 20 percent OBC and 18 percent general category.

Seventy four percent of the members are aware that they are the members in the vigilance committee.

Sixty-seven percent of the respondents reported that they inspect the shops. Among them, 15 percent reported visiting daily, 38 percent weekly, 31 percent once a month, 27 percent on arrival of stock and 23 percent during distribution. Sixty-five percent submit the inspection reports.

Forty-one percent of the members informed that they receive complaints from the PDS shop users mainly on quality, timings and irregular supply. Thirty-eight percent of the problems are solved at their level and 31 percent reported forwarding to the higher authorities.

It is reported that the committee met ten times on average. Ninety-two percent reported that the minutes are not recorded.

**GP-level Vigilance Committee**

Sixty-eight percent of the respondents are women and forty percent men.

Caste composition indicates 37 percent SC, 27 percent ST, 20 percent OBC and 17 percent general category.

Eighty-seven percent of the members are aware that they are members in the vigilance committee.

There is an average of six shops in the jurisdiction of one GP level vigilance committee.

Each committee consists of an average eight members.

Eighty-eight percent of the members are aware of their duties as a member of the GP level vigilance committee.

Ninety-two percent of the members reported that they inspect the shops and 32 percent of them indicated that they visit the shops once a month, 50 percent twice a month and 18 percent more than twice a month.

Fifty percent reported that only the GP Secretary accompanies them during their visit to the shops. While 46 percent of the members informed that both the Food Inspector and the GP Secretary accompany them, four percent informed that none of them accompany.

Ninety-six percent reported that they conduct investigation of proper distribution of essential commodities during the visit to shops and 58 percent of them do not sign the inspection report.
Twenty-seven percent of the members contacted informed that they receive complaints from the ration shop users mostly on the quantity of the items received, quality, timings and the commission on ration sold. While majority of them are solved at their level, some are redressed by the committee and the rest are forwarded to higher authorities.

The committee met eight times during the past one year. Seventy-seven percent of the respondents reported that the minutes of the meeting are not recorded.

DAVANGERE

Gram Panchayat Fact Sheet

There is an average of five villages per GP. Population consists of more men (3,667) than women (3,440). Among them, 1,952 belong to SC, 362 ST, 2,234 OBC and 3,902 general categories. The GP on an average consists of five shop level vigilance committees.

PDS Shop Fact Sheet

PDS shop details are given below (Table 3.13):

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the shop:</td>
<td>50</td>
</tr>
<tr>
<td>Private</td>
<td></td>
</tr>
<tr>
<td>Cooperative</td>
<td>50</td>
</tr>
<tr>
<td>Department</td>
<td>-</td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
<td>16</td>
</tr>
<tr>
<td>Average number of ration cards per shop:</td>
<td></td>
</tr>
<tr>
<td>BPL: 301</td>
<td></td>
</tr>
<tr>
<td>APL: 497</td>
<td></td>
</tr>
<tr>
<td>AAY: 120</td>
<td></td>
</tr>
<tr>
<td>Display of information board</td>
<td>50</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
<td>70</td>
</tr>
<tr>
<td>Display of consumer help line</td>
<td>60</td>
</tr>
<tr>
<td>Display of address and phone number of the Food &amp; Civil Supplies Department</td>
<td>40</td>
</tr>
<tr>
<td>Display of name and date of visit of Food Inspector</td>
<td>50</td>
</tr>
<tr>
<td>Display of stock position of ration items</td>
<td>60</td>
</tr>
<tr>
<td>Display of price list</td>
<td>70</td>
</tr>
<tr>
<td>Display of No. of ration cards with the shop</td>
<td>40</td>
</tr>
<tr>
<td>Display of samples in sealed plastic bags</td>
<td>80</td>
</tr>
</tbody>
</table>
Fifty percent of the shops surveyed are owned privately and another 50 percent by the cooperatives which are almost comparable to the overall average of 48 percent and 50 percent respectively. Shops are open for 16 days on an average in a month and eight hours a day as compared to overall average of 20 days and eight hours respectively.

Average number of cards per shop is 301 BPL, 497 APL and 120 AAY cards. This is far above the overall average for BPL (247) and APL (531) cards.

Fifty percent of the shops surveyed had the information board displayed in front of them whereas average for all the 15 districts surveyed is 80 percent. Seventy percent of the shops had the registration number of the shop and 60 percent had the consumer help line number displayed in front of the shop.

Sixty percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in 50 percent of the shops covered under the survey.

Stock position of the ration items and the price list are not displayed in 40 and 30 percent of the shops respectively. Sixty percent of the shops have not displayed the total number of ration cards with them. Eighty percent of the shops have displayed the samples in sealed plastic bags. There are no complaint registers in 70 percent of the shops. Among the 30 percent of the shops where the complaint registers are maintained, only 33 percent carry the seal of the department. There are no complaints against the shop owner during the last one year. Inspection book is available only in 40 percent of the shops and Food Inspector has signed 75 percent of them. Names of PDS shop level vigilance committee members are displayed in 40 percent of the shops. 90 percent of the shops do not have the details of the officials to be contacted in case of a complaint to be lodged. Ninety percent of the shops are using weighing balance and 90 percent of them are approved by the weights and measures department.
Receipt book, stock book and sales register are maintained properly by 70 percent of the shops each. Minutes of the meeting of the vigilance committee are not recorded in a majority of 90 percent of the shops. Official investigation register is maintained by 30 percent of the shops visited. There is no complaint box in 80 percent of the shops.

**PDS Shop Owner Fact Sheet**

A majority of 89 percent of the shop owners were men. Eighty-nine percent of the shops are located in their own premises and 11 percent in rented buildings. Seventy-eight percent of the shop owners depend on PDS for their livelihood. More than half of the rest depend on agriculture in addition to fair price shops for their livelihood. Mean annual income of the shop owner is Rs. 57,668.

All the shop owners reported that they are aware of the shop level vigilance committee. It is reported that the committee meets six times on an average in a year. Twenty-two percent of the shop owners reported that all the committee members visit the shop.

As regards the awareness about the GP level vigilance committee, 89 percent of the shop owners reported to be aware of it. It is reported that the committee meets four times in a year. All the respondents conveyed that the GP level committee members visit the shop.

While 38 percent of the shop owners informed that only the Food Inspector accompanies the committee members during its visit to the shop, 50 percent conveyed that both the Food Inspector and the GP Secretary accompany the committee. Twelve percent reported that none accompanies the committee members during their visit to PDS shops.

It is reported by 89 percent of the shop owners that not a single complaint has been lodged against them by the ration card-holders.

Thirty-three percent of the shop owners informed that they faced problem in running the shop with regard to APL card holders demanding kerosene and food grains, problem with ration cards and the ration items.

All the shop owners conveyed that they are aware of the person to contact in case of a problem. Accordingly, all those who had a problem in running the ration shop made a complaint with the Food Inspector and Tahsildar orally and all were partially satisfied with the problem resolution.

All the shop owners covered under the study reported to be aware of the Food Inspector. They informed that the Food Inspector visits the ration shop twice a month on average.

It is reported that there is negative influence by the GP members, civil supplies department and Food Inspector in running the ration shop. Some 22 percent of the shop owners reported that there was no interference by any one.
Users’ Survey

Demographic details of the respondents are furnished in Table 3.14.

### Table 3.14: Demographic details of the respondents

<table>
<thead>
<tr>
<th>Gender</th>
<th>Male: 51 %</th>
<th>Female: 49 %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Religion</td>
<td>Hindu: 85 %</td>
<td>Muslim: 15 %</td>
</tr>
<tr>
<td>Caste</td>
<td>SC: 40 %</td>
<td>ST: 8 %</td>
</tr>
<tr>
<td></td>
<td>OBC: 30 %</td>
<td>General: 22 %</td>
</tr>
<tr>
<td>Average family size</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Main occupation</td>
<td>Agriculture and labour</td>
<td></td>
</tr>
<tr>
<td>Type of ration card with the respondent</td>
<td>AAY: 12 %</td>
<td>BPL: 84 %</td>
</tr>
<tr>
<td></td>
<td>APL: 3 %</td>
<td></td>
</tr>
</tbody>
</table>

- Eighty percent of the respondents are from private and 20 percent from cooperative run shops.
- It was reported by 90 percent of the respondents that they are getting all the ration items as per their entitlement.
- Ration shop is open on all working days according to 63 percent of the users.
- Ninety-four percent of the users are taking their entitled quantity of ration items.
- Ninety-two percent reported that the items are properly weighed and measured.
- Ninety-seven percent conveyed that the ration items are distributed every month regularly.
- Eighty-eight percent of the users informed that the information regarding the grievance redress mechanism is not displayed at the PDS shop.
- Complaint register is not prominently displayed in the shop according to 98 percent of the users.
- Hardly one percent of the respondents informed that they are aware of the complaining mechanism in PDS.
- Six percent of the respondents reported to have faced problem with the PDS shop relating to timings of the shop, less measurement, poor quality and irregular opening.
of the shop. Among them 19 percent complained to vigilance committee members and Food Inspector. All of them reported that they were partially satisfied.

- Ninety-eight percent of the respondents are not aware of the shop level vigilance committee.
- Awareness on the GP level vigilance committee among the users of PDS shops is nil.
- Just three percent of the respondents are aware of the Food Inspector.
- Ninety-nine percent of the users interviewed are not aware of the consumer help line.
- Just three percent of the users are aware of the citizens’ charter.
- Fifty-four percent of the respondents expressed complete satisfaction with the overall PDS and 27 percent dissatisfied. Remaining 19 percent were partially satisfied.
- As for the grievance redress mechanism, 51 percent were completely satisfied, 38 percent partially and 11 percent dissatisfied.

Food Inspector

- On an average, one Food Inspector covers 24 gram panchayats and 63 fair price shops in the district.
- Each Food Inspector covers 46 ration shops in a month.
- All the Food Inspectors informed that they visit the shops during receipt of the stock and also during distribution to the card holders.
- All those interviewed informed that they visit a particular PDS shop once a month for inspection.
- Fifty percent have reported that they can not cover all the shops under their jurisdiction in a month for want of transportation.
- It is reported that each Food Inspector on average covers 19 fair price shops for detailed inspection and 17 shops for intensive inspection in a month as against five and one shops respectively. The response factually does not seem to hold any water.
- All have reported that they submit the inspection report to the higher authorities.
- Each Food Inspector on an average collects 75 ration cards for comparing with the sales register and bill book during detailed inspection.
- All those who were interviewed informed that they regularly sign the inspection book kept at the ration shop.
- All the respondents reported that they collect intelligence reports on hoarding and black marketing of essential commodities.
• All have informed that they inspect the commercial establishments in their jurisdiction (petrol bunks, retailers, LPG dealers and rice mills).
• They all reported to be receiving complaints from ration card holders.
• The complaints relate to the quality of the ration items, less measurement, shop not open on all working days and over pricing.
• All complaints are reported to have been tackled at the level of the Food Inspector, higher authorities and the vigilance committee.
• Fifty percent of the Food Inspectors informed receiving complaints from the shop owners regarding irregular supply and timings of supply. All complaints are reported to have been solved at personal level.

**PDS shop level vigilance committee**
• A majority of 71 percent of the members interviewed are women and 29 percent men.
• Among the total respondents, 31 percent belong to SC, 16 percent ST, 20 percent OBC and 33 percent general category.
• Sixty-seven percent of the members are aware that they are members in the vigilance committee.
• Fifty-eight percent of the respondents reported that they inspect the shops. 23 percent of them visit once a week, 54 percent once a month and 19 percent during distribution. Seventy-three percent of those who inspect the shops do not submit the report.

**GP level vigilance committee**
• Forty-seven percent of the respondents are men and fifty three percent women.
• Caste composition indicates 44 percent SC, nine percent ST, 20 percent OBC and 27 percent general category.
• Sixty percent of the members are aware that they are members in the vigilance committee.
• Each GP level vigilance committee on an average comprises three shops in its jurisdiction.
• There is an average of eight members in the committee.
• Sixty-seven percent of the members are aware of their duties as a member of the GP level vigilance committee.
• Sixty-seven percent of the members reported that they inspect the shops and 18 percent of them indicated that they visit the shops once a month, 64 percent twice
A Study of the Effectiveness of its Monitoring Mechanisms

Eleven percent reported that the Food Inspector accompanies them during their visit to the shops; 61 percent reported that the GP Secretary accompanies; 17 indicated that both the GP Secretary and the Food Inspector accompany while 11 percent informed that none of them accompany.

Seventy-eight percent reported that they conduct investigation of proper distribution of essential commodities during the visit to shops and only 30 percent of them sign the inspection report.

Ninety percent of the members contacted informed that they do not receive any complaints from the ration shop users.

The committee met thrice during the past one year. Sixty-seven percent of the respondents reported that the minutes of the meeting are not recorded.

DHARWAD

Gram Panchayat Fact Sheet

There is an average of four villages per GP. Population consists of more men (2,509) than women (1,962). Among them, 480 belong to SC, 336 ST, 1,339 OBC and 2,629 general categories. There are nine shop level vigilance committees in the GP on an average.

PDS Shop Fact Sheet

General details of PDS shop are given in Table 3.15 below.

Table 3.15: Transparency Adherence in PDS Shops

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the shop:</td>
<td></td>
</tr>
<tr>
<td>Private</td>
<td>50</td>
</tr>
<tr>
<td>Cooperative</td>
<td>50</td>
</tr>
<tr>
<td>Department</td>
<td>–</td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
<td>16</td>
</tr>
<tr>
<td>Average No. of ration cards per shop:</td>
<td></td>
</tr>
<tr>
<td>BPL : 301</td>
<td></td>
</tr>
<tr>
<td>APL : 497</td>
<td></td>
</tr>
<tr>
<td>AAY: 120</td>
<td></td>
</tr>
<tr>
<td>Display of information board</td>
<td>50</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
<td>70</td>
</tr>
<tr>
<td>Display of consumer help line</td>
<td>60</td>
</tr>
<tr>
<td>Display of address and phone number of the Food &amp; Civil Supplies Department</td>
<td>40</td>
</tr>
</tbody>
</table>
Fifty percent of the shops surveyed are owned privately and another 50 percent by the cooperatives which are almost comparable to the overall average of 48 percent and 50 percent respectively. Shops are open for 16 days on an average in a month and eight hours a day as compared to overall average of 20 days and eight hours respectively.

Average number of cards per shop is 301 BPL, 497 APL and 120 AAY cards. This is far above the overall average for BPL (247) and APL (531) cards.

Fifty percent of the shops surveyed had the information displayed in front of them whereas average for all the 15 districts surveyed is 80 percent. Seventy percent of the shops had the registration number of the shop and 60 percent had the consumer help line number displayed in front of the shop.

Sixty percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in 50 percent of the shops covered under the survey.

Stock position and the price list of the ration items are not displayed in 40 and 30 percent of the shops respectively. Sixty percent of the shops have not displayed the total number of ration cards with them. 80 percent of the shops have displayed the samples in sealed plastic bags. There are no complaint registers in 70 percent of the shops. Among the 30 percent of the shops where the complaint registers are maintained, only 33 percent carry the seal of the department. There are no complaints against the
shop owner during the last one year. Inspection book is available only in 40 percent of the shops and Food Inspector has signed 75 percent of them. Names of PDS shop level vigilance committee members are displayed in 40 percent of the shops. Ninety percent of the shops do not have the details of the officials to be contacted in case of a complaint to be lodged. 90 percent of the shops are using weighing balance and 90 percent of them are approved by the weights and measures department.

Receipt book, stock book and sales register are maintained properly by 70 percent of the shops each. Minutes of the meeting of the vigilance committee are not maintained in a majority of 90 percent of the shops. Seventy percent of the shops do not have official investigation register and 80 percent of the shops do not have complaint box which are mandatory.

PDS Shop Owner Fact Sheet

Seventy three percent of the PDS shops surveyed are run by men. Seventy percent of the shops are located in their own premises and thirty percent in rented buildings. Fifty-five percent of the shop owners depend on PDS for their livelihood. Among the rest, half of them depend on agriculture in addition to fair price shops for their livelihood. Mean annual income of the shop owner is Rs. 50,182.

All the shop owners reported that they are aware of the shop level vigilance committee. They informed that the committee meets six times on an average in a year and 36 percent of the shop owners reported that all the committee members visit the shop.

Ninety-one percent of the shop owners reported to be aware of the GP level vigilance committee. It is reported that the committee meets five times in a year. All the respondents conveyed that the GP level committee members visit the shop.

While 20 percent of the shop owners informed that only the GP Secretary accompanies the committee during its visit to the PDS shop, 80 percent reported that both the Food Inspector and the GP Secretary accompany the committee.

It is reported that not a single complaint has been lodged against the shop owner by the ration card holders.

Eighteen percent of the shop owners informed that they faced problem with regard to shortage of staff and rude behavior of the customers while running the shop.

All the shop owners conveyed that they are aware of the person to contact in case of a problem. No complaints were made.

All the shop owners covered under the study reported to be aware of the Food Inspector. They informed that the Food Inspector visits the ration shop twice a month on average.

It is reported that there is negative influence by the GP members, civil supplies department, Food Inspector and the vigilance committee members in running the ration shop.
Users’ Survey

Demographic details of the respondents are provided in Table 3.16.

Table-3.16: Demographic details of the respondents

<table>
<thead>
<tr>
<th>Gender</th>
<th>Male: 67%</th>
<th>Female: 33%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Religion</td>
<td>Hindu: 93%</td>
<td>Muslim: 7%</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Caste</td>
<td>SC: 17%</td>
<td>ST: 7%</td>
</tr>
<tr>
<td></td>
<td>OBC: 29%</td>
<td>General: 47%</td>
</tr>
<tr>
<td>Average family size</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Main occupation</td>
<td>Agriculture and labour</td>
<td></td>
</tr>
<tr>
<td>Type of ration card with the respondent</td>
<td>AAY: 13%</td>
<td>BPL: 80%</td>
</tr>
</tbody>
</table>

- Thirty-seven percent of the respondents are from private shops, 54 percent from cooperative and nine percent from government run shops.
- It was reported by 95 percent of the respondents that they are getting all the ration items as per their entitlement.
- Ration shop is open on all working days according to 56 percent of the users.
- Ninety-eight percent of the users are taking their entitled quantity of ration items.
- Ninety-six percent reported that the items are properly weighed and measured.
- Ninety-six percent conveyed that the ration items are distributed every month regularly.
- Just seven percent of the users informed that the information regarding the grievance redress mechanism is displayed at the PDS shop.
- Complaint register is not prominently displayed in the shop according to 96 percent of the users.
- Hardly any respondent is aware of the complaining mechanism in PDS.
- Nobody reported to have any problem with regard to PDS.
- Awareness among the users about the shop and GP level vigilance committees, Food Inspector, consumer help line and citizen charter is reported to be nil.
Thirty-eight percent of the respondents expressed complete satisfaction and 43 percent dissatisfied with the overall PDS; 19 percent were partially satisfied.

As for the grievance redress mechanism, 46 percent were completely satisfied, 38 percent dissatisfied and 16 percent partially satisfied.

**Food Inspector**

- On an average, one Food Inspector covers 17 gram panchayats and 37 fair price shops in the district.
- Each Food Inspector covers 16 ration shops in a month.
- All the Food Inspectors informed that they visit the shops during receipt of the stock and 83 percent during distribution to the card holders.
- Eighty-three percent of those interviewed informed that they visit a particular PDS shop once a month for inspection and the rest 17 percent visit twice a month.
- Fifty percent have reported that they can not cover all the shops under their jurisdiction in a month because of too many shops.
- It is reported that each Food Inspector on average covers nine fair price shops for detailed inspection and eight shops for intensive inspection in a month as against five and one respectively.
- All have reported that they submit the inspection report to the higher authorities.
- Each Food Inspector on an average collects 39 ration cards for comparing with the sales register and bill book during detailed inspection.
- All those who were interviewed informed that they regularly sign the inspection book kept at the ration shop.
- Eighty-three percent of the Food Inspectors reported that they collect intelligence reports on hoarding and black marketing of essential commodities.
- All the respondents have informed that they inspect the commercial establishments (petrol bunks, retailers, LPG dealers, rice mills, hotels and restaurants) in their jurisdiction.
- Eighty-three percent informed that they do receive complaints from ration card holders.
- The complaints relate to the quality of the ration items, less measurement, shop not open on all working days and behavior of the shop owner.
- All complaints are reported to have been solved at the level of the Food Inspector.
- Fifty percent of the Food Inspectors informed receiving complaints from the shop
owners regarding quality and quantity of supply. All complaints are reported to have been solved at personal level.

**PDS Shop-level Vigilance Committee**

- Majority of the members interviewed are women (67 percent).
- Among the total respondents, 22 percent belong to SC, 17 percent ST, 39 percent OBC and 22 percent general category.
- Forty-six percent of the members are not aware that they are members in the vigilance committee.
- Twenty-nine percent of the respondents reported that they inspect the shops. Among them, 57 percent reported visiting once a month and 29 percent once a week. Only fourteen percent submit the inspection reports.
- Members informed that the committee met four times on average last year and the members on average attended two meetings.
- Ninety-eight percent of the members informed that the minutes of the meeting are not recorded.

**GP-level Vigilance Committee**

- Seventy percent of the respondents are women and 30 percent men.
- Caste composition indicates 21 percent SC, 14 percent ST, 35 percent OBC and 31 percent general category.
- Forty-four percent of the respondents are aware that they are members in the vigilance committee.
- There is an average of six shops in the jurisdiction of one GP level vigilance committee.
- There is an average of 12 members in the committee.
- Sixty-five percent of the members are aware of their duties as a member of the GP level vigilance committee.
- Seventy-eight percent of the members reported that they inspect the shops and 50 percent of them indicated that they visit the shops once a month and another half twice a month.
- Eleven percent each reported that the Food Inspector and the GP Secretary accompany them during their visit to the shops. While 44 percent reported that both of them accompany, 33 percent of the respondents indicated that none of them accompany during the visits to PDS shops.
- Seventy-eight percent reported that they conduct investigation of proper distribution
of essential commodities during the visit to shops and 78 percent of them stated that they do not sign the inspection report.

- Sixty-five percent of the members interviewed informed that they do not receive any complaints from the ration shop users.
- The committee met six times during the past one year and all of them reported that the minutes of the meeting are not recorded.

KODAGU

Gram Panchayat Fact Sheet

Each GP consists an average of six villages. There are more men (3,712) than women (3,638). The population includes an average of 814 SC, 577 ST, 1,907 OBC and 1,500 general categories of people. There are six GP level vigilance committees.

PDS Shop Fact Sheet

General characteristics of the PDS shops are presented in Table 3.17.

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the shop:</td>
<td></td>
</tr>
<tr>
<td>Private</td>
<td>20</td>
</tr>
<tr>
<td>Cooperative</td>
<td>70</td>
</tr>
<tr>
<td>Department</td>
<td>10</td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
<td>22</td>
</tr>
<tr>
<td>Average No. of ration cards per shop:</td>
<td></td>
</tr>
<tr>
<td>BPL: 328</td>
<td></td>
</tr>
<tr>
<td>APL: 443</td>
<td></td>
</tr>
<tr>
<td>AAY: 40</td>
<td></td>
</tr>
<tr>
<td>Display of information board</td>
<td>100</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
<td>80</td>
</tr>
<tr>
<td>Display of consumer help line</td>
<td>50</td>
</tr>
<tr>
<td>Display of address and phone number of the Food &amp; Civil Supplies Department</td>
<td>20</td>
</tr>
<tr>
<td>Display of name and date of visit of Food Inspector</td>
<td>0</td>
</tr>
<tr>
<td>Display of stock position of ration items</td>
<td>60</td>
</tr>
<tr>
<td>Display of price list</td>
<td>100</td>
</tr>
<tr>
<td>Display of No. of ration cards with the shop</td>
<td>70</td>
</tr>
<tr>
<td>Display of samples in sealed plastic bags</td>
<td>40</td>
</tr>
<tr>
<td>Availability of complaint register</td>
<td>20</td>
</tr>
</tbody>
</table>
Twenty percent of the shops surveyed are owned privately, 50 percent by the cooperatives and ten percent by the government. The shop is open for 22 days on an average in a month.

Average number of cards per shop is 328 BPL, 443 APL and 40 AAY cards. This is above the overall average for all the 15 districts. Corresponding overall average figures for all the 15 districts under study are 248, 554 and 100 respectively for BPL, APL and AAY categories.

All the shops (100 percent) surveyed had the information displayed in front of them whereas average for all the 15 districts surveyed is 79 percent. 80 percent of the shops had the registration number of the shop and 50 percent had the consumer help line number displayed in front of the shop.

Eighty percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in any of the shops covered under the survey.

Stock position and price list of the ration items are displayed in 60 and 100 percent of the shops respectively. Thirty percent of the shops have not displayed the total number of ration cards with them. Forty percent of the shops have displayed the samples in sealed plastic bags. Only 20 percent of the shops have complaint registers. Inspection book is available in 89 percent of the shops and Food Inspector has signed 78 percent of them. Names of PDS shop level vigilance committee members are displayed in 90 percent of the shops. Sixty-seven percent of the shops do not have details of the officials to be contacted in case of a complaint to be lodged. Twenty-two percent of the shops are using electronic weighing machine and 67 percent are using weighing balance. Around 11 percent of the shops are using both types.

Receipt book, stock book and sales register are maintained properly by all the shops. Minutes of the vigilance committee meeting are not recorded in 60 percent of the shops. Official investigation register is maintained by 80 percent of the shops visited. 22 percent of the shops do not have complaint box.
A Study of the Effectiveness of its Monitoring Mechanisms

PDS Shop Owner Fact Sheet

A little more than half (54 percent) of the PDS shops are run by women. Eighty-two percent of the shops are located in their own premises and 18 percent in rented buildings. Forty-six percent of the shop owners depend on PDS shops for their livelihood. Rest all practice agriculture in addition to running PDS shop. Mean annual income of the shop owner is Rs. 89,909.

All the shop owners reported that they are aware of the shop level vigilance committee. They reported that the committee meets five times on an average in a year. 55 percent of the shop owners reported that all the committee members visit the shop.

Awareness about the GP level vigilance committee is reported by 36 percent of the shop owners. It is reported that the committee meets six times in a year. All of them informed that the GP level committee members visit the shop.

While 25 percent of the shop owners informed that only the Food Inspector accompanies the committee during its visit to the shop, another 25 percent conveyed that only the GP Secretary accompanies. 50 percent of the shop owners reported that both the Food Inspector and the GP Secretary accompany the committee for the shop visit.

It is reported that not a single complaint has been lodged against the shop owner by the ration card holders.

Eighteen percent of the shop owners informed that they faced problem in running the shop. They are more commission on the sale of ration items and demand from the APL card holders for kerosene and ration items.

All the shop owners conveyed that they are aware of the person to contact in case of a problem. Accordingly, all those who had a problem in running the ration shop made a complaint to the District Commissioner orally and also by writing and all were satisfied with the problem resolution.

All the shop owners covered under the study reported to be aware of the Food Inspector. They informed that the Food Inspector visits the ration shop once a month on average.

It is reported that there is negative influence by the GP members, civil supplies department, Food Inspector and the vigilance committee members in running the ration shop.

Users’ Survey

Demographic details of the respondents are given in Table 3.18.

- Twenty-eight percent of the users are from the private shops, 63 percent from cooperative shops and nine percent from government run shops.
- It was reported by 91 percent of the respondents that they are getting all the ration items as per their entitlement.
Table 3.18: Demographic Details of the Respondents

<table>
<thead>
<tr>
<th>Gender</th>
<th>Male: 36 %</th>
<th>Female: 64 %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Religion</td>
<td>Hindu: 78 %</td>
<td>Muslim: 19 %</td>
</tr>
<tr>
<td></td>
<td>Christian: 3 %</td>
<td></td>
</tr>
<tr>
<td>Caste</td>
<td>SC: 18 %</td>
<td>ST: 17 %</td>
</tr>
<tr>
<td></td>
<td>OBC: 40 %</td>
<td>General: 25 %</td>
</tr>
<tr>
<td>Average family size</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>Main occupation</td>
<td>Labour and self employment</td>
<td></td>
</tr>
<tr>
<td>Type of ration card with the respondent</td>
<td>AAY: 4 %</td>
<td>BPL: 78 %</td>
</tr>
</tbody>
</table>

- Ration shop is open on all working days according to 97 percent of the users.
- Ninety-eight percent of the users are taking their entitled quantity of ration items.
- Ninety-four percent reported that the items are properly weighed and measured.
- Ninety-two percent conveyed that the ration items are distributed every month regularly.
- Ninety-one percent of the users informed that the information regarding the grievance redress mechanism is not displayed at the PDS shop.
- Complaint register is not prominently displayed in the shop according to 96 percent of the users.
- Four percent of the respondents informed that they are aware of the complaining mechanism in PDS.
- Around seven percent of the respondents reported to have faced problem with the PDS shop relating to timings of the shop, less measurement, irregular opening of the shop and behavior of the shop owner. Twelve percent of them complained to the vigilance committee. Problem was not resolved as reported by all the complainants. Subsequently, 33 percent of them reported to local leader and the rest 67 percent did nothing.
- Awareness on the shop level vigilance committee among the respondents is zero.
- Awareness on the GP level vigilance committee is less than one percent.
- Just a little less than one percent of the respondents are aware of the Food Inspector.
None of the users interviewed is aware of the consumer help line and the citizen charter.

Thirty-one percent of the respondents expressed complete satisfaction with the overall PDS, 46 percent were partially satisfied and 23 percent dissatisfied.

As for the grievance redress mechanism, 43 percent were completely satisfied, 37 percent partially and 20 percent dissatisfied.

**Food Inspector**

- On an average, one Food Inspector covers six gram panchayats and 45 fair price shops in the district.
- Each Food Inspector covers eight ration shops in a month.
- Fifty percent of the Food Inspectors informed that they visit the shops during receipt of the stock and 75 percent during distribution to the card holders.
- Among those interviewed half of them informed that they visit a particular PDS shop once a month for inspection and 25 percent each twice and more than twice in a month.
- Twenty-five percent have reported that they can not cover all the shops under their jurisdiction in a month because of too much of office work and too many shops.
- It is reported that each Food Inspector on average covers four fair price shops for detailed inspection and two shops for intensive inspection in a month as against five and one respectively.
- Half of those interviewed have reported that they submit the inspection report to the higher authorities.
- Each Food Inspector on an average collects seven ration cards for comparing with the sales register and bill book during detailed inspection.
- Fifty percent of the Food Inspectors informed that they regularly sign the inspection book kept at the ration shop and also collect intelligence reports on hoarding and black marketing of essential commodities.
- Fifty percent have informed that they inspect the commercial establishments in their jurisdiction (petrol bunks, retailers, LPG dealers, rice mills, hotels and restaurants).
- They do receive complaints from ration card holders relating to the quality of the ration items, less measurement, shop not open on all working days and behavior of the shop owner.
- All complaints are reported to have been solved at the level of the Food Inspector and the higher authorities.
There are no complaints from the shop owners.

**PDS Shop-level Vigilance Committee**

- Sixty-seven percent of the members interviewed are women.
- Among the total respondents, 20 percent belong to SC, 40 percent OBC and 40 percent general category.
- Eighty percent of the members are aware that they are members in the vigilance committee.
- Seventy-seven percent of the respondents reported that they inspect the shops. Among them, 10 percent reported visiting daily, 50 percent each weekly and monthly and the rest 10 percent on arrival of stock. Around 40 percent submit the inspection reports.
- Thirty-nine percent of the members reported that they receive complaints from the ration shop users mainly on quality, quantity and irregular supply of commodities. While 20 percent of them informed that they could solve the problem at their level, 60 percent informed that they forwarded the complaints to higher authorities and another 20 percent forwarded to the vigilance committee for redress.
- It is reported that the committee met four times on average last year and the members on average attended three meetings.
- None of the members informed that the minutes of the meeting are recorded.

**GP-level Vigilance Committee**

- Thirty-three percent of the respondents are men and 67 percent women.
- Thirty-three percent of the respondents belong to SC, 33 percent to OBC and 34 percent to general category.
- All the respondents expressed their awareness about their membership in the GP level vigilance committee.
- There is an average of two shops in the jurisdiction of one GP level vigilance committee.
- There is an average of six members in the vigilance committee.
- All members expressed that they are aware of their duties as a member of the GP level vigilance committee.
- All the members reported that they inspect the shops and 33 percent of them indicated that they visit the shops once a month and 67 percent twice a month.
- Sixty seven percent reported that only the Food Inspector accompanies them during
their visit to the shops and the rest 33 percent indicated that neither the Food Inspector nor the GP Secretary accompanies them.

- All the respondents reported that they conduct investigation of proper distribution of essential commodities during the visit to shops but none of them sign the report.
- The committee met six times during the past one year. Minutes of the meeting are not recorded as indicated by all those who were interviewed.

KOPPAL

Gram Panchayat Fact Sheet

Each GP consists of an average six villages. There are more women (5,436) than men (5,266). The population includes an average of 1,768 SC, 1,900 ST, 3,240 OBC and 1,765 general categories of people. There are 14 GP level vigilance committees.

PDS Shop Fact Sheet

Characteristics of PDS shops in general are given below (Table 3.19).

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the shop:</td>
<td></td>
</tr>
<tr>
<td>Private</td>
<td>60</td>
</tr>
<tr>
<td>Cooperative</td>
<td>40</td>
</tr>
<tr>
<td>Department</td>
<td>-</td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
<td>20</td>
</tr>
<tr>
<td>Average No. of ration cards per shop:</td>
<td></td>
</tr>
<tr>
<td>BPL: 176</td>
<td></td>
</tr>
<tr>
<td>APL: 456</td>
<td></td>
</tr>
<tr>
<td>AAY: 109</td>
<td></td>
</tr>
<tr>
<td>Display of information board</td>
<td>90</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
<td>80</td>
</tr>
<tr>
<td>Display of consumer help line</td>
<td>40</td>
</tr>
<tr>
<td>Display of address and phone number of the</td>
<td>20</td>
</tr>
<tr>
<td>Food &amp; Civil Supplies Department</td>
<td></td>
</tr>
<tr>
<td>Display of name and date of visit of Food</td>
<td>0</td>
</tr>
<tr>
<td>Inspector</td>
<td></td>
</tr>
<tr>
<td>Display of stock position of ration items</td>
<td>90</td>
</tr>
<tr>
<td>Display of price list</td>
<td>80</td>
</tr>
<tr>
<td>Display of No. of ration cards with the shop</td>
<td>90</td>
</tr>
<tr>
<td>Display of samples in sealed plastic bags</td>
<td>70</td>
</tr>
<tr>
<td>Availability of complaint register</td>
<td>40</td>
</tr>
</tbody>
</table>
Sixty percent of the shops surveyed are owned privately and 40 percent by the cooperatives. There are no shops run by the department in Koppal district. The shop is open for 20 days on an average in a month.

Average number of cards per shop is 176 BPL, 456 APL and 109 AAY cards. Corresponding overall average figures for all the 15 districts under study are 248, 554 and 100 respectively for BPL, APL and AAY categories.

Ninety percent of the shops surveyed had the information displayed in front of them whereas average for all the 15 districts surveyed is 79 percent. 80 percent of the shops had the registration number of the shop and 40 percent had the consumer help line number displayed in front of the shop.

Eighty percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in any of the shops covered under the survey.

Stock position and the price list of the ration items are displayed in 90 and 80 percent of the shops respectively. 90 percent of the shops have displayed the total number of ration cards with them. 70 percent of the shops have displayed the samples in sealed plastic bags. Forty percent of the shops have complaint registers. Inspection book is available in 80 percent of the shops and Food Inspector has signed 88 percent of them. Names of PDS shop level vigilance committee members are displayed in 60 percent of the shops. 70 percent of the shops do not have details of the officials to be contacted in case of a complaint to be lodged. Electronic weighing balance is not used in any of the shops.

While receipt book is maintained in 70 percent of the shops, stock book and sales register are maintained properly in all the shops. Minutes of the meeting of the vigilance committee are not recorded in 70 percent of the shops. Official investigation register is
maintained by 60 percent of the shops visited. There is no complaint box in 50 percent of the shops.

**PDS Shop Owner Fact Sheet**

A majority of 90 percent of the PDS shops are run by men. Forty percent of the shops are located in their own premises and sixty percent in rented buildings. Twenty percent of the shop owners depend on PDS for their livelihood and the rest practice agriculture in addition to fair price shops for their livelihood. Mean annual income of the shop owner is Rs. 32,200.

Eighty percent of the shop owners reported that they are in know of the shop level vigilance committee. They reported that the committee meets twice on an average in a year. Twenty-five percent of the shop owners reported that all the committee members visit the shop.

Awareness about the GP level vigilance committee is reported by 60 percent of the shop owners. They also informed that the committee meets thrice in a year. Eighty percent conveyed that the GP level committee members visit the shop.

While 60 percent of the shop owners informed that only the Food Inspector accompanies the committee during its visit to the shop, 40 percent conveyed that neither the Food Inspector nor the GP Secretary accompanies the committee.

It is reported that not a single complaint has been lodged against the shop owner by the ration card-holders.

Twenty percent of the shop owners informed that they faced problem in running the shop with regard to commission on sale and the behavior of the customers.

Fifty percent of the shop owners conveyed that they are aware of the person to contact in case of a problem. But, none of them complained.

Ninety percent of the shop owners reported to be aware of the Food Inspector. They informed that the Food Inspector visits the ration shop once a month on average.

It is reported that there is negative influence by the GP members, Food Inspector and the cooperative department.

**Users’ Survey**

Demographic details of the respondents are presented in Table 3.20.

- Sixty percent of the users are from the private shops and 40 percent from cooperative shops. There are no PDS shops run by the department.

- It was reported by 96 percent of the respondents that they are getting all the ration items as per their entitlement.
Table 3.20: Demographic details of the users

<table>
<thead>
<tr>
<th>Gender</th>
<th>Male: 63 %</th>
<th>Female: 37 %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Religion</td>
<td>Hindu: 90%</td>
<td>Muslim: 10%</td>
</tr>
<tr>
<td>Caste</td>
<td>SC: 21%</td>
<td>ST: 9%</td>
</tr>
<tr>
<td></td>
<td>OBC: 31%</td>
<td>General: 39%</td>
</tr>
</tbody>
</table>

Average family size 5

Main occupation Labour and agriculture

Type of ration card with the respondent

<table>
<thead>
<tr>
<th>AAY: 27%</th>
<th>BPL: 47%</th>
<th>APL: 22%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Don’t know: 4%</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

- Ration shop is open on all working days according to 92 percent of the users.
- Ninety-five percent of the users are taking their entitled quantity of ration items.
- Eighty-nine percent reported that the items are properly weighed and measured.
- Ninety-five percent conveyed that the ration items are distributed every month regularly.
- Just eleven percent of the users informed that the information regarding the grievance redress mechanism is displayed at the PDS shop.
- Complaint register is not prominently displayed in the shop according to 90 percent of the users.
- Awareness on the complaining mechanism in PDS is zero.
- Around three percent of the respondents reported to have faced problem with the PDS shop relating to the quality and quantity. No one lodged any complaint.
- Awareness on the shop level and GP level vigilance committee among the respondents is zero.
- Less than one percent of the respondents are aware of the Food Inspector.
- None of the users interviewed is aware of the consumer help line and the citizens’ charter.
- Forty nine percent of the respondents expressed complete satisfaction with the overall PDS, 37 percent were partially satisfied and 14 percent dissatisfied.
As for the grievance redress mechanism, 48 percent were completely satisfied, 37 percent partially and 15 percent dissatisfied.

**Food Inspector**

- On an average, each Food Inspector covers 20 gram panchayats and 62 fair price shops in the district.
- Each Food Inspector covers 25 ration shops in a month.
- All the Food Inspectors informed that they visit the shops during receipt of the stock and also during distribution to the card holders.
- Thirty-three percent of those interviewed informed that they visit a particular PDS shop once a month for inspection and 67 percent twice a month.
- Sixty-seven percent have reported that they cannot cover all the shops under their jurisdiction in a month because of transportation and too many shops.
- It is reported that each Food Inspector on average covers nine fair price shops for detailed inspection against five shops and six shops for intensive inspection against one shop in a month.
- All have reported that they submit the inspection report to the higher authorities.
- Each Food Inspector on an average collects 12 ration cards for comparing with the sales register and bill book during detailed inspection.
- All those who were interviewed informed that they regularly sign the inspection book kept at the ration shop.
- All the Food Inspectors reported that they collect intelligence reports on hoarding and black marketing of essential commodities.
- All have informed that they inspect the commercial establishments (petrol bunks, retailers, LPG dealers, rice mills, hotels and restaurants) in their jurisdiction.
- Thirty-three percent reported that they receive complaints from ration card-holders only on faulty measurement.
- All complaints are reported to be forwarded to the higher authorities for redress.
- There are no complaints from the PDS shop owners.

**PDS Shop-level Vigilance Committee**

- A majority of 72 percent of the members interviewed are women.
- Among the total respondents, 17 percent belong to SC, 11 percent ST, 28 percent OBC and 44 percent general category.
- Twenty-two percent of the members are aware that they are members in the vigilance committee.
• Twenty-two percent of the respondents reported that they inspect the shops. All of them reported that they inspect at the time of arrival of stock and submit the report.

• No complaint is received from the users.

• It is reported that the committee met seven times on average last year.

• Seventy-two percent of the members informed that the minutes of the meeting are not recorded.

GP-level Vigilance Committee

• Fifty-seven percent of the respondents are men and 43 percent women.

• Twenty-nine percent of the respondents belong to SC, 14 percent to ST and 57 percent to general category.

• All the respondents expressed their awareness about their membership in the GP level vigilance committee.

• There is an average of two shops in the jurisdiction of one GP level vigilance committee and each committee consists of an average seven members.

• Eighty-six percent of the members expressed that they are aware of their duties as a member of the GP level vigilance committee.

• All the members reported that they inspect the shops.

• Seventy-one percent reported that the Food Inspector and the GP Secretary accompany them.

• Seventy-four percent of the respondents reported that they conduct investigation on proper distribution of essential commodities during the visit to shops but none of them sign the report.

• Fourteen percent reported that they receive complaints from the users on quality of the commodities supplied.

• The committee met two times during the past one year. Minutes of the meeting are not recorded as indicated by the respondents.

MYSORE

Gram Panchayat Fact Sheet

Each GP consists of an average 13 villages. There are more men (4,686) than women (4,352). The population includes an average of 3,921 SC, 1,615 ST, 3,570 OBC and 5,104 general categories of people. There are four GP level vigilance committees.
PDS Shop Fact Sheet

General characteristics of PDS shops are provided in Table 3.21.

Table 3.21: Transparency Adherence in PDS Shops

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the shop: Private</td>
<td>55</td>
</tr>
<tr>
<td>Ownership of the shop: Cooperative</td>
<td>36</td>
</tr>
<tr>
<td>Ownership of the shop: Department</td>
<td>9</td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
<td>14</td>
</tr>
<tr>
<td>Average No. of ration cards per shop: BPL : 88 APL : 593 AAY : 69</td>
<td></td>
</tr>
<tr>
<td>Display of information board</td>
<td>82</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
<td>82</td>
</tr>
<tr>
<td>Display of consumer help line</td>
<td>36</td>
</tr>
<tr>
<td>Display of address and phone number of the Food &amp; Civil Supplies Department</td>
<td>36</td>
</tr>
<tr>
<td>Display of name and date of visit of Food Inspector</td>
<td>9</td>
</tr>
<tr>
<td>Display of stock position of ration items</td>
<td>46</td>
</tr>
<tr>
<td>Display of price list</td>
<td>64</td>
</tr>
<tr>
<td>Display of No. of ration cards with the shop</td>
<td>46</td>
</tr>
<tr>
<td>Display of samples in sealed plastic bags</td>
<td>27</td>
</tr>
<tr>
<td>Availability of complaint register</td>
<td>18</td>
</tr>
<tr>
<td>Availability of inspection book</td>
<td>10</td>
</tr>
<tr>
<td>Display of names of shop level VC members</td>
<td>20</td>
</tr>
<tr>
<td>Maintenance of minutes book of the VC meetings</td>
<td>18</td>
</tr>
<tr>
<td>Display of contact details of official to be contacted in case of a problem</td>
<td>20</td>
</tr>
<tr>
<td>Maintenance of Receipt book, stock register and sales register</td>
<td>60, 50 and 70</td>
</tr>
<tr>
<td>Maintenance of official investigation register</td>
<td>10</td>
</tr>
<tr>
<td>Display of complaint box</td>
<td>0</td>
</tr>
</tbody>
</table>

From the Table above, it can be inferred that 55 percent of the shops surveyed are owned privately, 36 percent by the cooperatives and nine percent by the government. The shop is open for 14 days on an average in a month and eight hours a day as compared to overall average of 19 days and eight hours respectively.
Average number of cards per shop is 88 BPL, 593 APL and 69 AAY cards. APL cards are more than BPL and AAY cards.

Eighty-two percent of the shops surveyed had the information displayed in front of them whereas average for all the 15 districts surveyed is 79 percent. 82 percent of the shops had the registration number of the shop and 36 percent had the consumer help line number displayed in front of the shop.

Thirty-six percent of the shops have displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in 91 percent of the shops covered under the survey.

Stock position of the ration items and the price list are not displayed in 54 percent and 36 percent of the shops respectively. Fifty-four percent of the shops have not displayed the total number of ration cards with them. Seventy-three percent of the shops have not displayed the samples in sealed plastic bags.

There are no complaint registers in 82 percent of the shops. There are no complaints against the shop owner during the last one year. Inspection book is available only in 10 percent of the shops and Food Inspector has signed all of them. Names of PDS shop level vigilance committee members are displayed in 20 percent of the shops. 80 percent of the shops do not have the details of the officials to be contacted in case of a complaint to be lodged. All the shops are using weighing balance and 80 percent of them are approved by the weights and measures department.

Receipt book, stock book and sales register are maintained properly by 60, 50 and 70 percent of the shops. Minutes of the meeting of the vigilance committee are not maintained in a majority of 82 percent of the shops. Official investigation register is maintained by 10 percent of the shops visited. There is no complaint box in any of the shops visited.

**PDS Shop Owner Fact Sheet**

All PDS shops are run by men. Sixty-four percent of the shops are located in their own premises and thirty six percent in rented buildings. Eighty-two percent of the shop owners depend on PDS shops for their livelihood. The rest depend on agriculture in addition to fair price shops for their livelihood. Mean annual income of the shop owner is Rs. 63,954.

Ninety-one percent of the shop owners reported that they are aware of the shop level vigilance committee. It is reported that the committee meets four times on an average in a year. 44 percent of the shop owners reported that all the committee members visit the shop.

As regards the awareness about the GP level vigilance committee, 64 percent of the shop owners reported to be aware of it. It is reported that the committee meets six times in a
year. 67 percent conveyed that all the GP level committee members visit the shop.

While 33 percent of the shop owners informed that only the Food Inspector accompanies the committee during its visit to the shop, another 33 percent conveyed that only the GP Secretary accompanies. 34 percent of the shop owners informed that both the Food Inspector and the GP Secretary accompany the committee.

It is reported that not a single complaint has been lodged against the shop owner by the ration card holders. Although 30 percent of the shop owners informed that they faced problem in running the shop, none of them could come out with the nature of problem faced. All the shop owners (100%) conveyed that they are aware of the person to contact in case of a problem. Accordingly, all those who had a problem in running the ration shop made a complaint with the Food Inspector orally and all were partially satisfied with the problem resolution.

All the shop owners covered under the study reported to be aware of the Food Inspector. They informed that the Food Inspector visits the ration shop once a month on average.

It is reported that there is negative influence by the GP members (20 percent), civil supplies department (10 percent) and the vigilance committee members (30 percent) in running the ration shop.

Users’ survey

Demographic details of the respondents are given below in Table 3.22.

<table>
<thead>
<tr>
<th>Table 3.22: Demographic details of the users</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender</td>
</tr>
<tr>
<td>Male: 50 %</td>
</tr>
<tr>
<td>Female: 50 %</td>
</tr>
<tr>
<td>Religion</td>
</tr>
<tr>
<td>Hindu: 99 %</td>
</tr>
<tr>
<td>Muslim: 1 %</td>
</tr>
<tr>
<td>Caste</td>
</tr>
<tr>
<td>SC: 16 %</td>
</tr>
<tr>
<td>ST: 20 %</td>
</tr>
<tr>
<td>OBC: 23 %</td>
</tr>
<tr>
<td>General: 41 %</td>
</tr>
<tr>
<td>Average family size</td>
</tr>
<tr>
<td>4</td>
</tr>
<tr>
<td>Main occupation</td>
</tr>
<tr>
<td>Agriculture, labour and self employment</td>
</tr>
<tr>
<td>Type of ration card with the respondent</td>
</tr>
<tr>
<td>AAY: 10 %</td>
</tr>
<tr>
<td>BPL: 80 %</td>
</tr>
<tr>
<td>APL: 10 %</td>
</tr>
</tbody>
</table>

- Fifty-four percent of the respondents are from private shops, 37 percent from cooperative and nine percent from government run shops.
Public Distribution System in Karnataka

- It was reported by 90 percent of the respondents that they are getting all the ration items as per their entitlement.
- Ration shop is open on all working days according to 14 percent of the users.
- Forty-four percent of the users have not taken their entitled quantity of ration items because the shop owner has not issued the full entitlement.
- Eighty-six percent reported that the items are properly weighed and measured.
- Ninety-six percent conveyed that the ration items are distributed every month regularly.
- Just 10 percent of the users informed that the information regarding the grievance redress mechanism is displayed at the PDS shop.
- Complaint register is not prominently displayed in the shop according to 97 percent of the users.
- Eighty-two percent of the respondents informed that they were not aware of the complaining mechanism in PDS.
- Sixteen percent of the respondents reported to have faced problem with the PDS shop relating to timings of the shop, less measurement and irregular opening of the shop. Among them 95 percent did not complain. Among the rest five percent, 75 percent of them complained to Food Inspector, 19 percent entered in the complaint register and six percent each complained to the vigilance committee, Tahsildar and the Commissioner. While 50 percent expressed complete satisfaction with the redress, another 50 percent were partially satisfied.
- Ninety-eight percent of the respondents are not aware of the shop level vigilance committee.
- Awareness on the GP-level vigilance committee is just four percent.
- Thirty-two percent of the respondents are aware of the Food Inspector and 10 percent of them informed that the Food Inspector collected the ration card for detailed inspection of the PDS shop. Nine percent of those who are aware of the Food Inspector approached them with some problem and all of them were completely satisfied with the problem resolution by the Food Inspector.
- Suggestions to improve the functioning of the Food Inspector are that he should visit the ration shops regularly and ensure proper distribution of ration items.
- Only six percent each of the users interviewed are aware of the consumer help line and the citizens’ charter.
- While 73 percent of the respondents expressed dissatisfaction with the overall PDS, 26 percent were partially satisfied and just one percent showed complete satisfaction.
A Study of the Effectiveness of its Monitoring Mechanisms

- Fifty-eight percent of the respondents were dissatisfied with the grievance redress mechanism. While only two percent were completely satisfied, 40 percent expressed partial satisfaction.

Food Inspector
- On an average, one Food Inspector covers 20 gram panchayats and 47 fair price shops in the district.
- Each Food Inspector covers 29 ration shops in a month.
- All the Food Inspectors informed that they visit the shops during receipt of the stock and also during distribution to the card holders.
- All those interviewed informed that they visit a particular PDS shop once a month for inspection.
- Thirty-three percent have reported that they can not cover all the shops under their jurisdiction in a month because of too many shops. This is contrary to above response.
- It is reported that each Food Inspector on average covers four fair price shops for detailed inspection and one shop for intensive inspection in a month.
- All have reported that they submit the inspection report to the higher authorities.
- Each Food Inspector on an average collects four ration cards for comparing with the sales register and bill book during detailed inspection.
- All those who were interviewed (100 percent) informed that they regularly sign the inspection book kept at the ration shop.
- All the Food Inspectors (100 percent) reported that they do not collect intelligence reports on hoarding and black marketing of essential commodities.
- Sixty-seven percent have informed that they inspect the LPG dealers in their jurisdiction.
- Sixty-seven percent informed that they do receive complaints from ration card holders relating to the quality of the ration items and less measurement.
- While 50 percent of the complaints are reported to be solved at their level, another 50 percent is forwarded to higher authorities.

PDS Shop-level Vigilance Committee
- Thirty-five percent of the members interviewed are men and 65 percent women.
- Among the total respondents, 28 percent belong to SC, 18 percent ST, 24 percent OBC and 30 percent general category.
Thirty-nine percent of the members were not aware that they are the members in the vigilance committee.

There are eight members on average in the committee.

Sixty-four percent of the respondents reported that they inspect the shops. Among them, 63 percent informed that they visit the shops once a month, 16 percent at the time of arrival of stock and 21 percent during distribution.

GP-level Vigilance Committee

Forty-six percent of the respondents are men and sixty four percent women.

Caste composition indicates 18 percent SC, 14 percent ST, 32 percent OBC and 36 percent general category.

Thirty-nine percent of the members are aware that they are members in the vigilance committee.

There is an average of four shops in the jurisdiction of one GP level vigilance committee.

There is an average of eight members in the committee.

Seventy-six percent of the members are aware of their duties as a member of the GP level vigilance committee.

Thirty-five percent of the members reported that they inspect the shops and all of them once a month.

While 40 percent reported that the Food Inspector accompanies them during their visit to the shops, 20 percent indicated that the GP Secretary accompanies them. The rest 40 percent informed that none of them goes with the members for inspection.

Twenty-four percent reported that they conduct investigation of proper distribution of essential commodities during the visit to shops and 24 percent of them sign the investigation report.

Eighteen percent of the members contacted informed that they do receive complaints from the ration shop users mainly with regard to the quantity, irregular supply and timings. These complaints are reported to be solved equally between the member, vigilance committee and the shop owner.

The committee met twice during the past one year. 53 percent of the respondents reported that the minutes of the meeting are recorded.
RAICHUR

Gram Panchayat Fact Sheet

Each GP consists of an average seven villages. There are more men (16,914) than women (16,275). The population includes an average of 8,153 SC, 2,508 ST, 2,500 OBC and 22,777 general categories of people. There are three GP level vigilance committees.

PDS Shop Fact Sheet

General characteristics of PDS shops are furnished in Table 3.23.

Table 3.23: Transparency Adherence in PDS Shops

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the shop:</td>
<td></td>
</tr>
<tr>
<td>Private</td>
<td>73</td>
</tr>
<tr>
<td>Cooperative</td>
<td>18</td>
</tr>
<tr>
<td>Department</td>
<td>9</td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
<td>18</td>
</tr>
<tr>
<td>Average No. of ration cards per shop:</td>
<td></td>
</tr>
<tr>
<td>BPL:</td>
<td>167</td>
</tr>
<tr>
<td>APL:</td>
<td>570</td>
</tr>
<tr>
<td>AAY:</td>
<td>150</td>
</tr>
<tr>
<td>Display of information board</td>
<td>73</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
<td>73</td>
</tr>
<tr>
<td>Display of consumer help line</td>
<td>36</td>
</tr>
<tr>
<td>Display of address and phone number of the</td>
<td>36</td>
</tr>
<tr>
<td>Food &amp; Civil Supplies Department</td>
<td></td>
</tr>
<tr>
<td>Display of name and date of visit of Food Inspector</td>
<td>0</td>
</tr>
<tr>
<td>Display of stock position of ration items</td>
<td>27</td>
</tr>
<tr>
<td>Display of price list</td>
<td>54</td>
</tr>
<tr>
<td>Display of No. of ration cards with the shop</td>
<td>9</td>
</tr>
<tr>
<td>Display of samples in sealed plastic bags</td>
<td>36</td>
</tr>
<tr>
<td>Availability of complaint register</td>
<td>0</td>
</tr>
<tr>
<td>Availability of inspection book</td>
<td>27</td>
</tr>
<tr>
<td>Display of names of shop level VC members</td>
<td>27</td>
</tr>
<tr>
<td>Maintenance of minutes book of the VC meetings</td>
<td>0</td>
</tr>
<tr>
<td>Display of contact details of official to be</td>
<td>0</td>
</tr>
<tr>
<td>contacted in case of a problem</td>
<td></td>
</tr>
<tr>
<td>Maintenance of Receipt book, stock register and</td>
<td>46, 18 and</td>
</tr>
<tr>
<td>sales register</td>
<td>54</td>
</tr>
<tr>
<td>Maintenance of official investigation register</td>
<td>0</td>
</tr>
<tr>
<td>Display of complaint box</td>
<td>0</td>
</tr>
</tbody>
</table>
From the Table above, it can be inferred that 73 percent of the shops surveyed are owned privately, 18 percent by the cooperatives and nine percent by the department. The shop is open for 18 days on an average in a month and eight hours a day as compared to overall average of 19 days and eight hours respectively.

Average number of cards per shop is 167 BPL, 570 APL and 150 AAY cards.

Seventy-three percent of the shops surveyed had the information displayed in front of them whereas average for all the 15 districts surveyed is 79 percent. Seventy-three percent of the shops had the registration number of the shop and 36 percent had the consumer help line number displayed in front of the shop.

Sixty-four percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in any of the shops covered under the survey.

Stock position of the ration items and the price list are not displayed in 73 and 56 percent of the shops respectively. Ninety-one percent of the shops have not displayed the total number of ration cards with them. Thirty-six percent of the shops have displayed the samples in sealed plastic bags. There are no complaint registers in any of the shops.

Inspection book is available only in 27 percent of the shops and Food Inspector has signed 33 percent of them. Names of PDS shop level vigilance committee members are displayed in 27 percent of the shops. 100 percent of the shops do not have the details of the officials to be contacted in case of a complaint to be lodged. 90 percent of the shops are using weighing balance and 10 percent of the shops are using electronic weighing machine.

Receipt book, stock book and sales register are maintained properly by 46 percent, 18 percent and 54 percent of the shops respectively. Minutes of the meeting of the vigilance committee are not recorded in any of the shops. Official investigation register and complaint box are non-existent in any of the shops.

**PDS Shop Owner Fact Sheet**

All PDS shops are run by men. Sixty-four percent of the shops are located in their own premises and 36 percent in rented buildings. Twenty-seven percent of the shop owners depend on PDS for their livelihood. Others depend on agriculture and labour in addition to fair price shops for their livelihood. Mean annual income of the shop owner is Rs. 25,364.

Ninety-one percent of the shop owners reported that they are aware of the shop level vigilance committee. It is reported that the committee meets six times on an average in a year. Fifty-seven percent of the shop owners reported that all the committee members visit the shop.
As regards the awareness about the GP level vigilance committee, 64 percent of the shop owners reported to be aware of it. It is reported that the committee meets seven times in a year. Sixty percent conveyed that all the GP level committee members visit the shop.

While 20 percent of the shop owners informed that only the Food Inspector accompanies the committee during its visit to the shop, 80 percent conveyed that both the Food Inspector and the GP Secretary accompany the committee.

It is reported by 82 percent of the shop owners that complaints have not been lodged against them by the ration card holders.

Seventy-three percent of the shop owners informed that they faced problem in running the shop with regard to APL card holders demanding kerosene and other ration items, shortage of staff and ration card problem.

Seventy-five percent of the shop owners conveyed that they are aware of the person to contact in case of a problem. Accordingly, 62 percent of those who had a problem in running the ration shop made a complaint with the Food Inspector, GP President and Police Station orally (80%) and by writing (20%). All of them expressed partial satisfaction with the problem resolution.

All the shop owners covered under the study reported to be aware of the Food Inspector. They informed that the Food Inspector visits the ration shop once a month on average.

It is reported that there is negative influence by the GP members, civil supplies department, Food Inspector, politicians and vigilance committee members in running the ration shop.

**Users’ survey**

Demographic details of the respondents are given below in Table 3.24.

<table>
<thead>
<tr>
<th>Gender</th>
<th>Male: 45%</th>
<th>Female: 55%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Religion</td>
<td>Hindu: 92%</td>
<td>Muslim: 8%</td>
</tr>
<tr>
<td>Caste</td>
<td>SC: 49%</td>
<td>ST: 16%</td>
</tr>
<tr>
<td></td>
<td>OBC: 24%</td>
<td>General: 11%</td>
</tr>
<tr>
<td>Average family size</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Main occupation</td>
<td>Agriculture, labour and self employment</td>
<td></td>
</tr>
<tr>
<td>Type of ration card with the respondent</td>
<td>AAY: 24%</td>
<td>BPL: 68%</td>
</tr>
</tbody>
</table>
• Seventy-three percent of the respondents are from private shops, 18 percent from cooperative and nine percent from government run shops.

• It was reported by 85 percent of the respondents that they are getting all the ration items as per their entitlement.

• Ration shop is open on all working days according to 34 percent of the users.

• Seventy-four percent of the users are taking their entitled quantity of ration items.

• Seventy-eight percent reported that the items are properly weighed and measured.

• Eighty-one percent conveyed that the ration items are distributed every month regularly.

• Ninety-eight percent of the users informed that the information regarding the grievance redress mechanism is not displayed at the PDS shop.

• Complaint register is not prominently displayed in the shop according to 98 percent of the users.

• Hardly one percent of the respondents informed that they are aware of the complaining mechanism in PDS.

• Forty-one percent of the respondents reported to have faced problem with the PDS shop relating to timings of the shop, less measurement, irregular opening of the shop, behavior of the shop owner and non return of the ration card. 98 percent of them did not complain.

• Almost all the respondents are not aware of the shop level vigilance committee.

• Awareness on the GP level vigilance committee is also zero.

• Awareness on Food Inspector, consumer help line and citizen’s charter is completely nil.

• Only three percent of the respondents expressed complete satisfaction with the overall PDS; 58 percent were partially satisfied and 39 percent dissatisfied.

• As for the grievance redress mechanism, two percent were completely satisfied, 61 percent partially and 37 percent dissatisfied.

**Food Inspector**

• On an average, one Food Inspector covers 20 gram panchayats and 91 fair price shops in the district.

• Each Food Inspector covers 17 ration shops in a month.

• All the Food Inspectors informed that they visit the shops during receipt of the stock and also during distribution to the card holders.
Eighty-three percent of those interviewed informed that they visit a particular PDS shop once a month for inspection and 17 percent twice a week.

Thirty-three percent have reported that they can not cover all the shops under their jurisdiction in a month because of too much of office work, distance and too many shops.

It is reported that each Food Inspector on average covers 14 fair price shops for detailed inspection and 11 shops for intensive inspection in a month against a norm of five and one respectively.

All have reported that they submit the inspection report to the higher authorities.

Each Food Inspector on an average collects 26 ration cards for comparing with the sales register and bill book during detailed inspection.

All those who were interviewed (100 percent) informed that they regularly sign the inspection book kept at the ration shop.

Eighty three percent of the Food Inspectors reported that they collect intelligence reports on hoarding and black marketing of essential commodities.

Fifty percent of the respondents informed that they inspect the commercial establishments (hotels, petrol bunks, retailers, LPG dealers and rice mills) in their jurisdiction.

They (100 percent) do receive complaints from ration card holders relating to the quality of the ration items, less measurement, shop not open on all working days and behavior of the shop owner.

All complaints are reported to have been solved at the level of the Food Inspector.

Thirty-three percent of the Food Inspectors informed receiving complaints from the shop owners regarding quantity of supply and arrogant card holders. While 50 percent of the complaints are reported to have been solved at personal level, another half is forwarded to higher authorities.

**PDS Shop-level Vigilance Committee**

Forty-eight percent of the members interviewed are men and 52 percent women.

Among the total respondents, 36 percent belong to SC, 36 percent ST, 19 percent OBC and nine percent general category.

Seventy-one percent of the members are not aware that they are members in the vigilance committee.

On average, there are eight members in the committee.

Twenty-six percent of the respondents reported that they inspect the shops and majority of them during distribution.
• It is reported that the committee met four times on average last year and the members on average attended four meetings.
• Minutes of the meeting are not recorded.

GP-level Vigilance Committee
• Forty percent of the respondents are men and sixty percent women.
• Caste composition indicates 30 percent SC, 30 percent ST, 23 percent OBC and 17 percent general category.
• Twenty-three percent of the members are aware that they are members in the vigilance committee.
• There is an average of four shops in the jurisdiction of one GP level vigilance committee.
• There is an average of 11 members in the committee.
• Fifty-seven percent of the members are aware of their duties as a member of the GP level vigilance committee.
• Seventy-one percent of the members reported that they inspect the shops and all of them indicated that they visit the shops once a month.
• Twenty percent reported that the GP Secretary accompanies them during their visit to the shops. While 40 percent reported that both the GP Secretary and the Food Inspector accompany them, another 40 percent indicated that none of them accompany.
• Twenty-nine percent reported that they conduct investigation of proper distribution of essential commodities during the visit to shops and 14 percent of them submit report.
• Eighty-six percent of the members contacted informed that they do not receive any complaints from the ration shop users.
• The committee met four times during the past one year; 86 percent of the respondents reported that the minutes of the meeting are not recorded.

TUMKUR

Gram Panchayat Fact Sheet
Each GP consists of an average nine villages. There are more men (3,674) than women (3,196). The population includes an average of 1,421 SC, 626 ST, 378 OBC and 5,019 general categories of people. There are eight GP level vigilance committees.
PDS Shop Fact Sheet

Characteristics of PDS shops in general are given in Table 3.25.

Table 3.25: Transparency Adherence in PDS Shops

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the shop:</td>
<td></td>
</tr>
<tr>
<td>Private</td>
<td>50</td>
</tr>
<tr>
<td>Cooperative</td>
<td>50</td>
</tr>
<tr>
<td>Department</td>
<td>–</td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
<td>16</td>
</tr>
<tr>
<td>Average No. of ration cards per shop:</td>
<td></td>
</tr>
<tr>
<td>BPL: 301</td>
<td></td>
</tr>
<tr>
<td>APL: 497</td>
<td></td>
</tr>
<tr>
<td>AAY: 120</td>
<td></td>
</tr>
<tr>
<td>Display of information board</td>
<td>50</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
<td>70</td>
</tr>
<tr>
<td>Display of consumer help line</td>
<td>60</td>
</tr>
<tr>
<td>Display of address and phone number of the Food &amp; Civil Supplies Department</td>
<td>40</td>
</tr>
<tr>
<td>Display of name and date of visit of Food Inspector</td>
<td>50</td>
</tr>
<tr>
<td>Display of stock position of ration items</td>
<td>60</td>
</tr>
<tr>
<td>Display of price list</td>
<td>70</td>
</tr>
<tr>
<td>Display of No. of ration cards with the shop</td>
<td>40</td>
</tr>
<tr>
<td>Display of samples in sealed plastic bags</td>
<td>80</td>
</tr>
<tr>
<td>Availability of complaint register</td>
<td>30</td>
</tr>
<tr>
<td>Availability of inspection book</td>
<td>40</td>
</tr>
<tr>
<td>Display of names of shop level VC members</td>
<td>40</td>
</tr>
<tr>
<td>Maintenance of minutes book of the VC meetings</td>
<td>10</td>
</tr>
<tr>
<td>Display of contact details of official to be contacted in case of a problem</td>
<td>10</td>
</tr>
<tr>
<td>Maintenance of Receipt book, stock register and sales register</td>
<td>70 each</td>
</tr>
<tr>
<td>Maintenance of official investigation register</td>
<td>30</td>
</tr>
<tr>
<td>Maintenance of complaint box</td>
<td>20</td>
</tr>
</tbody>
</table>

Fifty percent of the shops surveyed are owned privately and another 50 percent by the cooperatives which are almost comparable to the overall average of 48 percent and 50 percent respectively. There are no ration shops run by the department. The shop is
open for 16 days on an average in a month and eight hours a day as compared to overall average of 19 days and eight hours respectively.

Average number of cards per shop is 301 BPL, 497 APL and 120 AAY cards. This is far above the overall average for BPL (247) and APL (531) cards.

Fifty percent of the shops surveyed had the information displayed in front of them whereas average for all the 15 districts surveyed is 80 percent. 70 percent of the shops had the registration number of the shop and 60 percent had the consumer help line number displayed in front of the shop.

Sixty percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in 50 percent of the shops covered under the survey.

Stock position of the ration items and their price list are not displayed in 40 and 30 percent of the shops respectively. Sixty percent of the shops have not displayed the total number of ration cards with them. 80 percent of the shops have displayed the samples in sealed plastic bags. There are no complaint registers in 70 percent of the shops. Among the 30 percent of shops where complaint registers are maintained, only 33 percent carry the seal of the department. There are no complaints against the shop owner during the last one year. Inspection book is available only in 40 percent of the shops and Food Inspector has signed 75 percent of them. Names of PDS shop level vigilance committee members are displayed in 40 percent of the shops. Ninety percent of the shops do not have the details of the officials to be contacted in case of a complaint to be lodged. Ninety percent of the shops are using weighing balance and 90 percent of them are approved by the weights and measures department.

Receipt book, stock book and sales register are maintained properly by 70 percent of the shops each. Minutes of the meeting of the vigilance committee are not maintained in a majority of 90 percent of the shops. Official investigation register is maintained by 30 percent of the shops visited. There is no complaint box in 80 percent of the shops.

**PDS Shop Owner Fact Sheet**

All PDS shops are run by men. Fifty-five percent of the shops are located in their own premises and 45 percent in rented buildings. Forty-six percent of the shop owners depend on PDS for their livelihood. Among the rest, most of them practice agriculture and some work as labourers and still some run provision stores in addition to fair price shops for their livelihood. Mean annual income of the shop owner is Rs. 20,636.

Eighty-two percent of the shop owners reported that they are aware of the shop level vigilance committee. It is reported that the committee meets six times on an average in a year. 38 percent of the shop owners reported that all the committee members visit the shop.
A Study of the Effectiveness of its Monitoring Mechanisms

As regards the awareness about the GP-level Vigilance Committee, 36 percent of the shop owners reported to be aware of the GP level vigilance committee. It is reported that the committee meets six times in a year. All the respondents (100 percent) conveyed that all the GP level committee members visit the shop.

While 50 percent of the shop owners informed that only the Food Inspector accompanies the committee members during their visits to the shop, another 50 percent reported that both the Food Inspector and the GP Secretary accompany the committee members.

It is reported that not a single complaint has been lodged against the shop owner by the ration card holders.

None of the shop owners reported facing any problem in running the PDS shop.

All the shop owners covered under the study reported to be aware of the Food Inspector. They informed that the Food Inspector visits the ration shop twice a month on average.

It is reported that there was no interference by any one in running the ration shop.

Users’ Survey

Demographic details of the respondents are furnished below (Table 3.26).

<table>
<thead>
<tr>
<th>Table 3.26: Demographic Details of the Users</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender</td>
</tr>
<tr>
<td>Religion</td>
</tr>
<tr>
<td>Caste</td>
</tr>
<tr>
<td>Average family size</td>
</tr>
<tr>
<td>Main occupation</td>
</tr>
<tr>
<td>Annual household income (Rs.)</td>
</tr>
<tr>
<td>Type of ration card with the respondent</td>
</tr>
</tbody>
</table>

- Sixty-two percent of the respondents are from private, 29 percent from cooperative and nine percent of the respondents are from government owned shops.
- It was reported by almost all the respondents that they are getting all the ration items as per their entitlement.
- Ration shop is open on all working days according to 100 percent of the users.
- All the users reported that they are taking their entitled quantity of ration items.
- All the respondents informed that the items are properly weighed and measured.
- Ninety-nine percent conveyed that the ration items are distributed every month regularly.
- Fourteen percent of the users only have informed that the information regarding the grievance redress mechanism is displayed at the PDS shop.
- Complaint register is not prominently displayed in the shop according to 93 percent of the users.
- Hardly two percent of the respondents informed that they are aware of the complaining mechanism in PDS.
- Almost all the respondents (99 percent) are not aware of the shop level vigilance committee.
- Awareness on the GP level vigilance committee is nil.
- Just two percent of the respondents are aware of the Food Inspector.
- Only one percent of the users interviewed are aware of the consumer help line.
- None of the respondents is aware of the citizens’ charter.
- Fourteen percent of the respondents expressed complete satisfaction with the overall PDS and 28 percent dissatisfaction. Fifty-eight percent were partially satisfied.
- As for the grievance redress mechanism, 50 percent were completely satisfied, 47 percent partially and three percent dissatisfied.

**Food Inspector**
- On an average, one Food Inspector covers 21 gram panchayats and 57 fair price shops in the district.
- Each Food Inspector covers 28 ration shops in a month.
- All the Food Inspectors informed that they visit the shops during receipt of the stock and 75 percent during distribution to the card holders.
- All those interviewed informed that they visit a particular PDS shop once a month for inspection.
- Twenty percent have reported that they can not cover all the shops under their jurisdiction in a month because of loaded office work and too many shops.
- It is reported that each Food Inspector on average covers three fair price shops for
detailed inspection and two shops for intensive inspection in a month.

- All have reported that they submit the inspection report to the higher authorities.
- Each Food Inspector on an average collects 31 ration cards for comparing with the sales register and bill book during detailed inspection.
- All those who were interviewed (100 percent) informed that they regularly sign the inspection book kept at the ration shop.
- A majority of 80 percent of the Food Inspectors reported that they collect intelligence reports on hoarding and black marketing of essential commodities.
- Eighty percent have informed that they inspect the commercial establishments in their jurisdiction (petrol bunks and LPG dealers).
- Eighty percent of the Food Inspectors reported that they receive complaints from ration card holders relating to the quality of the ration items, less measurement, shop not open on all working days and behavior of the shop owner.
- All complaints are reported to have been solved at the level of the Food Inspector.

**PDS Shop-level Vigilance Committee**

- Forty-two percent of the members interviewed are men while 58 percent are women.
- Among the total respondents, 25 percent belong to SC, 17 percent ST and 29 percent each belong to OBC and general category.
- All the respondents are aware that they are members in the vigilance committee.
- All the respondents reported that they inspect the shops and 46 percent of them inspect once a week and 37 percent once a month. Only eight percent submit the inspection reports.

**GP-level Vigilance Committee**

- Sixty percent of the respondents are men and forty percent women.
- Caste composition indicates 30 percent SC, 30 percent ST, 10 percent OBC and 30 percent general category.
- All the members (100 percent) are aware that they are members in the vigilance committee.
- There are eight shops on an average in the jurisdiction of a GP level vigilance committee.
- There is an average of eight members in the committee.
- Fifty percent of the members are aware of their duties as a member of the GP level vigilance committee.
Public Distribution System in Karnataka

- Seventy percent of the members reported that they inspect the shops and 67 percent of them indicated that they visit the shops once a month.
- Fifty-seven percent reported that both the Food Inspector and the GP Secretary accompany them during their visit to the shops while 43 percent reported that none of them accompany.
- Ninety percent reported that they conduct investigation of proper distribution of essential commodities during the visit to shops.
- Ninety percent of the members contacted informed that they do not receive any complaints from the ration shop users.
- The committee met six times during the past one year. Eighty percent of the respondents reported that the minutes of the meeting are not recorded.

UDUPI

Gram Panchayat Fact Sheet

Each GP consists of an average three villages. There are more women (11,686) than men (10,892). The population includes an average of 1,208 SC, 708 ST, 3,996 OBC and 22,087 general categories of people. There are nine GP level vigilance committees.

PDS Shop Fact Sheet

General characteristics of PDS shops are given in Table 3.27.

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ownership of the shop: Cooperative</td>
<td>100</td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
<td>23</td>
</tr>
<tr>
<td>Average No. of ration cards per shop:</td>
<td></td>
</tr>
<tr>
<td>BPL: 924</td>
<td></td>
</tr>
<tr>
<td>APL: 431</td>
<td></td>
</tr>
<tr>
<td>AAY: 79</td>
<td></td>
</tr>
<tr>
<td>Display of information board</td>
<td>100</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
<td>89</td>
</tr>
<tr>
<td>Display of consumer help line</td>
<td>67</td>
</tr>
<tr>
<td>Display of address and phone number of the Food &amp; Civil Supplies Department</td>
<td>44</td>
</tr>
<tr>
<td>Display of name and date of visit of Food Inspector</td>
<td>0</td>
</tr>
<tr>
<td>Display of stock position of ration items</td>
<td>100</td>
</tr>
<tr>
<td>Display of price list</td>
<td>100</td>
</tr>
</tbody>
</table>
From the Table above, it can be deduced that all the shops are owned by cooperatives. The shop is open for 23 days on an average in a month and eight hours a day as compared to overall average of 19 days and eight hours respectively.

Average number of cards per shop is 924 BPL, 431 APL and 79 AAY cards.

Hundred percent of the shops surveyed had the information displayed in front of them whereas average for all the 15 districts surveyed is 79 percent. 89 percent of the shops had the registration number of the shop and 67 percent had the consumer help line number displayed in front of the shop.

Fifty-six percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in any of the shops covered under the survey.

Stock position of the ration items and their price list are displayed in all the shops (100%). 67 percent of the shops have displayed the total number of ration cards with them. 56 percent of the shops have displayed the samples in sealed plastic bags. There is no complaint register in 56 percent of the shops.

Inspection book is available in all the shops and Food Inspector has signed 78 percent of them. Names of PDS shop level vigilance committee members are displayed in 44 percent of the shops. 33 percent of the shops have the details of the officials to be contacted in case of a complaint to be lodged. 11 percent of the shops are using electronic weighing machine, 78 percent weighing balance and 11 percent of the shops are using both. All the weights and measures are approved by the concerned department.

Receipt book, stock book and sales register are maintained properly by all the shops (100%).
It is reported by 56 percent of the respondents that the minutes of the meeting of the vigilance committee are maintained in the shops.

Official investigation register is available in 67 percent of the shops. Complaint box is maintained in 33 percent of the shops.

**PDS Shop Owner Fact Sheet**

All PDS shops are run by men. Eighty percent of the shops are located in their own premises and twenty percent in rented buildings. Ninety percent of the shop owners depend on PDS shops for their livelihood. The rest on agriculture in addition to fair price shops for their livelihood. Mean annual income of the shop owner is Rs. 1,69,250.

All the shop owners (100 percent) reported that they are aware of the shop level vigilance committee. It is reported that the committee meets five times on an average in a year. Fifty percent of the shop owners reported that all the committee members visit the shop.

As regards the awareness about the GP level vigilance committee, 50 percent of the shop owners reported to be aware of it. They informed that the committee meets eight times in a year. All the respondents conveyed that the GP level vigilance committee members visit the shop.

While 80 percent of the shop owners informed that both the Food Inspector and the GP Secretary accompany the committee members during their visits to the shop, 20 percent conveyed that none of them visits the shop.

Not a single complaint has been lodged against the shop owner by the ration card holders.

Seventy percent of the shop owners informed that they faced problem with regard to less commission on sale, finance to run the shop and rent for the shop.

Fifty-seven percent of the shop owners reported that they are aware of the person to contact in case of a problem. Accordingly, 28 percent of all those who had a problem in running the ration shop made a written complaint to the Tahsildar and the Deputy Commissioner and yet, problem was not solved.

Ninety percent of the shop owners covered under the study reported to be aware of the Food Inspector. They informed that the Food Inspector visits the ration shop once a month on average.

It is reported that there is negative influence by the politicians and the cooperative department in running the ration shop.
Users' Survey

Demographic details of the respondents are presented in Table 3.28 below.

Table 3.28: Demographic Details of the Respondents

<table>
<thead>
<tr>
<th>Gender</th>
<th>Male: 32 %</th>
<th>Female: 68 %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Religion</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Hindu</td>
<td>89 %</td>
<td></td>
</tr>
<tr>
<td>Muslim</td>
<td>4.5 %</td>
<td></td>
</tr>
<tr>
<td>Christians</td>
<td>6.5 %</td>
<td></td>
</tr>
<tr>
<td>Caste</td>
<td></td>
<td></td>
</tr>
<tr>
<td>SC</td>
<td>15 %</td>
<td></td>
</tr>
<tr>
<td>ST</td>
<td>5 %</td>
<td></td>
</tr>
<tr>
<td>OBC</td>
<td>67 %</td>
<td></td>
</tr>
<tr>
<td>General</td>
<td>13 %</td>
<td></td>
</tr>
<tr>
<td>Average family size</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Main occupation</td>
<td>Agriculture, labour and self employment</td>
<td></td>
</tr>
<tr>
<td>Type of ration card with the respondent</td>
<td>AAY: 11 %</td>
<td>BPL: 51 %</td>
</tr>
</tbody>
</table>

- Twelve percent of the respondents are from private shops and 88 percent from cooperative owned shops. There are no shops run by the department.
- It was reported by 91 percent of the respondents that they are getting all the ration items as per their entitlement.
- Ration shop is open on all working days according to 81 percent of the users.
- Ninety-five percent of the users are taking their entitled quantity of ration items.
- Ninety-eight percent reported that the items are properly weighed and measured.
- Ninety-three percent conveyed that the ration items are distributed every month regularly.
- Eighty-six percent of the users informed that the information regarding the grievance redress mechanism is not displayed at the PDS shop.
- Complaint register is not prominently displayed in the shop according to 98 percent of the users.
- Less than two percent of the respondents informed that they are aware of the complaining mechanism in PDS.
• Almost all the respondents (98 percent) are not aware of the shop level and GP level vigilance committees.

• Awareness on Food Inspector, consumer help line and citizens’ charter is less than one percent.

• Forty four percent of the respondents expressed complete satisfaction with the overall PDS; 47 percent were partially satisfied and nine percent dissatisfied.

• As for the grievance redress mechanism, 21 percent were completely satisfied, 68 percent partially and 11 percent dissatisfied.

Food Inspector

• On an average, one Food Inspector covers 30 gram panchayats and 57 fair price shops in the district.

• Each Food Inspector covers 18 ration shops in a month.

• Seventy-five percent of the Food Inspectors informed that they visit the shops during receipt of the stock and 100 percent during distribution to the card holders.

• Three-fourths of those interviewed informed that they visit a particular PDS shop once a month for inspection and one fourth twice a week.

• It is reported that each Food Inspector on average covers 11 fair price shops for detailed inspection and six shops for intensive inspection in a month as against the norm of five and one shop respectively.

• All have reported that they submit the inspection report to the higher authorities.

• Each Food Inspector on an average collects 11 ration cards for comparing with the sales register and bill book during detailed inspection.

• All those who were interviewed (100 percent) informed that they regularly sign the inspection book kept at the ration shop.

• Half of the Food Inspectors reported that they collect intelligence reports on hoarding and black marketing of essential commodities.

• All those interviewed (100 percent) informed that they inspect the commercial establishments in their jurisdiction (hotels, restaurants, petrol bunks, retailers, LPG dealers and rice mills).

• They (100 percent) do receive complaints from ration card holders relating to the quality of the ration items, less measurement, shop not open on all working days and behavior of the shop owner.

• All complaints are reported to have been solved at the level of the Food Inspector.
PDS Shop-level Vigilance Committee

- Forty-three percent of the members interviewed are men and 57 percent women.
- Among the total respondents, 13 percent belong to SC, 9 percent ST, 53 percent OBC and 25 percent general category.
- Eighty-five percent of the members are aware that they are members in the vigilance committee.
- On average, there are eight members in the committee.
- Sixty-two percent of the respondents reported that they inspect the shops and majority of 56 percent visit them once a month and 39 percent once a week. Reports of the visit are not submitted.
- It is reported that the committee met four times on average last year and the members on average attended four meetings. 24 percent of the respondents reported that minutes of the meeting are recorded.

GP-level Vigilance Committee

- Fifty-six percent of the respondents are men and 44 percent women.
- Caste composition indicates nine percent SC, two percent ST, 63 percent OBC and 26 percent general category.
- Ninety-three percent of the members are aware that they are members in the vigilance committee.
- There is an average of two shops in the jurisdiction of one GP level vigilance committee.
- Each committee consists an average of nine members.
- Eighty-eight percent of the members are aware of their duties in the GP level vigilance committee.
- Eighty-two percent of the members reported that they inspect the shops. Seventy percent of them indicated that they visit the shops once a month, 20 percent twice a month and 10 percent visit more than twice a month.
- Three percent reported that only the Food Inspector accompanies; 33 percent reported that only the GP Secretary accompanies them during their visit to the shops. While three percent reported that both the GP Secretary and the Food Inspector accompany them 61 percent indicated that none of them accompany.
- Eighty-two percent reported that they conduct investigation of proper distribution of essential commodities during the visit to shops and hardly eight percent of them
sign the report.

- Forty percent of the members informed that they receive complaints from the ration shop users mainly on quality and quantity of the ration items supplied and on the timings of the shop. While 25 percent of the complaints are solved at the personal level, 19 percent reported that the complaints are forwarded to higher authorities and 56 percent of the respondents informed that the complaints are solved by the vigilance committee.

- The committee met seven times during the past one year. 95 percent of the respondents reported that the minutes of the meeting are not recorded.

**YADGIR**

**Gram Panchayat Fact Sheet**

Each GP consists of an average six villages. There are more men (3,220) than women (2,205). The population includes an average of 1,145 SC, 870 ST, 1,660 OBC and 1,650 general categories of people. There are 20 GP level vigilance committees.

**PDS Shop Fact Sheet**

General characteristics of PDS shops are given below (Table 3.29).

<table>
<thead>
<tr>
<th>Table 3.29: Transparency Adherence in PDS Shops</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Details</strong></td>
</tr>
<tr>
<td>Ownership of the shop:</td>
</tr>
<tr>
<td>Private</td>
</tr>
<tr>
<td>Cooperative</td>
</tr>
<tr>
<td>Average No. of days the shop is open in a month</td>
</tr>
<tr>
<td>Average No. of ration cards per shop:</td>
</tr>
<tr>
<td>BPL : 84</td>
</tr>
<tr>
<td>APL : 402</td>
</tr>
<tr>
<td>AAY : 87</td>
</tr>
<tr>
<td>Display of information board</td>
</tr>
<tr>
<td>Display of Registration No. of the shop</td>
</tr>
<tr>
<td>Display of consumer help line</td>
</tr>
<tr>
<td>Display of address and phone number of the Food &amp; Civil Supplies Department</td>
</tr>
<tr>
<td>Display of name and date of visit of Food Inspector</td>
</tr>
<tr>
<td>Display of stock position of ration items</td>
</tr>
<tr>
<td>Display of price list</td>
</tr>
</tbody>
</table>
A Study of the Effectiveness of its Monitoring Mechanisms

From the Table above, it can be inferred that 50 percent of the shops surveyed are owned privately and another 50 percent by the cooperatives. There are no shops run by the department. The shop is open for 24 days on an average in a month and eight hours a day as compared to overall average of 19 days and eight hours respectively.

Average number of cards per shop is 84 BPL, 402 APL and 87 AAY cards.

Twenty percent of the shops surveyed had the information displayed in front of them whereas average for all the 15 districts surveyed is 79 percent. 30 percent of the shops had the registration number of the shop and 20 percent had the consumer help line number displayed in front of the shop.

Fifty percent of the shops have not displayed the address and phone number of the office of the food and civil supplies department. Name and date of visit of the Food Inspector is not displayed in any of the shops covered under the survey.

Stock position of the ration items is displayed in just 10 percent of the shops. Price list is displayed in 50 percent of the shops and 30 percent of the shops have displayed the total number of ration cards with them. None of the shops has displayed the samples in sealed plastic bags. There are no complaint registers in 90 percent of the shops.

Inspection book is available in just 10 percent of the shops and Food Inspector has not signed in any of them. Names of PDS shop level vigilance committee members are not displayed in any of the shops. None of the shops has displayed the details of the officials to be contacted in case of a complaint to be lodged. All the shops are using weighing balance and 30 percent of them are approved by the concerned department.

Receipt book is maintained in 10 percent of the shops. Stock book is not maintained in any shop. Sales register is seen in 30 percent of the shops.

<table>
<thead>
<tr>
<th>Details</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Display of No. of ration cards with the shop</td>
<td>30</td>
</tr>
<tr>
<td>Display of samples in sealed plastic bags</td>
<td>0</td>
</tr>
<tr>
<td>Availability of complaint register</td>
<td>10</td>
</tr>
<tr>
<td>Availability of inspection book</td>
<td>10</td>
</tr>
<tr>
<td>Display of names of shop level VC members</td>
<td>0</td>
</tr>
<tr>
<td>Maintenance of minutes book of the VC meetings</td>
<td>56</td>
</tr>
<tr>
<td>Display of contact details of official to be contacted in case of a problem</td>
<td>0</td>
</tr>
<tr>
<td>Maintenance of Receipt book, stock register and sales register</td>
<td>10, 0, 30</td>
</tr>
<tr>
<td>Maintenance of official investigation register</td>
<td>40</td>
</tr>
<tr>
<td>Display of complaint box</td>
<td>0</td>
</tr>
</tbody>
</table>
It is reported by 56 percent of the respondents that the minutes book of the meeting of the vigilance committee is maintained in the shops.

Official investigation register is available in 40 percent of the shops. Complaint box is not maintained anywhere.

**PDS Shop Owner Fact Sheet**

A majority of 90 percent of the PDS shops are run by men. 50 percent of the shops are located in their own premises and another 50 percent in rented buildings. 30 percent of the shop owners depend on PDS shops for their livelihood. The rest 70 percent depend on agriculture in addition to fair price shops for their livelihood. Mean annual income of the shop owner is Rs. 7,560.

Fifty percent of the shop owners reported that they are aware of the shop level vigilance committee. It is reported that the committee meets thrice on an average in a year. 80 percent of the shop owners reported that only a few of the committee members visit the shop. 20 percent reported none of them visits.

As regards the awareness about the GP level vigilance committee, 50 percent of the shop owners reported to be aware of it. They reported that the committee meets thrice a year. 40 percent conveyed that all the GP level committee members visit the shop.

While 20 percent of the shop owners informed that only the Food Inspector accompanies the committee members during their visits to the shop, another 20 percent informed that only the GP Secretary accompanies. 60 percent of the respondents reported that both the Food Inspector and the GP Secretary accompany the committee.

It is reported by 90 percent of the respondents that not a single complaint has been lodged against the shop owner by the ration shop users.

Thirty percent of the shop owners informed that they faced problem of ration items while running the shop.

None of the shop owners is aware of the person to contact in case of a problem.

Seventy percent of the shop owners covered under the study reported to be aware of the Food Inspector. They reported that the Food Inspector visits the ration shop once a month on average.

It is reported that there is negative influence by the politicians, GP members, vigilance committee members and the Food Inspector in running the ration shop.

**Users’ Survey**

Demographic details of the respondents are given in Table 3.30.
A Study of the Effectiveness of its Monitoring Mechanisms

Table 3.30: Demographic Details of the Users

<table>
<thead>
<tr>
<th>Gender</th>
<th>Male: 77 %</th>
<th>Female: 23 %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Religion</td>
<td>Hindu: 84 %</td>
<td>Muslim: 14 %</td>
</tr>
<tr>
<td>Caste</td>
<td>SC: 16 %</td>
<td>ST: 14 %</td>
</tr>
<tr>
<td>Average family size</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>Main occupation</td>
<td>Agriculture, labour and self employment</td>
<td></td>
</tr>
<tr>
<td>Type of ration card with the respondent</td>
<td>AAY: 14 %</td>
<td>BPL: 65 %</td>
</tr>
</tbody>
</table>

- Thirty-nine percent of the respondents are from private shops and 61 percent from cooperative owned shops.
- It was reported by 61 percent of the respondents that they are getting all the ration items as per their entitlement.
- Ration shop is open on all working days according to 64 percent of the users.
- Eighty-three percent of the users are taking their entitled quantity of ration items.
- Sixty percent reported that the items are properly weighed and measured.
- Sixty percent conveyed that the ration items are distributed every month regularly.
- Forty-two percent of the users informed that the information regarding the grievance redress mechanism is not displayed at the PDS shop.
- Complaint register is not prominently displayed in the shop according to 58 percent of the users.
- Just nine percent of the respondents informed that they are aware of the complaining mechanism in PDS.
- Ten percent reported having problem with the PDS with regard to quality and quantity of ration items, timings, irregular supply etc. All of them are partially satisfied with problem resolution.
- Forty-eight percent of the respondents are aware of the shop level vigilance committee.
Sixty-eight percent approached them with some problem like quality and quantity of ration items, timings of the shop and so on. Fourteen percent are written complaints. Twenty-nine percent of the complainants reported that the problem was solved while 71 percent informed that no action was taken on the complaints. Fourteen percent were completely satisfied and 86 percent partially satisfied.

- Awareness on the GP level vigilance committee was expressed by 49 percent of the respondents. None of them approached the committee with a problem. However, 85 percent of them informed that the GP level vigilance committee is helpful to them.

- Awareness on Food Inspector was indicated by 45 percent of the users. Seventy-nine percent of them informed that the Food Inspector collected the ration card for detailed study. Seven percent approached him with some problem and 83 percent reported that the problem was solved. 60 percent were fully satisfied, 30 percent partially satisfied and 10 percent not satisfied.

- Ninety-five percent of the consumers are not aware of the help line and 82 percent expressed ignorance about the citizens’ charter.

- Eighty-six percent of those who are aware of the citizen charter reported that it is useful to them in knowing their entitlement and problem resolution.

- Thirty-four percent of the respondents expressed complete satisfaction with the overall PDS; 39 percent were partially satisfied and 27 percent dissatisfied.

- As for the grievance redress mechanism, 34 percent were completely satisfied, 37 percent partially and 27 percent dissatisfied.

**Food Inspector**

- On an average, one Food Inspector covers 18 gram panchayats and 345 fair price shops in the district.

- Each Food Inspector covers 22 ration shops in a month.

- All the Food Inspectors informed that they visit the shops during receipt of the stock and 75 percent during distribution to the card holders.

- All those interviewed informed that they visit a particular PDS shop once a month for inspection.

- All have reported that they can not cover all the shops under their jurisdiction in a month because of too many shops.

- It is reported that each Food Inspector on average covers 15 fair price shops for detailed inspection and 10 shops for intensive inspection in a month as against the norm of five and one shop respectively.
A Study of the Effectiveness of its Monitoring Mechanisms

- All have reported that they submit the inspection report to the higher authorities.
- Each Food Inspector on an average collects 10 ration cards for comparing with the sales register and bill book during detailed inspection.
- All those who were interviewed (100%) informed that they regularly sign the inspection book kept at the ration shop.
- All the Food Inspectors (100%) reported that they collect intelligence reports on hoarding and black marketing of essential commodities.
- All (100 percent) have informed that they inspect the commercial establishments in their jurisdiction (hotels, restaurants, retailers and rice mills).
- They (100 percent) do receive complaints from ration card holders relating to the quality of ration items, less measurement and shops not open on all working days.
- All complaints are reported to have been solved at the level of the Food Inspector.
- All the Food Inspectors informed receiving complaints from the shop owners regarding irregular supply and timings of supply and commission on sales. All complaints are forwarded to higher authorities and the vigilance committee for redress.

PDS Shop-level Vigilance Committee

- Sixty-eight percent of the members interviewed are men and 32 percent women.
- Among the total respondents, 30 percent belong to SC, 30 percent ST, 30 percent OBC and 10 percent general category.
- Thirty percent of the members are aware that they are members in the vigilance committee.
- On average, there are eight members in the committee.
- Just four percent of the respondents reported that they inspect the shops once a month and at the time of stock arrival.
- It is reported that the committee met seven times during the last one year. 86 percent of the respondents reported that minutes of the meeting are not recorded.

GP-level Vigilance Committee

- Seventy percent of the respondents are men and thirty percent women.
- Caste composition indicates 18 percent SC, 40 percent ST, 30 percent OBC and 12 percent general category.
- Thirty four percent of the members are aware that they are members in the vigilance committee.
• There is an average of four shops in the jurisdiction of one GP level vigilance committee.

• There is an average of eight members in the committee.

• Eighteen percent of the members are aware of their duties in the GP level vigilance committee.

• Twelve percent of the members reported that they inspect the shops. 50 percent indicated that they visit the shops once a month and another half twice a month.

• Fifty percent reported that only the Food Inspector accompanies and another 50 percent reported that only the GP Secretary accompanies them during their visit to the shops.

• Twenty-four percent reported that they conduct investigation of proper distribution of essential commodities during the visit to shops and seventy six percent of them sign the report.

• Ninety-four percent of the members informed that they do not receive complaints from the ration shop users.

• The committee met twice during the past one year. 24 percent of the respondents reported that the minutes of the meeting are recorded.

**Validation workshops**

Validation workshops were held at the district centres (office of the Deputy Director, Food, Civil Supplies and Consumer Affairs) to present the findings of the respective district to the department officials, ration shop owners, vigilance committee members...
and ration card holders and elicit their opinion on the findings. In all the districts, presentations were well received and they concurred with the findings.

Some of the suggestions received from the audience are:

- Food Inspector should be paid travel allowance;
- Where number of fair price shops is more, post two Food Inspectors or provide supporting staff;
- Do not link ration cards to other government schemes;
- Increase commission on sales to the shop owners.
- Awareness on roles, rights, duties and responsibilities of the Vigilance Committee members.
- Making the Vigilance Committee functioning independent of the implementing agency, the department/s; role clarity and integration between the two arms and their accountability to the political executive at each level.
- Building accountability of the implementing agency/department to be responsible for the grievance solving.
Output/Findings of the Analysis of Survey Data

Gram Panchayat Fact Sheet

Gram Panchayat (GP) Fact Sheet provides general profile of the selected GPs and the fair price shops associated with them. One hundred and fifty-nine (159) gram panchayats covering 30 taluks and 15 districts are covered under the study. The enumerators visited each of the 159 selected gram panchayats and filled the questionnaires. The data was collated and the analysis results are furnished below.

Demographic Profile

There are six villages on average under each GP. While Udupi and Dharwad districts recorded the least number of two villages each per GP, Bangalore Rural and Mysore districts have the most, an average of 12 villages each. In general, women outnumber men in the GPs. While the mean value for women per GP is 7,110, the same for men is 6,570. There are more general households (1,290) followed by OBC (584), SC (317) and ST (194) categories. The population of major communities in GPs is also in proportion to the number of households.

Discussion with the GP Members

The livelihood profile of the communities indicates that 30 percent of the respondents are agriculturists, 18 percent engaged in animal husbandry, 27 percent wage earners, 14 percent construction workers and 11 percent engaged in handicrafts.

The findings further show that 49 percent of the GP Presidents are men and 51 percent women. The caste profile
indicates that 27 percent of them belong to SC, 22 percent ST, 34 percent OBC, 15 percent general category and two percent others.

Average number of ration cards per GP is observed to be 1,492 APL, 3,385 BPL and 415 AAY cards.

APL cards are seen more in Bellary district, BPL cards in Tumkur district and AAY cards in Raichur district.

Each PDS shop caters to the needs of nearly two villages on average.

**PDS Shop Fact Sheet**

The study covered 159 shops in 15 districts and received feedback from the respondents who are the shop owners and also through observations made by the investigators during the visit.

**Features of the Ration Shops Surveyed**

Forty-five percent of the shops are owned privately, 49 percent by cooperatives and the rest six percent by the government.

Most of the shop owners (78 percent) are from the same gram panchayat where the shop is located.

Although shops are expected to remain open on all days in a week except on Tuesdays, the survey indicates that on average, the shops are open for 19 days in a month as reported by the shop owners. Across districts, the figures range from 13 days in Mysore district to 27 days in Belgaum district.
However, the shops are kept open only for 4-5 days in a month when the stocks arrive and are distributed, as observed by the enumerators and reported by the respondents in almost all the districts, covered under the survey. This also substantiates the findings reported in Balasubramaniam Committee’s report (page-22).

Shops are open for eight hours in a day. However, proper timings are not followed. Official timings are 8.00 am to 12.00 noon and 4.00 pm to 8.00 pm.

<table>
<thead>
<tr>
<th>District</th>
<th>AAY</th>
<th>BPL</th>
<th>APL</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Bangalore Urban</td>
<td>25</td>
<td>192</td>
<td>567</td>
</tr>
<tr>
<td>2 Bangalore Rural</td>
<td>62</td>
<td>97</td>
<td>475</td>
</tr>
<tr>
<td>3 Tumkur</td>
<td>116</td>
<td>159</td>
<td>598</td>
</tr>
<tr>
<td>4 Davangere</td>
<td>187</td>
<td>76</td>
<td>433</td>
</tr>
<tr>
<td>5 Belgaum</td>
<td>91</td>
<td>401</td>
<td>668</td>
</tr>
<tr>
<td>6 Bagalkot</td>
<td>117</td>
<td>288</td>
<td>494</td>
</tr>
<tr>
<td>7 Dharwad</td>
<td>86</td>
<td>212</td>
<td>673</td>
</tr>
<tr>
<td>8 Raichur</td>
<td>150</td>
<td>167</td>
<td>570</td>
</tr>
<tr>
<td>9 Koppal</td>
<td>109</td>
<td>176</td>
<td>456</td>
</tr>
<tr>
<td>10 Bellary</td>
<td>192</td>
<td>301</td>
<td>803</td>
</tr>
<tr>
<td>11 Yadgir</td>
<td>87</td>
<td>83</td>
<td>402</td>
</tr>
<tr>
<td>12 Udupi</td>
<td>79</td>
<td>924</td>
<td>431</td>
</tr>
<tr>
<td>13 Mysore</td>
<td>69</td>
<td>88</td>
<td>593</td>
</tr>
<tr>
<td>14 Kodagu</td>
<td>40</td>
<td>327</td>
<td>443</td>
</tr>
<tr>
<td>15 Chamarajnagar</td>
<td>78</td>
<td>268</td>
<td>644</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td>100</td>
<td>248</td>
<td>554</td>
</tr>
</tbody>
</table>

- Each PDS shop, on average, has 248 BPL, 554 APL and 100 AAY card holders (Table-4.1). Large number of BPL card holders (924) is found in Udupi district followed by Belgaum (401), Kodagu (327) Bellary (301), and Bagalkot (288) districts. The least number of BPL card holders is observed in Davangere (76), Mysore (88) and Bangalore Rural (97) districts. As regards APL card holders, the number varies from 402 in Yadgir district to 803 in Bellary district. While Bangalore Urban district recorded the least number (25) of AAY card holders per shop, maximum number (192) of AAY card holders exist in Bellary district.
A Study of the Effectiveness of its Monitoring Mechanisms

- All shops surveyed in the districts sold rice, wheat and sugar. In Tumkur district, in addition to rice, sugar and wheat, some shops sold salt as well, while in Mysore district, onion and soap are also sold by the ration shops.

- Ninety-six percent of the ration shops received ration items on time.

- Seventy-nine percent of the shops have displayed information boards in front of them and 99 percent of the boards are in Kannada. The response was lowest from Yadgir district for only 20 percent of the respondents informed about the display of information board.

**But, the actual observation showed that the boards were fresh and displayed recently as the shop owners were aware of the survey in advance through the department.**

- Fifty-one percent of the shops do not have the consumer help line number in front of the shop. 90 percent of the shops in Bangalore Rural and 80 percent in Yadgir district have no consumer help line number in front of the shops.

- Address and phone number of the contact person in the food and civil supplies department are not displayed as observed in 64 percent of the shops.

- Name of the Food Inspector and his dates of visit to ration shops are not displayed as seen in 91 percent of the ration shops.

- Stock position of all ration items in units as verified in 40 percent of the shops visited, is not displayed in front of the shop.

- Twenty-six percent of the shops have not displayed the price list of the ration items.

- Fifty-three percent of the ration shops visited have not displayed the total number of ration cards with the shop.

- Samples are not displayed in sealed plastic bags in 62 percent of the shops visited.

- Complaint register is not maintained in 70 percent of the shops visited. Wherever they are maintained, only 50 percent have displayed them prominently. In Yadgir, Tumkur and Bangalore rural districts, 90 percent of the ration shops have not maintained the complaint register. In Raichur district, none of the shops visited had the complaint register.

- In 98 percent of the shops visited, not a single complaint was registered against the shop owner during the past one year.

- As per the observation, 52 percent of the shops do not have the inspection book. Among those available, only 19 percent carry the signature of the Food Inspector.

- As for the details of shop inspection by the Food Inspector, 39 percent are found to be cursory, 39 percent detailed, eight percent intensive inspections and 17 percent
of the shops were never inspected.

- Fifty-one percent of the shops have not displayed the names of the PDS level vigilance committee members.

- In 82 percent of the shops, there are no details of the official to be contacted in case a complaint is to be lodged.

- Just 19 percent of the ration shops surveyed is using electronic weighing machines, 78 percent of the shops use weighing balance and three percent are using both types.

- The weights and measures are not certified by the department in 16 percent of the shops visited.

- While 74 percent of the shops maintained the receipt books, they are not maintained properly in 21 percent of the shops and five percent of the shops have not maintained the receipt books at all.

- Stock books are not maintained in six percent of the shops that were visited. While 74 percent of the shops maintained the stock book, 20 percent have not updated the entries.

- Sales registers are maintained in 80 percent of the shops visited.

- Vigilance Committee meeting minute book is maintained in 38 percent of the shops. 73 percent of the shops in Bagalkot district have not maintained the minute book of the vigilance committee meeting.

- Official investigation register is not maintained in 47 percent of the ration shops surveyed. In Dharwad and Bagalkot districts, 46 percent of the shops do not have the official investigation registers. In Raichur district, none of the shops had the official investigation register.

- Nineteen percent of the ration shops visited are not easily accessible. 54 percent of the shops in Bagalkot and 50 percent in Yadgir district are not located centrally and are not easily approachable.

- In five percent of the shops, ration cards are not returned to the card holders.

- Facilities to store the stock of ration items are not available in 12 percent of the shops. 60 percent of the shops in Yadgir district do not have facilities to store the ration items.

- It was observed that in 33 percent of the shops, complaint box is not kept. In Mysore district, none of the shops visited, had the complaint box.
PDS Shop Owners Fact Sheet

The duties and responsibilities of the fair price shop owners as provided in the PDS Control Order, 2001 are as follows:

The essential commodities must be sold as per the entitlement of ration card holders and at the retail issue prices fixed by the concerned state government.

Each fair price shop will display the following information on a notice board which is to be put up at a prominent place in the shop on a daily basis:

- Name of shop, shop keeper and the license number
- List of BPL and Antyodaya beneficiaries
- Entitlement of essential commodities
- Issues relating to weights and measures
- Retail issue prices
- Timings of opening and closing of the fair price shop
- Stock of essential commodities received during the month
- Opening and closing stock of essential commodities
- The authority for redressal of grievances/lodging complaints with respect to quality and quantity of essential commodities under the Public Distribution System.

- A FPS owner is required to maintain records of ration card holders (APL, BPL}
Public Distribution System in Karnataka

and Antyodaya), stock register, issue or sale register and receipt book.

- Vigilance Committee members and their addresses
- Copy of Citizens’ Charter (regularly updated with latest issue)
- Displaying hikes and changes in allotment
- The FPS owner to furnish copies of specified documents such as the ration card register, stock register, sales register to the office of the Gram Panchayat or Nagar Palika or Vigilance Committee or any other body authorized by State Governments for the purpose.

- The FPS owner is obliged to display samples of foodgrains being supplied through the fair price shop.

- 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 designated authority.

- Accounting of the actual distribution of essential commodities and the balance stock at the end of the month to the designated authority of the concerned State Government with a copy to the Gram Panchayat.

- The Fair Price Shop owner shall not refuse to supply the essential commodities, lying in stock, to the ration card holders, as per their entitlement.
A Study of the Effectiveness of its Monitoring Mechanisms

The Fair Price Shop owner shall not retain ration cards after the supply of the essential commodities.

The study captured the impressions of 159 ration shop owners spread across 15 districts and 30 taluks in Karnataka regarding the grievance mechanism. The results of analysis of the data generated are as follows:

**Salient Features**

The ownership pattern of the PDS shops indicates that 44 percent are owned privately, 50 percent run by cooperatives and six percent of the shops are run by the government (department of food, civil supplies and consumer affairs). It is observed that the percentage of PDS shops managed by the department is comparatively low in the districts.

While Davangere (78%), Chamarajanagar (78%), Raichur (73%) and Mysore (73%) districts appeared to have more shops run privately, shops run by cooperatives are more in Udupi (100%), Belgaum (73 %) and Bangalore rural (70%) districts compared to the rest of the districts surveyed. There are no departmental shops in Bangalore rural, Davangere, Koppal, Yadgir, Udupi and Chamarajanagar districts (Table-4.2 & figure 4.1).

Most of the shops (90 percent) are run by men. Shops run by women are more in Kodagu (54 percent), Chamarajnagar (33 percent) and Dharwad (27 percent) districts compared to the overall average of 10 percent.

Sixty-eight percent of the shops are housed in the own premises and the rest 32 percent in the rented premises. Average rent paid is found to be Rs. 1768 per month per shop. A little less than half (48 percent) of the shop-owners depend completely on the ration
Public Distribution System in Karnataka

Table 4.2: Type of Ownership of PDS Shops (%)

<table>
<thead>
<tr>
<th>Districts</th>
<th>Private</th>
<th>Cooperative</th>
<th>Govt.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bangalore Urban</td>
<td>36</td>
<td>55</td>
<td>9</td>
</tr>
<tr>
<td>Bangalore Rural</td>
<td>30</td>
<td>70</td>
<td>0</td>
</tr>
<tr>
<td>Tumkur</td>
<td>64</td>
<td>27</td>
<td>9</td>
</tr>
<tr>
<td>Davanagere</td>
<td>78</td>
<td>22</td>
<td>0</td>
</tr>
<tr>
<td>Belgaum</td>
<td>18</td>
<td>73</td>
<td>9</td>
</tr>
<tr>
<td>Bagalkot</td>
<td>46</td>
<td>46</td>
<td>9</td>
</tr>
<tr>
<td>Dharwad</td>
<td>27</td>
<td>64</td>
<td>9</td>
</tr>
<tr>
<td>Raichur</td>
<td>73</td>
<td>18</td>
<td>9</td>
</tr>
<tr>
<td>Koppal</td>
<td>50</td>
<td>50</td>
<td>0</td>
</tr>
<tr>
<td>Bellary</td>
<td>64</td>
<td>27</td>
<td>9</td>
</tr>
<tr>
<td>Yadgir</td>
<td>30</td>
<td>70</td>
<td>0</td>
</tr>
<tr>
<td>Udupi</td>
<td>0</td>
<td>100</td>
<td>0</td>
</tr>
<tr>
<td>Mysore</td>
<td>73</td>
<td>18</td>
<td>9</td>
</tr>
<tr>
<td>Kodagu</td>
<td>9</td>
<td>82</td>
<td>9</td>
</tr>
<tr>
<td>Chamarajnagar</td>
<td>78</td>
<td>22</td>
<td>0</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td><strong>44</strong></td>
<td><strong>50</strong></td>
<td><strong>6</strong></td>
</tr>
</tbody>
</table>

shop for their livelihood. Udupi (90 percent), Mysore (82 percent) and Davangere (78 percent) districts top the list of PDS shop-owners who mostly depend on the ration shops for their livelihood. Among those (52 percent) who are engaged in other livelihood activities besides running the ration shops, a majority of them (59 percent) are agriculturists. The rest are occupied with non-agricultural activities.

The survey tried to find the annual income of the shop owners during the visit to the 159 shops which was around Rs. 53,166. Significantly in Udupi district, the average annual income, compared to other 14 districts is reported to be as high as Rs. 1,69,250. This may be because 90 percent of the shop owners are reported to have been engaged in activities other than PDS shop for their livelihood.

**Awareness on PDS Shop-level Vigilance Committee**

The results indicate that almost 90 percent of the shop owners in general are aware of the PDS shop level vigilance committee. However, in Yadgir district, only 50 percent
of the shop owners are aware of it. Awareness level is 100 percent in Bangalore Rural, Davangere, Dharwad, Belgaum, Bellary, Udupi and Kodagu districts. Table-4.3 describes the above statement.

Eighty-four percent of the shop owners reported that the PDS shop level vigilance committees have been constituted. However, in Bangalore Rural, Davangere, Belgaum, Dharwad, Bellary, Udupi and Kodagu districts, the committees have not been formed. The committee, it is reported, meets on an average, six times in a year. Letter No. FCS 148 DRA 2010, Bangalore dated 29th October, 2011 of the government of Karnataka stipulates that the PDS shop level vigilance committee has to meet at least once in three months.

In Bangalore Urban and Bellary districts, it was reported that the committee had met 10 and nine times respectively in a year. However, there are no records of these “meetings” supposed to have been held like the minutes book. Further, when it was checked with the shop level vigilance committee members (page 53), they reported that on an average, the committee met six times in the past one year in both Bangalore Urban and Bellary districts. The government order however prescribes four meetings in a calendar year.

While 51 percent of the shop owners informed that all the committee members visit the shop, 42 percent indicated that not all but few members visit the shop. Seven percent of the owners informed that none of the members visit the shop.
When asked whether the PDS shop level vigilance committee was helpful to the shop owner, 17 percent expressed in negative.

**Awareness on the GP level Vigilance Committee**

The study indicates that a little more than one third of the shop owners (36%) are not aware of the GP level vigilance committee. More than equal to half of the shop owners are unaware in Bangalore urban, Tumkur, Yadgir, Udupi and Kodagu districts; whereas awareness is almost 90 percent in Belgaum, Dharwad and Davangere districts.

The committee, according to 88 percent of those interviewed, has been constituted at the gram panchayat level in the districts surveyed. While the response for this from Mysore district was negative from 57 percent and 50 percent of the shop owners from Bangalore Urban district, 100 percent positive response was received from Bangalore Rural, Tumkur, Davangere, Belgaum, Dharwad, Yadgir Udupi and Kodagu districts.

As per the government circular mentioned earlier, the committee is to be formed by

---

**Table 4.3: Awareness of PDS Shop Owners on the Shop-level Vigilance Committee (%)**

<table>
<thead>
<tr>
<th>District</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Bangalore Urban</td>
<td>73</td>
<td>27</td>
</tr>
<tr>
<td>2 Bangalore Rural</td>
<td>100</td>
<td>0</td>
</tr>
<tr>
<td>3 Tumkur</td>
<td>82</td>
<td>18</td>
</tr>
<tr>
<td>4 Davangere</td>
<td>100</td>
<td>0</td>
</tr>
<tr>
<td>5 Belgaum</td>
<td>100</td>
<td>0</td>
</tr>
<tr>
<td>6 Bagalkot</td>
<td>91</td>
<td>9</td>
</tr>
<tr>
<td>7 Dharwad</td>
<td>100</td>
<td>0</td>
</tr>
<tr>
<td>8 Raichur</td>
<td>91</td>
<td>9</td>
</tr>
<tr>
<td>9 Koppal</td>
<td>80</td>
<td>20</td>
</tr>
<tr>
<td>10 Bellary</td>
<td>100</td>
<td>0</td>
</tr>
<tr>
<td>11 Yadgir</td>
<td>50</td>
<td>50</td>
</tr>
<tr>
<td>12 Udupi</td>
<td>100</td>
<td>0</td>
</tr>
<tr>
<td>13 Mysore</td>
<td>91</td>
<td>9</td>
</tr>
<tr>
<td>14 Kodagu</td>
<td>100</td>
<td>0</td>
</tr>
<tr>
<td>15 Chamaraja Nagar</td>
<td>89</td>
<td>11</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td>90</td>
<td>10</td>
</tr>
</tbody>
</table>
the concerned Deputy Commissioner of the district. As such, it is felt that there is no awareness on the part of the shop owners about the formation of vigilance committee and whatever they have expressed may be just a speculation.

It is reported that the GP level vigilance committee meets five times a year. As per the directive of the government, the committee has to meet at least once in three months. Actual verification has not proved the statement of the shop owners.

Although there was no evidence, 88 percent of the shop owners informed that the GP level vigilance committee members visit the shop. It was reported by 26 percent of the shop owners that only the Food Inspector accompanies the committee members during the visits to the PDS shops; nine percent reported that only the GP Secretary accompanies; 58 percent informed that both Food Inspector and GP Secretary accompany while seven percent of the shop owners indicated that none of them accompany the committee during its visit to shops. Among the districts, it was only in Bangalore urban district, all the shop owners reported that only the food inspector accompanies the vigilance committee during its visits to the shops. Table 4.4 indicates the details of Food Inspector and the GP secretary accompanying the vigilance committee during the shop visits:

**Lodging of Complaints**

With regard to the number of complaints filed by the shop owners, 96 percent of them responded in negative. Only one card holder each in Bangalore Rural, Davangere, Raichur, Bellary, Yadgir and Chamarajnagar districts have registered complaints against the shop owners. The complaints are mainly relating to the quality and quantity of the ration items and the timings of the ration shops.

**Problems in Running the Ration Shop**

There were no problems in running the ration shop as expressed by 73 percent of the shop owners. But, 27 percent of those who reported problems have indicated that they need more commission (16 percent), provision for loan (3 percent), demand for kerosene and ration items from APL card holders (16 percent), ration card problem (18 percent), transportation and measurement problems (6 percent each).

**Awareness on Whom to Complain to**

Seventy-nine percent of the shop owners were found to be aware of the person to whom complaint has to be made. Across the districts, the awareness is 100 percent in the districts of Bangalore Urban, Davangere, Belgaum, Bagalkot, Dharwad, Bellary, Mysoe, Kodagu and Chamarajanagar. Contrary to this, the awareness on whom to complain is zero in Yadgir district which is a new district and is backward, carved out of erstwhile Gulbarga district.
While 49 percent of the shop owners did not complain, 41 percent of the shop owners informed that they complained to Food Inspector, 18 percent to Tahsildar and five percent each to Food Security committee and to the GP President and 14 percent to Deputy Commissioner. 77 percent of the complaints were lodged orally. In 64 percent of the cases, the complaints were not resolved.

As regards satisfaction with the problem resolution, 22 percent of the shop owners reported complete satisfaction, 67 percent expressed partial satisfaction and 11 percent of the shop owners were not satisfied.

Ninety-two percent of the shop owners reported awareness about the Food Inspector. On an average, he visits the shop twice a month.

**Negative Influence in Running the Ration Shop**

Politicians interfered more in Yadgir (40 percent), Chamarajnagar (22 percent) and Raichur (18 percent) districts. Overall average is 10 percent (Table 4.5).
Table 4.5: Percentage of External Influence in Running the Ration Shop

<table>
<thead>
<tr>
<th>District</th>
<th>Politicians</th>
<th>GP Members</th>
<th>Officials of the Food and Civil Supplies Dept</th>
<th>Vigilance Comm. Members</th>
<th>Food Inspector</th>
<th>None</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bangalore Urban</td>
<td>9</td>
<td>9</td>
<td>9</td>
<td>27</td>
<td>20</td>
<td>27</td>
</tr>
<tr>
<td>Bangalore Rural</td>
<td>0</td>
<td>50</td>
<td>10</td>
<td>20</td>
<td>0</td>
<td>40</td>
</tr>
<tr>
<td>Tumkur</td>
<td>0</td>
<td>9</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>90</td>
</tr>
<tr>
<td>Davangere</td>
<td>0</td>
<td>22</td>
<td>22</td>
<td>0</td>
<td>9</td>
<td>22</td>
</tr>
<tr>
<td>Belgaum</td>
<td>9</td>
<td>18</td>
<td>9</td>
<td>9</td>
<td>27</td>
<td>54</td>
</tr>
<tr>
<td>Bagalkot</td>
<td>9</td>
<td>27</td>
<td>9</td>
<td>27</td>
<td>64</td>
<td>27</td>
</tr>
<tr>
<td>Dharwad</td>
<td>9</td>
<td>46</td>
<td>0</td>
<td>64</td>
<td>18</td>
<td>18</td>
</tr>
<tr>
<td>Raichur</td>
<td>18</td>
<td>18</td>
<td>18</td>
<td>18</td>
<td>0</td>
<td>64</td>
</tr>
<tr>
<td>Koppal</td>
<td>0</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>70</td>
</tr>
<tr>
<td>Bellary</td>
<td>9</td>
<td>9</td>
<td>0</td>
<td>0</td>
<td>30</td>
<td>82</td>
</tr>
<tr>
<td>Yadgir</td>
<td>40</td>
<td>40</td>
<td>0</td>
<td>30</td>
<td>0</td>
<td>20</td>
</tr>
<tr>
<td>Udupi</td>
<td>10</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>50</td>
</tr>
<tr>
<td>Mysore</td>
<td>18</td>
<td>0</td>
<td>9</td>
<td>0</td>
<td>54</td>
<td>82</td>
</tr>
<tr>
<td>Kodagu</td>
<td>0</td>
<td>64</td>
<td>46</td>
<td>54</td>
<td>44</td>
<td>18</td>
</tr>
<tr>
<td>Chamaraja Nagar</td>
<td>22</td>
<td>44</td>
<td>0</td>
<td>44</td>
<td>20</td>
<td>44</td>
</tr>
<tr>
<td>Overall average</td>
<td>10</td>
<td>24</td>
<td>9</td>
<td>20</td>
<td>27</td>
<td>48</td>
</tr>
</tbody>
</table>
GP members’ interference was more in Kodagu (60 percent), Bangalore Rural (50 percent), Dharwad (46 percent), Chamarajanagar (44 percent) and Yadgir (40 percent) districts. Overall average is 24 percent.

Food and civil supplies department officials’ interference is found to be more in Kodagu (46 percent) and Davangere (22 percent) districts. Overall average is nine percent.

Interference by the vigilance committee members was observed to be more in Dharwad (60 percent), Kodagu (50 percent), Chamarajanagar (44 percent) and Yadgir and Bagalkot (30 percent each). Overall average is 19 percent.

Vigilance committee members interfered more in Dharwad (64 percent), Kodagu (54 percent) and Chamarajanagar (44 percent) districts. Overall average is 20 percent.

Food Inspector’s interference was found to be more in Bagalkot (64 percent), Mysore (54 percent) and Kodagu (44 percent) districts with overall average of 27 percent. Table 4.5 explains the extent of external influence in running the ration shop.

Suggestions by the shop owners to improve the problem solving mechanism:

- Remove unit system
- Create awareness on problem solving mechanism among the card holders
- Distribution of ration items properly at fixed time
- Stress on the supply of quality and proper quantity of ration items
- Enhance the commission on sale
- Vigilance committee members should be aware of their duties and discharge them properly.
Users’ Survey

The survey was conducted in 159 PDS shops run by private, cooperative and government spread across randomly selected 30 taluks and 15 districts in Karnataka. From each PDS shop, 35 ration card holders were identified in order to get the first hand information about their experience with the PDS grievances redress system. Selection of 35 respondents from each PDS shop was made from the current list of card holders collected from the shop owner/gram panchayat office and the complaint register maintained at the PDS shop. Help from the panchayat staff who is familiar with the village was sought to locate households of the selected ration card holders within the village. This facilitated the enumerators to interview the respondents at their door step. The sample size consists of 5567 PDS card holders. Details of analysis of the data harvested during the field survey are set out below:

The survey indicates that a majority of 94 percent of the respondents themselves collect the ration on a regular basis. While 55 percent of them are the heads of the household, 23 percent are their spouses. The rest comprises sons, daughters, brothers, sisters and others.

Demographic Details

Among the respondents, 51 percent are men and 49 percent women. The overall average age of the respondents is 42 years across the state.

Eighty-nine percent of the users are Hindus, nine percent Muslims and one percent Christians. Across the state, comparatively, more Hindus are found in Mysore (98.9 percent), more Muslims in Kodagu (6.1 percent) and more Christians in Udupi (6.5 percent). Further, the category of SC users is found to be 23 percent, ST 12 percent, OBC 38 percent and general category 26 percent. Percentage of SC respondents is above overall average in Raichur (48 percent) followed by Bangalore Urban (42 percent), Davangere (39 percent), Chamarajnagar (32 percent) and Belgaum (25 percent) districts.

Percentage of ST respondents is more than overall average in Mysore (22 percent), Chamarajnagar (20 percent), Kodagu (19 percent), Bellary (15 percent), Raichur (15 percent) and Tumkur (13 percent) districts.

Tables 4.6 and 4.7 represent the above findings.
The average family size is five persons in the household consisting of three adults and two school going children. Analysis of the highest education attained by the family members of the PDS users indicates that majority of the respondents have studied up to secondary school level (32 percent) followed by PUC (21 percent), middle school (13 percent) and graduates (10 percent). There are some 10 percent users who have no schooling at all. This break up is evident from Figure 4.2.

The number of workers in the family is found to be two adults on average. A majority of 44 percent of the respondents belong to labour class and 21 percent are engaged in agriculture activities. 14 percent are observed to be self employed and six percent are private employees. Only two percent of the users are government employees. The rest belong to other categories like petty shop owners, handicapped, house wife, maid servants etc. The mean annual income of the households surveyed is Rs. 12,893 with a low of Rs. 7407 in Koppal district and a high of Rs.25,588 in Udupi district.

<table>
<thead>
<tr>
<th>District</th>
<th>Religion</th>
<th>District</th>
<th>Hindu</th>
<th>Muslim</th>
<th>Christian</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bangalore Urban</td>
<td>91</td>
<td>Bangalore Rural</td>
<td>87</td>
<td>12</td>
<td>.3</td>
</tr>
<tr>
<td>Tumkur</td>
<td>90</td>
<td>Davangere</td>
<td>85</td>
<td>15</td>
<td>0</td>
</tr>
<tr>
<td>Belgaum</td>
<td>92</td>
<td>Belgaum</td>
<td>90</td>
<td>10</td>
<td>0</td>
</tr>
<tr>
<td>Bagalkot</td>
<td>92</td>
<td>Dharwad</td>
<td>93</td>
<td>7</td>
<td>.5</td>
</tr>
<tr>
<td>Raichur</td>
<td>92</td>
<td>Koppal</td>
<td>90</td>
<td>10</td>
<td>0</td>
</tr>
<tr>
<td>Bellary</td>
<td>85</td>
<td>Yagdir</td>
<td>84</td>
<td>14</td>
<td>2</td>
</tr>
<tr>
<td>Udupi</td>
<td>89</td>
<td>Udupi</td>
<td>89</td>
<td>4</td>
<td>6</td>
</tr>
<tr>
<td>Mysore</td>
<td>99</td>
<td>Mysore</td>
<td>78</td>
<td>19</td>
<td>3</td>
</tr>
<tr>
<td>Kodagu</td>
<td>78</td>
<td>Chamarajnagar</td>
<td>89</td>
<td>8</td>
<td>3</td>
</tr>
<tr>
<td>Overall average</td>
<td>89</td>
<td>Overall average</td>
<td>89</td>
<td>10</td>
<td>1</td>
</tr>
</tbody>
</table>
A Study of the Effectiveness of its Monitoring Mechanisms

Table 4.7: Caste-wise Break-up of the Users (%)

<table>
<thead>
<tr>
<th>District</th>
<th>SC</th>
<th>ST</th>
<th>OBC</th>
<th>General</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bangalore Urban</td>
<td>42.50</td>
<td>2.60</td>
<td>43.70</td>
<td>11.1</td>
</tr>
<tr>
<td>Bangalore Rural</td>
<td>12.90</td>
<td>6.60</td>
<td>45.40</td>
<td>35.1</td>
</tr>
<tr>
<td>Tumkur</td>
<td>19.10</td>
<td>13.40</td>
<td>34.80</td>
<td>32.1</td>
</tr>
<tr>
<td>Davanagere</td>
<td>39.40</td>
<td>8.30</td>
<td>30.20</td>
<td>22.1</td>
</tr>
<tr>
<td>Belgaum</td>
<td>25.10</td>
<td>10.80</td>
<td>28.50</td>
<td>35.6</td>
</tr>
<tr>
<td>Bagalkot</td>
<td>10.30</td>
<td>9.10</td>
<td>52.70</td>
<td>27.9</td>
</tr>
<tr>
<td>Dharwad</td>
<td>16.90</td>
<td>7.40</td>
<td>28.40</td>
<td>47.3</td>
</tr>
<tr>
<td>Raichur</td>
<td>48.60</td>
<td>15.70</td>
<td>24.00</td>
<td>11.7</td>
</tr>
<tr>
<td>Koppal</td>
<td>21.50</td>
<td>8.80</td>
<td>30.90</td>
<td>38.8</td>
</tr>
<tr>
<td>Bellary</td>
<td>10.80</td>
<td>15.40</td>
<td>57.00</td>
<td>16.9</td>
</tr>
<tr>
<td>Yadgir</td>
<td>16.50</td>
<td>13.90</td>
<td>55.80</td>
<td>13.9</td>
</tr>
<tr>
<td>Udupi</td>
<td>14.70</td>
<td>5.10</td>
<td>66.70</td>
<td>13.6</td>
</tr>
<tr>
<td>Mysore</td>
<td>17.50</td>
<td>22.10</td>
<td>18.90</td>
<td>41.5</td>
</tr>
<tr>
<td>Kodagu</td>
<td>19.10</td>
<td>18.50</td>
<td>38.20</td>
<td>24.3</td>
</tr>
<tr>
<td>Chamarajnagar</td>
<td>32.50</td>
<td>20.00</td>
<td>24.30</td>
<td>23.3</td>
</tr>
<tr>
<td>Overall average</td>
<td>23.10</td>
<td>11.80</td>
<td>38.70</td>
<td>26.4</td>
</tr>
</tbody>
</table>

Fig.4.2: Highest Education Attained by the Family Members of the Users (%)
Information/Awareness on PDS

Majority of the people interviewed (72 percent) are BPL card holders followed by APL (14 percent) and AAY (13 percent) card holders. Among the rest one percent of the respondents, half of them did not know what type of card they possessed and the other half have temporary cards. A maximum of 86 percent of BPL card holders are reported in Bangalore Rural district while more number of APL card holders (38 percent) are found in Udupi district. AAY card holders are more (27 percent) in Koppal district.

Details of card holders across the districts are furnished in Figure 4.3.

Fig.4.3: Type of Ration Card held by the Respondents (%)
Eighty-five percent of the respondents in general, informed that they are getting all the commodities from the fair price shop as per their entitlement. However, in Bangalore Rural and Yadgir districts, more number of users (48 percent and 39 percent respectively) expressed that they are not getting their entitled ration items. The details are given in Table 4.8.

When asked to name the items they were getting from the ration shops, more than 85 percent of the card holders informed that they are getting rice, wheat, sugar and kerosene. Almost the same percentage of people (86%) told that they are purchasing all the items that they are entitled. The reasons for the balance 15 percent of the people not purchasing the entitled quantities are non-availability of stock, inferior quality, insufficient cash, content with what they purchase and the distance factor. A small fraction of less than two percent conveyed that they also get soap, cooking oil, salt, etc. from the ration shops.

Table 4.8: Awareness about Entitlement and Related Aspects (%)

<table>
<thead>
<tr>
<th>District</th>
<th>Getting entitled items</th>
<th>Purchasing entitled items</th>
<th>Shop opened on all working days</th>
<th>Getting entitled quantity</th>
<th>Properly weighed/ measured</th>
<th>Ration distributed every month</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bangalore Urban</td>
<td>70</td>
<td>79</td>
<td>63</td>
<td>62</td>
<td>71</td>
<td>64</td>
</tr>
<tr>
<td>Bangalore Rural</td>
<td>52</td>
<td>52</td>
<td>21</td>
<td>49</td>
<td>84</td>
<td>79</td>
</tr>
<tr>
<td>Tumkur</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>100</td>
<td>99</td>
</tr>
<tr>
<td>Davanagere</td>
<td>90</td>
<td>95</td>
<td>63</td>
<td>94</td>
<td>92</td>
<td>97</td>
</tr>
<tr>
<td>Belgaum</td>
<td>84</td>
<td>87</td>
<td>70</td>
<td>76</td>
<td>90</td>
<td>97</td>
</tr>
<tr>
<td>Bagalkot</td>
<td>86</td>
<td>97</td>
<td>66</td>
<td>92</td>
<td>97</td>
<td>98</td>
</tr>
<tr>
<td>Dharwad</td>
<td>95</td>
<td>98</td>
<td>56</td>
<td>94</td>
<td>96</td>
<td>94</td>
</tr>
<tr>
<td>Raichur</td>
<td>84</td>
<td>76</td>
<td>34</td>
<td>72</td>
<td>78</td>
<td>81</td>
</tr>
<tr>
<td>Koppal</td>
<td>96</td>
<td>95</td>
<td>92</td>
<td>96</td>
<td>89</td>
<td>95</td>
</tr>
<tr>
<td>Bellary</td>
<td>98</td>
<td>85</td>
<td>82</td>
<td>95</td>
<td>92</td>
<td>98</td>
</tr>
<tr>
<td>Yadgir</td>
<td>61</td>
<td>83</td>
<td>64</td>
<td>63</td>
<td>60</td>
<td>60</td>
</tr>
<tr>
<td>Udupi</td>
<td>91</td>
<td>95</td>
<td>81</td>
<td>91</td>
<td>98</td>
<td>93</td>
</tr>
<tr>
<td>Mysore</td>
<td>90</td>
<td>56</td>
<td>14</td>
<td>58</td>
<td>86</td>
<td>96</td>
</tr>
<tr>
<td>Kodagu</td>
<td>93</td>
<td>98</td>
<td>97</td>
<td>94.2</td>
<td>95</td>
<td>92</td>
</tr>
<tr>
<td>Chamarajanagar</td>
<td>87</td>
<td>88</td>
<td>60</td>
<td>84.9</td>
<td>86</td>
<td>93</td>
</tr>
<tr>
<td>Average</td>
<td>85</td>
<td>86</td>
<td>64</td>
<td>81.2</td>
<td>87</td>
<td>89</td>
</tr>
</tbody>
</table>
Knowledge about Working of the PDS Shop

Thirty-six percent of the respondents conveyed that the ration shops are not open on all working days (Table 4.8). In case of government shops, the response was better (71 percent) compared to private (66 percent) and cooperative (62 percent) shops. The response was more from Mysore, Bangalore Rural and Raichur districts compared to other districts. As for the timings of the shop, there was no clear indication from the respondents as most of them expressed at their will since they were not sure of the timings. Here it can be mentioned that in almost all districts, the fair price shops are kept open only for three to four days in a month when the stock arrives. People are informed about the receipt of the stock through telephone/word of mouth/beat a drum. If a card holder fails to collect the entitled ration during this period, he/she loses the chance for the month. It was given to understand by one of the card holders during the monitoring visit to Gulbarga district that the shop owner sells the items of the deprived card holders in black, mainly to non card holders at a premium.

Eighty-one percent of the card holders reported that they are getting their entitled quantity of ration items while 19 percent did not. 87 percent of those who are getting their entitled quantity of ration informed that the items are properly weighed/measured. 89 percent of the respondents said that they are getting the ration items regularly every month. There is not much of a variation in the response among the districts (Table 4.8).

Average quantity of items issued as reported by the users is as follows:

<table>
<thead>
<tr>
<th>Item</th>
<th>Quantity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rice</td>
<td>16 kg</td>
</tr>
<tr>
<td>Wheat</td>
<td>3 kg</td>
</tr>
<tr>
<td>Sugar</td>
<td>1 kg</td>
</tr>
<tr>
<td>Kerosene</td>
<td>3 litres</td>
</tr>
</tbody>
</table>

Unit system is followed for ration in Karnataka. As per the entitlement, each BPL cardholder is supposed to get four kg rice with a ceiling of 20 kg, one kg of wheat per person with a maximum of three kg, one kg sugar and three liters of kerosene.

Grievance Redress System

From Table 4.9, it is clear that 83 percent of the respondents are of the opinion that the information regarding grievance redress is not displayed at the PDS shop. Among the rest, it was observed in most of the shops that the information board was prepared afresh when the shop owners came to know about the study through the department.

In fact, PAC had approached the Commissioner, Food, Civil Supplies and Consumer Affairs, Bangalore for getting cooperation from his department to carry out the survey in 15 districts. The list of selected districts, taluks and the villages were supplied to
him which in turn were forwarded to the Deputy Directors in the respective districts with clear instructions to identify a person in the office to help coordinate the survey in the field with the enumerators. The identified villages/shops were intimated by the department in advance. As such, those PDS shops which did not have the information boards got them prepared and displayed by the time the enumerators went there for survey. In a way, this is a positive development to the extent that this has created awareness among the shop owners and the villagers where such boards have been displayed.

Complaint register, according to 88 percent of those interviewed, have not been maintained in the PDS shop (Table 4.9).

### Awareness about Grievance Redress

The survey has brought to fore that 93 percent of the card holders are not aware of the process of complaining in PDS (Table 4.9). Only in Bellary district, around 43 percent

<table>
<thead>
<tr>
<th>District</th>
<th>Information displayed</th>
<th>Complaint register prominently displayed</th>
<th>Aware of complaining mechanism</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bangalore Urban</td>
<td>34</td>
<td>32</td>
<td>11</td>
</tr>
<tr>
<td>Bangalore Rural</td>
<td>8</td>
<td>7</td>
<td>0.9</td>
</tr>
<tr>
<td>Tumkur</td>
<td>14</td>
<td>7</td>
<td>2</td>
</tr>
<tr>
<td>Davanagere</td>
<td>12</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Belgaum</td>
<td>4</td>
<td>0.6</td>
<td>0.6</td>
</tr>
<tr>
<td>Bagalkot</td>
<td>18</td>
<td>19</td>
<td>1</td>
</tr>
<tr>
<td>Dharwad</td>
<td>7</td>
<td>4</td>
<td>0.3</td>
</tr>
<tr>
<td>Raichur</td>
<td>2</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Koppal</td>
<td>11</td>
<td>10</td>
<td>0</td>
</tr>
<tr>
<td>Bellary</td>
<td>38</td>
<td>20</td>
<td>43</td>
</tr>
<tr>
<td>Yadgir</td>
<td>42</td>
<td>42</td>
<td>8</td>
</tr>
<tr>
<td>Udupi</td>
<td>14</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Mysore</td>
<td>10</td>
<td>3</td>
<td>18</td>
</tr>
<tr>
<td>Kodagu</td>
<td>9</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Chamarajanagar</td>
<td>30</td>
<td>22</td>
<td>19</td>
</tr>
<tr>
<td>Average</td>
<td>17</td>
<td>12</td>
<td>7</td>
</tr>
</tbody>
</table>
of the respondents are found to be aware of the complaining mechanism.

There seems to be some awareness among a small portion of seven percent of the respondents about the process of complaint which includes complaint register, vigilance committee, Food Inspector, consumer help line, Tahsildar, Deputy Director, Food and Civil Supplied Department, etc. This is a negligible fraction of the society. As such, there is a greater need to create awareness among the people.

Among those interviewed, 15 percent said that they faced problems with PDS which include timings (54 percent), less measurement (32 percent), poor quality (29 percent), behaviour of the shop-owner (22 percent), not all items are issued (24 percent) and shop not being opened regularly (41 percent). Ninety-one percent of those who faced problems did not complain. Even the small portion of the respondents who complained about the problem, did so orally.

During the visit of the monitoring team, it was learnt that the receipts for the purchases made by the card holders are not issued in many places. The card holders do not insist for the receipts.

**Awareness about PDS Shop-level Vigilance Committee**

A majority of 92 percent of the users said that they are not aware of the vigilance committee at the shop level, which is evident from the Figure 4.4 presented below:

This is a major set back as far as the grievance redress mechanism is concerned. Eight percent of those who are aware of the PDS shop level vigilance committee said that they came to know about it through gram sabha, information board, PDS shop owner, neighbours and vigilance committee members. Even among the eight percent of those who are aware of the shop level vigilance committee, only 28 percent (hardly two
persons) approached the vigilance committee for complaining about a problem. Only two percent of them made a written complaint. In most of the cases, the problem was solved. Five percent of those who faced a problem said that there was no action taken on their complaints.

Overall, the awareness about the PDS shop level vigilance committee is very low among the people in the villages. As such, they are not contacting any one even if they have a problem with PDS. Another factor is that, the card holders feel that if they complain, they may not even get the items they usually get. So, they are content with what they get and do not complain.

Among the eight percent that are aware about shop level vigilance committee, a majority of the respondents (92 percent) reported that the vigilance committee at the shop level is useful to them. Similarly, 98 percent of the eight percent respondents informed that they did not have any problem with the shop level vigilance committee members.

Regarding corruption in PDS shop level vigilance committee, 98 percent of the 28 percent that approached the vigilance committee to solve their problems reported that they did not pay any bribe to the committee members. There were only two instances in Bellary district where payment of bribe was reported.

Satisfaction Level

While 37 percent of those who faced problems expressed complete satisfaction with the problem resolution, 62 percent conveyed that they were only partially satisfied. Across the districts, cent percent satisfaction was reported in Dharwad while 50 percent in Bagalkot and 38 percent in Bellary.

Suggestions for Improving the PDS Shop-level Vigilance Committee

- Create awareness among the people about the PDS shop level vigilance committee.
- Training of vigilance committee members on their duties and responsibilities.
- Supervise the ration distribution for the quality and quantity.
- Attend the meetings regularly.
- Committee members should visit the PDS shop at least once a week.
- Introduce electronic weighing machines in the PDS shops.
- Discuss problems with the card holders.
- Ensure that the registers are properly maintained.
- Develop friendly attitude with the people and respond to their problems positively.
- Committee members should be educated
- Select right candidates for the committee
- Ensure that the receipts are issued for the purchases made.

### Awareness about GP-level Vigilance Committee

From the following Figure 4.5, it can be deduced that most of the respondents (92%) are not aware of the GP level vigilance committee. Only in Bellary and Yadgir districts, there is a certain level of awareness as expressed by 43 and 49 percent of the users respectively.

**Fig 4.5: Awareness on the GP-level Vigilance Committee (%)**

![Figure 4.5: Awareness on the GP-level Vigilance Committee (%)](image)

It was further observed that only 33 percent of those who are aware of the GP level vigilance committee approached them with a complaint orally. The percentage was more in Bellary (82 percent), Raichur (50 percent) and Dharwad (50 percent) districts. Among those who approached with a problem, only eight percent were completely satisfied with the problem resolution and 92 percent were partially satisfied.

Here also lack of awareness is a major lacuna in the system. The committee members also do not appear to be active in disseminating the information to the people. Either they themselves are not aware of their responsibilities or they are just casual in their approach.

Suggestions for improving the working of GP level vigilance committee are similar to those of PDS shop level vigilance committee.

### Awareness about Food Inspector

Knowledge about the Food Inspector among the people interviewed is very low. Ninety percent of the respondents expressed negatively to the question whether they were aware of the Food Inspector. This is clear from Figure 4.6 given below.
A Study of the Effectiveness of its Monitoring Mechanisms

Fig.4.6: Awareness about Food Inspector

Awareness level appears to be more on the Food Inspector in Bellary, Yadgir, Mysore and Chamarajanagar districts compared to other districts.

It shows that the Food Inspector is not in touch with the ration card holders in most of the districts. This is contrary to what the Food Inspectors have told when they were interviewed. It was gathered that the Food Inspector rarely visits the PDS shops although he is supposed to visit at least once a month. It is said that he gets the records from the shop through the shop owner for the monthly review meeting at the office of the Deputy Director/Tahsildar where records if any are verified and signed. It was also said that the PDS shop owners pay a fixed amount to the Food Inspectors every month to ensure that they do not interfere in the working of the PDS shops. This however lacks evidence.

The question whether the Food Inspector collects the ration card for detailed inspection was answered negatively by 47 percent of the card holders interviewed.

Out of 540 respondents (10 percent) who are aware of the Food Inspector, 75 percent reported that they did not approach the Food Inspector for complaining about the PDS. Among the rest, 95 percent said to have complained orally. While in 92 percent of the cases, the problem was solved, six percent of those who faced problem told that no action was taken on the complaint.

With regard to satisfaction levels, 78 percent of the users expressed partial satisfaction and 21 percent were completely satisfied.

Ninety-four percent of the 10 percent respondents who were aware of the Food Inspector were of the view that the Food Inspector is helpful to them in some way or other. However, most of the users informed that the Food Inspector does not visit the PDS shops.
Suggestions for improving the functioning of the Food Inspector

- Work as per job chart.
- Visit the PDS shops regularly every month and inspect distribution of items for their quality and quantity.
- Ensure proper distribution of ration cards as per the eligibility.
- Keep the people informed about the visit in advance.
- Solve the problems of the card-holders.
- Interact with people about the PDS system.
- Should be well trained and knowledgeable about the system.
- Ensure maintenance of all the registers and display boards in the PDS shop and inspect them periodically.
- Sign the inspection report.

Awareness about Consumer Helpline

The tollfree consumer helpline number 1800 425 is available twenty four hours for the ration card holders to register their complaints in Karnataka.

Awareness about the consumer help line is reported to be very low among the consumers. 96 percent of the respondents were found to be unaware of the help line number which is evident from the following Figure 4.7.

Fig 4.7: Awareness about Consumer Helpline
Suggestions to Improve the PDS Consumer Helpline

- Display the help line number prominently in front of the PDS shop.
- The help line operator should pick up the call without delay and respond suitably.
- Register the complaint and inform the complaint number to the complainant.
- Follow up the complaint and suggest solution quickly.
- Educate the people about the use of consumer help line.

Awareness about Citizens’ Charter

Citizens’ Charter is a document which provides information to the citizens in respect of standards of services, information, choice and consultation, non-discrimination and accessibility, grievance redress, courtesy and value for money. This also includes expectations of the department from the citizens for fulfilling its commitment. This is usually displayed in front of the ration shop so that the consumers can have access to it.

The study indicates that the awareness about citizens’ charter among the card holders is very low. A little less than three percent of the respondents have reported that they are aware of the citizens’ charter. Figure 4.8 exhibits the awareness level across the districts.

Fig 4.8: Awareness about Citizens’ Charter

Among those who are aware, only 60 percent have seen the charter displayed at the PDS shop/GP office. Most of them (93 percent) indicated that it is useful to them particularly in knowing their entitlement of ration items.

As regards satisfaction level, 28 percent expressed complete satisfaction and 36 percent each partially satisfied and dissatisfied with the citizens’ charter.
The above Figure 4.9 depicts the overall satisfaction levels of the PDS users. It can be seen that 28 percent of the respondents were dissatisfied with the PDS grievance redress mechanism. While 42 percent expressed partial satisfaction, 31 percent of the users showed complete satisfaction.

**Suggestions for Improving the Overall PDS**

Following are some of the suggestions received from the respondents for improving the PDS:

- Create awareness about PDS.
- Proper distribution of ration items as per entitlement.
- Ensure quality and quantity.
- Shops should remain open on all working days and working hours.
- Proper distribution of ration cards.
- APL card holders should also get ration items including kerosene.
- Higher officers should monitor the shops at regular intervals.
- Shop owner should be courteous and friendly with the consumers.
- Weights and measures have to be stamped by the concerned department.
- Vigilance committee meetings should be held regularly.
- Remove unit system.
• Provide information about the vigilance committees.
• Information board should be displayed in each shop along with the citizens’ charter.
• Computerisation of the ration shops.
• Adopt electronic weighing machine in all the PDS shops.
• Provide water facility at the shop.
• Cancel the license if found corrupt and dishonest.
• Consumer help line number should be properly displayed.
• Training to shop owner.
• Keep the complaint box at a prominent place in the shop.
• Receipts should be issued for the purchases made in the PDS.

**Food Inspector**

The job chart of the Food Inspector of the Food and Civil Supplies Department (2010@Govt. of Karnataka Food & Civil Supplies Consumer Affairs) is as follows:

• Ensuring proper distribution of food grains, sugar and kerosene oil and all such rationed articles to the card holders through Fair Price Depots.

• Shall ensure display of name boards, stock details, price list, working hours, holidays, scale of issue by all Fair Price Depots/whole sale points and open market dealers of essential commodities.

• Collection of closing balance as at the end of every month from whole sale points and fair price depots including kerosene and report the same to the Range Officers/Deputy Directors/Assistant Directors.

• Maintenance of up to date list of whole sale dealers of food grains, sugar and kerosene/all fair price depots/kerosene retail dealers/hawkers etc. division wise and category wise with addresses.

• Inspection of applications received for issue of new cards and other purposes including changes in address, change in the name of the householder; updating particulars with regard to the family members, etc. and noting the disposal of such receipts properly in the prescribed register. He should submit a monthly abstract showing the receipts and disposals, balance to the Range Officer/Assistant Director/Deputy Director, Food and Civil Supplies.

• Collection of intelligence reports on hoarding and black marketing of essential commodities.
• Prevention of diversion of essential commodities issued through the public distribution system at all levels.

• Conducting monitoring inspections to monitor the distribution of kerosene oil.

• Inspection of the counter foils of kerosene coupons pasted to the register to show the daily sales maintained by the kerosene retailers.

• Collection of open market prices of essential commodities and submit the same to the Range Officer/Assistant Director/Deputy Director daily.

• Maintenance of list of police stations with telephone numbers for immediate contact, in his/her jurisdiction.

• Inspections of fair price depots, retailers/hawkers of kerosene.

The Food Inspector has to carry out cursory inspection of 30 to 40 fair price depots and detailed inspection of five fair price shops per month. Besides, he/she has to conduct intensive inspection of one fair price shop per month.

Detailed inspection reports shall be submitted to the concerned Deputy Directors/Range Officers/Assistant Directors with a copy to Joint Directors (PDS)/Deputy Commissioners as the case may be. Inspection note book kept at the fair price depots should be signed in all cases.

**Inspection of Wholesale Points**

Cursory: All wholesale points within their jurisdiction every month.

Detailed: Once in a month and report shall be submitted to the concerned Deputy Director/Range Officer/Assistant Director.

• While conducting the detailed inspection, at least 10 ration cards shall be collected from the people buying rations from the shop inspected and compared with the daily sales register and bill books maintained by the depot.

• Inspection of the daily sales register, lifting book, kerosene-counter register, etc.

• Inspection of commercial establishments, hotels, restaurants, petrol bunks, LPG dealers located in the jurisdiction.

• Inspection of industrial establishment/units using PDS kerosene.

• Inspection of voluntary and other establishments to whom the quota cards have been issued.

• Ensure display of sealed joint samples by all the fair price depots and whole sale points to verify the quality of the essential commodities distributed.
A Study of the Effectiveness of its Monitoring Mechanisms

- Keeping constant touch with the vigilance committees constituted to each fair price depot.
- Checking and prevention of over charging and under measurement of weights in the distribution of Public Distribution System items.
- To verify the weights and measures being used by the fair price depots, kerosene oil dealers and whole sale points.
- To attend to the complaints from public regarding distribution of PDS items.
- Enforce the stock limits and verification of stock as per the stock returns submitted by whole sale dealers fortnightly.
- Implementing the provisions of various control orders as enforcing officer.
- Spot verification of applications filed for issue of new ration cards, change of name of the head of the house hold in the card for issue of duplicate card etc. and submit the reports.
- Detection of bogus cards and bogus units.
- Detection of unauthorized persons who are running fair price depots, retail licenses/hawkers of kerosene oil, on behalf of the original license holders.
- Regular visits to slums and weaker section localities to verify the distribution of PDS items.
- Collection of national savings.
- Submitting monthly diary to Range Officer/Deputy Director showing the duties performed.
- Taking up of surveys as and when ordered.
- Supervise the maintenance of Assignment Register by fair price depots and collection of levy as per the target given by the Deputy Commissioner.
- Any other work entrusted by the superior officers of the department.

As a part of the study, the Food Inspectors attached to the 30 selected talukas in 15 districts were interviewed in their respective offices to elicit their opinion on the grievance mechanism. Summary of their responses is set out below:

Ninety percent of the Food Inspectors interviewed were men. Except in Tumkur, Mysore, Kodagu and Udupi districts, in the rest of the 12 districts, the Food Inspectors are all men. Fifty percent of Food Inspectors in Kodagu, 40 percent in Tumkur, 33 percent in Mysore and 25 percent in Udupi districts are women. All the Food Inspectors are in the age group of 44 to 56 years with an average of 51 years. All of them have put in an average 11 years of service as Food Inspectors.
On an average, each Food Inspector covers 19 gram panchayats. The distribution varies from a minimum of six gram panchayaths in Kodagu district to a maximum of 35 in Belgaum district. Each Food Inspector inspects 20 fair price shops on an average in a month. Davangere district accounts for the highest number (46) of visits per month by the Food Inspector and in Bangalore Urban district, the lowest of five shops per month.

Frequency of visits to the fair price shops in a month by the Food Inspector is depicted in Table 4.10.

<table>
<thead>
<tr>
<th>Districts</th>
<th>Once (%)</th>
<th>Twice (%)</th>
<th>More than twice (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bangalore Urban</td>
<td>33</td>
<td>33</td>
<td>33</td>
</tr>
<tr>
<td>Bangalore Rural</td>
<td>0</td>
<td>67</td>
<td>33</td>
</tr>
<tr>
<td>Tumkur</td>
<td>100</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Davangere</td>
<td>100</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Belgaum</td>
<td>50</td>
<td>25</td>
<td>25</td>
</tr>
<tr>
<td>Bagalkot</td>
<td>83</td>
<td>17</td>
<td>0</td>
</tr>
<tr>
<td>Dharwad</td>
<td>83</td>
<td>17</td>
<td>0</td>
</tr>
<tr>
<td>Raichur</td>
<td>83</td>
<td>17</td>
<td>0</td>
</tr>
<tr>
<td>Koppal</td>
<td>33</td>
<td>67</td>
<td>0</td>
</tr>
<tr>
<td>Bellary</td>
<td>100</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Yadgir</td>
<td>100</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Udupi</td>
<td>75</td>
<td>25</td>
<td>0</td>
</tr>
<tr>
<td>Mysore</td>
<td>100</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Kodagu</td>
<td>50</td>
<td>25</td>
<td>25</td>
</tr>
<tr>
<td>Chamrajnagar</td>
<td>33</td>
<td>0</td>
<td>67</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td><strong>70</strong></td>
<td><strong>19</strong></td>
<td><strong>11</strong></td>
</tr>
</tbody>
</table>

It can be inferred from Table 4.10 that most (70 percent) of the Food Inspectors visited the Fair price shops once a month followed by 19 percent twice and 11 percent more than twice a month. 88 percent of the Food Inspectors reported that they visit the shops during receipt of ration items and 84 percent informed that they visit during the distribution of ration items to the card holders. There are no records however in the PDS shops to prove this.
Seventy-two percent of the Food Inspectors felt that they are not able to inspect all the shops in their jurisdiction in a month because of too many shops (49 percent), distance (17 percent), non-availability of transportation (20 percent) and office work (17 percent). This contradicts their earlier statement on frequency of visits.

An average eight shops are visited per month for detailed inspection and another six shops for intensive inspection. While the norm for detailed inspection is five shops per month and one shop for intensive inspection, the harvested data for intensive inspection is much more than the norm prescribed. The information provided by the Food Inspectors was cross-verified in the fair price shops and found to be incorrect.

Ninety-five percent of those interviewed said that they submit their visit reports to the higher authorities. It was gathered that around 24 ration cards are collected from the card holders during detailed inspection for comparison with the sales register and bill book. This is factually incorrect as users of the service of the ration shops did not confirm this.

Almost all the Food Inspectors who were contacted told that they regularly sign the inspection note book kept at the ration shop. Many of the shops do not have the complaint register. As such, there is no substance in the statement.

Around 77 percent of those interviewed told that they collect intelligence reports regarding hoarding and black marketing of essential commodities.

Seventy-nine percent informed that they inspect commercial establishments like hotels, restaurants, petrol bunks, LPG dealers, retailers and rice mills in their jurisdiction.

List of police stations with telephone numbers are said to have been maintained by 95 percent of the Food Inspectors.

Eighty-eight percent of the Food Inspectors said that they receive on an average nine complaints from the ration card holders in a month. Most common complaints are on the quality of ration items supplied, shops not opening on all working days, under measurement, not getting entitled quantity, behavior of the shop owner, forcing to purchase other items in order to get the entitled ration items and over pricing.

The analysis reveals that 84 percent of the Food Inspectors have solved the problems at their level and the rest have told that they have forwarded the complaints to the higher authorities and the vigilance committees at the shop and GP level.

Thirty-four percent confirmed that they receive on average eight complaints per month from the PDS shop owners regarding the quality and quantity of the ration items, timings of supply, less commission, irregular supply and arrogant behavior of the card holders.

While most of them said that they were able to solve the problems at their level, some
reported that they forwarded the complaints to the higher authorities and the vigilance committees at the shop and GP level. Fourteen percent informed that they did nothing with the complaints that they received. This confers with the views of the users during their survey.

Following are the suggestions made by the Food Inspectors for better service (Table 4.11):

**Table 4.11: Suggestions by the Food Inspectors for Improvement of PDS**

<table>
<thead>
<tr>
<th>Suggestions for overall improvement of PDS</th>
<th>Suggestions for overall improvement of PDS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Awareness creation</td>
<td>Computerize the ration shop data/records</td>
</tr>
<tr>
<td>Provision for travel charges</td>
<td>Issue new ration cards</td>
</tr>
<tr>
<td>Computer training to the Food Inspectors</td>
<td>Vigilance committees should be proactive</td>
</tr>
<tr>
<td>More commission to the shop owners</td>
<td>Provide transport facility to the Food Inspector</td>
</tr>
<tr>
<td>Increase the number of Food Inspectors</td>
<td>Need to provide more staff</td>
</tr>
<tr>
<td>Keep the shop open on all working days at the fixed timings</td>
<td>Appoint more Food Inspectors</td>
</tr>
<tr>
<td>PDS shop should be computerized</td>
<td>Use electronic weighing machines in the PDS shops</td>
</tr>
<tr>
<td>Should not force the card holders to purchase other items</td>
<td>Provide more commission to the shop owners</td>
</tr>
<tr>
<td>Issue proper receipt for the purchases made</td>
<td>Maintain cleanliness in the shop</td>
</tr>
<tr>
<td>Remove unit system</td>
<td>Good behavior of the shop owner</td>
</tr>
<tr>
<td>Keep the complaint box at the shop</td>
<td>Introduce biometric system</td>
</tr>
<tr>
<td>Appoint more staff.</td>
<td>Frequent visit of higher officers to the PDS shop.</td>
</tr>
</tbody>
</table>

PDS shop owner should be educated

Distribute quality ration items throughout the month.
PDS Shop-level Vigilance Committee

The PDS shop level vigilance committee consists of the following members as per letter No.FCD 148 DRA 2010, Govt. of Karnataka, Bangalore dated 29th October 2011 (Table 4.12).

<table>
<thead>
<tr>
<th>Person</th>
<th>Numbers</th>
<th>Position in the vigilance committee</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grampanchayat president</td>
<td>1</td>
<td>President</td>
</tr>
<tr>
<td>Gram panchayat members located within the jurisdiction of the Fair Price Shop</td>
<td>2</td>
<td>Members</td>
</tr>
<tr>
<td>SC women holding BPL/AAY card</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>ST women holding BPL/AAY card</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>OBC women holding BPL/AAY card</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Social worker or President of the local women SHG</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Bill collector of Gram Panchayat</td>
<td>1</td>
<td>Member Secretary</td>
</tr>
<tr>
<td><strong>Total members</strong></td>
<td>8</td>
<td></td>
</tr>
</tbody>
</table>

The Committee is expected to meet at least once in three months in the first week of the month.

For the present study, the list and addresses of the vigilance committee members were collected from 159 PDS shops from 15 selected districts by the field investigators and five persons per shop were identified for the purpose of survey. Data was collated and the results of analysis are presented in Table-4.13. It is seen that the PDS shop level vigilance committee consists on average, more of women (63%) than men (37%). The norm prescribed by the government is 50 percent women members in the committee. Excepting Yadgir district where the percent of men is more (68%), in the rest of the districts, percentage of women members is more. Respondents in Bangalore Rural district were all women.

Table-4.14 indicates that the committee comprises 28 percent SC, 18 percent ST, 31 percent OBC and 23 percent general category members. The composition is in conformity with the recommendation of the government. However, Bangalore Rural district is found to have only OBC members devoid of other categories and Kodagu district does not have ST members.
### Table 4.13: Gender of the PDS Shop-level Vigilance Committee Members

<table>
<thead>
<tr>
<th>Districts</th>
<th>Male (%)</th>
<th>Female (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bangalore Urban</td>
<td>15</td>
<td>83.3</td>
</tr>
<tr>
<td>Bangalore Rural</td>
<td>0</td>
<td>100</td>
</tr>
<tr>
<td>Tumkur</td>
<td>42</td>
<td>58</td>
</tr>
<tr>
<td>Davagere</td>
<td>29</td>
<td>71</td>
</tr>
<tr>
<td>Belgaum</td>
<td>32</td>
<td>68</td>
</tr>
<tr>
<td>Bagalkot</td>
<td>38</td>
<td>62</td>
</tr>
<tr>
<td>Dharwad</td>
<td>33</td>
<td>67</td>
</tr>
<tr>
<td>Raichur</td>
<td>48</td>
<td>52</td>
</tr>
<tr>
<td>Koppal</td>
<td>28</td>
<td>72</td>
</tr>
<tr>
<td>Bellary</td>
<td>41</td>
<td>59</td>
</tr>
<tr>
<td>Yadigir</td>
<td>68</td>
<td>32</td>
</tr>
<tr>
<td>Udupi</td>
<td>43</td>
<td>57</td>
</tr>
<tr>
<td>Mysore</td>
<td>35</td>
<td>65</td>
</tr>
<tr>
<td>Kodagu</td>
<td>33</td>
<td>67</td>
</tr>
<tr>
<td>Chamarajnagar</td>
<td>23</td>
<td>77</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>37</strong></td>
<td><strong>63</strong></td>
</tr>
</tbody>
</table>

### Awareness

Thirty eight percent of the members interviewed were not aware that they are members in the PDS shop level vigilance committee. Across districts, awareness is low in Koppal (78 percent), Raichur (71 percent) and Yadgir (70 percent) districts in comparison to other districts. Tumkur recorded 100 percent awareness about their membership in the vigilance committee. Figure 4.10 presents the awareness levels across the districts.

The survey revealed that the members interviewed informed that they are members of the vigilance committee for the last 27 months on an average. According to them, the shop level vigilance committee consists of eight members on an average which is in accordance with the recommendation of the government. Among the eight members, five are women and three are men.

Majority (76 percent) of the members told that the vigilance committee was formed by the gram sabha whereas the committee is to be constituted by the Deputy Commissioner.

Around 36 percent of the vigilance committee members informed that they came to
Table 4.14: Caste Composition of the Vigilance Committee Members

<table>
<thead>
<tr>
<th>District</th>
<th>SC %</th>
<th>ST %</th>
<th>OBC %</th>
<th>General %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bangalore Urban</td>
<td>51</td>
<td>10</td>
<td>12</td>
<td>27</td>
</tr>
<tr>
<td>Bangalore Rural</td>
<td>0</td>
<td>0</td>
<td>100</td>
<td>0</td>
</tr>
<tr>
<td>Tumkur</td>
<td>25</td>
<td>17</td>
<td>29</td>
<td>29</td>
</tr>
<tr>
<td>Davangere</td>
<td>31</td>
<td>16</td>
<td>20</td>
<td>33</td>
</tr>
<tr>
<td>Belgaum</td>
<td>26</td>
<td>15</td>
<td>30</td>
<td>30</td>
</tr>
<tr>
<td>Bagalkot</td>
<td>29</td>
<td>13</td>
<td>42</td>
<td>16</td>
</tr>
<tr>
<td>Dharwad</td>
<td>22</td>
<td>17</td>
<td>39</td>
<td>22</td>
</tr>
<tr>
<td>Raichur</td>
<td>36</td>
<td>36</td>
<td>19</td>
<td>10</td>
</tr>
<tr>
<td>Koppal</td>
<td>17</td>
<td>11</td>
<td>28</td>
<td>44</td>
</tr>
<tr>
<td>Bellary</td>
<td>23</td>
<td>23</td>
<td>36</td>
<td>17</td>
</tr>
<tr>
<td>Yadigir</td>
<td>30</td>
<td>30</td>
<td>30</td>
<td>10</td>
</tr>
<tr>
<td>Udupi</td>
<td>13</td>
<td>9</td>
<td>53</td>
<td>24</td>
</tr>
<tr>
<td>Mysore</td>
<td>28</td>
<td>19</td>
<td>24</td>
<td>30</td>
</tr>
<tr>
<td>Kodagu</td>
<td>20</td>
<td>0</td>
<td>40</td>
<td>40</td>
</tr>
<tr>
<td>Chamarajnagar</td>
<td>44</td>
<td>18</td>
<td>20</td>
<td>18</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>28</strong></td>
<td><strong>18</strong></td>
<td><strong>31</strong></td>
<td><strong>23</strong></td>
</tr>
</tbody>
</table>

Display of names of the Vigilance Committee members
know about their duties in the training offered by the department of food, civil supplies and consumer affairs and 40 percent through the PDS shop owner. While 23 percent conveyed that they were told by the Food Inspector, 17 percent learnt through other members of the committee.

**Fig.4.10: Awareness about their membership in the PDS shop level vigilance committee**

Major duties as communicated by the members:

- Inspection of proper distribution of ration items (48 percent)
- Inspection of proper weights and measures (40 percent).
- Inspection of quality and quantity of ration items distributed (36 percent).
- Just a visit to the PDS shop (22 percent).
- Solving the problems (19 percent).

While 50 percent of the members said that they inspect the fair price shops, response from another 50 percent of the members was negative. Among them, 53 percent informed that they visit once a month, 30 percent once a week, six percent daily, 10 percent on arrival of stock and 13 percent during distribution of ration items. These details are provided in Table 4.15.
Table 4.15: Frequency of Visit to the PDS Shop (%)

<table>
<thead>
<tr>
<th>Districts</th>
<th>Daily</th>
<th>Once a week</th>
<th>Once a month</th>
<th>On arrival of stock</th>
<th>During distribution</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bangalore Urban</td>
<td>4</td>
<td>18</td>
<td>70</td>
<td>22</td>
<td>0</td>
</tr>
<tr>
<td>Bangalore Rural</td>
<td>0</td>
<td>100</td>
<td>0</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Tumkur</td>
<td>12</td>
<td>46</td>
<td>38</td>
<td>4</td>
<td>12</td>
</tr>
<tr>
<td>Davagere</td>
<td>4</td>
<td>23</td>
<td>54</td>
<td>8</td>
<td>19</td>
</tr>
<tr>
<td>Belgaum</td>
<td>11</td>
<td>8</td>
<td>72</td>
<td>3</td>
<td>14</td>
</tr>
<tr>
<td>Bagalkot</td>
<td>0</td>
<td>50</td>
<td>50</td>
<td>0</td>
<td>0.0</td>
</tr>
<tr>
<td>Dharwad</td>
<td>7</td>
<td>29</td>
<td>57</td>
<td>0</td>
<td>7</td>
</tr>
<tr>
<td>Raichur</td>
<td>12</td>
<td>25</td>
<td>25</td>
<td>0</td>
<td>50</td>
</tr>
<tr>
<td>Koppal</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>Bellary</td>
<td>3</td>
<td>42</td>
<td>53</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>Yadigir</td>
<td>0</td>
<td>0</td>
<td>50</td>
<td>50</td>
<td>0</td>
</tr>
<tr>
<td>Udupi</td>
<td>3</td>
<td>39</td>
<td>55</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>Mysore</td>
<td>0</td>
<td>0</td>
<td>63</td>
<td>16</td>
<td>21</td>
</tr>
<tr>
<td>Kodagu</td>
<td>10</td>
<td>50</td>
<td>50</td>
<td>10</td>
<td>0</td>
</tr>
<tr>
<td>Chamarajnagar</td>
<td>15</td>
<td>38</td>
<td>31</td>
<td>30</td>
<td>23</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>6</td>
<td>30</td>
<td>53</td>
<td>10</td>
<td>13</td>
</tr>
</tbody>
</table>

What Do the Members Inspect in the PDS Shop

The details of visit gathered from the vigilance committee members are furnished below:

- Weights and measures (86 percent).
- Quality (73 percent).
- Storage facilities (33 percent).
- Stock received (35 percent).
- Ration distribution (52 percent).
- Complaints register (13 percent).
- Receipt book (30 percent).
- Stock register (27 percent).
- Distribution registers (23 percent).
The above indicates that the documents are not given much importance.

**Submission of Inspection Report**

The survey conveys that 61 percent of the vigilance committee members do not submit their inspection reports to any one. Bangalore Rural, Raichur and Udupi districts account for 100 percent non submission of visit reports. In Koppal district, it was 100 percent positive followed by Tumkur (92 percent).

**Receipt of Complaints from the Card-holders**

The findings show that 82 percent of the vigilance committee members have not received any complaints from the ration shop users. The response from Koppal district is that all the members who were contacted (100 percent) replied that they have not received any complaint.

**Type of Complaints Received**

Following are some of the major complaints that the members reported to have received from the card-holders:

- Quantity of ration supplied (56 percent).
- Quality of ration supplied (46 percent).
- Less commission to the shop owner (12 percent).
- Irregular ration supply (25 percent).
- Timings of supply (47 percent).

**Action Taken on the Complaints**

Less than half (47 percent) of the members informed that they were able to solve the problems at their level. While 34 percent forwarded the complaints to the higher ups, 19 percent of the members conveyed that they forwarded to the vigilance committee for action.

**Time Taken to Resolve the Problem**

While 24 percent of the members told that the problem was resolved on the same day, 25 percent of members said that it took more than a week and 51 percent expressed that the problem was redressed within a week.

**Vigilance Vommittee Meetings during the Past One Year**

It is reported by the members interviewed that the vigilance committee at the shop level met on an average six times a year and the members on average attended five meetings.
Minutes of the Meeting

A majority of 69 percent of the members contacted informed that the minutes of the vigilance committee meetings are not recorded. It is noticed that not a single meeting proceedings are recorded in Bangalore Rural, Raichur and Kodagu districts. Bellary (84 percent) and Tumkur (90 percent) districts are among the districts where the minutes of the meeting are recorded the most compared to other districts.

Suggestions for Improvement of the Grievance Redress System and Overall PDS

Following are some of the suggestions received from the vigilance committee members who were covered under the study for improving the grievance redress system in PDS:

- Create awareness on the PDS grievance redress system.
- Distribution of ration items properly at the right price.
- Ensure quality and quantity of ration distributed.
- Training to vigilance committee members and the PDS shop owner on various aspects of PDS.
- Regular meetings of the vigilance committee.
- Proper weights and measures.
- A system to receive complaints.
- Complaint box at the PDS shop
- Dispense with the unit system.
- Proper distribution of ration cards.
- Introduce biometric system.
- Computerization of the PDS shop.

Observations

Most of the vigilance committees are defunct. There are no records either in the fair price shops or in the GP office to show that the meetings are held regularly. This came out clearly in the users’ survey report.

Gram Panchayat-level Vigilance Committee

The composition of the Gram Panchayat (GP) level vigilance committee as per letter No. FCD 148 DRA 2010 of the government of Karnataka is given in Table 4.16 below:
Table 4.16: Composition of GP-level Vigilance Committee

<table>
<thead>
<tr>
<th>Person</th>
<th>Numbers</th>
<th>Position in the vigilance committee</th>
</tr>
</thead>
<tbody>
<tr>
<td>GramPanchayat President</td>
<td>1</td>
<td>President</td>
</tr>
<tr>
<td>GramPanchayat Vice-President</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>GramPanchayat members located within the jurisdiction of the Fair Price Shop</td>
<td>2</td>
<td>Members</td>
</tr>
<tr>
<td>BPL/AAY card holders SC</td>
<td>1</td>
<td>Members</td>
</tr>
<tr>
<td>BPL/AAY card holders ST</td>
<td>1</td>
<td>Members</td>
</tr>
<tr>
<td>BPL/AAY card holders OBC</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Social worker or President of the local women SHG</td>
<td>1</td>
<td>Member</td>
</tr>
<tr>
<td>Secretary of Gram Panchayya</td>
<td>1</td>
<td>Member secretary</td>
</tr>
<tr>
<td><strong>Total members</strong></td>
<td><strong>9</strong></td>
<td></td>
</tr>
</tbody>
</table>

The letter stipulates that the above committee is to be constituted by the concerned Deputy Commissioner of the district and should meet at least once in three months in the first week of the month. The tenure of the committee is two and half years.

The study captured the views of five GP level vigilance committee members each from 159 gram panchayats in 30 taluks spread across 15 districts in Karnataka. Summary of the responses received from them is furnished below:

Average age of the members is observed to be 40 years. Among those who were interviewed, 50 percent turned out to be men and 50 percent women. Among them 23 percent belong to SC, 19 percent ST, 33 percent OBC and 25 percent general category.

**Awareness**

From Figure 4.11 below, it is found that 42 percent of the respondents on average are unaware that they are members in the GP level vigilance committee. Some of the women members who were contacted expressed that they simply signed the papers as directed by their husbands. The husbands in turn informed that they were asked by the GP President or the officials in the taluk office to get the signature of their better half and they obliged. They did not question the purpose for which the signatures are taken. Lack of education and awareness on the part of the GP members besides the blind belief on the authorities concerned are some of the reasons for this.
All the members (100 percent) contacted in Tumkur, Koppal and Kodagu districts are fully aware that they are members in the GP level vigilance committee. Awareness level is low in Mysore, Yadgir and Raichur districts compared to others.

An average of three shops is found in the jurisdiction of a GP level vigilance committee/Gram Panchayat. Except in Tumkur, Dharwad and Chamarajnagar districts where the average number of fair price shops is six to seven per GP, in the rest of the districts, it was between two and four shops per GP. All the members have been on the GP level vigilance committee for the last two years on average. The average number of members in the GP level vigilance committee is found to be nine which is in accordance with the government order. It was observed that most of these committees are defunct.

It was found that 53 to 71 percent of the members contacted are aware of the composition of the GP level vigilance committee; 11 percent are not aware and seven percent are not sure of the composition.

Awareness on who constituted GP level vigilance committee was expressed differently by the members interviewed. While 42 percent conveyed that the committee was constituted by the GP Officials, 31 percent were of the opinion that it was formed by the GP elected representatives. The rest indicated that the committee was constituted by the food inspector, PDS shop owner, PDS users, district collector and food and civil supplies department. This implies that more than half of the members in general, are not aware as to who constituted the GP level vigilance committee. Even those who are aware of it are not correct in their understanding. Hence, lack of awareness is the main issue.
Across the state of Karnataka, a little more than one fourth (28 percent) of the members interviewed appears to be not aware of the duties as a member of the GP level vigilance committee. The percentage of members not knowing their duties is more in Yadgir (82 percent), Tumkur (50 percent) and Raichur (43 percent) districts compared to other districts surveyed. However, the awareness was 100 percent in Bangalore Rural and Kodagu districts with regard to their duties as a member in the GP level vigilance committee.

Almost half of the members conveyed that they came to know about their duties from the gram panchayat, 34 percent from the training that they received from the department and 26 percent from the Food Inspector. Some five percent of those who were interviewed in Mysore district said that they came to know through Swamy Vivekananda Youth Movement.

Major duties as a member of the GP level vigilance committee reported by the members are

- Inspecting the distribution of ration items at proper time (50 percent).
- Inspecting the quality and quantity of ration items (40 percent).
- Checking the opening time of the ration shop (17 percent).

**Inspection of the PDS Shop by the Members**

Seventy three percent of the respondents replied positively to the question whether they inspect the PDS shops. Among those who inspect the shops, 25 percent expressed that they do not inspect all the shops in their jurisdiction in a month. Those who said that they inspect all the shops (73%), 59 percent informed that they visit the shop once a month, 29 percent twice and 12 percent more than two times in a month.

Reasons for not inspecting the PDS shops by the GP level vigilance committee members are that the other members do not cooperate (71 percent), lack of transportation (25 percent) and visit by their representatives (4 percent). Thirty-four percent of the respondents expressed that they do not get the quorum to inspect the shops.

**Whether the Food Inspector and the GP Secretary Accompany During the Visit to PDS Shops**

It can be deduced from Table 4.17 that 30 percent of the members conveyed that none of the two accompany for the visit; 32 percent informed that both the Food Inspector and the GP Secretary accompany; 20 percent said that only GP Secretary and nine percent told that only the Food Inspector accompany during the visit to PDS shop.

Across the districts, more members from Udupi (61 percent), Bangalore Rural (50 percent), Raichur and Mysore (40 percent each) districts as compared to other districts
Table 4.17: Food Inspector and GP Secretary accompany the Vigilance Committee Members

<table>
<thead>
<tr>
<th>District</th>
<th>Only Food Onspetor %</th>
<th>Only GP Secy. %</th>
<th>Both Food &amp; GPS %</th>
<th>None</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Bangalore Urban</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>2 Bangalore Rural</td>
<td>0</td>
<td>25</td>
<td>25</td>
<td>50</td>
</tr>
<tr>
<td>3 Tumkur</td>
<td>0</td>
<td>0</td>
<td>57</td>
<td>43</td>
</tr>
<tr>
<td>4 Davangere</td>
<td>11</td>
<td>61</td>
<td>17</td>
<td>11</td>
</tr>
<tr>
<td>5 Belgaum</td>
<td>4</td>
<td>46</td>
<td>11</td>
<td>39</td>
</tr>
<tr>
<td>6 Bagalkot</td>
<td>22</td>
<td>11</td>
<td>61</td>
<td>6</td>
</tr>
<tr>
<td>7 Dharwad</td>
<td>11</td>
<td>11</td>
<td>44</td>
<td>33</td>
</tr>
<tr>
<td>8 Raichur</td>
<td>0</td>
<td>20</td>
<td>40</td>
<td>40</td>
</tr>
<tr>
<td>9 Koppal</td>
<td>0</td>
<td>0</td>
<td>71</td>
<td>29</td>
</tr>
<tr>
<td>10 Bellary</td>
<td>10</td>
<td>0</td>
<td>68</td>
<td>21</td>
</tr>
<tr>
<td>11 Yadgir</td>
<td>50</td>
<td>50</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>12 Udupi</td>
<td>3</td>
<td>33</td>
<td>3</td>
<td>61</td>
</tr>
<tr>
<td>13 Mysore</td>
<td>40</td>
<td>20</td>
<td>0</td>
<td>40</td>
</tr>
<tr>
<td>14 Kodagu</td>
<td>67</td>
<td>0</td>
<td>0</td>
<td>33</td>
</tr>
<tr>
<td>15 Chamarajnagar</td>
<td>0</td>
<td>50</td>
<td>46</td>
<td>4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>9</strong></td>
<td><strong>29</strong></td>
<td><strong>32</strong></td>
<td><strong>30</strong></td>
</tr>
</tbody>
</table>

informed that neither the Food Inspector nor the GP secretary accompany them during the visit to PDS shops. Koppal (71 percent), Bellary (68 percent), Bagalkot (61 percent) and Tumkur (57 percent) score above all other districts with regard to the visit of the GP level vigilance committee member accompanied by both Food Inspector and the GP Secretary.

Aspects of Inspection at the PDS Shop

The details of inspection at the PDS shop by the GP level vigilance committee members as reported by them during the survey are listed below:

- Weights and measures (84 percent).
- Quality of ration (74 percent).
- Storage facilities at the shop (36 percent).
- Stock received (36 percent).
- Distribution of ration (54 percent).
• Complaints register (13 percent)
• Receipt book (43 percent).
• Stock register (33 percent).
• Distribution register (28 percent).
• Accounts book (24 percent).

It is seen that most of the members focus on weights and measures followed by quality of ration distributed. Least importance is given to the complaints register. This pattern is seen across the districts as well.

Seventy-one percent of the respondents informed that they conduct investigation on prompt distribution of essential commodities.

Among the 71 percent of those who inspect the shops, 74 percent of the members do not sign the inspection register. Major reasons for not signing the inspection report are that there is no information about inspection report, inspection register not maintained and lack of information. 30 percent did not mention any reason for not signing.

Forty nine percent of those inspect the shops informed that they send the report to the higher authorities and, seven percent said to have solved at their level. 26 percent did not mention anything.

**Receipt of Complaints from the Ration Shop Users**

When questioned whether they receive complaints from the ration card holders, 28 percent conveyed that they do receive complaints from them. The nature of complaints as reported by them is

• Quality of ration supplied (37 percent).
• Quantity of ration supplied (48 percent).
• Commission on ration sold (7 percent).
• Irregular ration supply (22 percent).
• Timings of ration supply (43 percent).
• Distribution of ration cards (7 percent).

**Disposal of Complaints**

It was gathered that 41 percent of the problems are solved at personal level and 38 percent by the GP level vigilance committee. While 20 percent informed that the complaints were forwarded to the higher authorities, just one percent of members told that the problem is solved by the PDS shop owner.
Time Taken to Solve the Problem

While around eight percent of the respondents reported that it took more than a week to resolve the problem, 52 percent said that it was resolved within a week and 38 percent conveyed that the problem was solved on the same day. Across the districts, it is observed that in Yadgir district, all those who were interviewed said that it took more than a week to solve the problem whereas it took less than a week in Chamarajanagar (83 percent), Bellary (82 percent), Mysore (67 percent), Udupi (53 percent), Bagalkot and Belgaum (40 percent each) districts. Bangalore Rural, Tumkur, Raichur and Koppal are in the forefront where all the members interviewed expressed that the problems were solved the same day.

GP-level Vigilance Committee Meetings Held during the Last One Year

Based on the information gathered from the respondents, median value for the meetings held during the last one year is four and three meetings were attended by the members, in general. There is not much of a variation between the districts.

Minutes of the Meeting

Seventy-five percent of the members informed that the minutes of the meeting are not recorded. The response was 100 percent in Kodagu, Koppal and Dharwad districts for not recording the minutes.

Suggestions for improvement of grievance redress system and for overall improvement of the PDS

- Create awareness about the redress system.
- Distribute quality ration items with proper measurement.
- Keep the complaint box in a prominent place.
- Display information board.
- Ensure proper distribution of ration items at proper time.
- Display help line number.
- Ensure/enhance good behavior of the shop owner.
- Ensure proper distribution of ration cards.
- Ensure regular meetings of the vigilance committee.
- Solve the problems immediately.
- Need to give more ration items.
Analysis Based on the Ownership of PDS Shops

As mentioned in the introduction, there are PDS shops run by three different agencies in Karnataka. They are, shops run by private individuals, cooperatives and the government (department of food and civil supplies). Analysis was carried out to study the difference in functioning of these three categories based on the feedback received from the users. The sample size is 5507 card holders from across the 15 districts. The results of the study are as follows:

PDS Shop Fact Sheet

Forty five percent of the shops are owned privately, 49 percent by cooperatives and six percent by the government. On an average, the shops are open for 19 days. There is no significant variation among the three types. Average number of card holders per PDS shop is presented in the Table 5.1.

<table>
<thead>
<tr>
<th>Type of ownership</th>
<th>AAY</th>
<th>BPL</th>
<th>APL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private</td>
<td>104</td>
<td>157</td>
<td>500</td>
</tr>
<tr>
<td>Cooperative</td>
<td>92</td>
<td>325</td>
<td>557</td>
</tr>
<tr>
<td>Government</td>
<td>121</td>
<td>51,273</td>
<td>4,093</td>
</tr>
</tbody>
</table>

It can be observed that the BPL cards are more in government shops.

- It is found that the shops run by the government receive ration items on time as compared to private and cooperative run shops.
- Less number of government shops has the information boards displayed in front of them.
- Only in 56 percent of the government run shops, the registration number is displayed; whereas in case of private and cooperatives, around 75 percent of the shops have the registration numbers displayed.

- Consumer help line number is displayed in 44 percent of the government run shops which is less than those of private and cooperative shops.

- More number of government shops (22 percent) compared to private (10 percent) and cooperatives (8 percent) have displayed the name and date of visit of the Food Inspector.

- Stock position of all ration items is displayed in more government shops (67 percent) than private (57 percent) and cooperative (61 percent) shops.

- Display of official price list and the number of ration cards with the shop is comparatively less in government shops. Between the private and cooperative run shops, the display of information is better in cooperative shops than the private shops.

- Less percentage of government shops have the complaint register. No difference as far as the private and cooperative shops is concerned.

- Inspection note book is not available in any of the government shops covered under the study.

- More number of government shops have displayed complaint box. Least in private shops.

**PDS Shop Owner Fact Sheet**

Forty-four percent of the respondents owned private shops, 50 percent owned cooperative shops and six percent owned government PDS shops. Most of the government owned shops are located in rented buildings.

Awareness among the shop owner about the shop level vigilance committee is around 90 percent. There appears to be no significant difference across the three types on the awareness level. Awareness about the GP level vigilance committee is less among the government run shops.

While 27 percent each of the private and cooperative shop owners expressed problems with regard to running the PDS shops, 33 percent of the government run shop owners expressed problems. The problems indicated by the government shop owners are relating to less staff and problem related to ration cards. In case of private and cooperative run shops, it was more about commission on sale and demand from the APL card holders for supply of kerosene and other ration items.

One-third of the government-run shop owners was completely satisfied with the problem
resolution and two thirds were partially satisfied. In case of private shops, two thirds were partially satisfied and one third dissatisfied.

Users’ Survey

Among the respondents, 51 percent were men and the rest 49 percent were women. Thirteen percent of the card holders belong to AAY, 72 percent BPL and 14 percent APL categories. Balance one percent of the card holders are either not aware of the type of card they possess or they own temporary cards. This is clear from the following Table 5.2

<table>
<thead>
<tr>
<th></th>
<th>AAY</th>
<th>BPL</th>
<th>APL</th>
<th>Don’t know</th>
<th>Temporary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private</td>
<td>16</td>
<td>72</td>
<td>10</td>
<td>0.7</td>
<td>0.9</td>
</tr>
<tr>
<td>Cooperative</td>
<td>10</td>
<td>73</td>
<td>16</td>
<td>0.3</td>
<td>0.3</td>
</tr>
<tr>
<td>Government</td>
<td>12</td>
<td>69</td>
<td>20</td>
<td>0.0</td>
<td>0.0</td>
</tr>
<tr>
<td>Average</td>
<td>13</td>
<td>72</td>
<td>14</td>
<td>0.4</td>
<td>0.5</td>
</tr>
</tbody>
</table>

Table 5.3 shows that 89 percent of the respondents from the government shops informed that they are taking all the commodities as per entitlement. This is slightly more than the private (88 percent) and cooperative (83 percent) run shops. 86 percent of the users on average reported that they are taking all the ration items as per their entitlement. Reason for not taking the entire quantity from the government shops is out of stock and inferior quality of ration items. As for private shops, the shop owner did not issue the full entitlement. Further, it can be deduced that 71 percent of the respondents reported that the government shops are open on all working days. Similar figure for the private and cooperative shops is 66 and 62 percent respectively.

Regarding the receipt of all items as per entitlement, the response from government shops is slightly better (90 percent) than the private (85 percent) and cooperative (78 percent) run shops. As for the distribution of ration items regularly every month, the response from government shops is again better (95 percent) than the private and cooperative (89 percent each) shops.
A Study of the Effectiveness of its Monitoring Mechanisms

Table 5.3: Response on Different Variables (%)

<table>
<thead>
<tr>
<th>Details</th>
<th>Private</th>
<th>Cooperative</th>
<th>Government</th>
<th>Overall average</th>
</tr>
</thead>
<tbody>
<tr>
<td>Taking all items as per entitlement</td>
<td>88</td>
<td>83</td>
<td>89</td>
<td>86</td>
</tr>
<tr>
<td>Shops are open on all working days</td>
<td>66</td>
<td>62</td>
<td>71</td>
<td>64</td>
</tr>
<tr>
<td>Getting all the items as per entitlement</td>
<td>85</td>
<td>78</td>
<td>90</td>
<td>82</td>
</tr>
<tr>
<td>Items properly weighed/measured</td>
<td>89</td>
<td>85</td>
<td>95</td>
<td>87</td>
</tr>
<tr>
<td>Ration distributed every month regularly</td>
<td>89</td>
<td>89</td>
<td>95</td>
<td>89</td>
</tr>
<tr>
<td>Display of information on grievance redress mechanism</td>
<td>15</td>
<td>17</td>
<td>30</td>
<td>17</td>
</tr>
<tr>
<td>Complaint register prominently displayed</td>
<td>10</td>
<td>12</td>
<td>29</td>
<td>12</td>
</tr>
<tr>
<td>Awareness on the process of complaining</td>
<td>8</td>
<td>7</td>
<td>2</td>
<td>7</td>
</tr>
<tr>
<td>Problem with regard to PDS</td>
<td>18</td>
<td>13</td>
<td>12</td>
<td>15</td>
</tr>
</tbody>
</table>

The above Table 5.3 also depicts that more number of people from the government shops (30 percent) reported the display of information boards in front of the shops as compared to private (15 percent) and cooperative (17 percent) shops. Similarly, complaint registers are prominently displayed in government shops (29 percent). While for private shops the response was from 10 percent of the respondents, it is 12 percent for the shops run by cooperatives. Awareness on the process of complaining is extremely low (7 percent average). In government shops, it is as low as two percent while in private and cooperative shops, it is eight and seven percent respectively.

Problems with regard to PDS were reported by 12, 13 and 18 percent of the respondents respectively in government, cooperative and private shops. Not a single person complained about the problems in government shops while six percent of the users of private and 12 percent of the cooperative shops lodged complaints. Most of them reported to the Food Inspector and Tahsildar while some complained to vigilance committee members, Deputy Director of the civil supplies department and a few made entry in the complaint register. On an average, 22 percent of the complaints are only written while the rest are oral complaints. It was reported that 46 percent of the
complaints were resolved in both private and cooperative shops.

With regard to satisfaction levels with the overall PDS, 27 percent of the users expressed complete satisfaction, 38 percent partial satisfaction and 35 percent dissatisfaction. Complete satisfaction is just nine percent in case of government shops whereas in private and cooperative run shops, it is around 28 percent.

Even with the overall grievance mechanism, 11 percent of the users of government shops expressed complete satisfaction as compared to private (33 percent) and cooperative (31 percent) run shops. Partial satisfaction is the most (69 percent) in government run shops.

**Vigilance Committee**

Awareness on the vigilance committee is found to be very low among all the three categories; hardly eight percent on average. In government shops, it is less than one percent. Among eight percent of those who were aware, only 28 percent approached shop level vigilance committee to complain. Out of them, 37 percent were completely satisfied, 62 percent partial and eight percent dissatisfied. Complete satisfaction was more among private shops than cooperatives. Despite all these, 92 percent of the users reported that the vigilance committee is useful to them. None from the users of government shops said that it is useful.

There is hardly one case each with private and cooperative shops where bribe was reported to have been paid to the shop level vigilance committee members.

Awareness on the GP level vigilance committee among the three categories of shop users also is very low (8 percent average). Awareness among the government shop users is nil on the GP level vigilance committee. Among the private shops, 41 percent of the nine percent of those who are aware approached the vigilance committee with a problem. In case of cooperative shops, 26 percent of those who are aware (8 percent) approached the vigilance committee with a problem. The problems are mainly with the measurement, quality, timings, and non issue of receipts.

Complete satisfaction with the problem resolution was expressed by nine percent of the respondents and partial satisfaction by 91 percent.

Bribe was reported only by one person in case of a shop run by the cooperative.

Ninety one percent of the users from both private and cooperative shops reported that the GP level vigilance committee is useful to them. There was none from government shops.

**Food Inspector**

Awareness about the Food Inspector among the three categories of shops is very low
(10 percent average). Among the users of government shops, it was abysmally low (.3 percent). It was 11 percent in case of private and 10 percent among the users of cooperative shops. 53 percent of those who are aware of the Food Inspector reported that he collected the ration cards for detailed inspection at the ration shop. The percentage was more in shops run by cooperatives (60 percent) while it was 47 percent in private run shops.

On average, 25 percent of those who are aware (from private and cooperative run shops) contacted the Food Inspector to lodge a complaint about the quality, quantity, behavior of the shop owner, improper timings, not issuing all items at a time, non issue of receipts etc. 21 percent of those who complained expressed complete satisfaction with the problem resolution by the Food Inspector, 78 percent partial satisfaction and one percent dissatisfaction (private shop). Complete satisfaction was more (28 percent) with the users of cooperative shops than the private ones (13 percent). There was only one case of bribe payment in the privately run shop.

Ninety four percent of the respondents in general from private and cooperative run shops informed that the Food Inspector is useful to them. However, the general complaints on the Food Inspector are that he does not visit the PDS shops and not able to solve problems.

**Consumer Help Line**

Ninety six percent of the users in all are not aware of the consumer help line. Almost cent percent of the users of government run shops were found to be unaware of the consumer help line. 12 percent of those who are aware of the help line number (private and cooperative shops only) reported calling the number to lodge a complaint. 33 percent among the private and 68 percent among the cooperative run shops informed that the calls were responded. 25 percent of them in private shops and 38 percent of the users of cooperative shops reported that they were given complaint reference numbers. 67 percent of the complainants from both the categories reported that their complaints were resolved. It took one day for 50 percent of the complaints to be solved and two and five days each for 25 percent of the complaints to be resolved.

While 19 percent of the respondents expressed complete satisfaction over the redress mechanism, an equal number of respondents were dissatisfied with the same. 62 percent were partially satisfied.

Cooperative shops scored slightly better than the private shops. The response from the users of government run shops is nil.

Suggestions to improve the system includes creating awareness on the help line number, proper display of it in the shops and proper response from the help line desk.
Citizens’ Charter

Awareness on the citizens’ charter is reported only by just three percent of the users. There was none from the government shops. Among the three percent who are aware, 60 percent said to have seen the charter. 93 percent of those who have seen the citizens’ charter reported that it was useful to them mainly in knowing their entitlement of the ration items.

There is not much of a variation in response from both private and cooperative run PDS shops.

While 27 percent of the respondents expressed complete satisfaction over the citizens’ charter, 38 percent informed that they were partially satisfied and the rest 35 percent dissatisfied.

Satisfaction with Overall PDS

On an average, 27 percent of the respondents expressed complete satisfaction and 36 percent dissatisfaction. 38 percent of the users were partially satisfied. The lowest (9 percent) complete satisfaction was recorded among the users of government run shops while it was 28 and 29 percent respectively for private and cooperative shops.

Suggestions to Improve the Functioning of the Overall PDS

✓ Create awareness about the system among the people.
✓ Proper distribution of the ration items as per entitlement.
✓ Ensure quality of the items.
✓ Shops should be open regularly.
✓ Proper distribution of ration cards.
✓ Regular visit of higher officers to the PDS shops and check records, distribution of items and interact with the card holders.
✓ Shop owner should be properly oriented on the behavior with the customers.
✓ Use of proper weights and measures approved by the concerned department.
✓ Maintain complaint box.
✓ Display board with detailed information in front of the shop.
✓ Regular meetings of the vigilance committees.
✓ Establish proper grievance redress mechanism.
✓ Ensure issue of receipts for the purchases made.
✓ Stop black marketing.
✓ Use electronic weighing machine.
From the above, it can be concluded that the awareness among the users of government shops on the vigilance committees, Food Inspector, citizens’ charter and consumer help line is comparatively low. But the maintenance of records, keeping the shops open on working days and following the timings are better with the government run shops. Card holders are more satisfied with the issue of ration items as per their entitlement as compared to private and cooperative run shops. Display boards are more prominent in government and cooperative owned shops and less prominent in privately owned shops.

Awareness levels are high among the users of cooperative and private run shops. They are poor in maintenance of records. Vigilance committees are somewhat active as compared to government shops. Problems related to PDS are more in private owned shops compared to cooperative and government owned shops.

**PDS Shop-level Vigilance Committee**

The analysis is based on the feedback received from 599 respondents spread across 159 PDS shops in the 15 districts under study.

Thirty-seven percent of the respondents are men while 63 percent are women. Women respondents are more in shops run by cooperatives compared to private and government shops. Caste wise break up of the respondents is given in the Table 5.4 below:

<table>
<thead>
<tr>
<th>Type of ownership</th>
<th>SC</th>
<th>ST</th>
<th>OBC</th>
<th>General</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private</td>
<td>34</td>
<td>21</td>
<td>23</td>
<td>22</td>
</tr>
<tr>
<td>Cooperative</td>
<td>23</td>
<td>15</td>
<td>38</td>
<td>24</td>
</tr>
<tr>
<td>Government</td>
<td>30</td>
<td>6</td>
<td>33</td>
<td>30</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td>28</td>
<td>17</td>
<td>31</td>
<td>23</td>
</tr>
</tbody>
</table>

It can be seen that SC users are more in privately run shops followed by those run by government and the cooperatives. STs are more in private shops followed by cooperative and government run shops. While OBCs are more in society-run shops, general category is more in government-run shops.

More members of the society-run shops (66 percent) are aware that they are members of the shop-level vigilance committee followed by private (58 percent) and government-run (54 percent) shops.

Average number of members in the shop-level vigilance committee is eight each (3 male and 5 female) in private and cooperative shops and five (1 male and 4 female) in government-run PDS shops.
Eighty-nine percent of the committee members in the government run shops reported that they visit the shops for inspection whereas 42 and 55 percent respectively reported visiting private and cooperative run shops. Among those who visit the shops, six percent on average informed that they visit daily for inspection. More number of respondents (31 percent) from the government run shops said that they visit the shops during the arrival of stock. In case of private and cooperative run shops it is 13 and five percent respectively.

While 44 percent of the members from the government shops submit the inspection report, 47 percent from the private and 34 percent from the cooperative shops submit the inspection reports.

Majority of 39 percent of the members of the government run shops reported that the vigilance committee meets four times a year and 67 percent of them indicated that the minutes are recorded. In case of private and cooperative run shops, the committee meets six times a year and around 20 percent of them reported that the minutes are recorded.

It can be concluded that the awareness about the shop level vigilance committee is low among the users of government run shops. However, vigilance committee members appear to visit the shops more frequently for inspection than the members of the private and cooperative run shops. The committee meets less number of times in government run shops than the other two. Minutes of the vigilance committee meetings are recorded more frequently in government run shops than the private and cooperative run shops.

**GP-level Vigilance Committee**

The analysis is based on the feedback received from 457 respondents spread across 159 PDS shops in the 15 districts under study.

Fifty percent of the respondents are men and 50 percent are women. Caste wise break up of the respondents is given in the Table 5.5 below.

<table>
<thead>
<tr>
<th>Type of ownership</th>
<th>SC</th>
<th>ST</th>
<th>OBC</th>
<th>General</th>
</tr>
</thead>
<tbody>
<tr>
<td>Private</td>
<td>24</td>
<td>21</td>
<td>32</td>
<td>22</td>
</tr>
<tr>
<td>Cooperative</td>
<td>22</td>
<td>17</td>
<td>35</td>
<td>26</td>
</tr>
<tr>
<td>Government</td>
<td>0</td>
<td>7</td>
<td>33</td>
<td>60</td>
</tr>
<tr>
<td>Average</td>
<td>23</td>
<td>19</td>
<td>33</td>
<td>25</td>
</tr>
</tbody>
</table>

Table-5.5: Caste-wise Break-up of the Respondents (%)
A Study of the Effectiveness of its Monitoring Mechanisms

The above Table 5.5 indicates that there are no SC members in the GP level vigilance committees of the shops owned by the government. The ST members are also less compared to other two types. General category members dominate in the government run shops and they are the highest among the three categories.

Awareness among the members of the government run shops that they are members of the GP level vigilance committee is high (93 percent) compared to private (48 percent) and cooperative (65 percent) owned shops. Number of shops on an average in the jurisdiction of a committee member is four, three and two for private, cooperative and government run shops respectively. Awareness on the duties of the members is reported by 40 percent from the government run shops, 68 percent from private and 78 percent from the cooperative shops. Eighty-seven percent of the members of the government owned shops reported that they inspect the PDS shops whereas 77 percent from the cooperative and 65 percent from private run shops reported inspection of shops. This implies that the monitoring by the vigilance committee members is better in case of shops run by the government. This is also substantiated by the fact that 100 percent of the respondents from the government owned shops informed that they visit the shops every month; whereas in cooperative and private owned shops, monthly visits are reported by 56 percent each. However, neither the GP secretary nor the Food Inspector accompanies the members of the government run shops during their visit to the shops. While none of the members of the government run shops sign the inspection report, 23 percent from the cooperative and 34 percent from the private run shops indicated that they sign the inspection reports.

Complaints from the users of cooperative run shops are more (32 percent) compared to private (26 percent) and government (13 percent) run shops. The complaints are mainly on the quality, quantity of rations distributed, less commission on the quantity sold, timings, irregular supply of ration items and distribution of ration cards. While most of the complaints are solved at the shop level and by the vigilance committee members, some are forwarded to the higher authorities for redress. The median value for the number of meetings held during the last one year is four and the number of meetings attended by the members is three. Minutes of the meeting are not recorded in the shops run by the government as reported by the members contacted. In case of private shops, 66 percent of the members and 79 percent from the cooperative shops reported recording of the minutes of the committee meetings.
Public Distribution System in Karnataka

Case Studies

1. Gaddekannur Village, Kolar District

Gaddekannur is a village in Kolar Taluk, Kolar District and falls under the gram panchayat of Onnenahalli. Gaddekannur is located at around 3.5 km away from Kolar and around two km from Onnenahalli GP. The village has some 300 households with about 60 of them belonging to SCs. A few households belong to Muslims and Rajaks, while there are other communities in this village.

The main occupation of the people in Gaddekannur village is agriculture and other labour works such as masonry, carpentry, construction work and agriculture. Thus, majority of them are involved in labour work. A man gets around Rs. 300 per day and goes mostly for non-agriculture labour. Women get around Rs. 70-100 per day and are involved only in labour work related to agriculture.

The village has a public distribution system (PDS) ration shop. The shop number is 3. Only recently photos were taken for many households for issue of new ration card. However, still around 20 households are left out from the process of clicking photos for new ration card. The number of households that were not considered for new ration cards was small and they do not know whom to complain.

Papanna aged 50 years who is involved in agriculture related labour work has an antyodaya card. He said, “There was no proper campaign about photos and new ration cards. Many people even do not know why their photos were being clicked. Some do not know about new ration cards even now.”

Venkatesh, 48 years, working as carpenter and holding a BPL ration card said that the ration is given only for two days and the receipt/bill is not given. “The shop owner himself records the quantity along with the date in our ration card,” he adds. According to Venkatesh, the shop keeper writes down the card number in his records, collects the money and gives the ration for that month.

Arrival of ration is announced through the temple public address system. The ration is finished and a ‘no stock’ board is displayed within two days from the date of announcement. Since many of the villagers are daily wage earners, they often end up losing a day’s wage just to collect the ration. The ration is given only once and no installments are entertained.

“The quantity of ration being given is not enough.” But what to do?” asks Venkatesh.

The Karnataka government has prescribed 4 kg of rice per person in the family with a maximum of 20 kg per family as against the Supreme Court’s ruling of 35 kg per family. A BPL family of 5 persons thus receives only 20 kg of rice in Karnataka, as against 35 kg.
with a contented look. Asked about the grievance redress mechanism within the PDS, “we don’t know all that!” was the answer. “If the ration is not sufficiently given as per the rules, we shout/fight directly with the PDS shop owner. If he does not fall in line after that also, we catch hold of our GP ward member. Then the ration is given in proper quantities as stipulated,” says Pappanna with a smile.

Others in the group laugh loudly and add to the discussion saying “we don’t know any grievance redress mechanism” in chorus.

2. Kamalapura Village, Gulbarga District

Kamalapura is a gram panchayat situated in the taluk and district of Gulbarga. The village is around 40 km from Gulbarga town. There are five thandas (settled villages of nomadic tribe called Lambadis/Lambanis) and three villages. The panchayat has a total population of around 10,000. Lingayats form the majority community, while there are other communities with sizeable numbers like SCs, STs and a few Muslim households.

The main occupation of the people in the gram panchayat is agriculture and agriculture related labour work. Mostly ground nut, banana, green gram and urad dhal are grown in this panchayat. Agriculture is based mainly on bore wells with the region receiving scant rainfall during the months of June to August.

A majority of the men go for agriculture labour and get around Rs. 200 per day, while women get only Rs. 100 per day. However, Kamalapura the main village of the panchayat has a majority of the teachers living there as DIET is located there. The village also has an intermediate college and a degree college. Some eight years back, people from in and around Kamalapura village led a movement demanding location of a Deputy Tahasildhar’s office in Kamalapura village, which was conceded and currently is located in Kamalapura village.

Around five kilometres from Kamalapura is a small village called Chawan Thanda. Close to Chawan Thanda is Basavan Thanda. Both the villages are around 1-2 km far from each other. There are around 150 households in both the villages put together and PDS ration shop for both the villages is located in Kamalapura village. The ration arrives at Kamalapura village ration shop and is over within two days. As a result this is causing severe problems for the residents of both Chawan and Basavan Thanda.

Harichandra Chawan aged 64 years is a resident of Chawan Thanda. He was formerly a panchayat ward member representing his village in Kamalapura gram panchayat. He has around six acres of land and still does agriculture labour too. He has four sons and one daughter of whom two sons and the daughter are married. Other two sons are dependent on him.

He lamented that, “We are unable to collect our ration on time. It is creating lot of
problems for us. It is just not the distance of five kilometres, but it is also non-
availability of information about the arrival of ration.” He further added, “The shop
owner does not provide us information, GP does not provide us information, somebody
passing by comes to know about the ration arrival and informs us. We have to forego
one day wage labour to collect the ration from Kamalapura village.”

Asked about his card status, he said, he had no BPL card. He applied for a ration card,
his photo was also taken, but till now there is no sight of his card, whereas two of his
married sons possess a ration card in their respective names Arvind and Vasanth.
“Somehow I am dragging my life,” is what he says when asked about his card.

Though he was a GP ward member, he has no knowledge about PDS vigilance committee
or grievance redress process within PDS. He has complained many times about his
card, but he was unable to get a card for himself. “What use in having a card, when the
ration is given in Kamalapura village without any information,” he questions with
genuine sadness. Often ration is not given to the cardholders from Chawan and Basavan
Thandas, as they go late to fetch the monthly ration.

Men earn around Rs. 200 per day’s labour, while women are paid only Rs. 100 per
day’s work. With scanty rainfall and no proper irrigation facilities many of them migrate
to Mumbai with families for labour work. Most of them work as labourers in the
construction sector, where men are paid anywhere between Rs. 400-600 per day, while
women are paid around Rs. 200 per day. Many families migrate only for temporary
periods.

During these temporary periods, if anybody of the family is around the village, then
they collect the monthly ration; otherwise the ration shop owner sells it to somebody
else. But there appears to be no grievance redress in the sight for the people of Kamalapura
gram panchayat.

3. Thadategunur, Gulbarga District

Thadategunur, taluk and district Gulbarga, is about 20 km from Gulbarga town. There
are around 500 households consisting of 2,500 population. It comes under Farhatabad
gram panchayat and is around four kilometres from the village. Lingayat community is
in majority, while other communities like SCs, STs, OBCs, and Muslims reside in this
village.

Majority of them are involved in agriculture and agriculture labour. Men get around
Rs. 150 per day as wages, while women get in the range of Rs. 75-100 per day. Tur dhali
and jowar are mostly grown in this village. Agriculture is rain-fed largely and very little
is grown through bore-wells.

Earlier, PDS shop (No. 98) was running under the aegis of Agricultural Cooperative
Society. But the current PDS shop owner created problems to the Society with regard
to running of the PDS shop. As a result, the Society stopped taking care of the shop. “Babu Bandeppa, the current PDS shop owner belongs to SC community and is involved in agriculture. He has both money and muscle power with which he threatens everyone in the village,” says Gurunath, a BPL cardholder.

“He is charging more money as against the government prescribed price. The entire monthly ration per BPL card comes to around Rs. 122 as per government rate. But our shop owner charges Rs. 150, thus every month we end up paying more,” is what one cardholder said.

Asked about since when he has been over-charging, “right from the beginning, he has been charging us more. He has the entire village under his thumb and everybody in the village is afraid of him.”

“The first complaint was given to Tahashildhar and Deputy Commissioner some five years back. No action was taken. One tractor full of people came and protested before the PDS shop, still he did not budge. Even the local MLA could not do anything and we are absolutely powerless,” Parameswhar one of the BPL cardholder laments.

“Many times, we told him to take more money, like around Rs. 130, but not Rs. 150 and he still continues to charge Rs. 150,” argues Gurunath. “He threatens to beat us and shouts at us. It is the worst for women folk. No other person from the family is allowed to collect the ration, only the person in whose name the card is, given the ration,” adds Gurunath.

“Many times we complained to food inspector, tahashildhar, deputy commissioner, but till now, no action has been taken to correct the situation,” is what Gurunath says. “There is no PDS shop level vigilance committee. We don’t know whether GP level vigilance committee is there or not,” says Parameswhar.

“Food inspector informed us this week (20th December 2012) that the license of Babu’s PDS shop will be suspended and soon new allocation would be made. With that long battle of complaints and petition, our owes would come to an end,” says both Gurunath and Parameswhar.

4. Chittapur, Gulbarga District

Chittapur taluk is around 60 km from Gulbarga town. Mr. P. R. Pandu Rathod has been involved in social service since 18 years. He even got the national youth award for best social service given by the government of India. He is based in Chittapur town and is president of Banjara Youth Club a registered organisation which is involved in educating the youth.

In 2011 he was appointed as the member of the District Vigilance Committee for PDS under social worker category. Since 7th July 2012 he has been the member of the
district vigilance committee for PDS. Meeting of the district committee for Gulbarga takes place in the office of the Deputy Director, Food and Civil Supplies once in every three months. However, he is not paid any travel allowance for travel from Chittapur to Gulbarga to participate in the meetings.

General complaints that he receives are about timings of the shop opening, untimely distribution of the ration, etc. “Nobody gives us written complaints. They tell me orally. When I ask for written complaint, they won’t give,” laments Mr. Pandu.

Further, he argues that “since vigilance committee members do not have any powers to take action, the designation and the committee itself is ornamental.” Even when he takes up the issues at the district level meeting, the Deputy Director asks for written complaints. “Even when written complaints are given also no action is taken,” is what Mr. Pandu says.

Generally minutes of the meeting are recorded. While notice for meeting must be intimated 15 days before, usually intimation is given either through phone or letter only one week before. In the first meeting of the committee all the members were informed of their duties and responsibilities vis-à-vis PDS.

Narendra Kumar @ Narahari Kulkarni, aged 39 years belongs to Chittapur town. His family holds a BPL card in the name of his father Dhirendra Rao, 65 years. Narendra Kumar himself is a social activist and is town president of Karnataka Rakshana Vedike (KRV). KRV is a socio-cultural outfit that fights for the upliftment of Kannada language and Kannada people’s interests. Narendra complains to the higher authorities whenever some malpractice of PDS is brought to his notice by the people.

He says, after complaining about various PDS shops in Chittapur taluk, only once the officials took action. He also lodged complaints using PDS consumer helpline. He said the phone was received immediately and he was not billed for calling the helpline. However, he only received an SMS in Kannada language saying that his complaint has been forwarded to the food inspector of Chittapur.

“There is lot of injustice going on in PDS. The poor are not getting proper ration. More often the PDS rice is available in the open market. The officials are hand in glove with the contractors. Most of the times the vehicles used for transporting the ration belong to either food inspector or some other official of the PDS. Godowns are not maintained properly,” says Narendra Kumar.

“In Chittapur taluk, they are charging Rs. 1500 to issue one BPL card. The shopkeepers do not issue bill or receipt to the cardholders,” complains Narendra. In Dandagunda gram panchayat, which is around 32 km, people are being given less quantity. “I gave a written complaint to the Deputy Director, Food & Civil Supplies, Gulbarga and held a press meet. The local press covered it properly. Immediately, within three days,
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action was taken. Now the people of that village are getting right quantity of ration,” says Narendra with some amusement.

“I have given so many complaints whenever some misdoing comes to my notice. But only in one case action was taken. Otherwise, no action is taken in spite of repeated complaints. The grievance redress mechanism within PDS is not at all functioning,” argues Narendra.

5. Ullaibettu, Mangalore Taluk, Dahshin Kannada District

Ullaibettu and Mallur villages together constitute Ullaibettu gram panchayat. Ullaibettu is located in Mangalore taluk and is around 15 km from the taluk headquarters. Ullaibettu village has around 920 households with nearly 50 per cent of the households belonging to minorities, while 25-30 percent belongs to SC community.

The main occupation is agriculture. Mostly paddy, areca nut and coconut are cultivated in this part of the state. Majority of the population from Ullaibettu is in Bangalore or Mumbai or Gulf. Almost from every household one person would be working either in the Gulf or Mumbai or Bangalore. Thus, the village is largely supported through migrant labour.

People living in the village are involved in either agriculture or agriculture related labour, while a very few are involved in construction work and other kinds of labour work. Women get seven kg of rice for one day agriculture labour or Rs. 150–200 per day. Their men counterparts get around Rs. 350 per day’s agriculture labour.

The PDS shop in this village is run by Permanki Yuvaka Mandala and the shop number is Sri-39. There are 1652 ration cards in the village, while there are only 920 doors. Among the 1,652 ration cards, 70 per cent of them belong to BPL and Antyodaya. In 2011-12 a survey was conducted in the gram panchayat to weed out the bogus cards. Based on the survey 160 ration cards were cancelled.

However, the problem goes beyond the ghost ration cards or tallying the number of households with the number of cards. Many houses are joint families where brothers often live in the same ancestral house, but live separately for all practical purposes. Thus, three families would have same door number and same electricity metre but would have three ration cards. When the gram panchayat moved towards cancelling such ration cards there was a legitimate protest from many joint families. As a result, the panchayat agreed to give different door numbers to different families living in the same house.

At the same time, earlier old age pension was linked with the BPL card. This prompted many old age parents to take a separate ration card in their name and their children’s name in order to secure their old age pension. “The linking of ration card with other
government schemes and programmes had led to increase in bogus cards,” laments Raju Shetty who is of 48 years old.

He agreed that there is corruption at the PDS shop level, but there is no proper grievance redress mechanism as he believes that food inspector too gets his share from the shop owner. Much of the ration is often sold in the black market at a higher price. The ration shop owner would give the AAY cardholder Rs. 100 and 5 kg of rice. The remaining rice is sold to the rice dealers at Rs. 15 per kg. The rice dealer in turn would get the rice slightly polished and sells it for Rs. 25 per kg.

“Even government subsidised kerosene is sold for Rs. 35 per litre as kerosene is not at all available in the market,” says Raju Shetty. When asked about who buys PDS rice and kerosene in the open market – he said that the migrant labour who come from Bijapur and Gulbarga to work in quarries would buy those items.

In Ullaibettu village, Raju Shetty added that ration is given five days in a month and often the information about arrival of goods is informed through cell phone messaging. Asked about the vigilance committee at the shop level, Raju lamented that, “the committee is non-existent and whatever committee is there on paper it is constituted only for political gains.”

6. Moodikodi, Belthangdy Taluk, Dakshin Kannada District

Moodikodi is a small village in Venoor gram panchayat of Belthangady taluk. The village is around 60 km from the district headquarters, Mangalore and 20 km from the taluk head quarters Belthangady. The other villages in the gram panchayat are Bajire, Karimanelu and Venoor.

Most of the people in Moodikodi are involved in paddy cultivation, beedi rolling and animal husbandry. There are four prominent beedi companies viz. Bharath, Telephone, Pehlwan and Ganesh. A person would roll anywhere between 500 to 1000 beedies in a day sitting at home. For every 1,000 beedies rolled they get around Rs. 116. Rs. 16 is taken out to pay for provident fund, while Rs. 100 is paid directly.

Women are involved in both agriculture labour and construction work and earn Rs. 125 to 150 per day, while men earn Rs. 250-300 per day. Many people from this village had migrated to Mumbai, Gulf and Bangalore and a majority of the migrants work in the hotel industry.

There is no ration shop in this village. However, a mobile ration shop visits the village on 5th and 15th of every month. The ration vehicle would be accompanied by the food and civil supplies department officials from the taluk head quarters. The vehicle would reach the village by 11 am and would be stationed in the playground of the Government Primary School of the village. It would stay until around 5.30 pm.
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This mobile ration shop (sanchari PDS ration angadi) serves people living within a radius of 2-3 km. The mobile shop distributes all the items like rice, sugar, wheat and kerosene. Kantha Pujary, aged 50 years and a tailor says excitedly, “they sell palm oil, incense sticks (agarbhattis) and soaps too.” When asked about why they are selling items like soaps and agarbahattis, “I don’t know why they are selling. But they give us soaps and agarbhatthis saying that there is no change,” laments Pujary.

When asked about the grievances with the mobile PDS shop, Kantha Pujary has a long list of them. “They don’t weigh the items properly. For 20 kg, there would be only 18 kg. Even kerosene also they give less than the prescribed measurements. They write bill in front of us, but they don’t give us the bill. They write excess quantity in the bill, hence they don’t give us,” says Kantha Pujary.

“The ration can be taken in two instalments,” says Kantha Pujary, “but it would be good and helpful for us if the ration vehicle comes at least four times in a month.” He reasons it out by saying that, “people have to go on daily wage work. And on the stipulated day of the ration vehicle coming, we have to keep the money in hand for buying ration and also lose the day’s wage in order to collect the ration.”

According to Kantha Pujary, black marketing is there. Some cardholders are given more than the stipulated quantity and visit again to collect money for the extra quantity. Asked about grievance redress mechanism, he gave a blank look, scratched his head and smiled.

7. Gullapura, Yellapura Taluk, Uttara Kannada

Gullapura is a small village situated on the sides of the state highway leading to Hubli from Karwar. Gullapura falls under Idugundi gram panchayat which is 12 km away from the village. The taluk headquarter is Yellapura and is about 25 km, while district head quarters Karwar is around 65 km from Gullapura.

 Majority of the people are involved in daily labour like agriculture work or plantation work for the forest department, while a small minority does cultivation on its own. Originally there were only 10-12 households in this village. But due to the establishment of a tiles factory near Kumta Road, many people came and settled in this village. Now the factory is closed since past 13 years leaving the villagers jobless.

Today there are around 45 households that belong to Siddhi tribe out of a total 200 households. Some enterprising young people migrate to Udupi, Goa and Bangalore for work. This trend is mostly for 6-9 months. As the payment is too delayed under MGNREGS many of the people migrate for work. Otherwise women get around Rs. 60-100 per day depending upon the kind of work, while men get Rs. 150 per day as wages.
Neela shanu Siddhi, a 55 year old Siddhi tribal lady earns livelihood through peeling of fibre from areca nuts. She earns around Rs. 40 per day by doing that work. She has two sons and two daughters, all of them are married and she lives alone. She is a widow and gets widow pension of Rs. 400 every month.

She was an AAY cardholder. She used to get 29 kg of rice under that card. However, when the government pushed for change of cards, she lost the AAY card and got only BPL card. The BPL card also she got only after 2-3 months and during this period she could not get any ration.

When asked about the information on ration arrival, she said, “some or the other person will inform me.” She gets 4 kg of rice, 1 kg of wheat, 1 kg of sugar, and 2 litres of kerosene. But in her card, it is written 4 kg of rice for all months, while there is a variation in the quantity of wheat, sugar and kerosene given to her. As no bill is given, they give less quantity, but write more in the card.

Though they do all this, the shop-keeper does not over-charge her. The shop itself is situated on the main road across the bus stop. Shop number is 24 and has displayed details like toll free number, vigilance committee member’s names, stock position, price, etc. However, the shop is kept open only to a maximum of 15 days. In general, card holders have no problems/grievances with the quantity or quality or price charged by the shopkeeper.

8. Sunkeri, Karwar, Uttara Kannada

Sunkeri is a village that falls in the outskirts of the Karwar City area. It is considered as part of the Karwar City for all administrative and other purposes. There are around 1,500 households in this village. People from all communities like Muslims, Christians and Hindus reside here, while a majority of them are Konkani Marathas.

Santosh aged 48 years is a taxi driver and earns around Rs. 3000 per month. He is married and lives with his wife and two children – one boy and a girl along with his mother. He was a BPL cardholder and had no complaints about the ration shop. He said that ration shop is only 2 km from his house and is conveniently located for him. Ration is given eight days every month.

However, his main problem is something different. Because he has gas connection his BPL card was changed into APL card during last month as part of the drive for issuing new cards. When he complained about it to the person who handed over APL card to him, he was advised to reapply next month.

He is not aware about complaining process and does not know whom to approach. He lamented that, “just because of gas cylinder I was escalated from BPL to APL, while with a salary of Rs. 3,000, I can’t run my family.”
Conclusions and Way Forward

From the analysis of responses from 5,565 customers, 795 shop-level vigilance committee members, 795 GP level vigilance committee members, 30 food inspectors and 159 PDS shop owners spread across 15 districts, 30 taluks, 159 GPs and 159 ration shops, and the sum and substance of case studies, following facts clearly emerge:

- Awareness amongst the users on the citizens’ charter and particularly on the grievance redress mechanism is the first minimum in any social welfare programme, like the PDS for it to succeed. Awareness level has a direct correlation to the use and effectiveness of the grievance redress mechanism and hence the efficient implementation of the PDS. Very low level of awareness among the users of PDS on the available grievance redress mechanisms – four percent on toll-free number, eight percent on food inspector and 10 percent on vigilance committees at both the shop-level and gram panchayat-level – is the first major hurdle that needs to be crossed for the PDS to work to its fullest potential. The survey has brought to fore that 93 percent of the cardholders are not aware of the process of complaining in PDS.

- Transparency is the underpinning single factor in any public programme or project that would make it work – for everyone. It also builds towards greater awareness, accessibility and usage thereby enhancing efficiency in implementation. Lack of transparency in general and in particular on the grievance redressal system available to the customers is evident from the survey. Though 79 percent shops displayed information boards, observation showed that the boards were fresh and displayed recently as the shop owners were aware of the survey in advance through the department. This indicates that routine formal checks would make this display permanent. That is a good sign. Of the 79 percent displayed, 51 percent did not have the consumer help line number and 91 percent had no name, address and phone number of the Food Inspector.
Accessibility and accountability are the central pillars around which good implementation is built on. Transparency and informed participation comes to naught if they do not yield results; or in this case, redressal of grievances. The primary accountability lies with the government. Low levels of accountability at every level – Vigilance Committee meeting minute book is not available in 62 percent of the shops; official investigation register is not maintained in 47 percent; claim of 70 percent of the Food Inspectors that they visited the shops at least once a month is contradicted by themselves when 72 percent of the Food Inspectors felt that they are not able to inspect all the shops in their jurisdiction in a month because of too many shops (49 percent), distance (17 percent), non-availability of transportation (20 percent) and office work (17 percent); claim of Food Inspectors of ‘Detailed Inspection’ in an average of eight shops and ‘Intensive Inspection’ in six shops as against the norm of five and one respectively, in spite of above adverse conditions, was found to be glaring and not true when cross verified in the fair price shops. Claim of 95 percent Food Inspectors interviewed that they gather around 24 ration cards during detailed inspection against the norm of 10 for comparison with the sales register and bill book was found to be factually incorrect as users of the service of the ration shops did not confirm this. Ninety percent of the shops do not have the name and date of visit of the Food Inspector, which has a direct correlation to 90 percent Food Inspectors saying that they receive on an average of six complaints from the ration card holders in a month; which is not normal while 70 percent of them claimed to visit PDS shops once in a month. There is serious issue of lack of accessibility and accountability in the implementation machinery due to lack of supervision.

No welfare programme can succeed without people’s participation and monitoring. After all it is for them. There has to be a feedback system that guarantees capture of users voices, suggestions, feedback and grievances – so that the delivery system keeps evolving for the better. Thirty-three percent of the shops had complaint boxes. The first level of grievance redressal mechanism, the Vigilance Committee built around people’s participation and vigilance, which is the most critical link in the chain of monitoring mechanisms, is found wanting in seven out of 15 districts. The committee, it is reported, meets on an average, six times a year as against the four times a year norm. However, there are no records of these meetings supposed to have been held like the minutes book. Thirty-eight percent of the members interviewed were not aware that they are members in the PDS shop level vigilance committee. There is huge need to make these platforms work for the objectives that they are meant for.

The four mechanisms studied – Toll free number, Vigilance Committees at the FPSs and GPs and Food Inspector that are in place, as the data shows up on the whole have
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suffered from lack of awareness among users, opaqueness in their implementation, inaccessibility of them to the users, unaccountability of them to the local governance mechanisms, lack of supervision and all of this leading to the people not being able to use them. While it is specifically established why the grievance redressal mechanisms have failed and solutions are put forth to set them right, it is important that the solutions are made practical and pragmatic in the context of:

- The role and responsibilities of the local governments – the Panchayat Raj Institutions (PRIs) and the Urban Local Bodies (ULBs) under the constitution to its people on food security, as per their obligations under the respective acts (73rd and 74th Constitutional Amendment Acts) and respective schedules (11th and 12th), which propound the spirit of local solutions to local problems (read grievances). And therefore the connections between the existing systems to the local governance structures and their future forms.

- The impending National Food Security Bill, 2011 that has been introduced in Lok Sabha on 22nd December 2011, which in its Chapter 12, builds accountability of the local authorities on PDS implementation and in Chapter 13 outlines Disclosure/Transparency and Participation of users via social audits and setting up of Vigilance Committees at every level of governance. And therefore redefining and realigning the existing mechanisms in this frame.

- Directions of the Hon’ble Supreme Court vide order dated 14.09.2011, to all States/UTs that are required to undertake end to end computerization of TPDS in a time bound manner. This would include computerization of the Supply Chain of TPDS Operations, setting up of transparency portal and call centres, digitisation of beneficiary database, FPS automation, etc. Hon’ble Supreme Court has also directed that Government of India shall provide necessary infrastructure and financial support to all States/UTs for end-to-end computerization of TPDS. In response, the Twelfth Five-Year Plan (2012-17) is under consideration with an estimated outlay of Rs. 3,500 crore on 50:50 cost-sharing with States. The Scheme shall be covering components such as Ration Card Management, Supply Chain Management, FPS Automation, Transparency, Grievance Redress, etc.

In this context, the solution mechanisms to the four sets of grievances identified in the innovative project – Eligible beneficiaries not given BPL cards unless they pay bribes; Ineligible persons issued BPL cards; Stipulated items not supplied in terms of quantity and quality in time; Overpricing of commodities and unjustified extra charges OR any other grievance affecting the user need to take into consideration:

1. Short term solutions that take care of grievances for immediate relief.

2. Long term solutions which target permanent solutions of all kinds of grievances with redressal mechanism realignment to the above contexts.
3. That they need to be localized so that the users need not go to any higher level - upholding the spirit of the decentralised governance.

The short term solutions can be delivered through already well established and known user friendly systems:

- Mandatory display boards at all PDS shops with the minimum requisite information:
  - Entitlement for the month for different cards with rates and timings. This has to be supported with the Department’s circular pasted in a convenient location.
  - Name, address and contact number of the Food Inspector.
  - Toll-free number.

- Fix a particular date and time in a month for the visit of the Food Inspector to the FPS and meeting with the users.

The long term solutions need to address the broader lacunae in the mechanism are - unawareness among users, opaqueness, unaccountability, inaccessibility and peoples’ monitoring taking into consideration all the contexts. The short term solutions would seamlessly integrate themselves into long term solutions.

- It is imperative that an awareness campaign is unleashed in mission mode on a continuous basis. It would work better if this is decentralized and localised to suit local environment/logistics - most logistically at the district level. The mediums of print, TV and radio, ward sabha and gram sabhas are to be used extensively to build and sustain the awareness levels. It is very much required that the ‘how’ of this campaign is clearly articulated. Required budget has to be kept aside and the district incharge needs to be held responsible for the campaign. The effectiveness should be monitored by the district level Social Security Committee under the District PRIs periodically.

- Building transparency at every level, beginning from the display board at the shop level to the entire chain of food flow would make the implementation and redressal mechanism firstly inaccessible and secondly unaccountable to the users. There needs to be a greater effort put in by the government, as it is the implementer, to enhance this factor. Again, this task needs to be pinned on particular personnel, be made accountable and reviewed periodically for sustainability. The first level of transparency, the information board, needs to be designed in a practical way as to hold all information that is necessary, to be able to update continuously, displayed in such a place for the end user –> to access and use information–> to access and use grievance redressal mechanisms
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-> to access entitlements and solve grievances. The Food Inspector needs to be held responsible for this. At another level – as from the studies and project outcomes, the major grievance to have recorded being the deprivation from entitlements – the entire chain of food flow, from procurement to delivery needs to be tracked in public domain. Tracking in public domain is important as this empowers the users to demand and monitor their own programme. The NREGS, which consumes the second largest budget in welfare programme of India after PDS, tracks flow of wages on its website built around MIS. This ICT driven transparency model could be a very good example for PDS to emulate, as the Eleventh Plan had and Twelfth Plan has set aside dedicated budget for computerization of PDS in mission mode. The budget should be utilized by the state in the best way possible based on the lessons learnt in the process of contracting the issue of biometric cards. However, this has to move one step ahead of NREGS initiative and make information available to all users, not just the internet users alone. Kiosks at the Gram Panchayats are a good option to consider.

• It is the primary responsibility of the government that the grievance redressal mechanism works. It is imperative that the accountability is built from the bottom to the top, as per the job charts of the Food Inspectors to the Deputy Directors and be reviewed by the District in charge Deputy Commissioners while reviewing the progress of the schemes. This top level supervision on accountability at the low levels needs to be built in and adhered to. While the logistical difficulties of the Food Inspectors should be taken into account and work areas are to be practically distributed among the personnel, the record of visits, inspections and meetings needs to be put up in public domain and any violations have to be dealt with as per the departmental rules. Supervision links have to be established with timelines. It is also imperative that all the delivery components are brought under Sakala – the Karnataka Guarantee of Services Act, 2011.

• The grievance redressal mechanism is one form of people’s participation and is a subset of the entire PDS delivery system. A cog in the wheel – which, if not working well, will halt the entire vehicle of PDS. The concept of beneficiaries monitoring the service delivery and holding the service providers accountable through the vigilance committees is firmly established in the National Food Security Bill in Section 37. This mechanism which is already on the ground in Karnataka is also consistent with the growing worldwide movement to support social accountability initiatives in line with the ‘short-route of accountability’ theory of change expounded first by the World Development Report 2004 shown in the following diagram:
For the short route of accountability mechanism to work is that it should be independent of the providers of service delivery. By this standard, the design of the current vigilance committee is flawed as they are created by and are beholden to the service delivery providers i.e. those who need to be held accountable. If these platforms are to work to their total potential and objectives, they have to be separated from the purview of executive to function independently – so that they can monitor independently. An example that can be referred is from the NREGS - the social audit component is carved away from the implementation machinery, as a separate independent entity under the law – Social Audit Society. This has proved itself in Andhra Pradesh and is being replicated across the country. Vigilance Committees can double up as Social Audit Committees at the FPS/GP level and can:

1. Conduct the Social Audit of PDS.
2. Create awareness.
3. Record grievances and monitor their progress at that level.

This independent platform should feed the executive machinery for corrective actions. The responsibility of making them work needs to be fixed; the roles, powers and responsibilities clearly defined, members trained to perform their functions and discharge their duties. Though the outlines are laid in the bill, it needs detailing. ICT can kick in here to strengthen the Vigilance Committee functioning – by tracking the decisions in public domain, ala NREGS website.

Another long term option to overcome the deficiencies explained above could be to try in a small pilot the cash transfer scheme in PDS – if the people/families are open to the idea and test its social, political and economic implications. Some of the advantages of cash transfer scheme are that the impact on income distribution is progressive; the risk of large exclusion errors is eliminated; the scope for corruption and fraud are diminished; and operational costs are slashed. Though it has been effectively and
efficiently adopted in Mexico and Brazil which are considered as one of the very few large scale anti-poverty programmes according to a number of mega evaluations and are now spreading like a wild fire across the world (Hanlon et. al., Just give money to the poor: the development revolution from the global south), it could be tested in the Indian context taking into all circumstances.
Background of the PDS

The history of PDS dates back to the time before the First Five Year Plan but it did not focus on universal coverage as it was mainly for price stability and availability of food grains in urban areas and some deficit areas. The focus of the PDS hence remained somewhat unchanged till the Sixth Five Year Plan. It was during the Eighth Five Year Plan that the focus shifted on targeting poor people and excluding those from better off economic backgrounds. From June 1997, the government launched the Targeted Public Distribution System (TPDS). According to the TPDS, the government started making more efforts to cater to the needs of the marginalized sections of society like the rural poor, tribals etc. The government thus initiated the increase in the number of PDS Shops or Fair Price Shops and increased the number of ration cards. It is the responsibility of the state government to identify the poor and ensure that they are getting the benefits of the PDS. State-wise Below Poverty Line (BPL) quota is fixed on the basis of the adjusted poverty share determined by the Planning Commission based on official poverty lines in 1993-94, adjusted for growth in population in the interim.

Union–State Coordination

Under the PDS, the Central Government has assumed responsibility for procurement and supply of essential commodities such as wheat, rice, levy sugar, imported edible oils and kerosene to the State Governments and the Union Territories for distribution at almost uniform and affordable prices to the public. These commodities are made available at fixed Central Issue Prices (CIP) which is determined by the Central Government. They lift these commodities from the Central Godowns/mills and distribute them to the consumers through a network of Fair Price Shops (FPS). Some States/UTs also distribute additional items of daily use through the PDS outlets (GOI Dept. of Public Distribution 2012).

Karnataka Perspective

The State of Karnataka is the 6th largest State in India. 62 percent of income of the
State is derived from Agriculture. Karnataka is the 9th largest State population-wise and comprises of 30 districts. Karnataka has tried to implement computerization model on pilot basis in different parts of the State to make PDS effective and transparent. The state also started the unit system instead of family norms for distribution of specific food articles.

The objectives of the Public Distribution System are

- To protect the low income groups by guaranteeing them the supply of certain minimum quantities of food grains at affordable price.
- Ensuring equitable distribution.
- Controlling the price rise of Essential Commodities in the open market.

Allotment of Grain, Sugar and Kerosene

The quantity of supplies to any fair price shop in rural areas is determined and allocated by the Zilla Panchayat CEO at the district level, and the Tahsildar/Taluk Panchayat at the taluk level. Quantities per card holder and prices are as follows (Table A1):

<table>
<thead>
<tr>
<th>Category</th>
<th>Rice Qty</th>
<th>Rate</th>
<th>Wheat Qty</th>
<th>Rate</th>
<th>Sugar Qty</th>
<th>Rate</th>
<th>Kerosene Qty</th>
<th>Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>AAY</td>
<td>29 kg</td>
<td>Rs.3</td>
<td>6 kg</td>
<td>Rs.2</td>
<td>1 kg</td>
<td>Rs.13.50</td>
<td>3 litres</td>
<td>Rs.9.30</td>
</tr>
<tr>
<td>BPL</td>
<td>4 kg/person (max.20kg)</td>
<td>Rs.3</td>
<td>1 kg/person (max.3kg)</td>
<td>Rs.3</td>
<td>1 kg</td>
<td>Rs.13.50</td>
<td>litres</td>
<td>- 10.10</td>
</tr>
</tbody>
</table>

**Delivery Process**

At the wholesale level, the food grain and sugar distribution/delivery system comprises 164 wholesale godowns maintained by Karnataka Food & Civil Supplies Corporation and 102 wholesale godowns maintained by co-operatives. For kerosene, there are six held by Karnataka Food & Civil Supplies Corporation, seven held by co-operative institutions and 334 by individuals.

At the retail level, there are 20,301 fair price shops. The delivery system operates through three players. One is the Food & Civil Supplies Department that controls around 200 fair price shops. The second is co-operatives that control around 8901 fair price shops. The third and largest is fair price shops run by private individuals that account for around 11,289 shops. For retail kerosene, Food & Civil Supplies Department controls 74 outlets, co-operatives run 4,245 and individuals have 21,031 shops.
Display of Information

At the state-level, the citizens’ charter and other information is published and distributed to all players. The charter is made available and accessible to all levels in the system. The changes in allotment are published regularly in newspapers and notified in Gram Panchayats. The Central Government makes grants to the State Government for printing and distributing consumer literature. The District administration is in charge of these activities along with local elected representatives. District Consumer Information Centres have been set up in each district and are run by Zilla Panchayats. At the wholesale level, the private wholesaler is required to indicate the trucks used for PDS by painting them yellow. At the fair price shop, the following information is to be displayed:

1. Name of the shop, shopkeeper and license number.
2. Timings of shop,
3. Stock levels at shop (allotment for the month separately for BPL and APL).
4. Prices of goods.
5. Holidays (Tuesdays).
6. Entitlement of essentials per cardholder.
7. Sample food grains in plastic sacks.
8. Helpline number.
9. Vigilance Committee members and their addresses.
11. Displaying hikes and changes in allotment
12. Person to contact in case of any problem and his/her address/telephone number.

All materials for display are provided by the department.

Government of India allots rice, wheat, sugar and kerosene to Government of Karnataka every month. The allotment is based on the number of ration cards. Essential Commodities are distributed through Fair Price Shops to ensure that the basic food requirement of the population is met on the one hand and food security to the poor on the other. Food grains are issued to the poor and vulnerable sections of the society at affordable prices.

The criteria followed in Karnataka to identify poor was the annual income of Rs. 17,000 in urban areas and Rs. 12,000 in rural areas which amounts to about Rs. 46.60 per family/Rs. 11.65 per person per day in urban areas and Rs. 32.90 per family/Rs. 8.20 per person per day in rural areas.
A Study of the Effectiveness of its Monitoring Mechanisms

However, in a bid to prevent well-off families from getting the BPL ration cards, recently, the Food and Civil Supplies Minister, Karnataka, D N Jeevraj told reporters (Deccan Herald-August 24, 2012) that the department has listed out 15 categories of families which are not entitled for BPL cards. They include those with a two-wheeler with 100 CC capacity, a government employee, an income-tax payer and those having three hectares of dry land. “Any family, which doesn’t fall under the 15 categories, will be eligible for holding a BPL card” he stated. He further added that the hitherto followed system of issuing BPL cards based on income limit – Rs 17,000 per annum in urban areas and Rs 12,000 per annum in rural areas - was highly impractical.

**Above Poverty Line Category (APL)**

No PDS food grains are given to the people belonging to APL category in Karnataka. As per the Government policy, food grains will be distributed to the APL ration card holders after meeting the requirement of BPL and Extra BPL (EBPL) card holders.

**Extra BPL (EBPL)**

There are about 47.08 lakh excess BPL cards in the state of Karnataka, against the limit fixed by the Central Government i.e. 31.29 lakhs. Karnataka Government has classified these excess cards under the new category called Extra BPL (EBPL). They are getting the same benefits as BPL beneficiaries. At present, there are 78.37 lakh BPL card holders in the State. In order to meet the needs of the increased number of families under BPL and EBPL category, the State Govt. has stopped the distribution of food grains to APL ration card holders. The State utilizes the allocated APL quota to feed EBPL category.

**Unit System**

Instead of the family norms system for distribution of the food grains, Karnataka government has adopted the ‘unit system’. Member of the family above the age of 10 years is treated as one unit. 4 kg of food grains is supplied per person (per unit). Monthly maximum food grains entitled for one family per month is pegged at 20 kg.

**Temporary Card Scheme for BPL**

Under the scheme, any person who applies for BPL card in a NEMMADI Centre will be given a temporary card without verification. Verification is done later. While the intention was good, this system was abused and innumerable cards were distributed without verification. The Lokayukta report of 2011 puts the number of excess cards in the state to the number of families at 40 lakh.
**Annexure 2:**

Details of CSOs that Participated in the Field Survey

<table>
<thead>
<tr>
<th>District</th>
<th>Name and address of the organization</th>
<th>Contact person &amp; number</th>
<th>Email</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tumkur</td>
<td>GRAMA, &quot;Chethana&quot;, II Cross, V P Extension, Chitradurga – 577 501</td>
<td>T N Sunil Kumar 08194 – 31539/9590588883</td>
<td><a href="mailto:gramaindia@yahoo.co.in">gramaindia@yahoo.co.in</a></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td><a href="mailto:gramahrd@gmail.com">gramahrd@gmail.com</a></td>
</tr>
<tr>
<td>Koppal</td>
<td>Sarvodaya Integrated Rural Development Society, B.S.N.I. Colony, Opp. Teacher’s Colony, Kinnaul Road, Koppal - 583 231.</td>
<td>Nagaraj Desai 9448263019</td>
<td><a href="mailto:sirds1994@gmail.com">sirds1994@gmail.com</a></td>
</tr>
<tr>
<td>Yadgir</td>
<td>Hyderabad Karnataka Centre For Advanced Learning, Gulbarga, R.O. Bangalore</td>
<td>Smt. Aparna Kolla, Secretary, 9448333550; 9449027801</td>
<td><a href="mailto:hkcgib1966@rediffmail.com">hkcgib1966@rediffmail.com</a></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td><a href="mailto:hkcgib1966@gmail.com">hkcgib1966@gmail.com</a></td>
</tr>
<tr>
<td>Bellary</td>
<td>Hyderabad Karnataka Centre For Advanced Learning, Gulbarga, R.O. Bangalore</td>
<td>Smt. Aparna Kolla, Secretary, 9448333550; 9449027801</td>
<td><a href="mailto:hkcgib1966@rediffmail.com">hkcgib1966@rediffmail.com</a></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td><a href="mailto:hkcgib1966@gmail.com">hkcgib1966@gmail.com</a></td>
</tr>
<tr>
<td>Dharwad</td>
<td>Netaji Integrated Rural Development Society, Mudalgi 591312, Gokak Taluk, Belgaum District</td>
<td>Iranna S Konnur Mob: 9886830962</td>
<td><a href="mailto:netajiird@gmail.com">netajiird@gmail.com</a>,</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td><a href="mailto:nirds.mud@gmail.com">nirds.mud@gmail.com</a></td>
</tr>
<tr>
<td>Bagalkot</td>
<td>Netaji Integrated Rural Development Society, Mudalgi 591312, Gokak Taluk, Belgaum District</td>
<td>Iranna S Konnur Mob: 9886830962</td>
<td><a href="mailto:netajiird@gmail.com">netajiird@gmail.com</a>,</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td><a href="mailto:nirds.mud@gmail.com">nirds.mud@gmail.com</a></td>
</tr>
<tr>
<td>Udupi</td>
<td>Nagarika Seva Samiti Guruvayurankere – 574214 Belthangdi, Mangalore</td>
<td>K Somnath Nayak / Rajiv Salian 08256 232019 / 228429</td>
<td><a href="mailto:nagarikaseva@gmail.com">nagarikaseva@gmail.com</a></td>
</tr>
<tr>
<td>Kodagu</td>
<td>Coorg Organisation for Rural Development (CORD) a#4-312, 4th Block, Kushlanagar – 571234 Kodagu District</td>
<td>Roy David 9448476091 08276 274091</td>
<td><a href="mailto:yrsroydavid@gmail.com">yrsroydavid@gmail.com</a></td>
</tr>
<tr>
<td>Chamara nagar</td>
<td>Coorg Organisation for Rural Development (CORD) a#4-312, 4th Block, Kushlanagar – 571234 Kodagu District</td>
<td>Roy David 9448476091 08276 274091</td>
<td><a href="mailto:yrsroydavid@gmail.com">yrsroydavid@gmail.com</a></td>
</tr>
<tr>
<td>Bangalore Urban</td>
<td>Paraspura Trust, No. 17/2, 2nd floor 7th cross, Bandappa Road, Yeshwanthpura, Bengaluru - 560 022</td>
<td>K. Sudha 9035761516</td>
<td><a href="mailto:cfarborg@gmail.com">cfarborg@gmail.com</a></td>
</tr>
<tr>
<td>Bangalore Rural</td>
<td>Paraspura Trust, No. 17/2, 2nd floor 7th cross, Bandappa Road, Yeshwanthpura, Bengaluru - 560 022</td>
<td>KC Venkatesh 9880842507</td>
<td><a href="mailto:paraspura2001@yahoo.com">paraspura2001@yahoo.com</a></td>
</tr>
<tr>
<td>Mysore</td>
<td>SVYM, Sargur, HD Kote (T), Mysore (dist.)</td>
<td>Chethankumar 8147199902</td>
<td><a href="mailto:mchethankumar86@gmail.com">mchethankumar86@gmail.com</a></td>
</tr>
<tr>
<td>Raichur</td>
<td>NJMO, H.No- 1-9-51/1-8, Opp. Nurbagh foundation Hall, Azad Nagar, Station Road, Raichur- 584101 / Prerana, Tank Bund Road, Raichur-584101</td>
<td>Abhay 9845371493</td>
<td><a href="mailto:rkabhay@yahoo.co.in">rkabhay@yahoo.co.in</a></td>
</tr>
<tr>
<td>Belgaum</td>
<td>Rural Welfare Trust Santibastwad, Gramdeep Post Box No: 8, BELGAUM – 590 001. Karnataka, India.</td>
<td>Geo D’ Silva 9448274333 9740958960</td>
<td><a href="mailto:ruwettbgm@gmail.com">ruwettbgm@gmail.com</a></td>
</tr>
<tr>
<td>Davangere</td>
<td>Spoonthy, No.1463/31, 6th B Cross, Sanjeevini Nagar, II Stage, Shivakumarswamy Badawane, Davangere -577005</td>
<td>Roopa Naik 9448976910</td>
<td><a href="mailto:spoonyhnl@gmail.com">spoonyhnl@gmail.com</a></td>
</tr>
</tbody>
</table>
A Life and Its Lessons: Memoirs
Samuel Paul

Samuel Paul, well-known scholar, institution-builder and social activist, tells his life story and distills the lessons of experience learnt from a wide range of institutions, both national and international, with which he was associated. In a long and distinguished career, he has been the Director of the Indian Institute of Management, Ahmedabad, adviser to the United Nations, ILO and the World Bank, founder and first chairperson of Public Affairs Centre, Bangalore, author of “citizen report cards” and other pioneering tools of social accountability. His reflections on the success and sustainability of institutions offer important insights of relevance to practitioners, scholars and students alike. The story is told in a lucid style, with candour, wit and sensitivity to the great social challenges of our time.

Improving Governance the Participatory Way
Meena Nair • K. Prabhakar • Prarthana Rao • Poornima G.R.

This publication records the implementation of a successful initiative by Public Affairs Centre (PAC), in partnership with grassroot organizations like Centre for Advocacy and Research (CFAR), Society for People’s Action for development (SPAD), and Association for Promoting Social Action (APSA) in creating an effective participatory citizen-provider engagement model which helped improve the quality of service delivery in selected Maternity Homes run by the Bruhat Bengaluru Mahanagara Palike (BBMP or Greater Bangalore Municipal Corporation).

The initiative which began in the form of a study of the quality of services in these Maternity Homes by using well known Social Accountability Tools such as Citizen Report Cards (CRC), Budget Analysis and Community Score Cards (CSC), led to the formation of Maternity Home Monitoring Committees (MHMCs) in the catchment areas of three Maternity Homes. Phase II of the project attempts to replicate the model in more Maternity Homes and Referral Hospitals along with budget advocacy on better implementation of incentive schemes.

Contribution of the Urban Poor – A Pilot Study from Chennai and Bengaluru, India
Kala Seetharam Sreedhar • A. Venugopala Reddy

Policy makers view the urban poor as a burden on public services and infrastructure. Here, we report evidence for their contribution to the city economy in Bengaluru and Chennai. We gather the data through large primary surveys of poor households and informal enterprises in low income areas of each of the two cities. In both Bengaluru and Chennai we find that, gender, and the salary status of the respondent have a significant impact on their income. Overall, we find that Bengaluru’s slums which contain about 9-11 percent of the city’s population, contribute anywhere from 3 percent to 3.5 percent of the city’s economy. In Chennai, slums which contain 19 percent of the city’s population, contribute to 14 percent of the city’s economy. We summarize several reasons for the different findings across the two Indian cities.
Citizen Voices in Environmental Governance – Proceedings of the Colloquium organised by the Environmental Governance Group, PAC

Bolstered by the ‘s experience with harvesting citizen opinion through Climate Change Score Cards in the Gulf of Mannar, and representing these to those in governance through a series of structured meetings, PAC has been encouraged to share this experience and locate it within other similar efforts in the context of this Colloquium. This brief meeting evoked a lot of interest from a wide range of actors in this sector and provided the much-needed kick-start to formalize spaces within policy formulation procedures for citizen voice and expression. More important, it created the common ground among diverse stakeholders and practitioners to take forward a few of these ideas to fruition.

Citizens Fighting Corruption – Results and Lessons of an Innovative Pilot Programme in India

Vinay Bhargava, Indira Sandilya Alexander Varghese Harish Poovaiah (for CASG Team)

The Citizens Against Corruption (CAC) project on which this report is based is an innovative pilot project started in 2009 with support from the Department for International Development, UK through its global Governance and Transparency Fund. CAC is implemented in South Asia by a partnership of the Public Affairs Centre (PAC), Bangalore, India and the Partnership for Transparency Fund (PTF) – a US-based international NGO committed to helping citizens fight corruption.

This report shows that there is hope in curbing corruption. It presents efforts and results achieved by 14 grassroots Non-Government Organizations (NGOs) spanning four diverse states in India (Odisha, Karnataka, Rajasthan and Uttarkhand) in helping citizens engage to produce positive results to reduce corruption and improve service delivery.

The real heroes in the stories presented in this report are the citizen volunteers and the progressive public officials who worked hard and selflessly to make a difference in the lives of real people living in remote and poor areas.

A Green Manifesto for Environmental Governance – A people-centred tool and approach

PAC Environmental Governance Group

Environmental Governance Group (EnGG) believes that integrating the concerns of the common person in an organic fashion through ‘Community-centred Governance’ is the best way to address the issues arising from the impact of climate change.

In the backdrop of the legislative elections in the southern Indian state of Tamil Nadu, Public Affairs Centre initiated the process of developing a Green Manifesto for Tamil Nadu.

Following a chain of consultations with various stakeholders, a Green Manifesto was drafted and released simultaneously in various parts of the state, including Chennai, Ramanathapuram, Thoothukudi, Salem and other districts. The process is amply described in this publication.
A Study of the Effectiveness of its Monitoring Mechanisms

Some PAC Publications

4. Citizen’s Audit of Public Services in Rural Tamil Nadu (Catalyst Trust, Public Affairs Centre), 2001.

30. Study of Sarva Shiksha Abhiyan Initiatives on Universalisation of Elementary Education in Karnataka with Special Reference to Concerns of Gender and Equity (Sita Sekhar, Meena Nair, K. Prabhakar, Prarthana Rao), 2009.


33. Towards a Vibrant Knowledge Society: A Stakeholder Audit of the Karnataka Jnana Aayoga (Shweta Gaur, Nivedita Kashyap, Meena Nair, R. Suresh), 2011.


35. Citizen Monitoring and Audit of PMGSY Roads: Pilot Phase II (Public Affairs Centre), 2012.


40. Social Audit of Public Service Delivery in Karnataka (M. Vivekananda, Dr. S. Sreedharan, Malavika Belavangala), 2012.

41. Transforming Karnataka into a Vibrant Knowledge Society (Satyajeet Nanda, Nivedita Kashyap, Meena Nair, R. Suresh), 2013.


44. The Paradox of India’s North-South Divide – Lessons from the States and the Regions (Samuel Paul, Kala Seetharam Sridhar), 2013.


**PAC Books by other Publishers**

1. **Holding the State to Account: Citizen Monitoring in Action** (Samuel Paul), Books for Change: 2002.


A Study of the Effectiveness of its Monitoring Mechanisms
PAC implemented a project to empower citizens to access entitlements under PDS in four districts of Karnataka from 2008 with its four network partners. While implementing the project, the PDS system was found wanting in addressing deficiencies such as eligible families not getting the cards and families with cards not getting the right quantity and quality of ration in right time for long periods of time. This brought about the question of effectiveness of four monitoring mechanisms (grievance redress mechanisms) that existed in the system. Hence this study, PDS in Karnataka - Effectiveness of Monitoring Mechanisms using the CRC tool.

The exercise was carried out in 15 districts with network partners. While scrutinising the situation the exercise also created awareness about the mechanisms in scale. The evidence generated with over 7,500 stakeholders was validated with them for accuracy. The conclusions and recommendations were presented to the Minister of State and to the Commissioner of Food, Civil Supplies & Consumer Affairs on 22nd October 2013 and 27th January 2014 respectively.