

Ad-hoc Study No. 52

Working of Public Distribution System  
in  
Interior Areas of Backward Districts  
of  
Madhya Pradesh

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## CHAPTER- I

### INTRODUCTION

According to the latest estimate India's population stands at 730 million and nearly 40 per cent of this is living below poverty line. The small farmers, marginal farmers and agricultural labourers form the hard core of this weaker section. The diet of these people is imbalanced and it does not contain the protective food and nutrients in sufficient quantities. Wheat and rice are the two cereals widely consumed and after the green revolution the country has become self-sufficient in wheat but not in rice. To protect the interests of the vulnerable sections of the society from the spurt in price <sup>food</sup> food scarcity and the imbalance between the demand and supply, an approach <sup>popularly</sup> popularly known as public distribution system was evolved to maintain the supply of grains at controlled prices to the weaker sections of the society.

The public distribution system(hereafter termed as PDS) in India was introduced with the passing of Essential Commodities Act in 1955 to ensure the supply of the essential commodities. The act continued with certain amendments before the announcement and implementation of PDS. The National Development Council in March, 1978, recommended and emphasised on the minimum needs programme and therefore, a scheme for strengthening and expanding the PDS was enforced in July, 1979, to provide essential commodities to the poor people at reasonable prices. This scheme laid emphasis on - (i) to increase production of essential commodities, (ii) to expand the areas under PDS to cover the rural population adequately (iii) to strengthen the system through economically feasible units (iv) to store buffer stocks through public corporations and (v) to form vigilance committees to supervise and check the distribution system and to maintain the coordination and

participation of the states and the centre. Under the system specific provisions were made to make the commodities available through the Fair Price Shops (FPS) in the backward and the interior areas to the ~~poor~~ sections of the society round the year to protect them from hardships and exploitation.

Thus the PDS was in operation for a long <sup>time</sup> / In different forms. The Directorate of Economics and Statistics, Ministry of Agriculture, Govt. of India directed this Centre to conduct a study on the working of PDS in the interior areas of the backward districts of Madhya Pradesh.

#### 1.2 Objectives of the Study

It was decided to undertake the study with the following objectives :-

- 1) To examine the administrative set-up and the arrangements made for the execution and supervision of the system at the state, district, tehsil and grampanchayat levels.
- 2) To examine the procedure for allocation of foodgrains to various districts in Madhya Pradesh.
- 3) To study the efficiency of the operation of the PDS in terms of regularity and adequacy of supplies, the quality of the commodities distributed and the frequency and efficiency of checks by the civil supplies authorities.
- 4) To examine the extent to which the system effectively covered the weaker sections of the society in the interior areas of backward districts.
- 5) To identify the constraints or problems in the working of the PDS and to ascertain the reactions of the government officials, private traders or managers of fair price shops and consumers about the PDS.

- 6) To suggest measures for possible improvements in the Public Distribution System in the interior areas of backward districts in Madhya Pradesh.

### 1.3 Methodology and Sample

The state government has classified 12 districts as backward-cum-tribal districts. These districts are largely populated by the tribesmen and are full of forest-clad-hilly-terrains. These districts also have interior areas which are not easily approachable and generally remain inaccessible during the rains. State government made specific provisions to allocate the commodities, particularly wheat and rice, for distribution in the interior areas of these districts. Among these districts, Shahdol and Surguja districts returned with the larger per capita distribution of food grains (wheat and rice). Therefore, both Surguja and Shahdol districts were selected for the present study. In Shahdol district, Pushparajgarh tehsil and in Surguja district Kusmi tehsil were selected as these tehsils were backward-most and also possessed larger interior and inaccessible areas than other tehsils of the districts. It was further decided to study five FPS from each tehsil and 10 cardholders from each FPS.

Cooperatives owned FPS in larger numbers. Therefore, out of the 5 selected FPS, 3 belonged to the cooperatives and 2 to private persons. FPS selected from Pushparajgarh tehsil included Bildongri, Bhejari and Lilatola under cooperatives and Poni and Jarhi under private persons. In Kusmi tehsil FPS owned by cooperatives were Bharatpur, Gajadharpur and Gamardihi and the private owned included Karondha and Umco.

Sample households were selected from the village in which the FPS was located. Since wheat and rice<sup>were</sup> distributed to the

landless poor households, marginal farmers and small farmers, 10 households belonging to these categories were selected. The sample households included 13 landless labour households, 24 marginal farmers and 63 small farmers. According to the social classification the sample included 57 households from scheduled tribes, 16 from scheduled castes, 25 from the backward castes and 2 households from other castes.

Prime emphasis was laid on the distribution of foodgrains particularly, wheat and rice to the weaker sections, therefore, these two commodities were taken up to study the supplies and distribution.

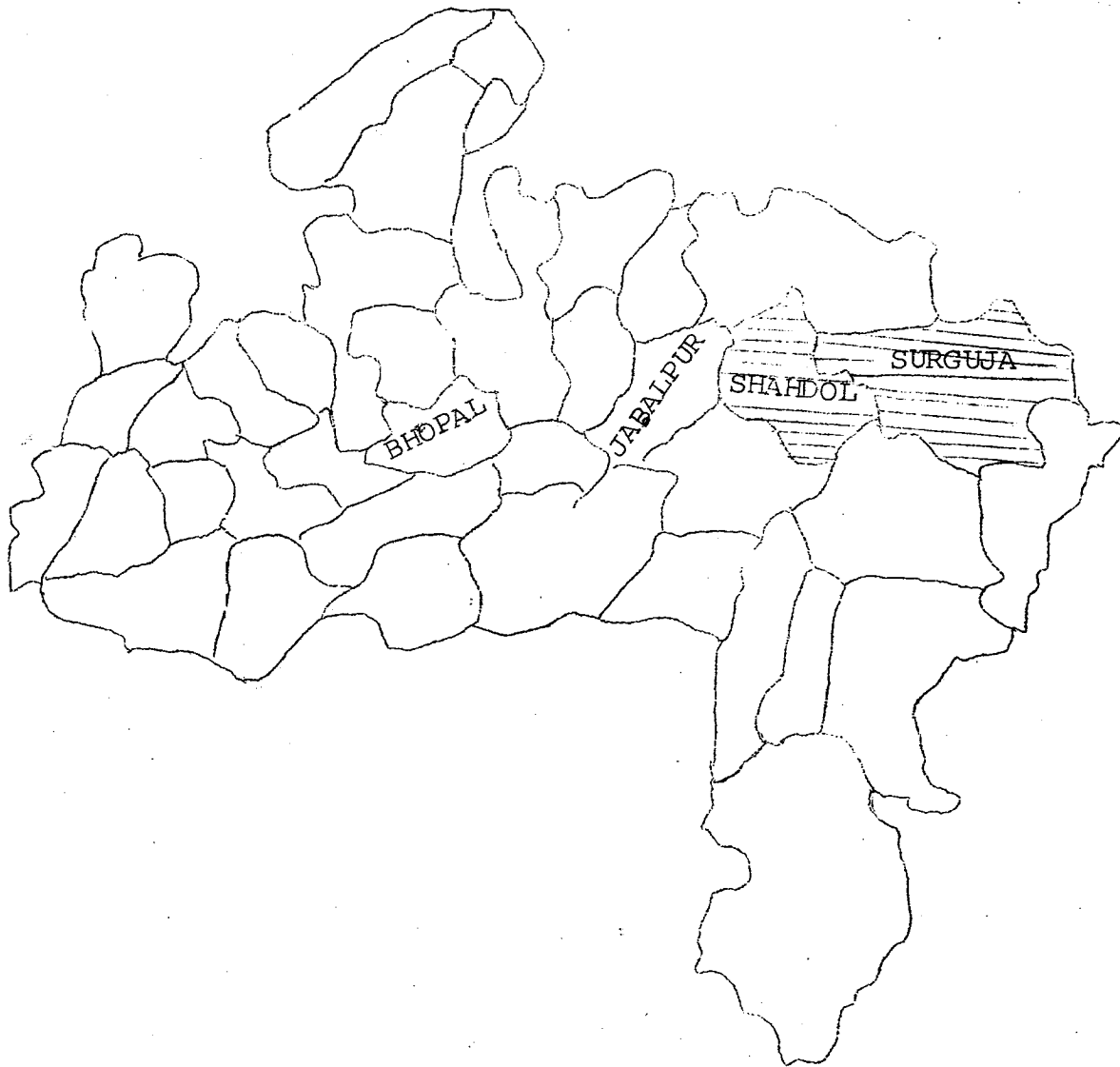
Both primary and secondary data were collected. Primary data were collected from the selected households and the secondary data from the concerned offices located at different levels, such as, Directorate of Civil supplies and offices of Senior Regional Manager, F.C.I. Bhopal, District Food and Civil Supplies Officer Shahdol and Surguja districts, permit issuing offices and FCI depots serving the selected tehsils and cooperative societies and the selected FPS.

Besides, discussion and group interviews were held to solicit information on different aspects of PDS from the officers and other concerned persons. Observation notes were prepared to supplement the quantitative data.

The year 1984-85 (April to March) was taken as reference year and data were collected in 3 rounds during the latter half of 1985.

Data were analysed by applying simple statistical methods to present <sup>these</sup> in tabular form.

MAP OF  
MADHYA PRADESH  
(Showing selected Districts)





Chapter II gives the idea about the procedural aspects of working of PDS in M.P. with reference to the administrative set-up created at different levels and allotment and distribution among the different districts. Background of sample districts is given in Chapter III and the succeeding chapter-IV highlights the working of PDS in the two sample districts. The Vth chapter presents the facts about the working sample FPS and the difficulties faced by them. Chapters VI and VII give the profile of sample households, their participation in PDS and the factors conditioning their participation in the PDS. The last (VIII) chapter provides glimpses of the different chapters and issues raised for the improvement in PDS so as to make it more useful in the near future.

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## C H A P T E R - II

### PUBLIC DISTRIBUTION SYSTEM IN MADHYA PRADESH

#### 2.1 Introduction

PDS is an old concept and we find its origin under the Defence of India Act, 1939, which contained certain provisions to control production, supply and distribution of some specified commodities. Another ordinance known as Essential Supplies Act was enacted in 1946. The statutory rationing in India was first introduced in Madras in the year 1952. In Madhya Pradesh, the then Central Provinces, it was implemented in the form of Fair Price Shops. Second Essential Commodities Act was passed in the year 1955 and it continued to operate till the present PDS was introduced on the recommendations of the National Development Council vide its meeting in March, 1978. The council, inter-alia, laid emphasis on the minimum needs programme and stated that the PDS supplying essential articles of mass consumption should be amended and strengthened suitably without any delay. A similar scheme for strengthening the PDS was enforced from July, 1979. This scheme was modified from time to time to streamline it by enacting measures for checking and supervision of procurement, storage, supply and distribution of the essential commodities so as to maintain the quality and regular distribution of commodities among the weaker sections.

#### 2.2 Objectives of PDS

The main objective of the PDS is to procure the commodities from the producers and provide the same to the consumers, particularly the weaker sections at reasonable prices. Thus, the PDS has two main functions, namely, the procurement and the distribution of the commodities. It involves arrangements for procurement, quality control, storage, transportation and finally the distribution through

the fair price shops. It is done with certain checks and under supervision at different levels to maintain the quality and efficiency.

The tasks of the PDS are carried out mainly by the Food Corporation of India and the Department of Food and Civil Supplies which have organised themselves at different levels to keep pace with the requirements and distribution of the commodities to the public.

## 2.3 Food Corporation of India

### 2.3.1 Administrative Set-up

Food Corporation of India (FCI) is an autonomous Govt. of India Undertaking. It is a sole agency to supply the commodities including food grains and sugar to the FPS in the state. At the national level it is headed by a manager and for its smooth functioning, the entire country is divided into four zones headed by a zonal manager each. The zones are : (i) North zone (ii) South zone (iii) East zone and (iv) West zone. Each zone is covering more than one state.

In each state there is a Senior Regional Manager to manage the activities of the FCI. He is assisted by the Deputy Regional Managers in-charge of different wings including quality control, storage, commercial and procurement. Further, each state is divided into FCI districts which consist of more than one revenue district. Each FCI district is controlled by the District Manager. For each of the Revenue Districts there is an Assistant Manager to arrange for the supply and distribution of commodities to the various FCI depots in the district. These depots are managed by the Depot Managers and their cadres and pay scales depend on the capacity of the depot.

Procurement of commodities is also done by the FCI like other procurement agencies in accordance with the rules framed by the Central Govt. from time to time. But finally the entire procurement of commodities is transferred to the FCI in the national pool of the essential commodities.

#### 2.3.2 Set up of FCI in M.P.

Madhya Pradesh comes under the West Zone of FCI. The Regional office of FCI for the state is located at Bhopal. Senior Regional Manager is the incharge of this office and he manages the entire FCI work in the state. He is assisted in his work by the Deputy Regional Managers incharge of different branches including procurement, quality control, storage, movements and commercial branch. The FCI has divided the state of M.P. into 7 FCI districts, namely, Bhopal, Gwalior, Indore, Jabalpur, Satna, Raipur and Bilaspur. Each of the FCI districts is covering more than 4 Revenue Districts. District Manager is the head of this office and he is helped by the five Assistant Managers incharge of accounts, establishment, storage, movement and quality control. The quality control branch is further divided into three sections including laboratory, technical and chemical sections.

Every Revenue District in the state is provided with the post of the Assistant Manager to manage the procurement, storage, movements and the supply of commodities to the fair price shops in the district. FCI is having its depots in each district which are managed by the Depot Managers who issue the commodities to the FPS. Both Surguja and Shahdol districts come under the Bilaspur FCI district.

#### 2.4 Food and Civil Supplies Department

There is a separate Ministry of Food & Civil Supplies headed by a cabinet minister in M.P. Like other states, there

is a separate department of food and civil supplies in this state. It has its separate Directorate to regulate the working of the PDS in the state. Main functions of the Directorate are to manage procurement and distribution of the essential commodities in the rural and urban areas.

#### 2.4.1 Administrative Set-up

The Directorate of Food and Civil Supplies is headed by a Director and he is assisted by one Joint Director, 2 Deputy Directors and 7 Assistant Directors. At the district level, there is a food and civil supplies officer and for his help he has one Assistant Food and Civil Supplies Officer and one Inspector. There are food and civil supplies inspectors and assistant food and civil supplies inspectors posted at different places in the districts for the checking and supervision of the procurement, supply and the distribution of essential commodities.

#### 2.4.2 Functions of Food and Civil Supplies Department

The main objective of the Food and Civil Supplies Department is to provide the essential commodities to the consumers both in rural and urban areas at reasonable prices. At the same time it also helps the farmers in getting fair prices for their commodities. These objectives involve the following functions:-

- (1) To put up demand and obtain allotment of essential commodities every month from the central pool of the Govt. of India.
- (2) Allotment of essential commodities particularly the foodgrains and sugar to the districts every month.
- (3) Supervision and checking of the supply and the distribution of essential commodities.

- (4) To sanction the <sup>commodities to the</sup> Fair Price shops as per the prescribed norms for the distribution of commodities.
- (5) To check the quality of the commodity to be distributed through the FPS.
- (6) To help in the procurement of the commodities at fair prices from the producers.
- (7) To keep watch against the hoarding of essential commodities in the open market.
- (8) To conduct raids against the hoarders and to do the surprise checking of the distribution centres to see whether the commodities are distributed properly at the reasonable prices.
- (9) To inform the Govt. if the commodities are in short supply and are causing concern regarding availability in the market.
- (10) To keep a watch on the supply and demand of the <sup>commodities</sup> of general requirements particularly the food grains, sugar, kerosene oil, edible oils, controlled cloth, cement, diesel and petrol.

#### 2.4.3 Quality Control

Every procurement agency has its separate quality control staff to purchase the commodities of prescribed standards. FCI has got its well established quality control staff and <sup>laboratories</sup> at the district managers head-quarters.

Central Government has its own quality control department and it examines all the commodities procured by the different procurement agencies for the central pool. Before the commodities are transferred to the central pool they are checked by the staff

of quality control department of Govt. of India. The Commodity found as per the prescribed standards only is transferred to the central pool under the charge of FCI.

#### 2.4.4 Procurement (Wheat and Rice)

There are three different procurement agencies for wheat and rice in M.P. They are, Food Corporation of India (FCI), State Commodity Trading Corporation (SCTC) and Apex Marketing Federation. State government has allotted districts to these agencies for the procurement of wheat and rice. FCI has been allotted 23 districts for rice and 19 districts for wheat procurement. It is procuring both wheat and rice from 16 districts, rice only from 7 districts and wheat only <sup>and wheat only from 3 districts.</sup> Thus it is covering 26 out of 45 districts of the state. Remaining districts have been allotted to the SCTC and Marketing Federation. These agencies work as per the policies decided every year for the procurement of wheat and rice.

These agencies enter the markets and mandis and establish their procurement centres for farmers on the support prices declared by the Govt. of India.

#### 2.4.5 Storage

FCI is dependent for warehousing facilities on other agencies. In M.P. these facilities are mainly owned by the Central Warehousing Corporation (CWC) and State Warehousing Corporation (SWC). These corporations have built warehouses at different places in every district but the facilities <sup>do</sup> not keep pace with the demand of storage of the FCI and it has also hired private buildings at certain places. All the storages used by the FCI are called FCI depots but the FCI pays rent to the owners of the warehouses including warehousing corporation and the private owners.

#### 2.4.6 Allotment to Fair Price Shops

Formerly the Fair Price Shops (FPS) were owned by the private individuals who committed all sorts of irregularities and caused difficulties to both, the government and the consumers. With a view to serve the consumers in an earnest manner the Govt. of M.P. adopted a new public distribution plan named as "M.P. Food and Civil Supplies Scheme 1981" and it was made effective from 20.3.1981. The private FPS holders appealed to the M.P. High Court and then the Supreme Court. In september 1981 the Supreme Court gave its verdict in favour of the Govt. of M.P. Thus this new scheme became operative from September, 1981.

It was envisaged in the new scheme that every grampanchayat should have atleast one FPS and the efforts should be made that a consumer need not be required to walk more than 5 km. to make purchases from the FPS. It should be an endeavour to allot the FPS to the cooperatives to the maximum possible extent. Others should be considered when the cooperatives showed their inability to do so. The Government laid down norms for sanctioning the FPS in order of the following preferences.

- (1) Cooperative Societies
- (2) Educated unemployed persons
- (3) Dependents of Ex-servicemen
- (4) Freedom fighters and their dependents
- (5) Scheduled castes and Scheduled Tribes men
- (6) Other individuals.

Cooperative Societies were given the prime importance and were allotted maximum number of FPS. For this purpose the lead Cooperative Societies or Large Multipurpose Societies were created and each of them was given a <sup>share</sup> capital of Rs.50,000 by the



cooperative department. The primary societies which run the FPS were also allowed a share capital between Rs.5,000 to Rs.10,000. The lead societies lifted the commodities from the issuing agencies and delivered the same to the primary societies. To protect against the losses, the commission to the cooperatives was enhanced by one rupee from 19.11.81 and the primary societies were allowed Rs.3.00 as commission per quintal on food grains. Lead Society was given one rupee per quintal as an extra commission.

As per the procedure, the concerned grampanchayat should pass a resolution to have a FPS and should recommend the FPS holder which should preferably be a cooperative society. If it is not the cooperative society then it should mention the name of the person who should be from the categories cited by the government in order of preference. On the recommendation of the grampanchayat the FPS is sanctioned and allotted quota by the Sub-Divisional Officer (Revenue) in the rural areas. In urban areas the ward member of the municipality recommends the allotment of the FPS and it is generally sanctioned by the District Food and Civil Supplies Officer.

In July 1984 there were 18,608 FPS in M.P. and among them 4,702 (25.26 per cent) were in urban areas and 13,906 (74.78 per cent) in rural areas. Among these 12,330 (66.26 per cent) FPS were run by cooperative societies and the remaining 6,278 or 33.74 per cent by the individuals. In the rural areas the cooperative sector had 10,356 or 84 per cent and in urban areas, 1,974 or 16 per cent. The individuals operated 3,550 or 56.55 per cent FPS in the rural areas and 2,728 or 43.45 per cent FPS in urban areas.

Table 2.1 Fair price shops in M.P. in July 1984

Rural/ urban	Cooperatives		Individual		All	
	No.	%	No.	%	No.	%
Urban	1974	16.00	2728	43.45	4702	25.26
Rural	10356	84.00	3550	56.55	13906	74.74
Total	12330 (66.26)	100.00	6278 (33.74)	100.00	18608	100.00

#### 2.4.7 Price Fixation of Commodities

Prices of wheat and rice at the FPS include the central issue rate which equals the procurement price plus the overhead charges for ex-FCI depot. The ex-FCI depot price consists of the following incidentials-

- (i) Handling at rail heads, transport and unloading at FCI depots,
- (ii) storage charges for  $\frac{1}{2}$  month (iii) storage and transit loss @ 1 per cent (iv) transport charges for internal road movement,
- (v) FCI administration charges (vi) interest for  $\frac{1}{2}$  month,
- vii) handling charges at the time of issue (viii) Nirashrit tax,
- (ix) mandi tax and (x) sales tax.

After the issue of the commodity from FCI depot certain taxes are levied by the district food and civil supplies officials to decide the price <sup>at</sup> which the commodity is to be sold by FPS holders. The taxes included (i) administration charges @ Rs. 1.00 (ii) transportation charges @ 10 paise per km. per qtl. for kachcha road. For pucca road it is 10 paise per km. upto 20 km., 8 paise per km. between 20-40 km. and 6 paise per km. above 40 km. For lead society it is fixed @ Rs. 15.00 per quintal.

Incidentals at the FCI depot and the charges levied by the district administration differ and vary from time to time. The

FCI incidentals are same for all the FCI depots to arrive at the ex-FCI depot price. But the taxes levied at the district level differ from one district to another.

Table 2.2 Details of ex-FCI depots price of wheat and rice with effect from 1.2.1984

Sl. No.	Particulars	Rice			Wheat
		Common	Fine	Super fine	
1.	Central Issue Rate	208.00	220.00	235.00	172.00
	<u>Incidentals</u>				
1.	Handling at R/H, transport & Unloading at FCI godown	2.00	2.00	2.00	2.00
2.	Storage charges for ½ month	0.20	0.20	0.20	0.20
3.	Storage/Transit Loss @ 1%	2.08	2.20	2.35	1.72
4.	Transportation charges for internal movement	4.50	4.50	4.50	4.50
5.	FCI administration charges	2.70	2.70	2.70	2.70
	Sub-total :-	219.48	231.60	246.75	183.12
6.	Interest for ½ month @ 12.5%	1.15	1.21	1.29	0.96
7.	Handling expenses at the time of issue	0.50	0.50	0.50	0.50
8.	Nirashrit Tax @ Re.0.10 per Rs. 100/- & part thereof	0.30	0.30	0.30	0.30
	Sub-total :-	221.43	233.61	248.84	184.88
9.	Mandi Tax @ Re.1.00 per Rs.100	2.21	2.34	2.49	1.85
	Sub-Total :-	223.64	235.95	251.33	186.73
10.	Sales Tax @ 3%	6.71	7.08	7.54	-
	Grand Total :-	230.35	243.03	258.87	186.73

#### 3.4.8 Allotment and Distribution (Wheat and Rice)

Director of Food and Civil Supplies submits demand one month in advance about the quota of wheat and rice to the state from the Central pool of the Government of India (Ministry of Food and Civil Supplies) every month. At the state level <sup>he</sup> distributes the quota to the collectors depending upon the consumer units of the districts. The collector, in turn, in consultation with the District Food and Civil Supplies Officer again allocates the quantity of wheat and rice among the different permit issuing officers every month. Thus allotment is received every month. The FCI is kept informed about the allotments.

Every FPS is allotted quota of wheat and rice by the Food and Civil Supplies Officer in the name of the collector. The FPS holder prepares demand in prescribed form every month and it is certified generally by the <sup>sarpanch</sup> of the grampanchayat or in his absence by school teacher, V.L.W. or any other responsible ~~pe~~ person. In the case of a cooperative society the demand is submitted to the lead society which obtains a collective permit from the permit issuing officer who is usually the sub-divisional officer of the tehsil. In the case of individuals, the demand is directly put <sup>to</sup> the FCI godown. It is not necessary to lift entire quota at a time. It may be lifted in instalments after obtaining separate permit for each delivery. The lead society (LAMP) (FPS) delivers the commodities to its societies as per the demands at the door of the FPS and for this purpose it is paid Rs.15 per quintal as transportation charges and Rs.1.00 per quintal as commission. In the inaccessible areas, the transportation charges are Rs.20 per quintal. The private holders are allowed transport charges at different rates and also get Rs.3.00 as commission. A large size Adivasi Multipurpose Society covers 20 farmers service societies.

Table 2.3 Allotment and Issue of Wheat and Rice for M.P. 1983-84

(Unit: M.T.)

Month	Wheat			Rice			Both		
	Allotment	Issue	Percentage of Issue	Allotment	Issue	Percentage of Issue	Allotment	Issue	Percentage of Issue
April 83	25,000	10,133	40.53	20,000	22,619	113.10	45,000	32,752	72.78
May "	25,000	4,912	19.65	25,000	21,643	86.57	50,000	26,555	53.11
June "	25,000	6,193	24.77	23,000	19,835	86.24	48,000	26,028	54.23
July "	25,000	11,762	47.05	23,000	27,585	119.93	48,000	29,347	61.14
August "	25,000	10,940	43.76	20,000	22,532	112.66	45,000	33,472	74.38
September	25,000	9,206	36.82	20,000	22,313	111.57	45,000	31,519	70.04
October	25,000	6,583	26.33	20,000	19,127	95.64	45,000	25,710	57.13
November	25,000	4,924	19.70	20,000	13,757	68.79	45,000	18,681	41.51
December	25,000	7,528	30.11	20,000	14,771	73.86	45,000	22,299	49.55
January 84	25,000	11,142	44.57	20,000	15,170	75.85	45,000	26,312	58.47
February 84	25,000	11,799	47.20	20,000	17,931	89.66	45,000	29,730	66.07
March 84	25,000	10,161	40.64	20,000	15,274	76.37	45,000	25,435	56.52
Total :	3,00,000	1,05,283	35.09	2,51,000	2,32,557	92.65	5,51,000	3,37,840	61.31

The means of transportation in M.P. are very poor and in some of the backward areas even the tehsil and the block headquarters are not yet well connected with the road and public conveyance. Such districts are declared as backward districts and interior areas of these districts have been declared as inaccessible areas and specific provisions have been made to serve these areas through the PDS. There are 12 such backward districts including Jhabua, Bastar, Surguja, Mandla, Shahdol, Raigarh, Betul, Bilaspur, Raipur, Rajnandgaon, Durg and Sidhi. These districts are given additional allotments and food grains are stored in advance for the rainy season when these areas become inaccessible.

#### 2.4.9 Permits, Lifting and Distribution

Every month the FPS holder prepares demand for wheat and rice at the rate of 5 kg. wheat and 3 kg. rice per consumption unit. An application on the prescribed form is submitted to the permit issuing officer who is usually the S.D.O. In the light of the allotment received for the particular shop from the food and civil supplies office, a permit is issued to the FPS holder who then deposits money in the bank in FCI account. After this he approaches the FCI depot incharge along with the permit and the Bank Challan. Wheat and rice are issued to him as per the permit and the money receipt from FCI depot.

For the distribution, the grampanchayats prepare unit registers. This family consumption unit register is prepared separately for each village and a copy of this is supplied to the FPS holder. If possible grampanchayat also supplies ration cards to every household which include details about the village, house number, head of the family and its members by age and sex and lastly the total consumption units. Space is provided to make

the <sup>monthwise</sup> entries about the commodities purchased from the FPS. If the cards are not issued, the FPS <sup>supplies</sup> commodities as per the consumption units entered in the registers.

The card holder purchases as per the eligibility of quota for his family. He may purchase in bulk at a time or in parts i.e. two or three times in a month. He is also required to make signatures or thumb impressions as and when he makes purchases.

#### 2.4.10 Checking and Supervision

Every FPS is under the direct charge of an official from the Food and Civil Supplies Department for checking and supervision purposes. This official is either an Inspector or an Assistant Inspector of Food and Civil Supplies Department. He checks and supervises the FPS at least twice a month. He satisfies himself with the quality of the commodities, proper distribution, proper weighing and proper entries in the relevant records. District Food Officer <sup>and</sup> Asstt. Food Officer also check and supervise the FPS in the district from time to time during the year.

Besides, the Police Officials, Cooperative Department Officials, S.D.Os, Collector, Tehsildars, Naib Tehsildars, and the Chairman and the members of the district 20 point programme Committee M.P., M.L.A. are also authorised to check and supervise the FPS in the district. For this purpose all these officials are supplied with the list of the FPS alongwith other relevant details for their ready reference.

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## CHAPTER- I

### SAMPLE DISTRICTS

#### 3.1

#### SHAHDOL DISTRICT

##### 3.1.1 Location

Formerly shahdol district was a part of Rewa state. After the merger of feudal states into the Indian Union it was merged with Vindhya Pradesh. After reorganisation of the states in 1956, the shahdol district became a part of the present Madhya Pradesh.

Shahdol district lies in the north-east corner of Madhya Pradesh and it is located between the latitudes  $22^{\circ}38'N$  and  $24^{\circ}20'N$  and longitudes  $80^{\circ}28'E$  and  $82^{\circ}12'E$ . It is surrounded in the north by Satna, Rewa and Sidhi districts, in the south by Mandla district, in the east by Surguja district and in the west by Jabalpur district.

##### 3.1.2 Administrative and Developmental set-up

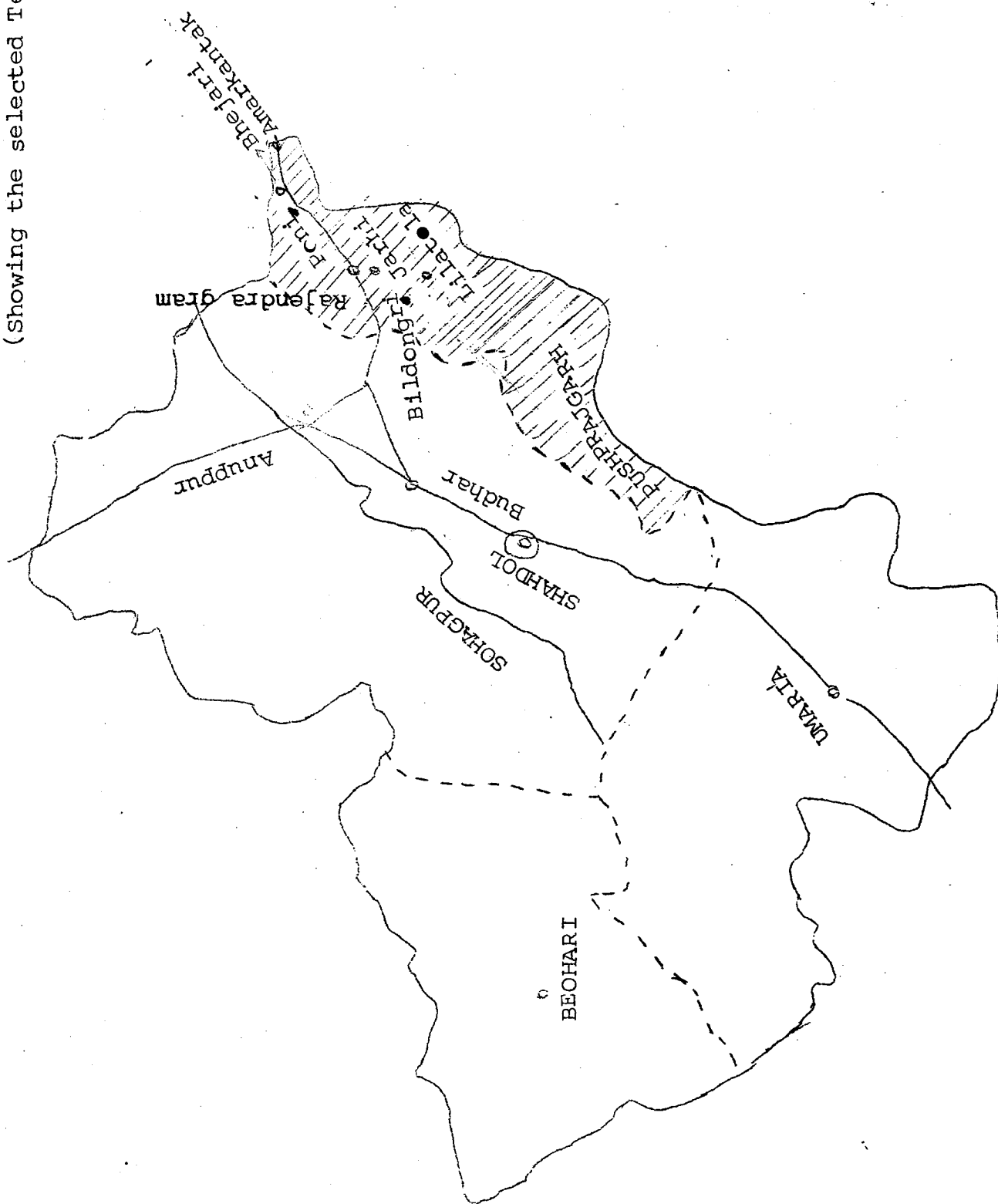
Shahdol district has 4 tehsils, namely, Beohari, Bandhogarh, Sohagpur (Shahdol) and Pushparajgarh. For developmental purposes, the district is divided <sup>into</sup> 12 blocks. There is a District Rural Development Agency for conducting the Integrated Rural Development Programme through the development blocks. Shahdol is a tribal district and has 4 Integrated Tribal Area Development Projects (ITADP) for the specific development of the tribal people.

##### 3.1.3 Area and villages

Shahdol is one of the six biggest districts of the state in area. It occupies 1,386 thousand hectares which is 3.15 per cent of the total area of the state. It is inhabited by the 1987 villages and 10 towns. The district is well known for coal mines. Amarkantak, the birth place of River Narmada is an important place and attracts a large number of religious persons due to the temples of Goddess Narmada and Shiva.



MAP OF  
SHAHOL DISTRICT  
(Showing the selected Tehsil)



#### 3.1.4 Population characteristics

Shahdol is one of the 12 tribal districts of the state. According to the Census 1951 there returned 6,50,757 persons and the district is facing population pressure with 3.55 per cent increase per year. Consequently its population increased to 13,45,125 in 1981. It is a rural district and its 82.19 per cent population resides in the countryside.

Among the three major social groups, the scheduled tribes constituted the largest group of 6,38,219 persons (47.45 per cent), the scheduled castes comprised the smallest group of 96,176 persons (7.08 per cent) and the remaining 5,99,870 persons or 45.47 per cent belonged to other castes including Muslims and Christians.

In literacy attainment the district is lagging far behind. In Census of 1971, there returned only 14.60 per cent literates in its population against the state average of 22.14 per cent. Female literates were quite few and constituted only 5.78 per cent of the female population while this figure among the males was 23.02 per cent. As against this, the state figures for males and females were quite high. (32.70 and 10.92 per cent respectively).

The workers constituted 37.20 per cent of the population. The percentage among the males was 56.83 and among the females, 16.83. Among the total workers 49.38 per cent were cultivators, 27.88 per cent agricultural labourers and the remaining 22.74 per cent were engaged in other trades.

#### 3.1.5 Topography

The main hill range in the district is Maikal. Amarkantak, the source of the Narmada and the Son rivers is in the south-east corner of the district at a point where the boundaries of Mandla and Bilaspur districts converge. The plateau of Maikal runs from

south-east to north-west which also forms the general slope of the district.

Important rivers of the district are Son, Johilla, Narmada and Banas. Son rises in Amarkantak, it makes entire boundary of the Bandhogarh and Beohari tehsils and it is joined by Mahanadi at Sirsi. The origin of Son river is popularly known as Sonmunda. Johilla, an important tributary of Son also rises near Amarkantak and flows through the plateau of Pushparajgarh tehsil and Bandhogarh tehsils. Banas is another tributary of Son and it makes boundary of Beohari and Gopadbanas tehsils. Narmada makes boundary between Pushparajgarh and Dindori tehsils.

Shahdol district has an extensive forest area and is very rich in wild life both from the point of view of beauty and variety. The district is full of forest-clad-hilly terrains.

### 3.1.6 Rainfall and Climate

Shahdol district receives rainfall from south west <sup>monsoon</sup> which breaks sometime towards the third or last week of June. The district receives rainfall for 4 months and July-August are the months of heaviest downpour. September has less intense rainfall and ceases in the month of October. On an average district receives 1,317 mm. of rainfall in a year.

The climate of the district is somewhat extreme. December and January are the coldest months. The mean minimum and maximum temperatures varied between  $7.4^{\circ}\text{C}$  and  $11^{\circ}\text{C}$  and  $25.1^{\circ}\text{C}$  and  $27.8^{\circ}\text{C}$  respectively. From February the temperature starts rising and this trend continues till May when mercury touches  $40.4^{\circ}\text{C}$  and moves upto  $43.4^{\circ}\text{C}$ . Moreover, the Maikal plateau always has cooler climate than other parts of Shahdol district.

### 3.1.7 Land Use

Shahdol district has a total geographical area of 1,386 thousand hectares, of which 38.25 per cent is under reserve forests, 15.15 per cent under non-agricultural uses, 3.57 per cent cultivable waste, 9.80 per cent fallow land and 33.23 per cent under crops. Thus, of the total area, 596.2 thousand hectares or 43.03 per cent is under agricultural uses and 789.8 thousand hectares or 56.97 per cent under non-agricultural uses. (Table 3.1)

### 3.1.8 Utilization of Agricultural land

Agricultural land included 135.7 thousand hectares or 22.76 per cent fallow land and 460.5 thousand hectares or 77.24 per cent net sown area. The net sown area included 72.2 thousand hectares or 15.67 per cent area sown more than once and it meant gross-cropped area of 532.7 thousand hectares. The district had very poor irrigation facilities and had 9.2 thousand hectares irrigated area-which meant less than 2 per cent of the net sown area was irrigated. (Table 3.1)

### 3.1.9 Major Crops

Cropping pattern of the district included both food crops and non-food crops. Moreover, the cropping pattern was predominated by Kharif food crops. During 1983-84 the district had 532.8 thousand hectares of gross-cropped area, of which, 467.1 thousand hectares or 87.67 per cent was under food crops and 65.7 thousand hectares or 12.33 per cent under non-food crops including fibres, tobacco, and fodder. Further, the area sown under kharif crops was 414.3 thousand hectares or 77.75 per cent and under rabi crops, 118.5 thousand hectares or 22.25 per cent.

Table 3.1 General information about Shahdol and Surguja districts

(Hectares in thousands)

S.No.	Particulars	Unit	Shahdol		Surguja	
			No.	%	No.	%
1.	Geographical Area	Hect.	1386		2201.3	
2.	Villages	No.	1987		2428	
3.	Tehsils	No.	4		10	
4.	Rainfall	mm	1317		1477	
5.	Population	Persons	1345125		1633476	
6.	<u>Land use</u>					
6.1	(a) Forests	Hect.	530.1	38.25	1087.0	49.40
	(b) Land Not available for cultivation	Hect.	146.9	10.60	179.6	8.16
	(c) Other un-cultivable land	Hect.	62.2	4.48	256.5	11.65
	(d) Cultivable waste	Hect.	49.6	3.57	21.2	12.6
	Total land not under cultivation	Hect.	788.8	56.91	1516.6	68.90
6.2	(a) Fallow land	Hect.	135.7	9.86	102.9	4.67
	(b) Net-area sown	Hect.	460.5	33.23	581.8	26.43
	Total land under cultivation	Hect.	586.2	43.09	684.7	31.10
	(d) Area sown more than one	Hect.	72.3	15.67	76.3	13.11
	(e) Gross cropped area	Hect.	532.8	-	658.1	-
	(f) Area irrigated	Hect.	9.2	1.73	17.2	2.61
7.	<u>Cropping pattern</u>					
7.1	a) Area under Food crops	Hect.	467.1	87.67	582.5	88.51
	b) Area under Non-food crops	Hect.	65.7	12.33	75.6	11.49
7.2	a) Area under kharif crops	Hect.	414.3	77.75	582.4	88.50
	b) Area under Rabi crops	Hect.	118.5	22.25	75.7	11.50
7.3	a) Area under cereals	Hect.	413.7	77.65	503.9	76.57
	b) Area under Pulses	Hect.	51.4	9.65	69.2	10.51
	c) Area under Oilseeds	Hect.	65.3	12.25	74.7	11.35
	d) Area under other crops	Hect.	2.4	0.45	10.3	-
7.4	<u>Major crops</u>					
	a) Paddy	Hect.	216.3	40.60	324.7	49.3
	b) Wheat	Hect.	60.3	11.32	16.5	2.50
	c) Maize	Hect.	29.1	5.48	43.8	6.65
	d) Kodo, Kutki, Sanwa	Hect.	95.7	17.96	44.3	6.70
	e) Gram	Hect.	15.0	2.81	6.1	0.93
	f) Tur	Hect.	10.5	2.91	6.8	1.04

Crops sown included cereals, pulses, oilseeds, fruits, vegetables, spices, sugarcane, fibres, tobacco and fodder crops. Among these, cereals covered more than three fourths of the area (413.7 thousand hectares or 77.65 per cent) Pulses were grown on 51.4 thousand hectares or 9.65 per cent area and the oilseeds covered 65.3 thousand hectares or 12.25 per cent. Remaining crops had an insignificant area.

Paddy, wheat and minor millets including kodo, kutki and sanwa were the main crops and these covered nearly 70 per cent of the gross-cropped area. Paddy was most important and was sown on 216.3 thousand hectares or 40.60 per cent area, followed by minor millets on 95.7 thousand hectares or 17.96 per cent and wheat on 60.3 thousand hectares or 11.32 per cent area. Maize also covered considerable area of 29.2 thousand hectares or 5.48 per cent area. Other important crops were niger, rape and mustard, sesamum, urad, gram and tur covering 3.62, 3.60, 3.36, 2.77, 2.81 and 2.91 per cent of the gross-cropped area respectively (Table 3.1)

Production obtained from different crops particularly the food crops including cereals and pulses was used for consumption. It was a rice eating district, therefore, wheat was mainly offered for sale.

Yield rates for different crops were comparatively low. The yield rates per hectare obtained for some important crops were : paddy 515 kg., wheat 912 kg., maize 953 kg., gram 470 kg., tur, 470 kg. rape and mustard 336 kg.per hectare.

#### 3.1.10 Resume

Shahdol district has derived its importance from the coal mining and its extensive forest wealth. It is a backward tribal

district and is sparsely populated. Gonds, Kols, Baigas are the important tribes residing in the district. Economy of the district is mainly dependent on agriculture which is not keeping pace with the demands of its population. District is very backward in power, transport and communication, facilities.

### SURGUJA DISTRICT

#### 3.2.1 Location

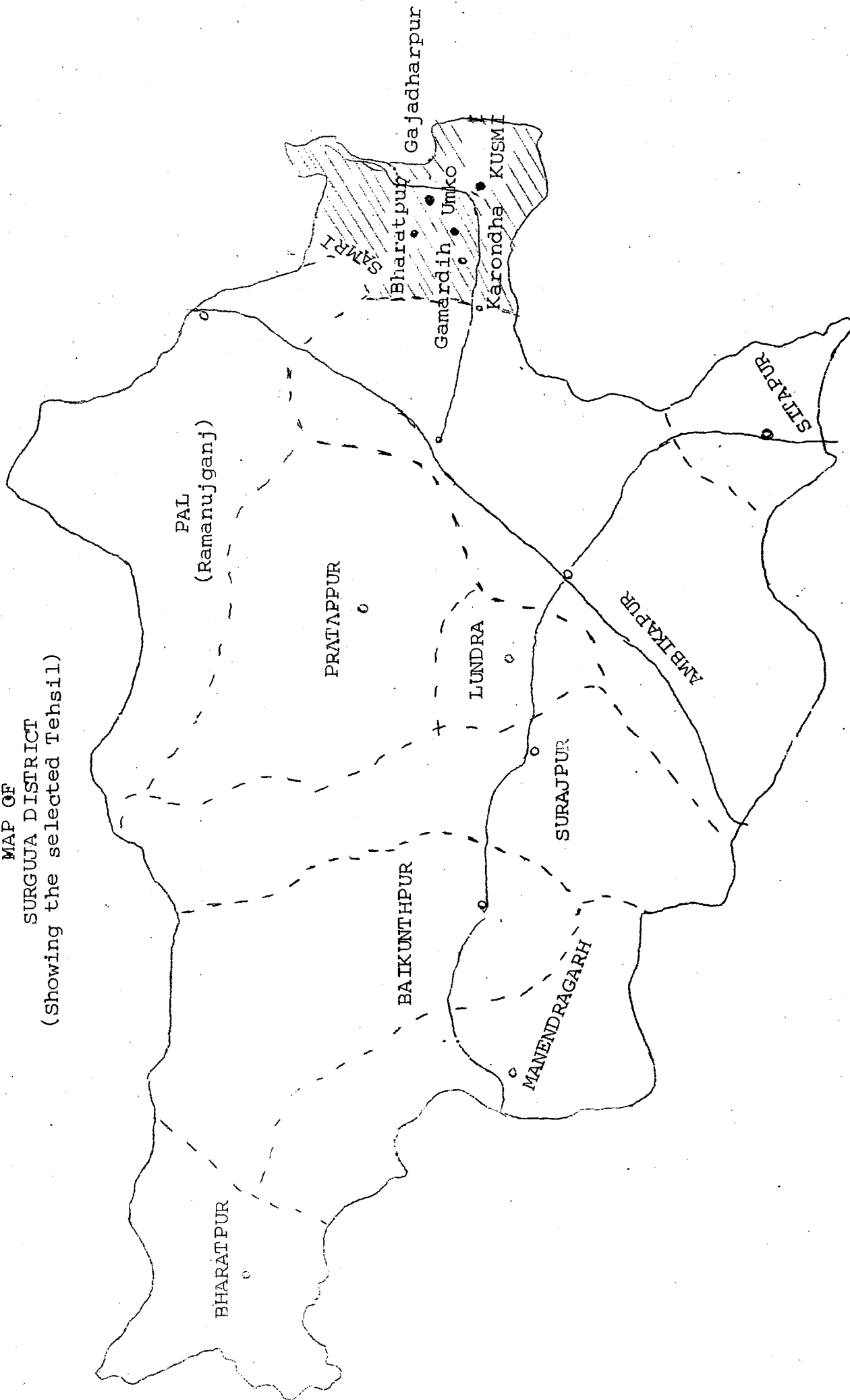
Surguja is a tribal district and is situated in the north-east corner of the state. It is bounded on the north by Uttar Pradesh, on north-east by Bihar state, towards south-east by Raigarh district, towards south by Bilaspur district, towards west by Shahdol district and towards north-west by Sidhi district. This district was formed by merging the Surguja, Korea and Chang-Bhakar states after the merger of these states in the Indian Union. The district has its headquarters at Ambikapur town. There is no place named as Surguja in the district. The district became a part of Madhya Pradesh state in 1956 after the reorganization of the States.

#### 3.2.2 Administrative and Developmental set-up

Surguja district has 10 tehsils namely Ambikapur, Samari (Kusmi), Pal (Ramanujganj), Surajpur, Baikunthpur, Manendragarh, Bharatpur (Janakpur), Sitapur, Lundra and Pratapur. Formerly, each tehsil was a small feudal State under the chieftain of Surguja state which had Ambikapur as its seat.

For developmental purposes the district has been divided into 24 Tribal Development Blocks and 4 Integrated Tribal Area Development Projects for the specific development of the tribal people and tribal areas. Besides, there is a District Rural

MAP OF  
SURGUJA DISTRICT  
(Showing the selected Tehsil)





Development Agency which implements the integrated rural development programmes with specific stress on the development of weaker sections like scheduled castes, scheduled tribes, agricultural labourers, marginal and small farmers.

### 3.2.3 Area and Villages

Surguja is the second largest district in area in the state, the first being Bastar. Its length from east to west is 245 km. and width from north to south, 167 km. It has an area of 2,201.3 thousand hectares. It occupies 5.04 per cent of the total area of the state. Surguja district comprises 2,428 villages including 29 deserted villages. It has 9 small towns.

### 3.2.4 Population Characteristics

In the Census 1981 there returned 16,33,476 persons, of which 91.31 per cent resided in rural areas. During the last decade its population increased at the rate of 2.31 per cent per year. From the population point of view it stands sixth among the districts of the state.

It is a tribal district and its population is dominated by the scheduled tribesmen who constituted 54.81 per cent of the district population. Scheduled tribes returned from the district were Korba, Pando, (Bhuiya) Korku, Baiga, Binjhar, Gond, Khar, Kole, Majhar, Nagesia, Uraon, Pradhan and Sakara. These tribes generally reside in the forest-clad hilly terrain and plateaus of the district. Scheduled castes were very few and constituted only 5.22 per cent of the population. The remaining 39.93 per cent population comprised of other Hindu castes, Muslims and Christians. Literacy attainment in the district was about 13 per cent, much below the state average of 22 per cent in 1971. Literacy among

the males was 20.38 per cent and among the females 4.85 per cent. These figures were quite low as compared to the corresponding figures of the state as a whole.

There were 5,24,903 or 37.93 per cent workers in the district population (1971) and among them 67.25 per cent were cultivators, 17.56 per cent agricultural labourers and remaining 15.19 per cent were engaged in other trades.

### 3.2.5 Topography

Physiographically, Surguja district has a very picturesque landscape as it is full of forest-clad-hilly-terrains, plateaus, valleys and rivers. The district can be divided into 3 parts including eastern hills and plateaus, plains of central part and again the high hills and plateaus of the western part. Hills of the eastern part possess plateau tops which are called pat in the local language. There are four plateaus in this region known as Mainpat, Jamerapat, Jarangpat, and Lahsunpat. The plains of the central part are made by the valleys of rivers Renu and Hasdo. The western hilly track consists of Murargarh hills, Deogarh hills, Korea hills, Chang-Bhakhar and Sonhat plateaus.

Kanhar, Renuka (Renu) Hasdo, Banas, Gopad and Gej are the important rivers of the district.

### 3.2.6 Rainfall and climate

District has three seasons: summer, rainy and winter seasons. One never feels, hot in summer in the district particularly in the eastern and the western parts of the districts due to hills and plateaus. Rainfall is received from south-western monsoon. Rainfall starts from the first week of July and ceases with the last week of October. Rainfall ranges between 1206 and 1477 mm. during the year.

### 3.2.7 Land use

Surguja has a geographical area of 2201.3 thousand hectares but 1087.0 thousand hectares or nearly half (49.40 per cent) is under reserve forests. Further, 6.9 per cent of its area is under non-agricultural uses and 12.6 per cent is cultivable waste land. Thus area under agricultural uses is 684.7 thousand hectares or 31.10 per cent and the remaining 68.94 per cent area is under non-agricultural uses. (Table 3.1)

### 3.2.8 Utilization of Agricultural land

During 1983-84 the area under agricultural uses was 683.9 thousand hectares and of this 102.9 thousand hectares or 15.05 per cent was fallow and the remaining 581.8 thousand hectares was used for growing crops. Net area sown in 1983-84 was 26.40 per cent of the total area of the district. Since there was lack of irrigation facilities the area sown more than once was 76.3 thousand hectares or only 13.11 per cent of the net area sown. The gross area sown was 658.1 thousand hectares and of this 17.2 thousand hectares or only 2.61 per cent was irrigated. (Table 3.1)

### 3.2.9 Major Crops

The gross cropped area was 658.1 thousand hectares and of this food crops covered 582.5 thousand hectares or 88.51 per cent and non-food crops, 75.6 thousand hectares or 11.49 per cent. Since there was a lack of irrigation facilities the kharif crops covered much larger area of 582.4 thousand hectares or 88.50 per cent than the rabi crops which covered only 75.7 thousand hectares or 11.50 per cent.

Among the different categories of crops, food grain crops were predominant and were sown on an area of 573.1 thousand hectares or 87.08 per cent of the gross-cropped area. Cereals covered

503.9 thousand hectares or 76.57 per cent, pulses 69.2 thousand hectares or 10.51 per cent and oil seeds, 74.7 thousand hectares or 11.35 per cent area. Remaining 1.57 per cent of the gross-cropped area was sown under fruits, vegetables, spices, sugarcane, tobacco, fibres and fodder crops.

Paddy was the main crop of the district and covered 49.33 per cent of the gross-cropped area followed by minor millets (6.70 per cent) and maize (6.65 per cent). Wheat was another important cereal grown in the district and covered 2.50 per cent area. Niger, rape and mustard were important among the oilseeds and covered 4.39 and 4.12 per cent area respectively. Tur, gram and sesamum were also sown on some area and covered 1.04, 0.93 and 1.23 per cent of the gross-cropped area respectively.

Agricultural development has not yet been able to make its headway in the absence of irrigation facilities and hilly-terrains and the ignorance of the tribal people. Therefore the yield rates of the crops are quite low as compared to the average yield rates of the state as a whole. Yields of some important crops clearly indicate the backwardness of the region. The yield of paddy was 726 kg., wheat 715 kg., maize 1518 kg., gram 447 kg. and tur 1,239 kg. per hectare.

### 3.2.10 Resume

Surguja is one of the 12 backward and tribal districts of M.P. It is full of forest-clad hilly terrains and is predominantly inhabited by the tribal people who are quite ignorant about the present day development programmes. The district has very poor transport and communication facilities. Railheads are mainly used for transporting coal and the roads are the only means of transportation. Coal mines are in good number and among <sup>them</sup> Chirmiri,

Bisrampur, Korea, and Kurasid are more important and these have made known the district to the other parts of the country.

Agriculture is still in the backward stage and it is not keeping pace with the demands of the population of the district. Therefore, there was no surplus agricultural production in the district.

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## C H A P T E R- IV

### WORKING OF P.D.S. IN SAMPLE DISTRICTS

#### 4.1 Allotment and Distribution of Foodgrains in M.P.

During 1984-85 Madhya Pradesh received an allotment of 5,51,000 tonnes<sup>of</sup> foodgrains from the central pool and it included 3,00,000 tonnes or 54.45 per cent wheat and 2,51,000 tonnes or 45.55 per cent rice. Normally the state was given a quota of 25,000 tonnes of wheat and 20,000 tonnes of rice every month. Apart from this the specific allotment was made during pre-monsoon months for the interior areas of the state. As against this 3,37,840 tonnes or 61.31 per cent food grains were actually lifted from the FCI depots in the state. It included 1,05,283 tonnes of wheat and 2,32,557 tonnes of rice constituting 35.08 and 92.65 per cent respectively of the allotment. Monthwise distribution of allotment and lifting of foodgrains indicated that less than 50 per cent of the wheat allotted to the state was actually lifted for distribution. In the case of rice the situation was different and on an average 92.65 per cent of the allotted quantity was lifted for distribution. During the four months of April, July, August and September, the lifting exceeded the allotment quota by more than 10 per cent. It is due to the fact that the state has more rice eating people as compared to the wheat eaters. Thus it will be more proper to allot more rice. Wheat allotment may be reduced accordingly. (Table 4.1)

Distribution of foodgrains was made through the fair price shops (FPS) which numbered 18,608 during 1983-84. Among these 4,702 shops or 25.26 per cent were located in the urban areas and 13,906 shops or  $\frac{74.74}{\angle}$  per cent in the country side. These shops were operated by both cooperatives and the private persons. State government laid emphasis to allot the FPS to the cooperative

Table 4.1 Allotment and issue of wheat and rice in M.P. during 1983-84

(Figures in metric tonnes)

Months	Wheat			Rice			Total			
	Allotment	Issue	%	Allotment	Issue	%	Allotment	Issue	%	
April	83	25,000	10,133	40.32	20,000	22,619	113.10	45,000	32,752	72.78
May	83	25,000	4,912	19.65	25,000	21,643	86.57	50,000	26,555	53.11
June	83	25,000	6,193	24.77	23,000	19,835	86.24	48,000	26,028	54.22
July	83	25,000	11,762	47.05	23,000	27,585	119.93	48,000	39,347	81.97
August	83	25,000	10,940	43.76	20,000	22,532	112.66	45,000	33,472	74.38
September	83	25,000	9,206	36.82	20,000	22,313	111.56	45,000	31,519	70.04
October	83	25,000	6,583	26.33	20,000	19,127	95.64	45,000	25,710	57.13
November	83	25,000	4,924	19.70	20,000	13,757	68.78	45,000	18,681	41.51
December	83	25,000	7,528	30.11	20,000	14,771	73.85	45,000	22,299	49.55
January	84	25,000	11,142	44.57	20,000	15,170	75.85	45,000	26,312	58.47
February	84	25,000	11,799	47.20	20,000	17,931	89.65	54,000	29,730	66.06
March	84	25,000	10,161	40.64	20,000	15,274	76.37	45,000	25,435	56.52
Total	3,00,000	1,05,283	35.08	2,51,000	2,32,557	92.65	5,51,000	3,37,840	61.31	

sector as far as possible, and 12,330 or 66.26 per cent shops were given to the cooperative sector and 6,278 or 33.74 per cent shops were allotted to the private persons due to the inability shown by the cooperatives.

#### 4.2 Allotment of Foodgrains in the Sample Districts

Depending upon the allotment received from the central pool, the Director, Food and Civil Supplies made allotment to different districts every month in the light of the size of the population. Normally every district was given allotment at the rate of 1 kg. of foodgrains (wheat and rice) per unit per month. Thus allotment of different districts depended on the consumer units of the particular district.

Shahdol district was allotted wheat between 900 and 1,000 m.t. (hereafter termed as 't') and rice between 1000 and 1,500 t. every month. In Surguja district allotment of wheat varied between 300 and 500 t. and that of rice 1,100 and 1,600 t. To make advance stores in inaccessible areas the district was allotted 2,500 t. in June 1983.

During the year 1983-84 Shahdol district received an allotment of 26,350 t. of foodgrains and it included 11,350 t. or 43.07 per cent wheat and 15,000 t. or 56.93 per cent rice. Surguja district was given 21,725 t. including 4,600 t. or 21.17 per cent wheat and 17,125 t. or 78.83 per cent rice.

Lifting of foodgrains for distribution through Fair Price Shops (FPS) indicated that these districts had not been able to lift the total quantity of wheat and rice allotted to them by the state government. Lifting position in Shahdol and Surguja districts was more or less the same. During the year total quantity of



Foodgrains lifted in Shahdol district from FCI depots was 15,575 t. or 59.10 per cent of the allotment received. In Surguja district this figure was 14,794 t. <sup>or</sup> 68.10 per cent. Since both were rice eating districts the lifting of rice was more as compared to wheat. In Shahdol out of 15,000 t. of rice 12,081 t. or 80.54 per cent was lifted from FCI depots. In Surguja district 13,124 t. or 76.64 per cent rice was lifted for distribution. There was a vast gap between the allotment and the lifting of wheat in both the districts. In Shahdol wheat lifting was to the tune of 3,494 t. or 30.78 per cent and that in Surguja district 1,670 t. or 36.30 per cent of the quantity allotted to the districts. Lifting of foodgrains also varied during different months. From April to September the lifting was more and it was lean during the last six months from October to March, due to the availability of home produced foodgrains particularly the rice which is harvested from October and is available for consumption till March alongwith other foodgrains. Thus during these months the demand of foodgrains is lower in the rural areas. (Table 4.2)

#### 4.3 Allotment of foodgrains within the district

Director, Food and Civil Supplies sends allotment in the name of district collectors every month. At the district level the District Collector and the District Food and Civil Supplies officer make further allotments in the name of permit issuing officers who usually are S.D.Os and where there is no S.D.O. the quota is allotted to the tehsildars who also act as permit issuing officers. Since <sup>every</sup> district has separate office under the District Food and Civil Supplies officer, the permits to the urban areas are generally issued by this office and for the rural areas by the S.D.O. office. But in some cases S.D.O. also issues

Table 4.2 Allotment and lifting of foodgrains in Shahdol and Surguja Districts (Figures in Metric Tonnes)

Months	Shahdol district						Surguja district						
	Allotment		Lifting		Percentage		Allotment		Lifting		Percentage		
	Wheat	Rice	Wheat	Rice	Wheat	Rice	Wheat	Rice	Wheat	Rice	Wheat	Rice	
April	83	950 900	1,450	117	1,277	12.32	88.07	300	1,600	169	1,595	56.33	99.69
May	83	1,250	242	1,311	26.89	104.88	300	1,500	64	1,400	21.33	93.33	
June	83	900	1,500	166	1,432	18.44	95.47	300	2,500	255	2,000	85.00	81.60
July	83	900	1,300	388	1,171	43.11	90.08	300	1,500	44	1,430	14.67	95.33
August	83	900	1,300	614	1,119	68.22	86.08	300	1,505	101	1,174	33.67	78.01
September	83	900	1,300	296	1,059	32.89	81.46	300	1,305	94	567	31.33	43.44
October	83	900	1,300	193	1,005	21.44	77.31	300	1,305	42	1,223	14.00	93.72
November	83	1000	1,300	241	614	24.10	47.23	500	1,305	127	315	25.40	24.14
December	83	1000	1,300	322	1,079	32.20	83.00	500	1,305	185	1,012	37.00	77.55
January	84	1000	1,000	434	601	43.20	60.10	500	1,100	223	661	44.60	60.09
February	84	1000	1,000	326	588	32.60	58.80	500	1,100	225	967	45.00	87.91
March	84	1000	1,000	156	828	15.60	82.50	500	1,100	141	740	28.20	67.27
Total :	11,350	15,000	3,494	12,081	30.78	80.54	4600	17,125	1,670	13,124	36.30	76.64	

permits to the urban areas.

One permit issuing officer generally is in charge of one tehsil. Thus, depending upon the population and consumption units, every permit issuing officer is allotted wheat and rice by the District Food and Civil Supplies Officer by the order of the district collector.

Shahdol district has four tehsils and <sup>has</sup> five permit issuing officers including S.D.Os of each tehsil and District Food and Civil Supplies Officer. Surguja has 10 permit issuing officers including 9 for its tehsils and D.F.C.S. officer for Ambikapur city. Each of the tehsil was allotted quota as per its population. Sohagpur tehsil in Shahdol district covered 53.88 per cent of the total population and accordingly it also received 69.09 per cent of the quota allotted to the district. In Surguja, Ambikapur tehsil had 32.05 per cent population, therefore, it was given 29.06 per cent of the total allotment of the district. (Table 4.3)

#### 4.4 Allotment of Foodgrains to the FPS

Normally every grampanchayat or ward, in the case of city, should have a separate Fair Price Shop. But due to the inability of the cooperatives and non-availability of private persons, there were certain grampanchayats which were not having their separate FPS and such grampanchayats were attached to the FPS of the nearby grampanchayat.

Every FPS was allotted wheat and rice every month in the name of the institution operating it depending upon its consumption units. Holder of the shop was required <sup>to</sup> obtain the permit from the concerned S.D.O. in the case of rural areas and from the Food and Civil Supplies Officer in the case of urban areas every month.

Table 4.3 Allotment of wheat and rice in Shadrol and Surguja districts in 1983-84.

Name of tehsil	Population	%	Food grains Alloted (M.T.)			No.F.P.S.	
			Wheat	Rice	Total	%	No.
Shadrol district							
1. Sohagpur	7,24,833	53.88	75,200 (66.25)	1,06,798 (71.20)	1,81,998	69.07	431 59.12
2. Beohari	2,19,789	16.34	13,900 (12.25)	15,980 (10.66)	29,880	11.34	116 15.91
3. Bandhogarh	2,65,746	19.76	18,100 (15.94)	17,444 (11.63)	35,544	13.49	51 6.99
4. Pushparaigarh	1,34,752	10.02	6,300 (5.56)	9,778 (6.52)	16,078	6.10	131 17.98
Total	13,45,125	100.00	1,13,500	1,50,000	2,63,500	100.00	729 100.00
Surguja district							
1. Ambikapur	5,33,580	32.05	1,186 (25.78)	5,125 (29.93)	6,311	29.06	107 23.02
2. Bharatpur	46,718	2.86	220 (4.78)	825 (4.82)	1,045	4.81	47 10.10
3. Balkunthpur	1,41,876	8.69	485 (10.54)	1,800 (10.50)	2,285	10.52	38 8.17
4. Surajpur	4,10,205	25.11	550 (11.96)	2,640 (15.42)	3,190	14.68	37 18.72
5. Ramanujanj	2,04,257	12.50	505 (10.98)	1,110 (6.48)	1,615	7.43	43 9.25
6. Manendragarh	1,96,156	12.01	1,210 (26.30)	3,150 (18.39)	4,360	20.07	85 18.28
7. Samarl (Kusmi)	1,10,684	6.78	194 (4.22)	825 (4.82)	1,019	4.69	35 7.52
8. Pratappur	-	-	125 (2.72)	825 (4.82)	950	4.37	15 3.22
9. Wadnagar	-	-	125 (2.72)	825 (4.82)	950	4.37	8 1.72
Total :	16,33,476	100.00	4,600	17,125	21,725	100.00	465 100.00

against the quota allotted to it to lift the commodity from FCI Depot. Shahdol district was having 729 FPS and Surguja 465 FPS under different permit issuing officers. Every FPS was given allotment every month by the concerned permit issuing officer. Individually, the allotment of quota was indicated under each FPS when the allotment is made to the permit issuing officer who issued a formal order to the FPS for the quota allotted for the month.

#### 4.5 Classification of Fair Price Shops

From the point of view of location the FPS are divided into three categories namely urban, rural and inaccessible. The total number of FPS in the selected districts was 1,194 and among them 254 or 21.28 per cent were located in the urban areas, 859 or 71.94 per cent in the rural areas and 81 or 6.78 per cent in the inaccessible interior areas of the districts. For the inaccessible FPS the supplies were stored in advance before the rainy months.

Shahdol district has 729 FPS, of which, 22.35 per cent were urban, 71.20 per cent in rural and 6.45 per cent in inaccessible areas. Similar position<sup>was</sup> seen in Surguja district which had 465 FPS and among them, 19.57 per cent were in urban areas, 73.12 per cent in the country side and 7.31 per cent in the inaccessible interior areas of the district.

Among the 1,194 FPS of both the districts, 52.60 per cent were run by the cooperative sector and 47.40 per cent by the private individuals. In Shahdol district the private individuals were running 58.86 per cent FPS and 31.14 per cent FPS were operated by the cooperative sector. In Surguja district situation was just

opposite where 93.55 per cent of the FPS of the district were in the hands of the cooperative sector and the private individuals were holding only 6.45 per cent FPS in the district.

However, in the urban areas the private individuals were holding FPS in larger numbers. In Shahdol they covered 63.20 per cent and in Surguja 57.14 per cent. Rural scene was dominated by the cooperative sector (Table 4.4)

#### 4.6 Allotment of Fair Price Shops

The state government had issued clear cut instructions that the FPS should be allotted to the cooperatives and the private individuals may be given FPS when the cooperatives had indicated the inability to run the FPS in a particular area. In this case the allotment of FPS may be made to private individuals as per the priorities laid down by the state government. After cooperatives, FPS may be allotted to educated unemployed persons, then to the dependents of ex-servicemen, to the freedom fighters or their dependents, to the persons from scheduled castes and scheduled tribes and lastly to the other individuals. At present out of the 1,194 FPS 51.35 per cent are run by cooperative sector, 14.49 per cent by the educated unemployed persons, 0.16 per cent by the dependents of <sup>ex-servicemen</sup> of, 3.76 per cent by the members of scheduled castes and scheduled tribes and the remaining 30.24 per cent by the other persons.

In Shahdol district 31.14 per cent FPS were operated by cooperatives, 15.37 per cent by educated unemployed persons, 0.27 per cent by the dependents of ex-servicemen, 6.17 per cent by S.C. and S.T. persons and 47.05 per cent by other persons. In Surguja it was just opposite where 83.01 per cent FPS were operated by the cooperatives and remaining 13.11 per cent by the educated

Table 4.4 Fair Price Shops in Urban and Rural areas in Shahdol and Surguja District

F.P.S. Owners	Urban		Rural		Inaccessi- ble areas		Total	
	No.	%	No.	%	No.	%	No.	%
<u>Shahdol</u>								
Coop.	60	36.80	158	30.44	9	19.14	227	31.14
Private	103	63.20	361	69.56	38	80.86	502	68.86
Total	163	22.35	519	71.20	47	6.45	729	100.00
<u>Surguja</u>								
Coop.	39	42.66	328	96.47	34	100.00	435	93.55
Private	52	57.14	12	3.53	-	-	64	6.45
Total	91	19.57	340	73.12	34	7.31	465	100.00
<u>Total</u>								
Coop.	99	38.98	486	56.57	43	53.08	628	52.60
Private	155	61.02	373	43.43	38	46.92	566	47.40
Total	254	21.28	859	71.94	81	6.78	1194	100.00

unemployed persons. (Table 4.5)

#### 4.7 Appointment of Private FPS Holders

First the offer is made to the cooperative sector and after its refusal, the claim is placed to the private vendors. In this situation Grampanchayat is asked to make recommendations and on these the S.D.O. or the permit issuing officers after seeking the approval from the collector, appoints the private persons in view of the priorities fixed to run the shop in a grampanchayat or municipal ward of the district.

#### 4.8 Lifting of Commodity by Fair Price Shops

Every FPS is given allotment of foodgrains every month depending upon its consumption units and the allotment received from the state. FPS holders prepared demand which is to be certified by the sarpanch or any local government servant like V.L.W., School teacher or patwari. According to the demand he applies to the permit issuing officer along with the last month's lifting and distribution position to issue the permit for the current month. He may seek permit to lift the commodity in bulk or in parts and in case of latter he has to seek permit every time separately. After obtaining the permit, the FPS holder deposits the money in the bank and with the Bank Challan goes to FCI Depot to lift the commodity. In the case of cooperatives, the salesmen of each FPS present their demand to their LAMPS which obtains permit and lifts the commodity in bulk and distributes the same among its FPS according to their demand.



Table 4.5 Allotment of FPS in Shabdol and Surguja districts

	Shabdol		Surguja		All	
	FPS	%	FPS	%	FPS	%
1. Cooperatives	227	31.14	386	83.01	613	51.35
2. Educated un-employed persons	112	15.37	61	13.11	173	14.49
3. Dependents of Ex-servicement	2	0.27	-	-	2	0.16
4. Freedom Fighters	-	-	-	-	-	-
5. Scheduled castes/Tribes	45	6.17	-	-	45	3.76
6. Others	343	47.05	18	3.88	361	30.24
Total :-	729	100.00	465	100.00	1194	100.00

#### 4.9 District Administrative Setup of P.D.S.

In both the districts Collector is the sole authority for PDS. He deals through the District Food and Civil Supplies Officers who are of the rank of Deputy Collector and hold their separate office to carryout the work of public distribution of essential supplies like foodgrains, pulses, cloth, salt, sugar, kerosene, etc. He is assisted by an Assistant Food Officer and one Food and Civil Supplies Inspector at the district headquarters.

(Table 4.5)

Shahdol district has 13 posts of Food and Civil Supplies Inspectors and Surguja has 15 Food and Civil Supplies Inspectors. In Surguja 7 posts of Food and Civil Supplies Inspectors were lying vacant for a long time. Therefore there was no one to look after the work of PDS in Kusmi, Pratappur, Sitapur, Janakpur and Lundra. Other inspectors were looking after the work of these. Each Food and Civil Supplies Inspector is given some specified area and its FPS for supervision and checking purposes. The number of FPS allotted to the Food and Civil Supplies Inspectors was large and they found it difficult to do proper supervision and checking of the FPS. (Table 4.6)

Table 4.6 Set up of Food & Civil Supplies Department

	Shahdol	Surguja
1. District Food and Civil Supplies Officer	1	1
2. Assistant Food and Civil Supplies Officer	1	1
3. Food and Civil Supplies Inspectors	13	15
Total :-	15	17

## C H A P T E R - V

### WORKING OF FAIR PRICE SHOPS

Tehsil as a unit, occupied an important position in the management of public distribution system in the district. Every tehsil is equipped with an allotment for supplies, permit issuing officer and supervisory staff. Therefore, one backwardmost tehsil which possessed inaccessible interior areas was selected from each of the two selected districts. Pushprajgarh tehsil from Shahdol district and Kusmi tehsil from Surguja district were selected. Both the tehsils were full of forest clad hilly terrains and were not easily approachable. There were areas in both the tehsils which were not yet connected by roads and were not accessible easily even during the fair weather. Both the selected tehsils were predominantly populated by the scheduled tribesmen and were considered most backward both economically and socially.

#### 5.1 Allotment of Fair Price Shops

Normally every grampanchayat was supposed to be provided with a fair price shop but there were a good number of grampanchayats which did not possess FPS due to the non-availability of shop holders and such grampanchayats were covered under the FPS of the near by grampanchayats. Kusmi tehsil had 50 grampanchayats of which 35 grampanchayats had separate FPS and 15 grampanchayats or 30 per cent were attached with the FPS of nearby grampanchayats. Pushprajgarh tehsil in Shahdol district had 66 grampanchayats and among them 45 or 68.18 per cent had FPS and 21 or 31.82 per cent grampanchayats were covered by the FPS of the nearby grampanchayats.

## 5.2 Ownership of FPS

FPS were run by both, the cooperatives and the private persons. Both the tehsils were having 80 FPS and among them 37 or 46.25 per cent were run by the cooperatives and 43 or 53.75 per cent by the private individuals.

In Pushprajgarh tehsil out of 45 FPS the cooperatives run 12 or 26.66 per cent FPS and remaining 33 or 73.34 per cent were managed by the private persons. In Kusmi tehsil position was just opposite where cooperatives were owning 25 or 71.42 per cent FPS out of 35 FPS of the tehsil. The private persons held 10 or 28.57 per cent FPS.

Under the cooperative sector, there was a lead society which managed the large size Adivasi Multi Purpose Societies (LAMPS) with which actually run the FPS/the help of their salesmen. LAMP at the grampanchayat level. These village service coop. societies Societies had their service cooperative societies, were the actual owners of the FPS and sent their demands to the LAMPS and a lead society received the same from its LAMPS. Finally the supplies are made by the LAMPS to the village service cooperative societies as per their demand. In Kusmi tehsil there was one lead society which managed the 7 Large Size Adivasi Multipurpose Societies run 20 FPS in the tehsil. Ramanujganj LAMP Society also managed 5 FPS of this tehsil. There was Lead Society at Rajendragram in Pushprajgarh tehsil which served two tehsils including Pushprajgarh. There was only one LAMP Society at Rajendragram in Pushprajgarh and it run 12 FPS in the tehsil.

The private persons were allotted FPS as per the prescribed norms. Out of the 43 FPS owned by the private individuals, 2 persons were educated unemployed, 16 belonged to scheduled castes and scheduled tribes and 25 were other persons. (Table 5.1)

Table 5.1: Ownership of FPS in Kusmi and Pushprajgarh Tahsils

Owners	Kusmi		Pushprajgarh		Both	
	No.	%	No.	%	No.	%
1. Coop. Societies	25	71.42	12	26.66	37	45.25
2. Private Persons	10	28.58	33	70.34	43	53.75
(i) Educated unemployed	-	-	2	4.44	2	2.50
(ii) Scheduled castes/ tribesmen	5	14.29	11	24.45	15	20.00
(iii) Others	5	14.29	20	44.45	25	31.25
All	35	100.00	45	100.00	80	100.00

### 5.3 No. of FPS participated in the distribution of Rice and wheat during the year

FPS supplied essential commodities including foodgrains, controlled cloth, sugar, salt, kerosene, edible oils, stationery etc. Sugar and Kerosene were most important and were procured almost every month for distribution. Foodgrains particularly wheat and rice, were less preferred items by the FPS. There was no demand for wheat, therefore, it was not brought for distribution. Both the tehsils were rice eating areas, therefore, some of them obtained permits for rice and also lifted it from FCI depots during certain months rather than every month.

As per the data obtained from the permit issuing officers and the FCI depots it was found that less than 50 per cent of the FPS did not participate in the distribution of foodgrains- rice and wheat. It was only in the month of July that 51.25 per cent FPS obtained permits and also lifted rice from the FCI depots. During four months, April, June, August, and October 40.00 to 47.50 per cent FPS participated in the distribution of rice and during another 4 months participation rate of the FPS was reported <sup>bare</sup> minimum.

This in May, November, December, and January only 17.50 to 26.25 per cent FPS brought rice and distributed it. During the remaining 3 months of February, March and September 33.75 to 38.25 per cent FPS obtained permits for rice and also lifted it from the FCI depots.

Among the selected tehsils Pushparajgarh had better participation of FPS in the supply of foodgrains. In this tehsil during 5 months more than 50 per cent FPS distributed foodgrains and during another 5 months this participation varied between 31.11 and 46.67 per cent. As against this in Kusmi tehsil during four months from November to February less than 6 per cent FPS brought the foodgrains for sale. It was only in the month of April when 51.43 per cent FPS participated in the distribution of foodgrains. During 3 months it varied between 42.86 and 48.57 per cent and during the remaining 4 months between 17.14 and 22.86 per cent. Participation of FPS in the distribution of foodgrains was conditioned by the local cropping patterns. (Table 5.2)

5.4 Permits obtained and quantity lifted for distribution by FPS

FPS in both the tehsils were given allotment of both rice and wheat almost in equal quantity. But the permits issued and the quantity lifted for distribution from FCI Depots has given to understand that wheat was not at all demanded and it was only rice which was obtained by the FPS for public distribution. During 1984-85, both Kusmi and Pushparajgarh tehsils were given allotment of 8,625 qtls<sup>of</sup> rice and their monthly allotment depended on the release of rice from central pool to the district but it ranged between 550 and 850 qtls per month. Out of this, FPS obtained permits for 6,429 qtls or 74.54 per cent but lifted less than 50 per cent i.e. 4,309 qtls or 49.96 per cent from the FCI depots of

Table 5.2

FPS obtaining permits and lifting foodgrains in  
Kusmi and Pushprajgarh tehsils.

Months	Kusmi					Pushparajgarh				Both			
	Coop.	Pri.	Total	%		Coop.	Pri.	Total	%	Coop.	Pri.	Total	%
April	84	17	1	18	51.43	1	14	15	33.33	18	15	33	41.25
May	84	5	2	7	20.00	1	11	12	26.67	6	13	19	23.75
June	84	4	2	6	17.14	12	14	26	57.78	16	16	32	40.00
July	84	13	3	16	45.71	3	22	25	55.56	16	25	41	51.25
August	84	10	5	15	42.86	1	22	23	51.11	11	27	38	47.50
September	84	15	2	17	48.57	2	12	14	31.11	17	14	31	38.75
October	84	8	-	8	22.86	1	25	26	57.78	9	25	34	42.50
November	84	1	-	1	2.86	2	18	20	44.44	3	18	21	26.25
December	84	2	-	2	5.71	4	8	12	26.67	6	8	14	17.50
January	85	1	1	2	5.71	3	11	14	31.11	4	12	16	20.80
February	85	1	-	1	2.86	9	17	26	57.78	10	17	27	33.75
March	85	5	1	6	17.14	7	14	21	46.67	12	15	27	33.75

the total allotment given to them. The monthly break up of the quantity lifted of rice has indicated that from November to February they had lifted very little quantity due to less demand from public. There was no lifting during December and during November, January and February the lifting was 7.50 to 14.40 per cent of the allotment. During these months people generally utilized their self produced rice and prices in the market also remained lower due to the harvesting season of the paddy crop. Lifting started increasing from March with 46.54 per cent and it touched 99.41 per cent lifting of the allotment in the month of June. There was larger lifting upto October. The actual lifting of rice during these months varied between 63.20 and 80.77 per cent. With the beginning of harvesting of paddy the lifting shrunk to 7.50 per cent in November and there was no lifting in December.

Both Kusmi and Pushparajgarh tehsils had similar pattern in the lifting of rice. In Kusmi there was almost no lifting from November to February while there was some lifting of rice in Pushparajgarh during these months. Maximum lifting in both the tehsils was reported from June to October. (Table 5.3)



Table 5.3 Allotment, permit issued and quantity lifted of Rice by FPS in Kusmi &amp; Pushprajgarh Tehsils

Months	(Qty. in quintals)											
	Pushprajgarh				Kusmi				Both			
	Allotment		Permit		Allotment		Permits		Allotment		Permit	
	Qty.	Qty.	Qty.	Qty.	Qty.	Qty.	Qty.	Lifted	Qty.	Qty.	Qty.	%
April 84	400	400	400	115	450	430	430	430	850	830	97.65	64.12
May "	400	361	361	230	300	250	250	250	700	611	87.28	68.57
June "	375	375	375	375	300	297	297	296	675	672	99.56	99.41
July "	350	350	350	225	300	300	300	300	650	650	100.00	80.77
August "	400	422	422	174	350	300	300	300	750	722	96.27	63.20
September "	450	238	238	215	350	350	350	350	800	588	73.50	70.62
October "	400	385	385	325	300	200	200	200	700	585	83.57	75.00
November "	450	288	288	060	350	53	53	-	800	341	42.62	7.50
December "	300	128	128	-	350	108	108	-	650	236	36.31	-
January 85	400	265	265	100	350	28	28	8	750	293	39.07	14.40
February "	400	505	505	100	350	100	100	-	750	605	80.67	13.33
March "	200	191	191	156	350	105	105	100	550	296	53.82	46.54
All	4525	3908	2075	2075	4100	2521	2234	2234	8625	6429	74.54	49.96

### 5.5 Profile of Selected Fair/PRICE SHOPS

From each tehsil 5 FPS were selected and these included 3 FPS run by cooperatives and 2 FPS owned by the private persons. Thus in all 10 FPS were studied and these included 6 FPS owned by cooperatives and 4 FPS by private persons. These FPS were not linked with the pacca- roads and were not easily approachable. During rains it was a difficult task to reach these FPS and the villages covered by them.

#### 5.5.1 General Information about the selected FPS

FPS selected from Pushprajgarh tehsil were located at Bhejari, Lilatola, Bildongari, Poni and Jarhi and among them former 3 FPS were owned by cooperatives (LAMPS Rajendragram) and latter 2 FPS (Poni and Jarhi) by the private persons. In Kusmi tehsil the 3 FPS owned by the cooperatives were at Bharatpur, Gajadharpur and Gamardih and were managed by LAMPS of Jokapat, Kusmi and Jamari respectively. The FPS owned by private persons were situated at Karondha and Umco.

FPS owned by cooperatives were managed by the appointed salesmen who were paid salary between Rs. 200-300 per month. As against this the private persons managed the FPS <sup>themselves</sup>. Cooperatives had their own buildings for the FPS. The private persons belonged to other villages, therefore, they hired, accomodation. Further, the cooperative salesmen stayed at the headquarters of their FPS all the time while the private holders attended these FPS when they distributed the commodity for some hours during the day and the timing was not fixed.

FPS of cooperatives were started earlier to the FPS owned by the private persons. In Kusmi the cooperative started FPS in 1982 while the private persons in 1984, two years later. Similarly

in Pushprajgarh cooperative FPS started functioning in 1978 and the private ones in 1982.

None of the FPS was directly linked by a motorable road and the persons managing these FPS were required to cover large distances to obtain permits and to lift the commodities from FCI depots. Cooperative sector FPS were supplied commodities by their respective LAMPS with the help of pickupvans while the private persons faced much difficulties in transportation as they depended on bullock carts and ponies to transport commodities from road side to FPS (Table 5.4)

Table 5.4 General information about the selected FPS

Village of FPS	Tehsil	Owner	Date of starting	Distance from permit issuing authority (Km.)	Distance from FCI Depot (Km.)
1. Bharatpur	Kusmi	Coop.	1.4.82	32	32
2. Gajadharpur	"	Coop.	1.4.82	7	7
3. Gamardih	"	"	1.4.82	24	24
4. Bildongari	Pushprajgarh	"	23.1.81	10	28
5. Bhejari	"	"	24.5.78	20	38
6. Lilatola	"	"	25.12.78	22	40
7. Karondha	Kusmi	Private	1.4.84	45	45
8. Umko	Kusmi	"	1.7.84	29	29
9. Poni	Pushrajarh	"	1.2.82	23	65
10. Jarhi	"	"	1.2.82	6	45

#### 5.5.2 Coverage of Selected FPS

Selected 10 FPS covered 14 grampanchayats which had 55 villages with a population of 24,783 persons. The FPS from cooperative sector covered 10 Grampanchayats having 35 villages and 17,006 persons. The private FPS covered 4 grampanchayats, 20 villages and 7,777 persons.

On an average a FPS covered 5.5 villages and a population of 2,478 persons. This figure for a cooperative sector FPS was larger with 5.8 villages and 2,834 persons. An average private FPS supplied commodities to 5 villages with 1,944 persons. In Pushprajgarh tehsil a cooperative FPS covered 6.6 villages and 3,203 persons while in Kusmi these figures were 5 villages and 2,466 persons respectively. FPS owned by private persons in Pushprajgarh covered 5.5 villages with 1,769 persons and in Kusmi tehsil a private FPS covered 4.5 villages and a population of 2,120 persons (Table 5.5)

#### 5.5.3 Commodities Sold

The cooperative sector FPS sold a wide range of commodities which included foodgrains, sugar, salt, edible oils, kerosene, soaps, stationery, cloth, biri, match-boxes and such other articles of daily necessities. Among the private FPS, there was only one FPS which sold foodgrains, sugar, kerosene and edible oils. Otherwise, all other FPS supplied only rice and sugar. Thus cooperative sector FPS were serving the rural people in a better way. These FPS possessed almost all the articles of daily requirements and opened every day as their salesmen were stationed in the village itself.

Table 5.5 Grampanchayats, villages and population covered by selected FPS

Name of FPS	Grampanchayats No.	Villages No.	Population No.	Commodities sold
<u>Coop. (Kusmi)</u>				
1. Bharatpur	2	8	3,675	Foodgrains, sugar, salt, edible oils, Kerosene, stationery, soap, cloth etc.
2. Gajadharpur	1	2	2,148	-- do --
3. Gamrdih	1	5	1,575	-- do --
4. Bildongari (Pushprajgarh)	1	5	1,925	-- do --
5. Bhejari	4	10	5,571	-- do --
6. Lilatola	1	5	2,112	-- do --
Sub- Total	10	35	17,006	
<u>Private</u>				
7. Karondha (Kusmi)	1	4	2,275	Foodgrains, Sugar
8. Umco	1	5	1,965	-- do --
9. Poni	1	6	1,243	-- do --
10. Jarhi	1	5	2,294	Foodgrains, Sugar Kerosene, edible- oil
Sub-Total	4	20	7,777	
Grand Total	14	55	24,783	

#### 5.5.4 Distribution of Foodgrains

Since wheat was not demanded by consumers, the FPS dealers obtained permits for rice only from FCI depots for distribution among the weaker sections particularly the marginal farmers, agricultural labourers and other landless poor.

During one year from April 84 to March 85, the FPS managers obtained permits of 886.28 qtls of rice and against this 746.14 qtls of rice or 84.19 per cent was actually lifted from FCI depots and distributed. Cooperatives took permits for 445.28 qtls and lifted 415.14 qtls or 94.23 per cent. They sold 417.13 qtls including the 1.99 qtls of last years balance which augmented their sale to 94.58 per cent against the permits taken by them. The private owned FPS obtained permits for 441.00 qtls and lifted 331.00 qtls or 75.05 per cent from FCI depot for distribution. (Table 5.6)

Monthly figures for obtaining the permits, lifting of rice from FCI depots and distribution to the public have highlighted that during <sup>the</sup> months from October to March (nearly six months) people did not purchase rice from FPS due to marginal price difference and good quality of the local rice. They demanded rice from April to September and among these June, July and August were most critical months when they depended either on kind wages received as agricultural labour or FPS supply. From April to September, six months, FPS holders obtained permits for the 70 per cent of the total quantity applied during the year. Similarly they lifted 80.70 per cent of the total quantity lifted during the whole year from the FCI depots. They also made larger distribution to the extent of 80.33 per cent during these months. Thus during remaining six months beginning from October to March they obtained permits for 30 per cent, lifted 19.30 per cent quantity from FCI depots and

### Table 5.6 Details of Rice permits obtained, quantity lifted and distributed

(Rice in qtls)														
F.P.S.	April 84	May 84	June 84	July 84	August 84	Sept. 84	Oct. 84	Nov. 84	Dec. 84	Jan. 85	Feb. 85	March 85	Total	%
Permits issued														
Cooperative														
1. Bharatpur	29.86	-	100.00	-	-	-	-	-	-	-	-	36.00	165.86	18.72
2. Gajadharpur	20.00	-	-	15.00	-	10.00	-	-	-	-	-	-	45.00	5.09
3. Gamerdih	20.00	-	-	15.00	15.00	-	-	18.00	-	-	-	-	68.00	7.68
4. Bildongari	-	-	30.80	-	-	-	-	-	-	14.00	10.00	10.00	64.80	7.32
5. Bhejari	-	-	10.00	10.72	-	5.00	-	11.00	10.00	-	-	10.00	56.72	6.41
6. Lilatola	-	-	30.00	-	-	-	-	-	-	-	4.00	10.00	44.90	5.02
Sub-total														
	69.86	-	170.80	40.72	15.00	15.00	-	29.00	10.00	14.00	14.90	66.00	445.28	50.24
%	15.69	-	38.36	9.15	3.37	3.37	-	6.51	2.24	3.14	3.35	14.82	-	-
Private														
7. Karamdha	30.00	-	50.00	30.00	30.00	30.00	-	-	-	20.00	-	-	190.00	21.44
8. Umco	-	-	-	10.00	15.00	-	-	-	-	-	-	5.00	30.00	3.38
9. Poni	-	-	6.00	-	9.00	9.00	9.00	9.00	-	9.00	-	9.00	60.00	6.77
10. Jarhi	40.00	20.00	6.00	10.00	17.00	17.00	17.00	17.00	-	-	17.00	-	161.00	18.16
Sub-total														
	70.00	20.00	62.00	50.00	71.00	56.00	26.00	26.00	-	29.00	17.00	14.00	441.00	49.76
%	15.87	4.54	14.06	11.34	16.10	12.70	5.89	5.89	-	6.58	3.86	3.17	-	-
Grand Total														
	139.86	20.00	232.80	90.72	86.00	71.00	26.00	55.00	10.00	43.00	31.90	80.00	886.28	100.00
	15.78	2.25	26.27	10.24	9.70	8.01	2.93	6.21	1.13	4.85	3.60	9.03	-	-

Contd....

Continued Table 5.6

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(Rice in qtls)

F.P.S.	April 84	May 84	June 84	July 84	Aug. 84	Sept. 84	Oct. 84	Nov. 84	Dec. 84	Jan. 85	Feb. 85	March 85	Total %
<u>Quantity lifted from F.C.I. and distributed</u>													
<u>Cooperative</u>													
1. Bharatpur	29.00	-	100.00	-	-	-	-	-	-	-	-	-	129.86 17.41
2. Gajadharpur	20.00	-	-	15.00	-	10.00	-	-	-	-	-	-	45.00 6.03
3. Gamadidih	20.00	-	-	15.00	15.00	-	-	18.00	-	-	-	-	68.00 9.12
4. Bildongari	0.44	-	30.80	-	-	-	-	-	-	14.00	10.00	10.00	65.24 8.74
5. Bhejari	-	-	9.56	10.72	-	5.00	-	11.00	-	-	-	10.00	46.28 6.20
6. Lilatola	-	-	30.00	-	-	-	-	-	-	-	4.90	10.00	60.76 8.14
Sub-total	86.16	-	170.36	40.72	15.00	15.00	-	29.00	-	14.00	14.90	30.00	415.14 55.64
%	20.75	-	41.05	9.81	3.61	3.61	-	6.98	-	3.37	3.59	7.23	-
<u>Private</u>													
7. Karondha	30.00	-	50.00	30.00	30.00	30.00	-	-	-	20.00	-	-	190.00 25.46
8. Umco	-	-	-	10.00	15.00	-	-	-	-	-	-	-	25.00 3.35
9. Ponl	-	-	6.00	-	9.00	9.00	9.00	9.00	-	9.00	-	9.00	60.00 8.04
10. Jarhi	20.00	20.00	6.00	10.00	-	-	-	-	-	-	-	-	56.00 7.51
Sub-total	50.00	20.00	62.00	50.00	54.00	39.00	9.00	9.00	-	29.00	-	9.00	331.00 44.36
%	15.10	6.04	18.74	15.10	16.32	11.78	2.72	2.72	-	8.76	-	2.72	-
Grand total	136.16	20.00	232.36	90.72	69.00	54.00	9.00	33.00	-	43.00	14.90	39.00	746.14 100.00
%	18.25	2.68	31.14	12.16	9.25	7.24	1.21	5.09	-	5.76	2.00	5.23	-



distributed 19.67 per cent of the total quantity of rice transacted during the year. (Table 5.6)

#### 5.5.5 Price Fixation of Rice by FPS

The prices of rice charged by the FCI varied depending upon the quality of the rice and as per the changes suggested by the Government of India from time to time. In addition, FPS owners levied following charges on the ex-FCI depot price :-

- (1) Administrative charges Re.1.00 per qtl.
- (2) Transportation charges; 10 paise per km. per qtl upto 20 km. 8 paise From 20 to 40 Km. and 6 paise over 40 km. On kutcha road 10 paise per km. per qtl. The lead society is allowed Rs.15/- per qtl on a flat rate.
- (3) Commission-Rs.3.00 per qtl.
- (4) Municipal and Mandi taxes as admissible.
- (5) Entry fee if any.
- (6) Difference in rounding about the price into 10 paise.

After including all these charges the fine rice was sold at Rs.2.80 per kg. and other rice at Rs.2.50 per kg. These rates were very common while some of the FPS charged somewhat higher rates due to larger amount spent on transportation and other taxes.

#### 5.5.6 Distribution of Rice

Normally 75 per cent of the total population was taken as the consumption units and the FPS were allotted foodgrains at the rate of one kg per consumption unit every month. Accordingly, the marginal farmers, agricultural labourers, landless non-agricultural labourers and other poor families were entitled to get foodgrains from the FPS as per their consumption units. Ration cards were not issued but the FPS owners were supplied consumption unit registers by the grampanchayats for each village separately, FPS dealers

supplied foodgrains as per the consumption units recorded in the registers.

Normally a poor family was to get 3kg ~~rice~~ and 5kg wheat per unit every month. This quantity differed from time to time depending upon the availability of the commodity. FPS generally did not follow this rule but supplied rice @ 5kg, 8kg, 10kg, <sup>15kg.</sup> or 20kg, rice per family per month depending upon the size of the family. Since there were lesser number of buyers, FPS, some times, allowed the quantity demanded by the consumers so as to sell the stock lifted from the FCI depots. Normally commodity lifted was stocked for more than a month which was quite evident from the distribution of rice shown in table 5.6. New permits were given when the earlier stock lifted from FCI depot was fully distributed. Therefore, the FPS allowed more quantity of rice during months when the demand was less.

#### 5.5.7 Supervision of FPS

Food and Civil Supplies Department posted one Food and Civil Supplies Inspector to supervise the working of the FPS in a tehsil. In Pushprajgarh one Inspector was posted and he supervised the FPS at least once in a month. All stocks and distribution of commodities were checked by him and after his verification new permits were issued to the FPS by the permit issuing officer. The post of Food and Civil Supplies Inspector for Kusmi tehsil was vacant for a long and one of the Inspectors at the district headquarters was assigned additional charge of this tehsil and he visited the tehsil place casually. In this tehsil the verification of commodities and distribution was done by the Sarpanch of the respective grampanchayat.

The cooperative owned FPS were regularly checked by their own supervisors and the managers of the respective LAMP Societies and the lead societies. The Food and Civil Supplies Inspector also checked these FPS.

In addition to the departmental Supervisory Staff, the Sarpanches of the respective grampanchayats also checked from time to time. Whenever, the S.D.O., Tehsildar found time or received complaints checked the working. Every FPS had separate register for recording the comments of the checking staff. If any irregularity was found it was reported to the permit issuing officer and to the District Food and Civil Supplies Officer for necessary action. Members of the 20 point programme committees were also supplied lists of the FPS and were empowered to supervise the working but none of the selected societies was ever checked by any of the office bearers of the 20 point programme committees. M.L.As and M.P. of the respective area were also expected to visit the FPS to provide their cooperation and supervision. M.L.A. of Pushprajgarh area was quite active and one of the selected FPS was once checked by him during 1984-85.

#### 5.5.8 Problems Faced by FPS

(1) Transportation of the commodity from FCI depots to the FPS was a great problem for every FPS particularly to the private ones as they did not have their own vehicles. FCI depots were located at the railheads while FPS were in the interior areas. Charges allowed to meet the transport expenses were much less as compared to the charges actually paid. A private owned FPS got Rs.10.50 as transportation charges while Rs.16.00 were actually paid.

(2) FCI depots generally did not cooperate in the supplies of commodities and one was required to visit FCI depot 2-3 times to lift the commodity. <sup>cases</sup> of short weighment were reported commonly

and if some gratification to the labour and other concerned staff was not paid they supplied inferior quality commodity and also did short weighing. Due to this cooperative FPS faced losses as they found it difficult <sup>to</sup> pay gratification. Quantity lifted from FCI depots was again weighed at the LAMP Society to supply it to different FPS. At this stage this short weightment came to light and the losses were met by the LAMPS as FPS were to be supplied after proper weighing as per their demand.

(3) There was a seasonal demand for foodgrains. Wheat was not preferred for consumption and people did not purchase it even if some quantity of it was brought by FPS. Rice was demanded but mainly during six months particularly from April to September and during remaining six months its demand was very nominal. Thus the FPS found it difficult to function as an economically viable unit.

(4) Quality of rice supplied by the FCI was also reported to be quite inferior which sometimes was not liked by the consumers. In this situation many times it became very difficult for FPS to sell the commodity lifted from FCI Depots.

(5) Local labour employment system prevalent in the area did not allow the labour class, particularly the agricultural labourers to purchase the commodity. Agricultural labour both husband and wife were engaged to carry out the operations of different crops. When they worked on the field they were given one mid-day meal and 2kg paddy per head per day. Further the landlord also allowed to grow crop on some specified area or plot to the labour. All inputs of this area were to be met by the landlord while <sup>half of</sup> its total production was to be received by the seasonal agricultural labour. Besides, labourers in the villages were also paid wages in kind and were given paddy or kodo-kutki. All these practices were hampering the sale of FPS in both the areas.

(6) During the harvesting season, the gap between the prices of local rice and FPS rice became very nominal, therefore, consumers preferred to purchase local rice after paying a nominally higher price in view of the liking and better quality of local rice. Due to this the demand of FPS rice during post harvest months particularly from November to December was reduced to bare minimum.

(7) FPS owners felt that they were allowed very nominal commission of Rs.3.00 per qtl. on rice which did not allow them to earn any profit and sometimes they faced losses in the case of rice due to the higher transport charges and short weighing at FCI Depots.

(8) FPS-both cooperative and private faced economic crises and found it difficult to lift the bulk of the rice at one time. They lifted rice from FCI depots in instalments due to lack of finance. Due to this they were required to spend more on visiting the permit issuing offices and FCI depots more than once during the month.

(9) FPS also did not have proper accommodation to store the commodities, therefore, the storage was a great problem. Prolonged storage of rice attracted rat and other pests.

(10) Above all the consumers were not in a position to purchase the commodity in one lot for one month. They were mainly paid in kind. They were paid wages in cash only on road works, P.W.D. Constructions and forest works. These avenues did not provide jobs round the year but for few days during the year. Thus the consumers had low purchasing capacity and were unable to make purchases from FPS which needed cash payments.

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## C H A P T E R-VI

### PROFILE OF SELECTED HOUSEHOLDS

#### 6.1 Selection of Villages and Households

As mentioned earlier 10 FPS, 5 FPS each from Pushprajgarh and Kusmi tehsils were selected for the study. From every tehsil one village particularly in which the FPS was located was selected and from each village 10 households belonging to the weaker sections like small and marginal farmers and landless labour households were selected to study the utilization of FPS by these people with specific reference to the supply of foodgrains specially wheat and rice. Thus from each tehsil 50 households who took advantage of the FPS supply of foodgrains were selected. The study had a sample of 100 households which reported taking rice from their respective FPS during the year 1984-85.

Villages from which the households were selected were the same where the FPS were located. To mention again these villages were Bildongari, Bhejari, Lilatola, Poni, Jarhi in Pushprajgarh tehsil and Bharatpur, Gajadharpur, Gamardih, Karondha and Umco in Kusmi tehsil. Households were selected from the weaker sections including small and marginal farmers and landless labour households belonging to the scheduled castes, scheduled tribes and backward castes.

#### 6.2 Population and size of Households

From each village 10 households were selected. The sample of 100 households had a population of 647 persons and among them 333 or 51.47 per cent belonged to the villages of Pushprajgarh tehsil and 314 or 48.53 per cent to Kusmi tehsil.

Average size of a household was of 6.5 persons and this figure in the case of Pushprajgarh tehsil was of 6.7 and in Kusmi tehsil, slightly smaller with 6.2 persons. Among the different

villages, the average size of a household in one village namely Umco was of less than 5 persons otherwise in all the villages households possessed more than 5 persons. In 4 villages a household had more than six members and in 3 villages more than seven persons per household (Table 6.1)

Table 6.1 Population of Households

S.No.	Village/ Tehsil	No. of H.Hs.	Population		Av. per H.H. persons
			Persons	%	
<u>Pushprajgarh</u>					
1.	Bildongari	10	55	8.50	5.5
2.	Bhejari	10	69	10.66	6.9
3.	Lilatola	10	69	10.66	6.9
4.	Poni	10	66	10.20	6.6
5.	Jarhi	10	74	11.45	7.4
Sub-total		50	333	51.47	6.7
<u>Kusmi</u>					
6.	Bharatpur	10	72	11.13	7.2
7.	Gajadharpur	10	62	9.58	6.2
8.	Gamardih	10	59	9.12	5.9
9.	Karondha	10	73	11.28	7.3
10.	Umco	10	48	7.42	4.8
Sub-total		50	314	48.53	6.2
All		100	647	100.00	6.5

### 6.3 Caste/Tribe wise Households and their population

There returned 25 social groups from the sample households and among them 8 social groups belonged to the scheduled tribes, 5 groups to scheduled castes and 12 social groups were of backward classes including a Muslim. Among the sample households 57 per cent belonged to scheduled tribes which included Gond, Panika and Pradhan in Pushparajgarh and Oraon, Kwar, Chik and Agaria in Kusmi tehsil. Scheduled castes returned in the sample were Mehra, Ghasia, Basor, Chikwa, and Chamar and these castes comprised 16 per cent of the households. Other castes group included mainly the backward castes like Ahir, Vishwakarma, Kalhar, Banjara, Jogi, Nai, Darji, Kumhar, Rajwar, Bargah. Brahmin and Muslim were also reported. All these had 27 per cent households.

Sample households possessed 370 or 57.72 per cent scheduled tribesmen, 115 or 17.94 per cent scheduled caste persons and remaining 156 or 24.34 per cent persons came from backward and other caste groups. In both the tehsils scheduled tribesmen returned in the larger proportion as the area was mainly inhabited by them. Proportion of scheduled tribesmen in Pushprajgarh sample was 51.38 per cent and in Kusmi tehsil much larger, 64.33 per cent and it corresponded with the proportion occupied by the scheduled tribe households in the respective tehsils. (Table 6.2)



Table 6.2 Caste/tribe wise distribution of Households and Population

Caste/Tribe	Pushprajgarh				Kusmi				Both			
	No. of H.Hs.		Population		No. of H.Hs.		Population		No. of H.Hs.		Population	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<b>1. Schedule Tribe</b>												
1. Gond	17	34.00	115	35.17	-	-	-	-	17	17.00	115	17.94
2. Panika	6	12.00	40	12.23	1	2.00	5	1.59	7	7.00	45	7.02
3. Pradhan	3	6.00	13	3.98	-	-	-	-	3	3.00	13	2.03
4. Oroan	-	-	-	-	18	36.00	120	38.22	18	18.00	120	18.72
5. Kanwar	-	-	-	-	6	12.00	28	8.92	6	6.00	28	4.37
6. Chik	-	-	-	-	2	4.00	17	5.41	2	2.00	17	2.65
7. Sak-lohar	-	-	-	-	2	4.00	13	4.14	2	2.00	13	2.03
8. Agarua	-	-	-	-	2	4.00	19	6.05	2	2.00	19	2.96
Sub-Total	26	52.00	168	51.38	31	62.00	202	64.33	57	57.00	370	57.72
<b>Scheduled Castes</b>												
9. Mehra	7	14.00	56	17.12	-	-	-	-	7	7.00	56	8.75
10. Ghasia	-	-	-	-	-	4.00	14	-	2	2.00	14	2.18
11. Basor	-	-	-	-	4	8.00	29	9.25	4	4.00	29	4.52
12. Chikwa	-	-	-	-	2	4.00	9	-	2	2.00	9	1.40
13. Chamar	-	-	-	-	1	2.00	7	-	1	1.00	7	1.09
Sub-Total	7	14.00	56	17.12	9	18.00	59	18.79	16	16.00	115	17.94

Continued.....

Continued Table 6.2 .....

Caste/Tribe	Pushprajgarh				Kumsl				Both			
	No. of H.Hs.		Population		No. of H.Hs.		Population		No. of H.Hs.		Population	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
<u>Other Castes</u>												
14. Ahir	5	10.00	34	10.40	1	2.00	5	1.59	6	6.00	39	6.09
14. Ahir	5	10.00	34	10.40	1	2.00	5	1.59	6	6.00	39	6.09
15. Vishwakarma	3	6.00	19	5.81	1	2.00	5	1.59	4	4.00	24	3.75
16. Kalhar	3	6.00	12	3.67	-	-	-	-	3	3.00	12	1.87
17. Banjara	2	4.00	17	5.20	-	-	-	-	2	2.00	17	2.65
18. Jogi	1	2.00	8	2.45	-	-	-	-	1	1.00	8	1.25
19. Brahmin	1	2.00	5	1.53	-	-	-	-	1	1.00	5	0.78
20. Namdeo	1	2.00	4	1.22	-	-	-	-	1	1.00	4	0.62
21. Nai	1	2.00	4	1.22	-	-	-	-	1	1.00	4	0.62
22. Kumhar	-	-	-	-	4	8.00	29	9.25	4	4.00	29	4.52
23. Bargah	-	-	-	-	2	4.00	8	2.55	2	2.00	8	1.25
24. Mohmdan	-	-	-	-	1	2.00	3	0.95	1	1.00	3	0.47
25. Rajwar	-	-	-	-	1	2.00	3	0.95	1	1.00	3	0.47
Sub total	17	34.00	103	31.50	10	20.00	53	16.88	27	27.00	156	24.34
All	50	100.00	327	100.00	50	100.00	314	100.00	100	100.00	641	100.00

#### 6.4 Households and Population as per land owned

Among the 100 households, 13 households did not own land 24 households belonged to the category of marginal farmers owning land upto one hectare and a vast majority of 63 households were small farmers having land between 1-4 hectares.

As regards the population 10.67 per cent returned as landless households, 20.40 per cent as marginal farmers and 68.93 per cent the small farmers.

On an average a landless household had 5.30 persons, marginal farmers and 5.5 persons and the small farmers group had more than 7 persons per household (Table 6.3)

Table 6.3 Households and population according to the size of holdings

Size group	Pushprajgarh			Kusmi			Both		
	House-	Popula-		House-	Popula-		House-	Popu-	
	holds	tion		holds	tion		holds	lation	
	No.	No.	%	No.	No.	%	No.	No.	%
Land less	11	55	16.52	2	14	4.46	13	69	10.67
Marginal Farmers (1 Hect.)	8	53	15.91	16	79	25.16	24	132	20.40
Small farmers (1-4 Hect)	31	225	67.57	32	221	70.38	63	446	68.93
All	50	333	100.00	50	314	100.00	100	647	100.00

#### 6.5 Population by Sex and age

Both male and female in the sample constituted more or less equal proportion. Out of 647 persons 330 or 51 per cent were males and 317 or 49 per cent females. In Pushprajgarh the proportion of males was 51.65 per cent and <sup>in</sup> Kusmi tehsil 50.31 per cent. The females in Pushprajgarh comprised 48.35 per cent and in Kusmi

households 49.68 per cent population.

According to the age of household members a majority of them returned from the economically active group who belonged to the age group of 15-59 years and this class formed 55.02 per cent of the total population. Children with age upto 14 years and below constituted 40.34 per cent population and the aged persons more than 60 years old were quite few (4.64 per cent) (Table 6.4)

#### 6.6 Sources and Income

Agriculture and labour jobs including agricultural labour were reported to be the main sources of income. Income derived from livestock products, tree products and such other sources has been added to the agricultural income.

During 1984-85 an average per household <sup>income</sup> was Rs.2,551.36 from all sources. A landless household earned the lowest income of Rs.2,153.38 during the year, a marginal farmer Rs.2,248.67 and a small farmer Rs.2,748.79. The landless and marginal farmers in Pushprajgarh tehsil earned more as compared to their counter parts in Kusmi tehsil. Position in the case of small farmers was reported vice versa.

Agriculture was the main source and it contributed 41.63 per cent to the total income, followed by non-agricultural labour jobs which formed 32.91 per cent and the agricultural labour jobs provided 25.46 per cent of the total income. Among the landless households nearly 97 per cent income was derived from the labour jobs and agricultural labour jobs had largest share of 53.52 per cent. Among marginal farmers the labour jobs comprised 71.21 per cent including 40.27 per cent from non-agricultural labour jobs. These households received nearly one third or 28.79 per cent of the income from agriculture. Among the small farmers

Table 6.4 Population as per age groups

Size groups	Pushprajgarh		Kusm1		Roth	
	Population		Population		Population	
	No.	%	No.	%	No.	%
0 - 14	136	40.85	125	39.80	261	40.34
15 - 59	181	54.35 *	175	55.74	356	55.02
60 +	16	4.80	14	4.46	30 *	4.64
All	333	100.00	314	100.00	647	100.00

agriculture was main source of income and it provided 51.87 per cent of the total income and remaining 48.13 per cent income was derived from the labour jobs. Thus, the landless and marginal farmers mainly depended on labour jobs which also provided 48.13 per cent income to the small farmers.

On an average a member among the sample household earned Rs.394.34 during the year. This figure among landless household was Rs.405.71 among the marginal farmers Rs.408.85 and among small farmers Rs.388.28. (Table 6.5)

Table 6.5 Income from different sources

Size group	Income			Income from different sources in %		
	Total	Per H.H.	Per Head	Agri.	Agri.	Others
<u>PUSH PRAJGARH</u>						
Land less	24,404.00	2,218.55	443.70	3.48	58.33	38.19
Marginal farmers	18,208.00	2,276.00	343.55	27.41	47.73	28.86
Small farmers	80,679.00	2,602.55	358.57	60.74	15.34	23.92
Total	1,23,291.00	2,465.82	370.24	44.48	28.03	27.48
<u>KUSMI</u>						
Land less	3,590.00	1,795.00	256.43	-	20.89	79.11
Marginal farmers	35,760.00	2,235.00	452.66	29.49	24.43	46.08
Small farmers	92,495.00	2,890.47	418.53	44.14	22.60	33.26
Total	1,31,845.00	2,636.90	419.89	38.97	23.05	37.98
<u>BOTH</u>						
Land less	27,994.00	2,153.38	405.71	3.04	53.52	43.44
Marginal farmers	53,968.00	2,248.67	408.85	28.79	30.94	40.27
Small farmers	1,73,174.00	2,748.79	388.28	51.87	19.22	28.91
Total	2,55,136.00	2,551.36	394.34	41.63	25.46	32.91

6.7 Land owned and Area Cultivated

There were 87 land owning households and possessed 139.36 hectares of land, of which 8.50 per cent belonged to 24 marginal farmers and 91.50 per cent was owned by 63 small farmers. Of the total land, 77.16 hectares or 55.37 per cent was owned by the farmers of Pushprajgarh tehsil and 44.63 per cent by the households of Kusmi tehsil.

Cultivation was done on 122.95 hectares or 88.22 per cent of the land owned. The marginal farmers cultivated land to the extent of 97.64 per cent and the small farmers covered 87.35 per cent of land owned for growing crops during 1984-85. Farmers of Pushprajgarh cultivated their land to a larger extent as compared to those of Kusmi tehsil. Double cropped area was 30.01 hectares or 24.40 per cent, therefore, crops were raised on 152.96 hectares..

(Table 6.6)

Table 6.6 Land owned and land cultivated

Size group	(Area in Hect.)			
	Area owned		Area cultivated	
	Area	%	Area	%
<u>PUSHPRAJGARH</u>				
Marginal Farmers	4.37	5.66	4.15	94.96
Small Farmers	72.79	94.34	66.09	90.79
All	77.16	100.00	70.24	91.03
<u>KUSMI</u>				
Marginal Farmers	7.48	12.03	7.42	99.19
Small Farmers	54.72	87.97	45.29	82.76
All	62.20	100.00	52.71	84.74
<u>BOTH</u>				
Marginal Farmers	11.85	8.50	11.57	97.64
Small Farmers	127.51	91.50	111.38	87.35
All	139.36	100.00	122.95	88.22

#### 6.8 Area Under Different Food Crops

Sample farmers raised only food crops which were grown on an area of 152.96 hectares including 18.51 hectares or 12.10 per cent by marginal farmers and 134.45 hectares or 87.90 per cent by small farmers. Food crops included cereals, pulses, oil seeds and potato. Cereals were sown on an area of 126.24 hectares or 82.53 per cent. Oilseeds also occupied a sizable area of 26.30 hectares or 17.19 per cent. Pulses and potato covered a very nominal area. Oilseeds were mainly sown as cash crops while all other food crops except wheat were grown to meet the consumption requirements of the households. Wheat was grown for sale and a very little quantity was used for consumption purposes.

The crops grown included paddy, maize, jowar, kodo-kutki, wheat and barley as cereals, arhar (tur), urad and kulthi as pulses and groundnut, ramtil, mustard, and linseed as oilseed crops. Potato was also raised as a vegetable crop. Paddy was the main crop and covered 45.71 per cent of the gross-cropped area. Other important crops were wheat, kodo-kutki and ramtil and these crops covered 13.96, 13.06, and 11.47 per cent area respectively. Mustard was also raised on a considerable area and it covered 5.39 per cent of the gross-cropped area (Table 6.7)

#### 6.9 Production of Food Crops

The details of production of food crops on sample farmers are given in table 6.8.



Table 6.7 Area of Food Crops grown

S.No.	Crops	(Area in hectares)									
		Pushprajgarh			Kusmi			Both			
		MF	SF	Both	MF	SF	Both	MF	SF	Both	%
1.	Paddy	3.64	22.56	26.20	6.01	37.72	43.73	9.65	60.68	69.93	45.71
2.	Maize	0.83	6.37	7.20	1.45	4.09	5.54	2.28	10.46	12.74	8.32
3.	Kodo-Kutki	0.87	18.21	19.08	-	0.89	0.89	0.87	19.10	19.97	13.06
4.	Wheat	2.41	15.80	18.21	0.51	2.63	3.14	2.91	18.43	21.35	13.96
5.	Other cereals	-	0.40	0.40	-	1.84	1.84	-	2.25	2.25	1.47
6.	Total cereals	7.75	63.35	71.11	7.97	47.17	55.14	15.72	110.52	126.24	82.53
7.	Total Pulses	0.04	-	0.04	-	0.22	0.22	0.22	0.22	0.26	0.17
8.	Ramtil	0.20	12.35	12.55	-	5.00	5.00	0.20	17.35	17.55	11.47
9.	Mustard	1.03	2.00	3.03	1.11	4.09	5.20	2.14	6.09	8.24	5.39
10.	Other oil seeds	0.40	-	0.40	-	0.10	0.10	0.40	0.50	0.51	0.33
11.	Total oil seeds	2.04	14.35	16.40	1.11	9.19	10.30	2.75	23.54	26.30	17.19
12.	Potato	-	-	-	-	0.16	0.16	-	0.16	0.16	0.10
Total Area		9.83	77.71	87.54	9.08	56.58	65.66	18.51	134.85	152.96	
Percentage		11.23	88.77	100.00	13.83	86.17	100.00	12.10	87.90	100.00	

Table 6.8 Production of Food Crops grown

(Production in qtls)										
S.No.	Crops	Pushprajgarh			Kusmi			Both		
		MF	SF	Both	MF	SF	Both	MF	SF	Both
1.	Paddy	13.30	144.90	158.20	60.20	319.40	379.60	73.50	464.30	537.80
2.	Maize	3.25	47.30	50.55	7.65	17.17	24.82	10.90	64.47	75.37
3.	Kodo-Kutki	5.50	64.35	69.85	-	2.00	2.00	5.50	66.35	71.85
4.	Wheat	11.95	84.20	96.15	1.50	11.50	13.00	13.45	95.70	109.15
5.	Other cereals	-	0.40	0.40	-	3.65	3.65	-	4.05	4.05
6.	Total Cereals	34.00	341.15	375.15	69.35	353.72	423.07	103.85	694.87	798.22
7.	Total Pulses	0.20	-	0.20	-	0.27	0.27	0.27	0.27	0.47
8.	Ramtil	0.80	22.50	23.30	-	4.38	4.38	0.80	26.88	27.68
9.	Mustard	1.73	7.71	9.44	3.15	5.87	9.02	4.88	13.58	18.46
10.	Other oilseed	1.25	-	1.25	-	0.05	0.05	1.25	0.05	1.30
11.	Total Oil seed	3.78	30.21	33.99	3.15	10.30	13.45	6.93	40.51	47.44
12.	Potato	-	-	-	-	2.50	2.50	-	2.50	2.50

The area under different crops and the production of food crops had a direct relation with food requirements of the people who earned a subsistence living.

6.10 Disposal of crop production

Disposal of cereals indicated that only 3.15 per cent production was sold and the remaining produce was used to meet the consumption needs. Among various cereals, wheat was generally sold as people did not like to eat wheat every day. Pulses were entirely used for consumption. Oilseed production was marketed to a considerable extent of 35.33 per cent. Ramtil and mustard were largely grown in both the tehsils and oil was used as medium of cooking in the area. Therefore, all surplus oilseed production was sold to obtain cash to meet other requirements.

In Kusmi there was a hundred per cent consumption of cereals and pulses while in Pushprajgarh 6.73 per cent production of cereals, particularly of wheat was sold. Oil seeds production was marketed in both the tehsils to the extent of 38.63 per cent in Pushprajgarh and 26.90 per cent in Kusmi tehsil. (Table 6.9).

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Table 6.9 Disposal of Food Crops Production

Crops	Total Qty Produced	Qty. Consumed	(Qty. in Qtls)	
			Qty. sold	
			Qty.	%
<u>PUSHPARAJGARH</u>				
1. Cereals	375.15	287.26	25.25	6.73
2. Pulses	0.20	-	-	-
3. Oil seeds	33.99	10.93	13.13	38.63
All	409.34	298.19	38.38	9.38
<u>KUSMI</u>				
1. Cereals	423.07	344.62	-	-
2. Pulses	0.27	0.04	-	-
3. Oil seed	13.45	5.53	3.63	26.99
All	436.79	350.19	3.63	0.83
<u>BOTH</u>				
1. Cereals	798.22	631.88	25.25	3.16
2. Pulses	0.47	0.04	-	-
3. Oil seed	47.44	16.46	16.76	35.33
All	846.13	648.38	42.01	4.96

C H A P T E R-VII  
FOODGRAINS PURCHASED FROM FPS

7.1 Consumption of Foodgrains

Sample households had 486 consumption units and consumed 656.27 qtls. of foodgrains during the year 1984-85. Commodities used for consumption were rice, wheat, maize and kodo-kutki. Among these, rice was the most important and constituted 61.05 per cent of the total foodgrain consumption. Wheat was next important and it formed 16.55 per cent of the consumption. In Pushprajgarh tehsil wheat was grown on a larger area and its consumption in that tehsil was larger (27.60 per cent) than (5.20 per cent) in Kusmi tehsil. Nearly one fifth of the consumption of cereals and millets was supplemented by maize and kodo-kutki and these formed 10.83 and 10.77 per cent of the total consumption respectively.

Per household consumption of different food grains was 6.56 qtls. per year or nearly 55 kg per month. In other words, one consumption unit in these households needed nearly 370 grams of foodgrains per day which included 90 grams purchased from FPS and open markets. On an average a consumption unit consumed 220 grams of rice, 60 grams of wheat, 40 grams of maize and 50 grams of kodo-kutki etc. per day during the year 1984-85. (Table 7.1)

7.2 Purchase of Foodgrains

Of the total quantity of cereals and millets consumed during the year, 499.27 qtls. or 76.08 per cent were produced by the households and nearly one fourth (23.92 per cent) or 157.00 qtls. were purchased from FPS or markets etc. The figures for different foodgrains indicated that major portion of the cereals and millets used for consumption was produced on the fields. Wheat was purchased in larger proportion of 32.84 per cent as compared to the quantity purchased of other foodgrains. The purchased

Table 7.1 Yearly Consumption of foodgrains (Cereals and Millets)

(Qty.in Qtls)						
Crop.	Self produced		Purchased			Total Qty.
	Qty.	%	FPS Qty.	Market Qty.	Total Qty.	
<u>PUSHPRAJGARH</u>						
1. Wheat	57.55	62.79	-	34.10	34.10	91.65
2. Rice	93.05	74.78	13.49 (10.84)	17.89	31.38	124.43
3. Maize	30.56	67.30	-	14.85	14.85	45.41
4. Kodo-Kutki	59.60	86.50	-	9.30	9.30	68.90
5. Others	0.30	18.75	-	1.30	1.30	1.60
All	241.06	72.61	13.49 (4.06)	77.44	90.93	331.99
<u>KUSMI</u>						
1. Wheat	7.75	45.88	--	9.14	9.14	16.89
2. Rice	220.61	79.80	21.87 (7.91)	33.96	55.83	276.44
3. Maize	24.51	95.70	-	1.10	1.10	25.61
4. Kodo-Kutki	1.75	100.00	-	-	-	1.75
5. Others	3.59	100.00	-	-	-	3.59
All	258.21	79.62	21.87	44.20	66.07	324.28
<u>BOTH</u>						
1. Wheat	65.30	60.16	-	43.24	43.24 (39.84)	108.54 (16.55)
2. Rice	313.66	78.24	35.36 (8.82)	51.85	87.21 (21.76)	400.87 (61.05)
3. Kodo-Kutki	61.35	86.84	-	9.30	9.30 (13.16)	70.65 (10.77)
4. Maize	55.07	77.54	-	15.95	15.95 (22.46)	71.02 (10.83)
5. Others	3.89	74.95	-	1.30	1.30 (25.05)	5.19 (0.80)
All	499.27	76.08	35.36	121.64	157.00	656.27

quantity of rice was 21.76 per cent, maize 22.46 per cent, Kodo-kutki 13.16 per cent and other grains 25.05 per cent. Thus the per day consumption of 370 grams per unit included 280 grams home produced and 90 grams purchased from FPS and markets.

The households made purchases from both FPS and private sources like open market. They purchased 157 qtls of foodgrains during 1984-85 and of this, major portion, (77.48 per cent) was purchased from private agencies including open market, local traders and landlords. Wheat, maize, kodo-kutki were entirely purchased from the private sources. They could get these commodities locally which were of good quality and were also available at reasonable prices. Wheat could be procured from FPS but was not preferred due to marginal price differences and better quality of local wheat.

Purchase of rice was done from both the sources, the FPS and the private agencies. Among the different commodities rice was purchased in the largest quantity of 87.21 qtls which included 35.36 qtls or 40.55 per cent purchased from FPS and 51.85 qtls or 64.64 per cent bought from the private agencies. Thus the households depended to a great deal on private agencies. (Table 7.1)

### 7.3 Eligibility and Actual purchases from F.P.S.

Normally 3 kg of rice and 5 kg of wheat was supplied per unit of consumption every month to the weaker sections of village community. Sample households had 486 consumption units including landless households 52 or 10.70 per cent, marginal farmers 99 or 20.37 per cent and the small farmers 335 or 68.93 per cent consumption units.

Accordingly the sample households were entitled to 291.60 qtls of wheat and 174.96 qtls of rice from the FPS during the year. There was no purchase of wheat from FPS. During 1984-85 the FPS did not lift wheat at all as they had bad experience during the previous years. During previous years the Pushprajgarh LAMP Society lifted 100 qtls and that of Kusmi 50<sup>qtls.</sup> of wheat but not a single<sup>Kg.</sup> was purchased. The entire quantity of this wheat lay entered in their stock books but the actual wheat stock perished in the godowns. As against the eligibility of 174.96<sup>qtls.</sup> of rice, the households purchased 35.40<sup>qtls.</sup> or 20.23 per cent from the FPS.

The landless households were to receive 18.72<sup>qtls.</sup> of rice and they purchased 4.15<sup>qtls.</sup> or 22.17 per cent from FPS. The marginal and small farmers purchased only 20 per cent rice of the quantity they were entitled.

In Pushprajgarh the proportion of purchased quantity of rice was 15.03 while it was 25.74 in Kusmi. In Pushprajgarh the landless households purchased rations in larger proportion of 24.05 per cent but this position in Kusmi tehsil was occupied by the small farmers who purchased 28.14 per cent quantity of the eligible quantity of rice. (Table 7.2)



Table 7.2 Yearly Eligibility and Actual Purchases of Wheat & Rice from FPS

Category of H.H.	Consumption	Eligibility		Purchase from FPS	
	Units (No.)	Wheat Qtls.	Rice Qtls.	Rice Qtls.	%
<u>PUSHPRAJGARH</u>					
1. Land less	41	24.60	14.76	3.55	24.05
2. Marginal	40	24.00	14.40	2.68	18.61
3. Small	169	101.40	60.84	7.30	12.00
Sub-total	250	150.00	90.00	13.53	15.03
<u>KUSMI</u>					
1. Land less	11	6.60	3.96	0.60	15.15
2. Marginal	59	35.40	21.24	4.45	20.95
3. Small	166	99.60	59.76	16.82	28.14
Sub-Total	236	141.60	84.96	21.87	25.74
<u>BOTH</u>					
1. Land less	52	31.20	18.72	4.15	22.17
2. Marginal	99	59.40	35.64	7.13	20.00
3. Small	335	201.00	120.60	24.12	20.00
All	486	291.60	174.96	35.40	20.23

#### 7.4 Monthly Purchase of Rice and Wheat from open market and Private Sources

Monthwise breakup indicated that households made purchases of wheat and rice throughout the year but larger number of households purchased rice from April to August. During these five months more than 50 per cent households purchased rice from the private agencies. Thereafter the number decreased and a few households purchased during November and December. More over 10 to 14 per cent households purchased rice from January to March. Households purchasing wheat were quite few and their number was conspicuous only in April, May and July. During these months they had to arrange festivities like marriages and worships and needed much wheat to prepare puris etc. to celebrate the occasions (Table 7.3)

Table 7.3 No. of Households reported purchasing from open market

			Pushprajgarh		Kusmi		Both	
			Rice	Wheat	Rice	Wheat	Rice	Wheat
1.	April	84	9	11	19	3	28	14
2.	May	"	5	5	21	6	26	11
3.	June	"	4	3	21	-	25	3
4.	July	"	8	7	18	3	26	10
5.	August	"	11	7	15	-	26	7
6.	September	"	11	4	8	-	19	4
7.	October	"	6	1	6	-	12	1
8.	November	"	3	1	4	2	7	3
9.	December	"	5	4	2	-	7	4
10.	January	85	5	7	5	1	10	8
11.	February	"	5	1	6	3	11	4
12.	March	"	5	2	9	-	14	2

Sample households purchased rice and wheat to a larger extent from April to September. During these months they purchased 32.21 Qtls or 62.00 per cent of rice and 18.84 Qtls or 73.19 per cent of wheat of the total purchase made during the entire year from the private agencies. Both Pushprajgarh and Kusmi tehsils more or less had similar pattern of wheat and rice purchases from the open markets.

In Pushprajgarh, households purchased 18.09 Qtls of rice and 20.40 Qtls of wheat from open market. Thus on an average the sample households purchased 1.50 Qtls of rice and 1.70 Qtls of wheat per month. These figures in Kusmi tehsil were 2.82 Qtls of rice and 0.44 Qtls of wheat per month. On the whole an average household purchased 6.47 Qtls including 4.33 Qtls of rice and 2.14 Qtls of wheat every month in both the tehsils (Table 7.4).

Table 7.4 Monthwise Purchase of Wheat and Rice from Private Agencies

Private Agencies						(Qty.in qtls)			
Month	Pushprajgarh		Kusmi		Both		Average per HH		
	Rice	Wheat	Rice	Wheat	Rice	Wheat	Rice kg.	Wheat Rs.	
April	84	2.20	6.75	5.00	0.32	7.20	7.07	25.71	50.50
May	"	0.90	1.15	4.65	1.12	5.55	2.27	21.35	20.64
June	"	1.05	0.85	4.03	-	5.08	0.85	20.32	28.33
July	"	1.04	2.35	3.97	2.00	5.01	4.35	19.27	43.50
August	"	2.00	2.95	3.31	-	5.31	2.95	20.42	42.14
September	"	3.15	1.35	0.91	-	4.06	1.35	21.37	33.75
October	"	1.45	0.10	1.61	-	3.06	0.10	25.50	10.00
November	"	0.65	0.10	1.90	0.70	2.55	0.80	36.42	26.66
December	"	1.70	1.50	1.30	-	3.00	1.50	42.86	37.50
January 85	"	1.80	2.80	2.28	0.30	4.08	3.10	40.80	38.75
February	"	1.25	0.10	2.75	0.90	4.00	1.00	36.36	25.00
March	"	0.90	0.40	2.15	-	3.05	0.40	21.78	20.00
Total		18.09	20.40	33.86	5.34	51.95	25.74		



### 7.5 Monthwise purchases from FPS

Households purchased only rice from the FPS in both the tehsils. The larger number of households purchased rice during the months of April, June, July, August and September. Very few purchased rice during November, December and February. The households numbering 11 to 20 purchased rice during January, March and May.

During 1984-85 the households purchased 35.36 qtls of rice from the FPS and of this 71.87 per cent was purchased during five months, namely April, June, July, August and September. There was a nominal purchase during paddy post-harvest months of November and December and also during February and May. During these 4 months they purchased 10.26 per cent and during the remaining 3 months, October, January and March they purchased 17.87 per cent of the total rice purchased during the year.

On an average a household purchased nearly 3 kg rice per month. This figure in Pushprajgarh tehsil was 2.25kg and that in Kusmi 3.65kg per month. Thus the rice purchased per consumption unit per month was 605 grams and it was 500 grams in Pushprajgarh and 772 grams in Kusmi tehsil. As against this every household on an average was to purchase nearly 3kg rice per unit per month. In other words a household purchased a very nominal quantity of 20.16 per cent of the eligible quantity of rice per unit from the FPS. The proportion of purchased rice from FPS was reported 16.66 per cent in Pushprajgarh and 25.73 per cent per unit in Kusmi tehsil. (Table 7.5)

Table 7.5: Monthwise break up of rice purchased from FPS.

Months	(Qty.in qtls)							
	Pushprajgarh			Kusmi		Both		
	No.	Qty.	No.	Qty.	No.	Qty.	%	
April	84	16	1.41	28	3.54	44	4.95	14.00
May	"	9	0.90	2	0.30	11	1.20	3.39
June	"	18	1.94	17	2.78	35	4.72	13.35
July	"	15	1.48	43	5.63	58	7.11	20.11
August	"	12	1.53	28	3.94	40	5.47	15.47
September	"	9	0.86	17	2.30	26	3.16	8.94
October	"	6	0.67	7	1.18	13	1.85	5.23
November	"	6	0.63	-	-	6	0.63	1.78
December	"	10	0.95	-	-	10	0.95	2.69
January	85	11	1.23	9	1.35	20	2.58	7.30
February	"	8	0.75	1	0.10	9	0.85	2.40
March	"	11	1.14	6	0.75	17	1.89	5.34
All	-	13.49	-	21.87	-	35.36	100.00	

#### 7.6 Purchase of FPS Rice and size of holding

The small farmers who preponderated in the sample, purchased 24.10 qtls or 68.16 per cent of the total 35.36 qtls of rice purchased by all the sample households during the year 1984-85. The marginal farmers came next and constituted 20.10 per cent and the landless households purchased only 11.74 per cent of the total rice purchased from FPS.

The quantity lifted from FPS per unit per month was 662 grams or 22.06 per cent among the landless households and 600 grams or 20 per cent among the marginal and small farmers.

The landless households in Pushprajgarh purchased 722 grams per unit per month as against 45 grams in Kusmi tehsil. Marginal farmers in Pushprajgarh lifted at the rate of 558 grams per unit per month while this figure in Kusmi was larger, 628 grams. The small farmers of Kusmi also lifted rice from FPS in larger quantity, 844 grams per unit per month, as against the 360 grams reported from Pushprajgarh tehsil. (Table 7.2)

Monthwise break up of landless, marginal and small farmers in tables 7.6 and 7.7 indicated that the larger number of households from all the groups purchased rice during the six months from April to September. During these months the small farmers lifted 79.30 per cent and marginal farmers 74.40 per cent of the total quantity purchased during the year. The landless purchased 53.25 per cent of the total quantity. However maximum purchase of rice was reported during 3 months namely June, July and August. During these months the farm produced production of both kharif and rabi crops would almost come to an end. They pulled on these months on purchased quantity and kind wages received from agricultural labour jobs. (Table 7.6 & Table 7.7)

#### 7.7 Factors Conditioning the sale of FPS Foodgrains

##### (1) Food habits of local people

People residing in both the districts were mainly rice eaters. Their meals were not complete if they did not eat rice in some form. Paddy was also largely grown in the area and also formed the backbone in the consumption of foodgrains. Other preferred commodities were kodo-kutki and sanwa which were said to <sup>be</sup> the main substitutes for rice. Maize was another commodity which was consumed to a considerable extent.



Table 7.6 Monthwise breakup of Households <sup>by</sup> size of holding  
Purchasing from FPS

Month		PUSHPRAJGARH				KUSMI				BOTH			
		LL	MF	SF	Total	LL	MF	SF	Total	LL	MF	SF	Total
April	84	-	4	12	16	1	9	18	28	1	13	30	44
May	"	1	2	6	9	-	-	2	2	1	2	8	11
June	"	4	5	9	18	1	2	14	17	5	7	23	35
July	"	3	1	11	15	1	16	26	43	4	17	37	58
August	"	3	1	8	12	1	10	17	28	4	11	25	40
September	"	6	1	2	9	-	7	10	17	6	8	12	26
October	"	2	1	3	6	-	2	5	7	2	3	3	13
November	"	3	1	2	6	-	-	-	-	3	1	2	6
December	"	3	3	4	10	-	-	-	-	3	3	4	10
January	85	4	1	6	11	-	2	7	9	4	3	13	20
February	"	2	2	4	8	-	-	1	1	2	2	5	9
March	"	3	3	5	11	1	-	5	6	4	3	10	17

Table 7.7 Monthwise breakup of Rice purchased from FPS <sup>by</sup> size of holding  
(Figures in qtls)

Month		PUSHPRAJGARH			KUSMI			BOTH		
		LL	MF	SF	LL	MF	SF	LL	MF	SF
April	84	-	0.12	1.29	0.10	0.82	2.63	0.10	0.94	3.92
May	"	0.04	0.12	0.74	-	-	0.30	0.04	0.12	1.04
June	"	0.56	0.62	0.76	0.20	0.13	2.45	0.76	0.75	3.21
July	"	0.34	0.10	1.04	0.05	1.51	4.07	0.39	1.61	5.11
August	"	0.25	0.16	1.12	0.05	0.93	2.95	0.30	1.09	4.07
September	"	0.62	0.10	0.14	-	0.68	1.62	0.62	0.78	1.76
October	"	0.20	0.20	0.27	-	0.20	0.98	0.20	0.40	1.25
November	"	0.27	0.20	0.16	-	-	-	0.27	0.20	0.16
December	"	0.35	0.30	0.30	-	-	-	0.35	0.30	0.30
January	85	0.47	0.10	0.66	-	0.18	1.17	0.47	0.28	1.83
February	"	0.20	0.15	0.40	-	-	0.10	0.20	0.15	0.50
March	"	0.25	0.49	0.40	0.20	-	0.55	0.45	0.49	0.95
All		3.55	2.66	7.28	0.60	4.45	16.82	4.15	7.11	24.10

Wheat was not preferred for every day consumption but on festivities it was mainly used for making special preparations. There were a very few people who ate wheat every day to supplement the rice meal. People generally ate Pej (gruel) which was prepared by boiling rice, kodo-kutki and sanwa grains to a broth. Chapatis were taken in a very little quantity and were prepared from maize flour.

Above all people had great liking for local varieties which were grown without irrigation. Due to this, people from both the districts did not prefer to purchase wheat from FPS but from the local markets if they required. Similarly they preferably purchased local rice from the open market. During 1984-85 the sample households purchased a total of 87.21 qtls rice of which, nearly 60 per cent was local rice and was bought from the open market specially during the paddy post harvest months when price differences were very minor. Thus the FPS purchases were limited during these months.

## (2) Traditional Systems of labour employment

Landless and marginal farmers were generally employed as seasonal agricultural labour. In this system both husband<sup>and</sup>/wife were engaged to carryout agricultural operations beginning from the soil preparation to the threshing of the produce. For these operations they were given mid-day meal and nearly 2kg of paddy per head per day. Some specified area was also sown by labourers and all its inputs were met by the landlord and half of the total production was received by the seasonal agricultural labourers. This labour force was free to engage itself in other activities when they had no agricultural jobs in the fields of the landlord. They were also extended facilities to cultivate their own small areas with the plough and bullocks of their masters who also supplied



inputs to them on credit.

Wages for all kinds of labour jobs in the villages were paid in kind particularly in paddy, kodo and kutki grains which were preferred for consumption. People received wages in cash from the P.W.D. and Forest works which were mainly conducted in the months of January, February, April, May and June. During these months supply of local rice in the local markets was reported very meagre. Therefore, during these months people purchased rice from the FPS to a larger extent. During the remaining months they largely got engaged in the villages particularly in agricultural jobs and received paddy, kodo or kutki for their every day consumption from their masters in the form of wages. Mid-day meal supplied by the landlords also reduced the every day requirement of food grains as persons employed as labourers took only evening meal in their houses.

(3) Quality of FPS Rice and Wheat

It was a general feeling among people that the rice and wheat supplied by the FPS were of not good quality and contained a number of foreign bodies which required much labour and time in separation prior to their cooking in any form. Many times supplies were so rotten that their consumption became a problem. Taste of the FPS supplied grains also differed from the local varieties of the foodgrains grown in the area. Thus, the card holders purchased rice from FPS only in adverse conditions when prices of local rice was very high due to short supplies in open market during certain months.

(4) Prices of Rice and Wheat

During the post harvest months <sup>the prices</sup> of wheat, paddy, maize, kodo-kutki came down substantially and there remained very

little

gap between the prices of FPS and the local markets.

Although, local commodities were available at higher prices but the difference was marginal. Therefore, people purchased local production in view of their quality and taste which they thought was better as compared to the supplies of the FPS. Wheat price generally maintained marginal difference almost throughout the year. Wheat was purchased during the months with larger number of functions and other festivities. Such months were January, April, July and August. During these months almost every household needed wheat to prepare special items of food to celebrate the festivities.

(5) Lack of Money

As mentioned earlier the labourers while working within the villages, especially in agricultural jobs were paid in kind in grains commonly eaten by the households. People received cash wages whenever they worked in P.W.D., Forest Department and such other labour avenues. People generally practised geographical proximity latitude and avoided employment at far distances which required absence from the family. They always wanted to return to their homes in the evening. Due to this they tried their best to attend jobs within the village and at places from where they might return in the evening. Thus, they had a very limited scope to attend to jobs which offered them cash wages. It directly decreased their ability to purchase commodities from F.P.S. which needed cash payments.

(6) Uncertainty of  
FPS Supplies

Supplies of foodgrains from FPS were made in the third or fourth week of the month due to certain procedural formalities. There were no fixed dates for the supplies by the FPS. Due to

financial difficulties both cooperative and private FPS holders were unable to lift the bulk quantity at a time. FPS also failed to supply rice every month mainly due to the lack of finance. FPS did not lift foodgrains every month, therefore, people were not sure about getting the PDS supplies and were forced to purchase from the open market every week from the weekly markets.

(7) Timings of FPS

Private FPS owners opened the shops casually for few hours during the day as they came from other villages. Cooperative FPS were opened every day but generally from 8 a.m. to 6 p.m. During these hours people generally attended labour jobs and could find time in the evening when FPS was closed. The private shopkeepers in the village offered supplies round the clock. Purchases could be made even after awaking <sup>them</sup> in the late hours. Thus timings of purchasers and FPS did not coincide and affected the purchases from FPS to a great deal.

(8) Difficult Approachability

Owners of the FPS, particularly the private persons, were facing much difficulties in the transportation of the supplies to the FPS headquarters which were not connected with the roads and were not easily accessible. The villagers also faced difficulties in approaching the FPS as it served more than one village or some times more than one grampanchayat. Since the villages were situated at some distance from each other and terrain was full of rivers, nalas and forested hillocks it was not possible to approach the FPS during rainy season. To avoid the coverage of troublesome journey villagers preferred to purchase from the local shopkeepers which many a times also sold commodities on credit. This differed payment had developed a relationship between the shopkeepers and

the poor purchasers which did not allow the latter to purchase from the FPS which needed cash payment.

(9) Weighing of Commodities

It was the general feeling that short weighing was a common feature of the FPS holders. Local purchases of commodities were done through the volume weights while FPS weighed commodities by the metric weights like, gram, kilo, and quintal. Villagers were not able to understand the metric weights and were not able to convert them into volume weights. This created doubts in their minds that they suffered from short weighing and were charged higher prices. The women folk was generally doing the purchases for the family but they found it difficult to satisfy themselves with the weighing done at FPS. Hence they preferred volume weight weighing and purchased from private shopkeepers.

(10) Behaviour of Shopkeepers

Difference in the treatment by private shopkeepers and FPS holders also played important role in the purchase of commodities. Private shopkeepers in the villages as well as in the weekly markets attracted the purchasers by their salesmanship and used artificial kinship terms like Mama, Chacha, Bhayya, Tau, Dai Amma, Mami etc. while talking to the buyers during the transactions. They many<sup>a</sup> times also assured to return back the commodity if not found suitable or tasteful. All these factors attracted the buyers to a great deal. While the FPS shopkeepers talked generally in the working language which did not have any sentimental attachments and kind considerations to an individual buyer. As they were to sell the commodity on the fixed price their working had no scope to indicate kind consideration to an individual buyer.

### 7.8 Opinions of Households

About the quality of the rice and wheat the households in general did not have favourable opinion. Sometimes it was not even fit for consumption. Short weighing was said to be the common feature of the FPS.

Prices charged by the FPS were termed higher and not based on the quality supplied by the FPS. Irregular supplies forced the consumers to purchase from the open market and were paying higher prices. There were only 27 per cent households who were not satisfied with the quantity of rice and wheat offered to them, otherwise, all other households felt that the quantity offered to them per unit per month was sufficient to supplement the gap or shortage. However, they expressed that during May, June and July when they were dependent on purchased quantity, the per unit supply of rice should be increased to 5kg per month.

All the households were in favour of public distribution system and they thought that it was the correct remedy to help the poor sections of the society. But they suggested that the FPS should work like a shop run by a private person and it should have all the things of daily necessities. Cooperative FPS were admired due to the possession of many things needed by the public. These shops should supply good quality of rice and other commodities at the lower prices. There should be a regular supply of commodities and FPS should remain open till late evening so that purchases may be made on return from the work. Credit purchases be allowed, demanded the consumers and suggested that poor households may be given credit cards by the village service society to purchase commodities from FPS to prescribed limit. It may be recovered like other cooperative credits with some interest. This will help them to make full use of the public distribution system.

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## C H A P T E R-VIII

### SUMMARY AND CONCLUSIONS

#### 8.1 Introduction

Public distribution system in our country is quite old and was introduced for the first time under the Defence of India Act 1939 to control the production, supplies and distribution of some specific commodities which were termed as essential commodities under the subsequent Essential Supplies Act of 1946. The National Development Council in its meeting held in March, 1978, laid much emphasis on the minimum needs programme and desired that the public distribution system should be strengthened so as to serve the weaker and poorer sections of our society in the real sense.

Accordingly, the public distribution system in the country was suitably modified and strengthened to assure the supplies of certain essential commodities at consumer's doors at reasonable prices through the Government regulated retail outlets popularly called Fair Price Shops (FPS). Under the present system, provisions are made to regulate the supplies of commodities like sugar, kerosene, wheat, rice, controlled cloth, stationery, vanaspati and edible oils, soap, soda, salt and other articles of daily necessities throughout the year through Fair Price Shops. A FPS was to cover 2,500-3500 persons in the urban areas, 2,000 persons in the rural areas and 1,000-1500 persons in the remote and inaccessible areas, particularly in the tribal belts.

Specific provisions were made to make the commodities specifically the wheat and rice available throughout the year from Fair Price Shops to the weaker sections of our society residing in the backward and interior areas which are not easily approachable and become inaccessible during the rains being full of forest-

clad-hilly-terrains. The Directorate of Economics and Statistics, Ministry of Agriculture, Govt. of India, desired that a study on the working of public distribution system in the interior areas of backward districts of Madhya Pradesh be conducted with some specific objectives.

#### 8.2 Objectives of the Study

Present study was conducted with the following objectives:-

- (i) To examine the administrative set up and the arrangements made for the execution and supervision of the PDS at different levels including state, district, tehsil and grampanchayat levels.
- (ii) To examine the procedure for allocation of foodgrains to the various districts in Madhya Pradesh.
- (iii) To study the efficiency of the operation of the PDS in terms of regularity and adequacy of supplies, quality of the commodities distributed and the frequency and efficiency of checks by the department of food and civil supplies.
- (iv) To examine the extent to which the system effectively covered the weaker sections of the society in the interior areas.
- (v) To identify the constraints or problems in the operation of the PDS and to ascertain the reactions of the government officials, FPS holders and the consumers covered under public distribution system and
- (vi) To make suggestions for possible improvements in the public distribution system to serve the interior areas in a better way.

### 8.3 Methodology of the Study

#### 8.3.1 Sample

In Madhya Pradesh 12 districts are classified as backward and tribal districts by the state government. Some specific provisions are made for these districts to regulate the supplies of some specific commodities particularly wheat, rice and sugar under the PDS. Among these districts per head distribution of foodgrains was larger in Shahdol and Surguja districts and, therefore, these two districts were selected for the present study.

Pushprajgarh tehsil in Shahdol district and Kusmi (Samri) tehsil of Surguja district were backward most and possessed inaccessible areas and these two tehsils were therefore selected as second stage sample.

In view of the resources and the time it was decided to study five FPS from each tehsil and 10 card holders from each FPS. Since the cooperatives were given first preference in the allotment of FPS, which also run larger number of FPS, it was decided that out of 5 selected FPS, 3 should be from cooperatives and 2 FPS from private holders. The FPS selected for study under cooperative sector were Bildongri, Bhejari, and Lilatola in Pushprajgarh tehsil and Bharatpur, Gajadharapur and Gamardih in Kusmi tehsil. Private owned FPS selected from Pushprajgarh tehsil were Ponk and Jarhi and those from Kusmi tehsil, Karondha and Umco.

The selected FPS covered more than one village, therefore, it was decided that the card holders should be selected from the village where the FPS is having its headquarters.

Since supply of wheat and rice was given prime importance, the households entitled to these commodities were considered for



selection. Landless poor, marginal and small farmers were to get foodgrains from the FPS, therefore, 10 households who purchased rice or wheat were selected from each FPS. In all 100 households were selected and among them 13 were landless labourers, 24 marginal farmers and 63 small farmers. As per their social classification, 57 households belonged to the scheduled tribes, 16 to the scheduled castes, 25 to the backward castes and 2 households to other social groups.

#### 8.3.2 Data Collection

Both primary and secondary data were collected for the study. Secondary data were collected from FCI, Regional Managers Office, Bhopal, Directorate of Food and Civil Supplies, Bhopal, offices of the District Food and Civil Supply Officers of Shahdol and Surguja districts, permit issuing offices located in the selected tehsils, FCI Depots supplying commodities in Pushprajgarh and Kusmi tehsils, LAMPS covering the selected cooperative FPS and from the selected <sup>private</sup> FPS. Primary data were collected from the sample households.

Besides, discussions were held with the persons connected with the PDS and observation notes were prepared to enrich the quantitative data.

Data was analysed by applying simple statistical methods and were summarized in the tabular form.

#### 8.3.3 Reference year

Year 1984-85 (April-March) was taken as reference year and data were collected during the latter half of the 1985 in three rounds.

#### 8.4 Main Findings of the Study

##### 8.4.1 Administrative and Supervisory Arrangements

(1) M.P. Government has made separate arrangements for the smooth functioning of the PDS. It has posted both administrative and supervisory staff under a separate Department of Food and Civil Supplies from state level to tehsil level. At the state level there is a separate Directorate of Civil Supplies headed by a Director. Every district has got separate department headed Food and Civil Supplies Officer. A number of Food and Civil Supplies Inspectors and Assistant Food and Civil Supplies Inspectors are placed under him depending upon the size of the district. At tehsil level, powers to issue the permits are given to the S.D.Os or tehsildars. Food and Civil Supplies Inspector is posted for supervision and checking of the working of Fair Price Shops in the tehsil.

(ii) FCI has got its Regional Office under the charge of a Senior Regional Manager at Bhopal to manage the supply of commodities in the state. It has divided the state into 7 FCI districts and each district is placed under the District Manager. Every revenue district in the state has been provided with the Assistant manager who manages the procurement, storage, movement and supply of commodities in the district. FCI has got a number of FCI Depots to maintain the supply of commodities to the FPS Depot. Manager is the main figure to regulate the supplies to the FPS placed under him. Each tehsil has been provided with atleast one FCI depot if there was a rail head in the tehsil. FCI Depots were mainly located at the railheads.

(iii) Recently the state government has established a M.P. Civil Supplies Corporation (Madhya Pradesh Nagrik Apoorti Nigam) as a

link between the FCI and the government Food and Civil Supplies Department. It has been done to lift full quota every month from FCI which was not possible earlier. Formerly it was difficult to lift entire quota of commodities from FCI depots as per monthly allotment received from the central pools. Therefore sizable quantity of the commodities lapsed every month for one reason or the other.  
the /

Presently entire quantity of allotment is lifted by the M.P. Civil Supplies Corporation from FCI depots and it is transported to the depots of the Corporation situated in the different districts. This corporation has district level offices and has depots at different places in the district for the easy supply of commodities. Now the allotment of commodities made to the district every month is purchased by this corporation from FCI and the corporation supplies commodities to the FPS as per the instructions of the permit issuing officers as per the permits tendered to it by the FPS holders.

#### 8.4.2 Allotment and lifting of Commodities

- (i) Normally Madhya Pradesh was given an allotment of 25,000 tonnes of wheat and 20,000 tonnes of rice every month from the central pool. During 1984-85 it received an allotment of 3,00,000 tonnes of wheat and 2,51,000 tonnes of rice.
- (ii) Besides this, the state was given some specific allotments during pre-monsoon months for advance storage to maintain supplies in the interior areas during the rains.
- (iii) As against this, 3,37,840 tonnes of foodgrains or 61.31 per cent of the allotment were actually lifted for distribution purposes during the year and it included 1,05,283 tonnes of wheat

or 35.08 per cent and 2,32,557 tonnes of rice or 92.65 per cent of the quantity allotted.

(iv) Normally the state government made allotment of foodgrains among the different districts depending upon the size of the population and quantity released from the central pool. Allotment of foodgrains is made every month by the Directorate of Civil Supplies to each district. Every district is generally given 1kg of wheat and 1kg of rice per head per month. But the district quota always depends upon the allotment made to the state from the central pool.

(v) Allotment is made in the name of the district collector who makes allotment to the different permit issuing officers posted in tehsils. This is done by the Food Officer and every tehsil is given allotment according to its population. Again the permit issuing officer makes allotment every month to the different FPS under him. In turn, FPSs apply for permits to lift the quantity from the FCI depots. They lift commodities from the warehouses of M.P. Civil Supplies Corporation.

(vi) State government has declared 12 districts as backward districts. For the interior areas of <sup>these</sup> districts, separate allotment is made during the pre-monsoon months. Under this category Shahdol district was allotted 100 qtls and Surguja 50 qtls during May and June.

(vii) To avoid lapses of <sup>quota</sup> the allotment of every district is passed on to the district office of the M.P. Civil Supplies Corporation which lifts commodities from FCI depots and then supplies these to different FPS as per the permits issued to them. Due to this the entire quota for M.P. is lifted from FCI

depots and if the quantity is left out in the warehouses of the civil supplies corporation it is taken into account while fixing the quota for the next month to the different tehsils of the district.

#### 8.4.3 Quality Control

(i) FCI has got its quality control wing and it allows only those quantities of foodgrains which are suitable for human consumption. Office of the District Manager FCI has been provided with a separate section which has technical officers for this purpose.

(ii) Besides these, the Directorate of Civil Supplies also had the quality control wing and quality is checked during procurement. Otherwise, the Food officers, Food and Civil Supplies Inspectors are empowered to check the quality of the commodities supplies by the FCI. Sub-standard commodities are not allowed for distribution. Even the stuff which becomes not suitable due to the improper storage in the cooperative stores or in, the FPS building is not allowed for distribution by the Food Inspectors and other supervisory officers.

#### 8.4.4 Distribution of Commodities

(i) Distribution of commodities under PDS was done through the FPS and <sup>the</sup> grampanchayat was treated as a unit for distribution. Every grampanchayat should have its separate FPS but it was not yet possible. For example, Surguja district had 680 gram panchayats but had 465 FPS in the district including 91 FPS located in the urban areas.

(ii) There were pre-decided priorities for the allotment of FPS to different categories of persons. The cooperatives were given first preference and other categories of persons were given FPS when the cooperatives expressed their inability to run the FPS in a particular area. The sample districts were largely covered by the cooperative owned FPS. Other persons considered for allotment of FPS in order of preference were (i) educated unemployed persons (ii) freedom fighters and their dependents (iii) scheduled castes and scheduled tribes men and the other individuals.

(iii) There were 18608 FPS in the state and among them 66.26 per cent were run by the cooperative sector and 33.74 per cent by private persons. Out of the total number of FPS nearly 75 per cent were located in the rural areas and 74.47 per cent, were owned by the cooperatives. In surguja district the cooperatives owned 93.55 per cent FPS while in Shahdol the private persons owned nearly 69 per cent of the total FPS of <sup>that</sup> district.

(iv) The private owned FPS obtained permits from the permit issuing office while cooperative owned FPS did so through the lead society which purchased commodities for the LAMPS which managed the lifting and transportation of the commodities.

(v) Distribution of foodgrains from FPS was allowed to the weaker sections including landless poor marginal and small farmers. Persons belonging to the scheduled castes and scheduled tribes were given due help. <sup>These</sup> persons got 3kg rice and 5kg wheat per consumption unit per month. A household was free to purchase in bulk or in instalments.

(vi) Sample districts were given an allotment of 15,950 tonnes of wheat and 32,125 t. of rice during 1984-85 and of this, 5,164 t. or 32.38 per cent of wheat and 25,205 t. or 78.46 per cent of rice

was actually lifted from FCI depots for public distribution through the FPS. Wheat was mainly distributed through the urban FPS and a very little quantity was supplied in rural areas where people did not like to purchase it from FPS but from local markets due to better quality and the marginal price difference.

(vii) Food and civil supplies inspectors checked the distribution of commodities occasionally if not every month.

#### 8.4.5 Working of FPS

(i) Among the 10 FPS selected for study, 6 FPS were run by the cooperatives and 4 FPS were owned by the private persons. Cooperative owned FPS had full time salesmen and the private owners managed the shops themselves. Further, the private shops opened only when there were commodities while the cooperative sector FPS were opened every day for fixed hours.

(ii) The private FPS sold sugar and foodgrains. There was only one private FPS which also distributed Kerosene and edible oils. As against this cooperative sector FPS supplied many commodities including foodgrains, edible oils, sugar, kerosene, controlled cloth, soap, stationery, Bidi, match box and such other daily necessities so that villagers might get these things at reasonable prices within the grampanchayat area.

(iii) Selected FPS covered 14 grampanchayats having 55 villages. Each FPS under cooperative sector covered nearly 6 villages and a private FPS 5 villages each. On an average a FPS served 2478 persons and this figure for a cooperative run FPS was 2835 persons and a private FPS 1945 persons.

(iv) Selected FPS served 18,587 consumption units and got 558 qtls of rice and 929 quintals of wheat every month. In other words, an average FPS covered nearly 1859 consumption units and was eligible to get 55.80 qtls. of rice and 92.90 qtls of wheat per month.

(v) During the year 1984-85 none of the FPS either obtained permits or lifted any quantity of wheat but allotment was given every month. On an average a FPS obtained permits for 7.38 qtls of rice per month which was only 13.22 per cent of the entitlement. The figure for a cooperative sector FPS was 6.18 qtls rice or 9.70 per cent and that for a private 9.19 qtls rice or 15.75 per cent.

As against this the quantity of rice actually lifted and distributed to the public per month by a FPS was lower. It was 6.22 qtls. per month per FPS which means 11.15 per cent of the allotment and in the cooperative sector this quantity was 5.80 qtls. or 9.10 per cent and that in private sector 6.89 qtls. per month or 11.82 per cent of the allotment.

The FPS even did not lift the entire quantity for which they obtained permits. Of the permit issued quantity, a FPS lifted and distributed 84.18 per cent which in the case of a cooperative sector FPS was 93.68 per cent and that in private sector FPS 74.60 per cent. Lack of finance was reported mainly responsible and the transportation difficulties also hampered the lifting from the FCI depot.

(vi) Monthwise distribution done by the FPS indicated that there was a higher demand during the six months from April to September and nearly 80.33 per cent of the total distribution was done during these months. During these months almost all the FPS lifted rice and distributed it to the public.



(vii) FPS holders were facing difficulties in the transportation and amount allowed to meet the transport charges was also not adequate. Both cooperatives and private dealers were financially weak and were not in a position to lift the bulk quantity at a time from the FCI depot. Shortweighing by FCI staff and inferior quality were also reported.

#### 8.4.6 Purchase of Foodgrains by the Households

(i) The sample households possessed 486 consumption units including 52 landless labourers 99 marginal farmers and 335 small farmers.

(ii) A sample household needed 6.56 Qtls foodgrains per year including rice, wheat, maize and kodokutki. Rice was largely consumed and it formed 61.05 per cent of the total consumption. Of the total requirement 76.07 per cent quantity was self-produced and 23.93 per cent was purchased including 5.39 per cent from FPS and the remaining 18.54 per cent from the open market.

(iii) On an average a household needed 370 grams of foodgrains per consumption unit per day and it included 220 grams of rice, 60 grams of wheat, 40 grams of maize and 50 grams of kodo-kutki.

iv) During 1984-85 households purchased 157 qtls of foodgrains which included 22.52 per cent from FPS and 77.48 per cent from private agencies. Commodities like wheat, maize, kodo-kutki etc. were totally purchased from private sources, particularly from the weekly market. Rice was purchased from both the sources : 40.55 per cent from FPS and 59.45 per cent from the private agencies.

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#### 8.4.7 Purchase of Rice from F.P.S.

- (i) The sample households were eligible to purchase 174.96 qtls of rice and 271.60 qtls of wheat from the FPS. Wheat was not purchased at all. Consumers purchased 35.36 qtls of rice or 20.23 per cent of the quantity they were entitled to for the year. This figure among the landless was 22.17 and among the marginal and small farmers 20 per cent.
- (ii) An average household purchased 662 grams of rice per unit per month from the FPS. Among marginal and small farmers this figure was 600 grams.
- (iii) Monthwise breakup indicated that the purchase was mainly done from April to September. During the post harvest months of paddy the purchases from FPS were reduced to the minimum.

#### 8.4.8 Factors affecting the sale from FPS

- (i) Food habits of the people were such that they mainly consumed rice, maize and kodo-kutki which were grown in the area and during the post harvest days price difference between the FPS and open market was marginal. Therefore, in view of the quality and likings for local produce, people largely purchased from open markets.
- (ii) Local labour employment practices were also such that a labour was served one meal and paid in grains every day for his work.
- (iii) Quality of FPS commodities was not better than the local ones. Short weighing was also noticed. Price gap was also marginal. Therefore people purchased from private agencies.

- (iv) Private agencies also sold food grains on credit while for FPS purchase immediate cash payment was necessary. There were also social links between the traders and the local people which attracted them to make purchases from local traders who were helping them in many ways.
- (v) FPS distributed commodities during the day while people had to do purchases in the evening on return from the day's work. Private shopkeepers opened their shops till late night. There was a small shopkeeper in almost every hamlet while FPS were located only in one of the villages covered under a grampanchayat.
- (vi) Short weighing, indifferent behaviour of FPS holders etc. hampered the sale. Above all, FPS did not supply food-grains every month and did not have even the fixed dates for the distribution of foodgrains.

#### 8.4.9 Opinions about PDS

It was the general opinion of the heads of the households and other concerned persons like FPS holders and the officials of the Food and Civil Supplies Department, that the present system of public distribution of commodities is the correct way to help the poor and weaker sections of our society. But it was felt by all particularly the consumers that the supplies were not of good quality and comparatively their prices were quite higher.

It was also expressed that the supplies should have direct relation with the food habits of the people. Rice eating people should be allotted rice not wheat. If it is done consumers will get sufficient rice from FPS and will not depend on private agencies.

Further, the quota during the lean months may be reduced and that <sup>the</sup> during/higher demand months be suitably increased.

Cooperative sector FPS were appreciated as these sold all daily necessities and were also opened regularly. FPS should lift the quota every month and if possible there should be some definite days for the distribution of foodgrains during the week.

#### 8.5 Policy Issues Raised and Suggestions

- (i) Allotment of commodities particularly the foodgrains should have direct relation with food habits of the people. Rice eating areas should be allotted rice in larger quantity and wheat should be shifted towards the wheat eating areas.
- (ii) There should be flexibility in the quota allotment depending upon the variation in demand during the different months. Quota should be increased during the high demand months by decreasing the quota suitably during the low demand months. It will not hamper the yearly allotment and will be helpful to manage supplies in advance.
- (iii) All FPS, particularly situated in the interior areas, should be provided proper storage facilities so that commodities may not be affected. Warehousing facilities need improvement so that people get commodities in good condition. It was observed that supplies from warehouses were of poor quality and at times not suitable for human consumption.
- (iv) Proper checking and supervision were lacking. Due to difficult terrain the supplies were not regular and FPS holders were following malpractices. Therefore, supervisory staff should be strengthened by increasing the number, through proper training and by providing necessary facilities.

(v) All FPS should possess almost all the things of daily necessities and should serve the people like a shop of a local trader. It should ensure the supplies of essential commodities at reasonable prices at the doorstep of the consumers.

(vi) Salesmanship training should be given and FPS salesmen should be adequately paid. At present the salesmen employed by the cooperative sector are not given any training and are low paid.

(vii) There should be regular distribution of commodities from FPS and it should open every day. That will not allow the consumer to depend on private sources.

(viii) It would be much better if FPS are managed by the cooperative sector alone as people have developed faith in them.

(ix) Transportation is a difficult problem in the interior areas and the supplies from the road heads are to be carried by bullock carts, horses or on healds. It needed larger expenses as compared to those prescribed for FPS. Therefore, transportation charges should be based on the actual expenses.

(x) FPS holders were weak financially to lift the bulk quantity for the month. Some institutional financing may be made for these.

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