

**STATUS OF IMPLEMENTATION OF FOOD  
RELATED SOCIAL SECURITY SCHEMES IN  
JHARKHAND**

**DRAFT REPORT**

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## Preface

Jharkhand, which is considered as a one of the very rich resource state in terms of its natural resources, land ,forest; hillocks, natural streams and Minerals, is also one of the state where incidence of poverty is very high. People in many rural areas live in extreme poverty, hunger and destitution. Judged from all accepted indicators of development which includes Literacy, Mortality rate, Infant Mortality rate, Unemployment and Nutritional status, level of poverty ,hunger etc. it is at the bottom of the ladder in the country. Both micro and macro studies and continuous reports of hunger deaths from the marginal areas like Palamu, Santhal Pargana and Kolhan region confirms the degraded status of state in terms of availability, access and consumption of food items by the rural mass of the state. The reports of hunger deaths are clear indication of the fact that a considerable number of population is suffering from malnutrition, hunger and destitution.

In recent times a number of food security and social security scheme has been launched in the country the proper implementation of which is very crucial for the state like Jharkhand. The improper implementation or non-implementation is clear violation of fundamental right of the people in the area.

The present study was initiated with a view to study the present status of various food and nutrition related and other social security scheme in selected area of the state. This is the first study in the sequence of number of studies which has been planned on poverty, hunger and nutrition related issue in Jharkhand.

The study could not have been completed without the helping hands of number of people. Byomkesh Kumar Lall (ActionAid) and Balram (Gram Swaraj Abhiyan) were completely involved in the process of planning of the study, formulation of questionnaire, orientation training of the investigators and in the supervision of data collection. We are thankful to all the collaborators who had helped us by providing their human resources in data collection process apart from other organizational responsibility. We are thankful to Nav Bharat Jagrity Kendra; Murhu, SATHEE; Godda, TCDR;Ranchi, Dalit Vikash Bindu; Koderma, SLADS;Ghatsila, A.I.D.;Palamu, Auranga Gramin Vikash samittee;Daltongunj, Vikash Sahyog Kendra; Palamu and BGVS; Dhanbad.We are also thankful to Ravi (Action-AID), Heera Lal Gupta (TCDR) ,Haldhar Mahto and Adhin Mahto (NVJK), Neeraj (SATHEE) ,Ajit Minz(Vikash Sahyog Kendra) ,Bholajee(Auranga Gramin Vikash Samittee) ,Ramrai (AID) ,Gurjeet(BGVS) and Ram Babu Arya(SLADS) for their continuous support in the process of data collection.

We are also thankful to Prof. Jean D`reze and Pushpendra (ActionAid) for their valuable suggestions which helped us immensely in reformatting this report.We are also thankful to Chandan (GSA) for his sleepless nights and computer typing without that this report could not be published in time. We are also helpful to all the officials of Government of Jharkhand for their cooperation and sharing of data with us.

We hope that the study will serve its purpose in the near future with the help of all the concerned departments and agency.

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## **Abbreviation**

BDO	BLOCK DEVELOPMENT OFFICER
BPL	BELOW POVERTY LINE
CDPO	Child Development Programme Officer
CO	Circle Officer
DRDA	District Rural Development Agency
EAS	Employment Assurance Scheme
FCI	Food Corporation Of India
H/H	Household
ICDS	Integrated Child Development Scheme
JGSY	Jawahar Gram Smridhi Yojna
NFBS	National Family Benefit Scheme
NFHS	National Family Health Survey
NGO	Non Government Organisation
NMBS	National Maternity Benefit Scheme
NOAPS	National Old age Pension Scheme
NSSO	National Sample Survey Organisation
OBC	Other Backward Community
PDS	Public Distribution Scheme
PIL	Public Interest Litigation
PRI	Panchayati Raj Institution
PUCL	Peoples Union for Civil Liberties
SC	Schedule caste
SGRY	Sampoorna Gramin Rojgar Yojna
ST	Schedule Tribe
TPDS	Targeted Public Distribution System
UT	Union Territories

# CHAPTER 1

## **BACKGROUND**

1. In recent past ,there has been considerable concern in India regarding the fact that on the one hand the massive stocks of food grain is piling and rotting in the godowns of FCI and on the other hunger, malnutrition and starvation deaths continue to stalk the length and breadth of the country particularly in the area in habitat by Adivasis and Dalits. The constitution of India guarantees Right to Life as the fundamental right. This right cannot be guaranteed without right to food and right to work. The government of India as well as some state government has initiated a number of schemes pertaining to food and nutritional security, Employment generation and poverty alleviation
2. The Present report is based on a quick survey of the various food security and employment generation related schemes in the state of Jharkhand. These schemes are Targeted Public Distribution Scheme (TPDS), Antyodaya Anna Yojana, Annapurna Yojana, Midday Meal Scheme, Integrated Child Development Services (ICDS), National Maternity Benefit Scheme (NMBS), National Old Age Pension Scheme (NOAPS) and National Family Benefit Scheme (NFBS). The report also presents performance of ‘Jawahar Gram Samridhi Yojna’ (JGSY) and Employment Assurance Scheme (EAS).
3. The basic objective is to study the present status of implementation of these schemes in the state. The study has been done in the backdrop of several reported deaths due to starvation or chronic hunger in different districts of the state. In recent times, civil society organizations have been raising their voice against the scandalous situation of hunger deaths amidst plenty of food grains rotting in the godowns of Food Corporation of India (FCI). People’s Union for Civil Liberties (PUCL) filed a Public Interest Litigation (PIL) in May 2001 in the Supreme Court (case no 196/2001 (Civil) PUCL Vs Union of India and Others) demanding reinforcement of state’s duty to avoid hunger deaths and adequate arrangements by the state to provide access to food to the poor, particularly the poorest and the most vulnerable. It sought Supreme Court ‘s directives under Article 21 of Indian Constitution that guarantees Right to Life as a fundamental right. The Supreme Court has held several hearings on the case and has passed important interim orders. Apart from giving directives on immediate relief under drought situations, it has identified eight food related schemes (as mentioned in the first paragraph), and directed the Central as well as all the state governments to strictly ensure their implementation. The present report tries to review the status of implementation of the schemes in the recent months.

## **Methodology**

1. The report is based on data obtained from various departments of the Government of Jharkhand and a sample survey of 11 blocks in 5 districts of the State. While the districts and block were purposely selected, the villages were selected randomly from selected blocks. The data was collected through a well-structured schedule. There were two sets of schedules - village and household schedules. The data was collected by trained investigators belonging to

various NGO partner involved in this study. The list of the sample villages is given in Appendix 1

#### Distribution of Sample villages

District	Name of Block	Number of Villages
Palamu	Chaterpur	9
	Manatu	9
	Lesligunj	5
	Satberwa	4
	Panki	5
Latehar	Manika	6
Koderma	Koderma	2
East Singhbhum	Musaboni	8
Ranchi	Rania	7
	Angara	8
	Murhu	6
Total		69

#### High Incidence of Poverty and Unemployment

- According to government estimates, around 23.22 lakh families in the rural areas live below the poverty line, out of which 3.91 lakhs belong to SCs and 8.79 lakhs to STs. In Dumka, Sahebganj, Ranchi, Gumla, W. Singhbhum, Palamau, Garhwa and Chatra districts, 70% of the rural families are below poverty line. It is estimated that almost 61.57% of the families living in the rural areas are below poverty line. Out of the BPL families in rural areas, 75.83% of the families belong to STs and SCs.

	<b>Poverty%</b>					
	<u>Jharkhand</u>		<u>Bihar</u>		<u>India</u>	
	Rural	Urban	Rural	Urban	Rural	Urban
1993-1994	65.44	26.72	56.70	41.24	37.27	32.36
1999-2000	49.9	29.19	42.43	35.75	27.09	23.62
<b>ST poverty%</b>						
1999-2000	60.62	46.78	-	-	44.45	37.44

Source : NSSO 55<sup>th</sup> round

According to the 55th Round of NSSO, the incidence of both rural and urban poverty is higher in Jharkhand as compared to India as a whole, even higher than rural Bihar. It is also worth noting that the urban poverty in Jharkhand has increased during 1993-2000. It is also quite

interesting to note that per capita GDP in Jharkhand is Rs. 11103 which is almost 3 times higher than that of Bihar (Rs. 3669) and almost equal to all India figure of Rs. 11472. This indicates a very skewed distribution of income and greater inequity in Jharkhand.

Among the STs, rural poverty rate is 60.62% and urban poverty rate is 46.7% which is significantly higher than the all India figure. This shows acute vulnerability of STs.

	<u>Jharkhand</u>		<u>Bihar</u>		<u>India</u>	
	Rural	Urban	Rural	Urban	Rural	Urban
Unemployment rate/1000 (Usual statistics-Adjusted)						
1993-1994	25	89	13	58	58	45
1999-2000	32	79	13	72	15	47
Unemployment rate/1000 (CDS)						
1993-1994			64	68	56	74
1999-2000	82	98	67	89	71	77

- The unemployment rates, based on usual status and daily status, are both higher in Jharkhand when compared with all India figures and that of Bihar. During 1999-2000, unemployment rate, based on usual status, was 32 per thousand in rural areas and 79 per thousand in urban areas as compared to 13 and 72 respectively for Bihar. The corresponding all India figures were 15 and 47. Similarly, in terms of daily status, the unemployment rate in Jharkhand was 82 per thousand in rural areas and 98 per thousand in urban areas. Respective figures were 67 and 89 for Bihar and 71 and 77 for all India.

### **Poor Status of Health and Nutrition**

- The nutritional status of people in general and women and children in particular is very low in Jharkhand. According to National Family Health Survey (NFHS) II, during 1998-99, amongst the under-3 age group children, 54.3% were under-weight, 49% were stunted and 25% were wasted. The under-nutrition was higher in rural areas, particularly among SC and ST children, which was higher than the national average of 47%, 45.5 and 15.5 respectively.

### **Infant & Child Mortality in Jharkhand, Bihar & India**

	<u>Infant</u>	<u>Child</u>
India	67.6	94.9
Bihar	72.9	105.1
Jharkhand	54	78

Source: NFHS II

- According to NFHS-II, infant and child mortality rates in Jharkhand are lower than both the national average and that of Bihar. While infant mortality level in India has been estimated to

be 67.6 and that of Bihar to be 72.9, the same has been estimated as 54 for Jharkhand. The same trend can be observed in regard to child mortality. The incidence of Anemia in adolescent girl was 72.5% amongst pregnant women was 63.9% and among the lactating women it was almost 76%.

### **High Incidence of Hunger and Food Insecurity**

6. It is worth mentioning here the definition of food security used by the World Bank –‘Access by all people at all times to enough food for an active, healthy life’. The term ‘access’ here is inclusive of both the supply side (availability) and the demand side (entitlement).
7. There are two kinds of food insecurities: chronic and transitory. Transitory food insecurity is a temporary decline in a household’s access to adequate food. Chronic food insecurity is a condition of continuous inadequate diet caused by inability to acquire food. It affects households that persistently lack the ability either to buy enough food or to produce their own. Hence, poverty is considered the root cause of chronic food insecurity.

### **Percentage Distribution of Food Deficient households by Number of Food Deficient Months**

	<b><u>Number of Food Deficient Months</u></b>				
	<b><u>1</u></b>	<b><u>2-3</u></b>	<b><u>4-5</u></b>	<b><u>6+</u></b>	<b><u>All</u></b>
STs	3.57	53.67	32.54	10.23	100
SCs	0	71.26	25.93	2.80	100
Others	1.11	76.69	19.83	2.37	100
Total	1.89	64.05	27.86	6.20	100

*Source: NSSO 55<sup>th</sup> Round (1999-2000)*

8. According to 55<sup>th</sup> round of NSSO, 10.46% of all households in Jharkhand faced seasonal food insecurity. The data also revealed that around 2.5% of the households face chronic food shortages. Out of the families facing food insecurity 64% face food shortages for 2-3 months while as much as 28% don’t have sufficient food for 4-5 months and almost 6% of the food deficient households have to go hungry for more than half the year. Incidence of insecurity is quite high among ST families.
9. Assured food supply exists for only about three to four months of the year, i.e. in winter following the harvest in late October-early November. Food supplies tend to run short by the end of winter, and the starvation period begins by mid-summer (June) and in many cases, continues till the end of October.
10. There are many areas in Jharkhand where, during hunger season, people reduce their consumption of cereals and switch to roots like gethi, chakora saag, and other forest produces. Sometimes they find nothing and literally spend their day and night hungry. Malnutrition and hunger continue primarily because poor resource base and low access to



resources .The condition of SCs and the primitive tribal groups is particularly pathetic because they are basically landless and dependent on migration for income. In situations when they are unable to migrate due to ill health or other reasons they face the threat of starvation. There are other groups of people too whose food security remain very fragile. For example, people living in degraded forest areas, drought prone areas, primitive tribal groups, victims of displacement, etc. Recently, M.S.Swaminathan Foundation has reported Jharkhand as a most Food insecure region. People's access to food is very minimal and unstable in Jharkhand.

### **Hunger Situation in Jharkhand**

11. Jharkhand is basically a high risk state for millions of those peoples who put extremely hard work to just to make both ends meet. In the month of June 2002, hunger deaths were reported from the Kusumatanr and Majhuali villages of Manatu Block, Palamau. Within two and half months nearly 25 Hunger deaths were reported by social activist and news paper reporter. The issue of Hunger death became a matter of concern for all the social action groups, political parties, human right activists and other civil organisations. The district administration and the state government as usual declined to accept them as hunger deaths.
12. A study team led by eminent economist Prof. Jean Dreze visited the Manatu block of Palamau. The study team reported the situation of chronic hunger and continued starvation in the area. Their survey of 36 villages of Manatu block presented a gloomy picture. Out of 36 villages, 21 did not have all-weather access road, 19 did not have a primary school, 24 did not have safe drinking water for all households and 30 villages have never been visited by the BDO/CO during the last 12 months.
13. Not a single BPL ('red card') household in any of the 36 sample villages had received grain from the public distribution system during the last two years. According to official records, between January and May 2002, Manatu's "allotment" of grain (wheat and rice) under the BPL quota was 15,598 quintals. Of this, the dealers "lifted" 4,677 quintals, or 30% of the allotment. Even this did not reach the BPL households. In the 36 sample villages, the Antyodaya households received only 25% of their full entitlements (25 kgs per month up to March 2002 and 35 kgs per month from April 2002) since the programme started in mid-2001.
14. The team witnessed continuous semi-starvation situation in most of the households in the villages. The villagers do not have even access to pure and clean drinking water, medical facilities, road and electricity. The same situation was reported by another team led by Dr. Ramesh Sharan of Ranchi University who visited Kusumatanr village of Manatu block, Palamau. Both of the study teams confirmed hunger deaths in the area.
15. Whether or not the government accepts the fact of deaths occurring due to hunger, the question remains unanswered: **what should be the action of state and civil society in such difficult situations?**
16. In the continuing dismal situation in Jharkhand proper implementation of food and nutritional security scheme and social security scheme are very crucial for ameliorating the situation and guarantying the right to life as enshrined in the Constitution to the marginalized and deprived people in the state.

## **PLAN OF THE REPORT**

17. The present report is divided into four Sections , including the present one .Section 2 provides an assessment of the utilization of funds allotted under different social security schemes, allotment and lifting of food grains under SGRY(JGSY and EAS),TPDS, Antyodaya and Annapurna Yojna . Section 3 Summaries the findings of the sample survey. and the Final section outlines some recommendations.

## Chapter 2

### **Status of the Social Security Schemes in Jharkhand**

As it is known, the food, nutrition and social security schemes can be divided into four parts namely schemes which guarantees employment and wage payment both in cash and kind, scheme which gives grains at concessional rate or free of cost like TPDS, Antodaya and Annapurna, National Social Assistance Programme that includes NOAPS, NMBS, NFBS and nutritional security schemes which includes ICDS and midday meal programme. The present section discusses the allotment and utilization of funds by the government of Jharkhand. There is also growing realization that these programmes can only be effectively implemented through the PRIs having effective control of Gram Sabha. Unfortunately in Jharkhand PRI elections are yet to be conducted and notification of the government making the approval of gram sabha necessary are hardly followed.

#### **Quantum of BPL, Antodaya and Annapurna families**

As per the government records, the total number of BPL family in the state was 20.275 Lakhs. All together 3.665 lakh families were belongs to Antodaya and 54939 Anapurna beneficiaries. West Singhbhum had maximum number of BPL card holders i.e.191860 and Lohardagga had minimum number of BPL beneficiary i.e. 28195. Under the Antodaya Yojna Gumla was having maximum number of beneficiary (16.39%) and Jamtara is having (14%) of the beneficiary under this scheme.

In Annapurna Yojna, Dhanbad was having maximum share of beneficiary (3.23%) and West Singhbhum had the minimum i.e.1.22%

#### **Poor utilization of funds under SGRY(JGSY and EAS)**

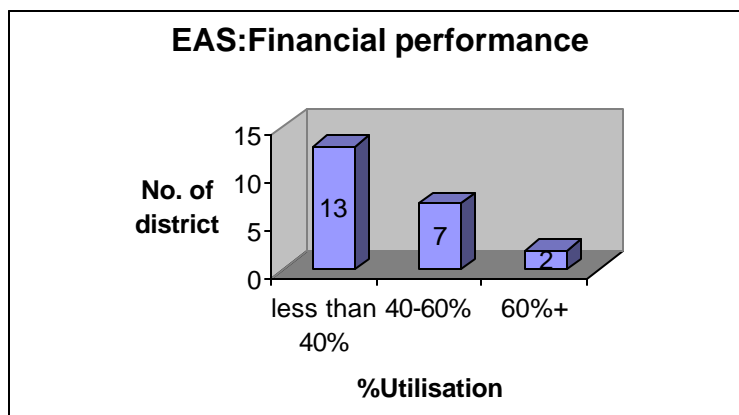
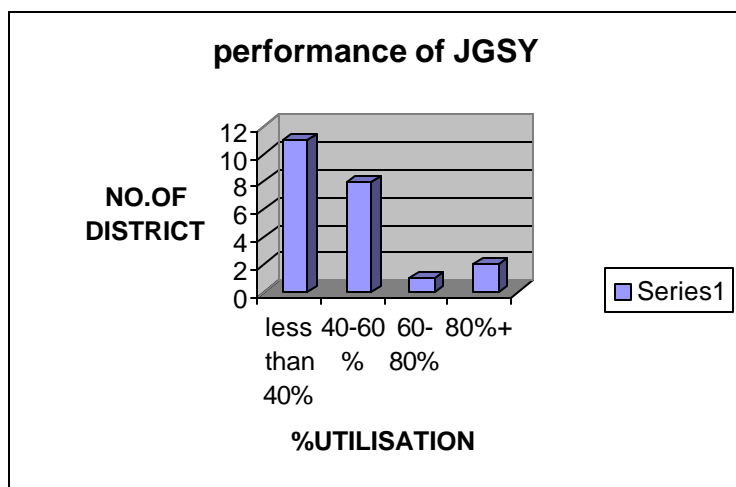
As per the government records there has been poor utilization of funds under this scheme in Jharkhand. Both the schemes had been very crucial as JGSY aimed at creation of demand driven community village infrastructure which would enable rural poor to increase opportunity for sustained employment. JGSY is supposed to be implemented by village panchayats with the approval of Gram Sabha. EAS was supposed to create additional wage employment opportunities during the period of acute shortage through manual work of the rural poor. The two programme if successfully implanted could reduce the irony of migrant worker whose number is increasing every year.

On 15<sup>th</sup> August 2001, Sampoorna Gramin Rozgar Yojna (SGRY) was started in all the districts of India.

Under the JGSY (2001-02 and till July 2002-03) only 36.685 of the fund was utilized. A total number of 11 districts have utilized less than 40 % of the allotted fund and only 2 districts (Giridih and Simdega) has utilized more than 80% of the allotted fund. Maximum utilization of allotted fund under this programme is performed by the Simdega (86%) and then Giridih (81%). Minimum utilization is made by Sahibganj (4.3%), and then by the Dhanbad (17%), Hazaribag (12%) and Lohardagga (20.54%).

The Central government also allots foodgrains under this scheme. The total foodgrain lifting % under JGSY was only 48.07%. In which maximum lifting was made by Latehar (95.72%), Deoghar (84.84 %) and Koderma (100%) whereas minimum lifting is done by the Saraikela (7.34%).

Total employment generation under the JGSY had been 48.68 lakh manday in which womens constituted 27.01 % and landless labours constitutes 22.01%.



Similarly under the EAS 11 districts has utilized less than 40 % of the allotted fund and only 2 districts (Simdega and Pakur) have utilized more than 60 % of the allotted fund under the EAS scheme. Simdega has made financial utilization of 73% and Pakur has utilized upto 66% of the allocated amount.

Central government also allocates foodgrains under both the schemes i.e JGSY and EAS. In the year 2001-02 and till July 2002-03, total foodgrains lifting was 192137.7 qntl. and distribution was 92374.34 qntl. It is 48% of the allotted foodgrains under JGSY. On the other side, total distribution was 87353.67 qntl against the foodgrain lifting of 159629.9 qntl. under the EAS .

The average food grain lifting in the state is only 54.72 % ;in which more than 80% of foodgrain is lifted by Hazaribag, Koderma, Dumka and Gumla district. Minimum food grain lifting is made by the Bokaro district under the EAS scheme.

Total employment generation under the EAS is 51.15 lakh mandays. Maximum employment generation is made by Gumla district (4.09 lakh manday), West Singhbhum (3.15 lakh manday) Deoghar (3.6 lakh mandays). Under the EAS minimum job is executed by Simdega (0.39 lakh mandays).Out of total beneficiary womens constitutes only 31.04% and landless persons 18.49%.The maximum number of women is participated at West singhbhum (55.00 %) Gumla (53.32%) and Saraikela (54.81%); whereas minimum participation of women workforce in the EAS programme is witnessed at Sahibgunj (0.13%).

### **Late Implementation of Annapurna Yojna**

For the food security of poorest of poor Annapurna is the most important scheme but its implementation in Jharkahnd was very delayed .It could start only from August '2002.As a result the utilization has been very tardy.

Around 8.33% of the total food grain allotment was made available to Ranchi district ,which had the maximum share among all the districts of Jharkhand whereas minimum share was of Lohardagga i.e.1.20 %.

On 17<sup>th</sup> August , Chief minister of Jharkhand, Mr. Babulal Marandi inaugurated Annapurna Yojna in the Narayanpur block of Jamtara district .He distributed 40 Kg. Rice bag to a total number of 341 beneficiary

On the lifting side, Maximum lifting was made by the Ranchi district and Koderma district i.e.79.8 % and 79.85 % respectively, whereas minimum lifting is made by the Lohardagga district 3.19% . Overall in the state only 19.54 % of lifting could have accomplished in the state during April-August '2002.(Annexure 3)

In many district of the state lifting of foodgrains for April-Aug.02 is nil.(14 out of 22 districts) like Palamu, Simdega, East singhbhum, Bokaro etc.

In the Annapurna yojna, total number of beneficiary is restricted to 54939 i.e.2.29% of total BPL card holders. For these selected beneficiary 2747 Mt. of foodgrains was allotted the State government during April –August 2002.but the programme could not touch all the beneficiary due to administrative inability and lack of infrastructural facility

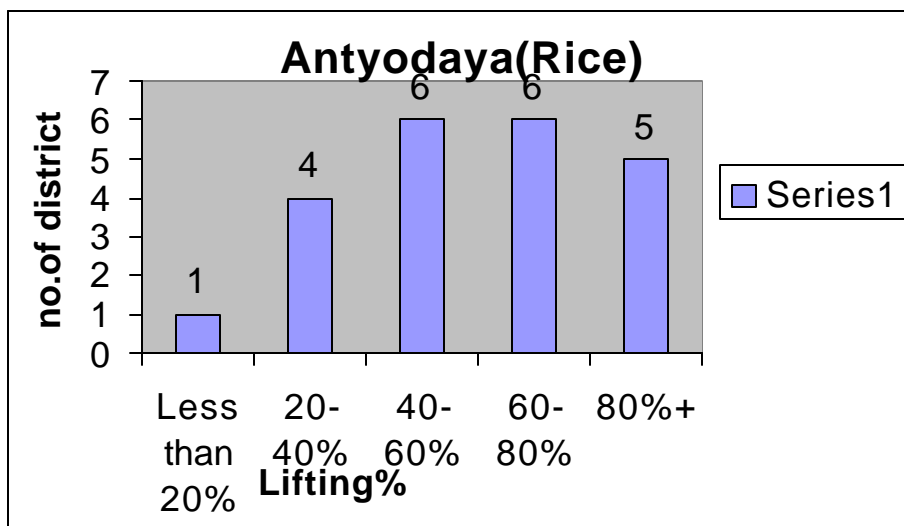
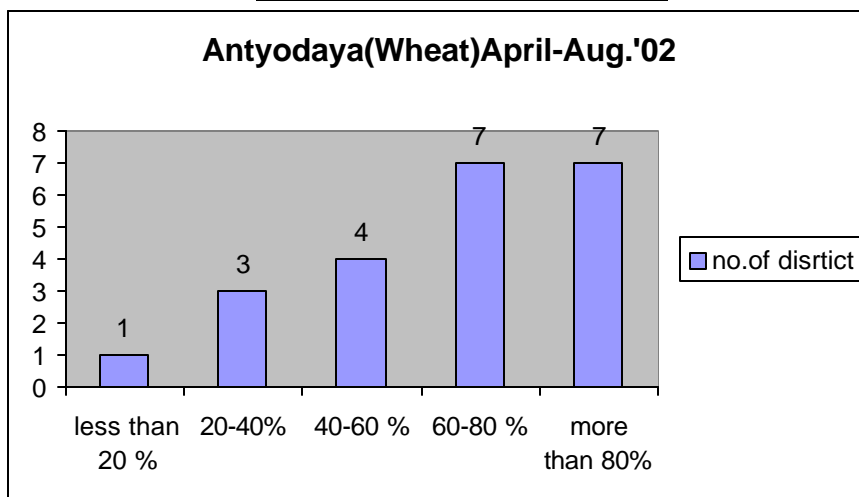
### **Unsatisfactory Implementation of Antyodaya Yojna.**

During April-August 2002,wheat allotment was 38485Mt.and rice allotment was 25651.7 Mt.,in the Jharkhand .but actual lifting was only 60.68% for wheat and 60.14% for the rice . Government has allotted total foodgrains of 64136.7 Mt. for the beneficiary of Antyodaya yojna i.e.366500 person.

35. In this scheme, Giridih has shown very poor performance. Lifting made by the Giridih was only 12.08% for Wheat and 7.01 % for Rice during to above said period. Whereas Dhanbad has

shown its consistency in maintaining more than 90% of lifting for both the items. Other districts which have shown satisfactory performance in lifting of the foodgrains are Koderma (90%), Bokaro(90%), Deoghar(85%), Latehar(80%), Sahebganj (89%) for lifting of Wheat and Bokaro (98%), Palamu (80%) Deoghar (79%), Ranchi (94%) and Dhanbad (90%) for lifting of Rice during the period of April-August'2001. (Annexure 4)

### Lifting of Antodaya Wheat and Rice



The delivery system of this scheme was highly unsatisfactory . 8 districts had utilized less than 60% in the lifting of wheat and 8 districts had utilized less than 60% for Rice.

In the TPDS, allotment for wheat and rice was 203670 MT. and 135785 MT. respectively but the actual lifting was only 29.9% for wheat and 9.4% for rice in the entire state during April-Aug.'02. Similarly lifting of allotted foodgrains in Annapurna yojna was 19.54%.Whereas we could see that lifting percentage for the foodgrains in Antyodaya yojna was 60% in the Jharkhand state.

### Poor Implementation of National Old Age Pension Scheme(NOAPS)

This scheme was aimed at to help the poor and helpless and old aged persons who do not have any source of income. The implementation of this scheme has been far from satisfactory and it is plagued by a number of implementation problems.

The average achievement of this programme in terms of fund utilization is only 63.6%. Out of the total beneficiary SC covers 15 % and ST covers 14.15 %. Among the total beneficiary women beneficiary constitutes 32.24% and handicapped person constitutes 2.4%. The State government set target to reach 166238 beneficiary but till March'2002 state government accomplished 93.5% of the set target i.e. 155481 beneficiary.

The district which had successfully implemented the programme were Bokaro (63%), Dhanbad (92%), Gumla (71%) and Lohardagga (50%). There were only 12 out of 22 district in the state which had used more than 50 % of the financial allocation. Both the Saraikela and Simdega district had not allocated any fund under this scheme.

West Singhbhum had shown very poor performance in resource utilisation .It could utilize only 2% of the allotted fund of i.e. 151.7 Lakh Rs. during the year 2001-02. As far as social group was concerned , maximum SC beneficiary was found in Garhwa district i.e. 44.9% then in the Chatra district (42.7%). Minimum SC beneficiary were in the East Singhbhum (10%). The maximum number of ST beneficiary were reported in Lohardagga District (58%), then in East Singhbhum district (43%) ,where as Palamu consists 10% ST beneficiary in the district. Out of the total beneficiary, women consists of 32.3%. In which Dhanbad had share of (73.5%), Giridih (80%) Lohardagga (77.9%) and Chatra (54%).

### **Low Achievement in National Maternity Benefit Scheme**

The total allotted fund for this scheme was 171.92 Lakh out of which 53.38% could be utilized under the scheme .In eleven districts fund utilization was less than 40% . In only Six districts namely Dhanbad, Chatra, Gumla, Hazaribag, Koderma, Palamu, Ranchi and Lohardagga fund utilization of more than 80%. had utilized more than 70 % of the allotted fund. Whereas some of the district like Simdega, Saraikela, Jamtara, Latehar, East Singhbhum, Dumka and Deoghar have not utilized the allotted fund.

Out of the total beneficiary of 16925 , 19.50 % belonged to ST and 30.3 % belonged to SC under this scheme. Out of the total beneficiary in respective districts, 33.9% of women in the Bokaro district ,41.5% of total beneficiary in Chatra district, 57% of total in Garhwa and 33% in Godda district belongs to ST category . The maximum number of ST beneficiaries were in the West Singhbhum (70%), then in Lohardagga (65%) and Gumla (64%). In the Hazaribag, 17% of women beneficiary belongs to ST .

Hazaribag happened to be the only district which have reported to offer benefit to the 11 handicapped women.

### **Tardy implementation of National Family Benefit Scheme**

Under the National family benefit scheme ,beneficiary receives a lumpsum amount of Rs. 10,000 if primary bread earner of that family dies unfortunately. Under this scheme only 72.22% of achievement was made in the State. In some of district like Ranchi, Bokaro, Deoghar,

Koderma and Chatra district made achievement of more than 80% but in other districts the achievement has not been satisfactory.

### **Inadequate infrastructure facilities and State of FCI Godowns**

One of the basic constraint in the implementation of food security schemes has been inadequate storage and transportation facilities with FCI. Jharkhand government has given clarification about the state governments stand on the food related social security schemes to the appointed food commissioners by supreme court of India. The Jharkhand government has shown its willingness to protect the poor and destitute from the hunger and continuous destitution.

The government claims that, they are providing sufficient food grains to the poor and destitute family living below the poverty line. The concerned officials of Jharkhand government claims that although the government is trying to support their people but the Food corporation of India is not supplying their required amount of foodgrains.

**Only 12 out of the 22 Districts is having FCI Depot, in which 3 depot are non-functional. Rest of the 10 districts faces lots of problems in lifting of the allotted food grains.**

Jasidih depot (Deoghar dist.) supplies food grains to the Sahebganj, Pakur, Godda, Deoghar, Jamtara and Dumka district. Distance of Sahibganj to Jashidih is 185 kms. So, it is really a trouble some task for the district administration in lifting of the allotted food grains. It is also to be mentioned that most of the time ,the weighing machine of Jashidih depot gets out of order .

Jharkhand state needs total of 128735 Mt.of foodgrains to successfully implement its various food related social schemes but the total capacity of all the depot is only 105590 MT.

State government needs total number of 1968 Truck every working day but the FCI depot in Jharkhand states is capable in loading of only 600 trucks.

Even the government officials accept about the complaint of poor quality of foodgrains. In the month of February 2001 , District collector of Garhwa district has made a complain about the poor quality of grains to the lifting Incharge of FCI, Garhwa. again in the month of August 2001 ,a complain was made to Regional manager, FCI, Ranchi.

The State Food Corporation has not been constituted as yet. This is badly affecting the allotment and distribution of foodgrains in the rural areas.



## Chapter 3

### **STATE OF SOCIAL SECURITY SCHEME: REALITY FROM THE FIELD**

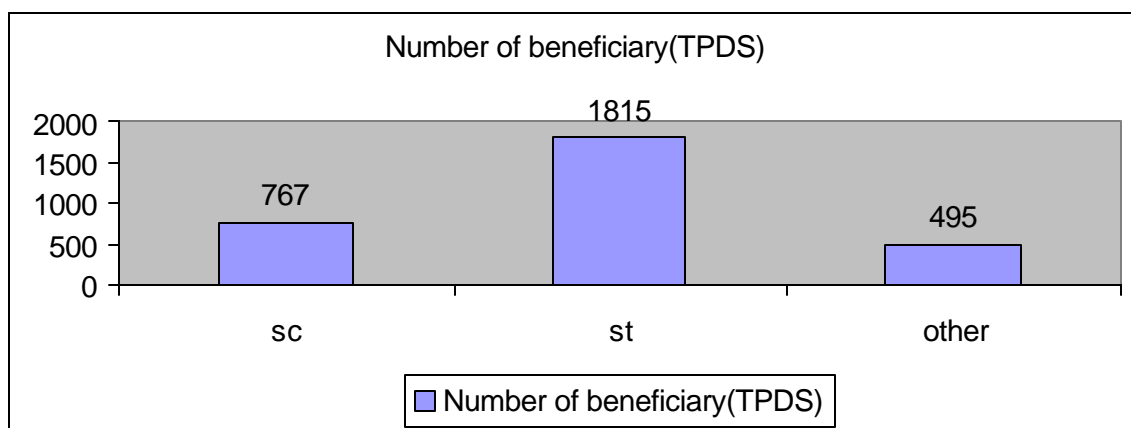
The present section discusses the findings of the sample survey conducted in 69 villages .In all the schemes under question there seems to be large gap between eligible beneficiary and actual beneficiaries particularly in NOAPS ,NMBS,NFBS and ICDS. In sample villages only 13.37 % of the eligible beneficiaries under 0-6 age group, 14.65% of the adolescent girls under the age group 13-18 yrs , 33.33% of the pregnant women and only 18.18% of the eligible malnourished children got benefit under ICDS. Similarly, out of the total 122 eligible person, only 53 received benefit under NMBS. only 3 people out of the 46 eligible received benefit under NFBS and only 229 people were getting benefit under NOAPS out of the 1069 eligible person.

#### **Eligible and Actual beneficiary of NOAPS, NMBS, NFBS and ICDS in sample villages**

Schemes	<u>Eligible beneficiaries</u>	<u>Actual Beneficiaries</u>	<u>Actual/Eligible%</u>
ICDS			
0-6 yrs	3776	505	13.37
Malnourished Children	539	98	18.18
Adolescent girl	1051	154	14.65
Pregnant women	447	149	33.33
NOAPS	1069	229	21.42
NMBS	122	53	43.44
NFBS	46	3	6.52

#### **POOR IMPLEMENTATION OF TARGETTED PUBLIC DISTRIBUTION SYSTEM**

In the sample villages total number of TPDS beneficiary were 3077 ,in which SC 's consist 24.9% and ST consists 60 % and other social groups are 16%.



### **PDS shop owner charging higher than stipulated price**

During the survey, it was observed that Price of Wheat and Rice was not being charged uniformly throughout the State. The charges varied from Rs.5/Kg. To Rs.6/kg. of wheat.

In only 26.09 % of the villages the dealers were charging official price .most of the villages were in and around Manatu as well as in other villages of Palamu where Jan Sunwai were conducted. but in other villages the dealers were charging higher prices. Almost in 53.62% of the villages the price charge was Rs.5.50 and in 20.29% of the villages the price charge was Rs. 6.00 per kg.

### **Price charged for Wheat in sample villages**

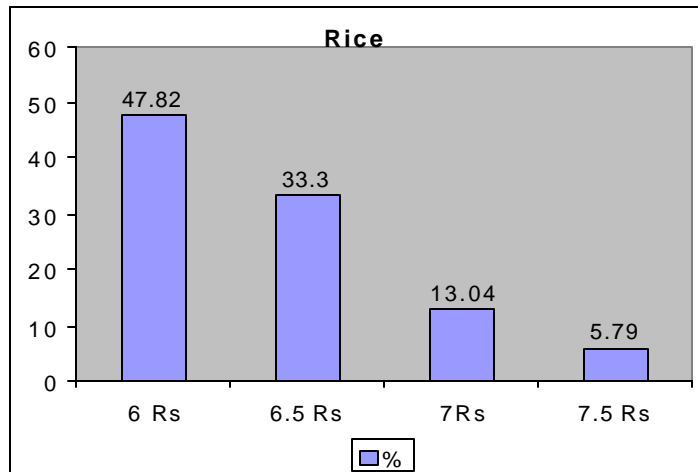
Price/Kg	No. of Vill.
5	18(26.09)
5.5	37(53.62)
6	14(20.29)
Total	69(100)

Similarly rate of the Rice varies from 6 Rs. to 7.5 Rs./kg. 47.82 % dealers charges 6 Rs per kg of Rice and 13.04 % of dealers demands Rs.7 per kg .Some of the dealers (5.8%) demands for 7.5 per kg. of Rice .

It has to be mentioned here that Government rate is fixed at Rs. 5 per kg for wheat and Rs 6 per kg. for the Rice. This rate is uniform for all the BPL card beneficiary across the country. But the dealer charges different Rates from the rural mass. The reason behind such malfunction lies in peoples ignorance and unawareness. Most of the people did not know about the Government rate and their entitlements. It may be mentioned that dealers makes demand of 11:50 Rs. per Lt of Kerosene oil and some times it is 12 Rs. per Lt.

Dealers complained that they have to pay bribe to the concerned officials to get the allotment of foodgrains and Kerosene oil. They also had to pay for the transportation cost.

Most of the dealers accepted that dealers they charge extra sum and sell some foodgrains black-marketing of foodgrains to compensate his investment and earn profit.

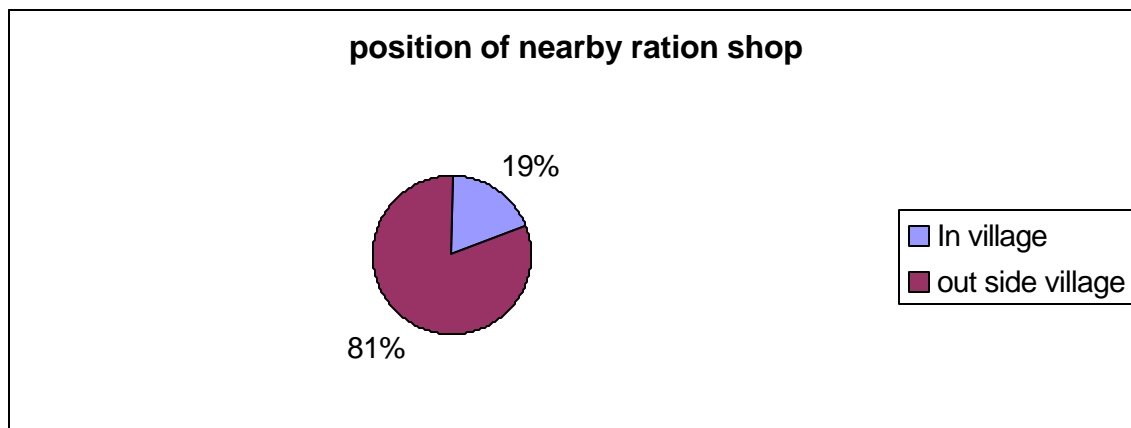


### Distance of the PDS shop

The ration shop should be in the reach of local people so that he can take maximum benefit of the system. But it was found that, only 19% of the villages were having ration shop in the village periphery whereas 81 % of the ration shops were situated outside the village.

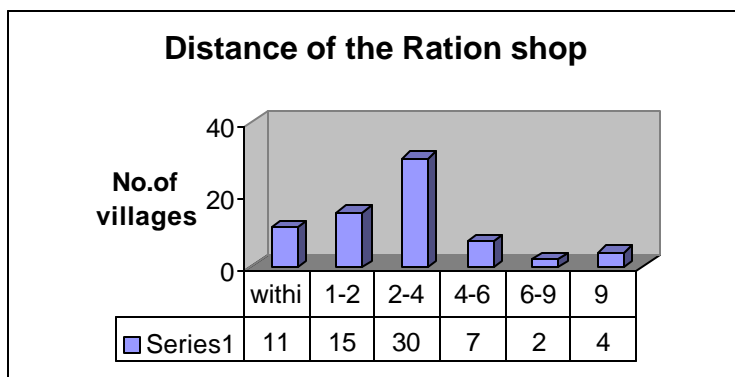
In some sample villages, ration shops was situated at such a far distance that it becomes impossible for the beneficiary to properly utilize the TPDS shop.

Most of the times, beneficiary return back from ration shop because of the unavailability of ration. This was a discouraging factor for a beneficiary whose village is situated at far distance from the ration shop.



Distance is an important factor, which hinders people to get benefit of the scheme.it, was found that only 19% of the ration shop was situated in village and rest 81 % was situated outside the village. Only 15.94 % of the ration shop was situated within 1 km ,on average 44 % of the ration shop were having distance of 2-4 km. and 8% of the ration shop were having distance of more than 6 km. It is important to note here that in some of the regions the terrain is quite difficult and even for covering a distance of 2-3 km .it may take long hours .These are the villages which are most neglected .

In the survey area it is found that 4 % of the ration shop does not opens since last few months. These are ration shops for the village Kasidih, Musaboni; Kope; Latehar, Eren tola; Rania.



### Distance of the PDS shop from the villages

Distance (Km)	No. of Vill.
Within Village	11(15.95)
1-2	15(21.75)
2-4	30(43.48)
6-9	2(2.9)
9+	4(5.78)

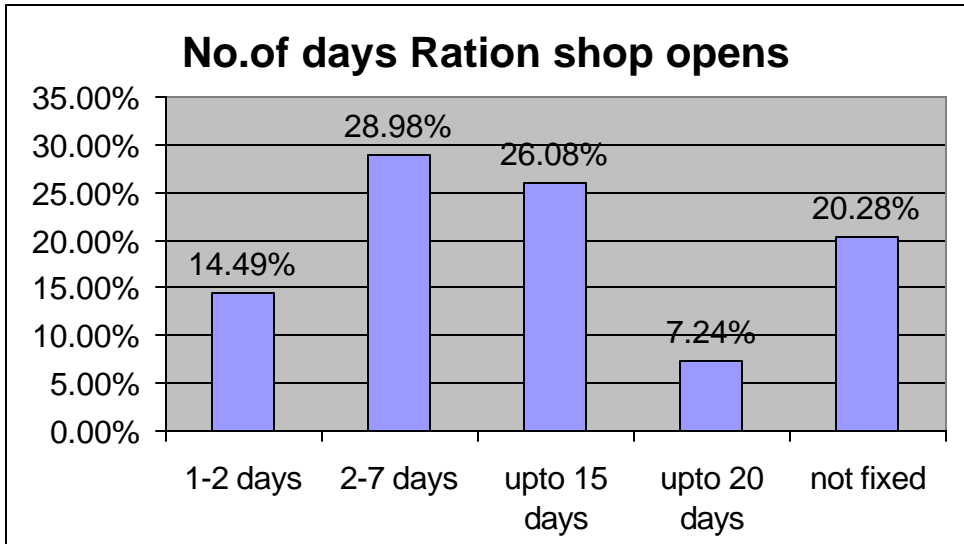
...The ration card holder of Rupucocha, Musaboni has been allotted PDS shop which is 26 Km. Away . There is a PDS shop in Ratancocha which is only 4 Km. from the Rupucocha village. But the villagers of Rupucocha has been not allotted that shop because it falls in different block.

Similarly is the situation with villagers of Gunduria . The geographical location is very difficult. It takes 4 hrs. to reach the ration shop and many times the villagers have to come back disappointed.

The faraway location and difficult geographical situation becomes problematic

### Non-regular opening of PDS shop

The opening of PDS was observed to be very irregular in the sample villages. The timing and dates of opening were not fixed .In approximately 14.49% of the villages ration shop opened only for the 1-2 days and that to for 2-3 Hrs. In around 28.98%villages it opened for 2-7 days. However, in 26% of the villages it was opened for 15 days and 7 % of villages upto 20 days. In the survey area it is found that 4 % of the ration shop does not opens since last few months. These are ration shops for the village Kasidih, Musaboni; Kope; Latehar, Eren tola; Rania. Ration shop in the 2 villages (Rupucocha andGunduriamusaboni) opens only for 1-2 days in 4 5 month. most of the ration shops opens only for 2-3 hr.

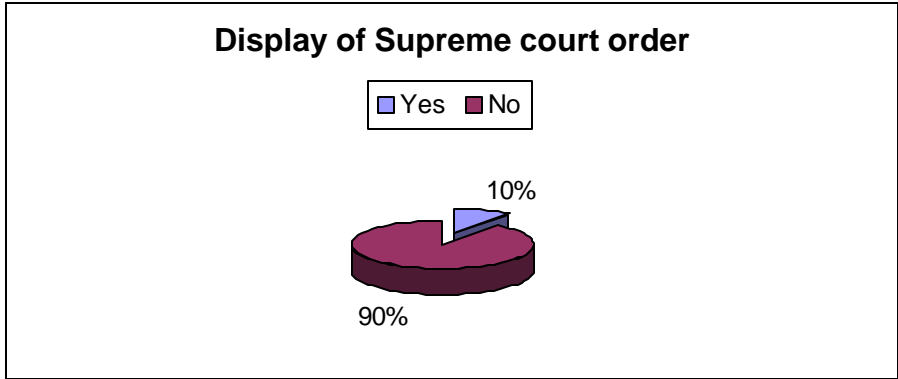


**Improper information and Irregular supply of various items in PDS shop**

The card holders complained that they did not get proper information regarding their entitlements of foodgrains, Kerosene oil and their price. The same was not displayed on the PDS shop even if it is written it is unreadable for the villagers. The shop-holder seldom told them about the possible time of the arrival of ration in majority of cases. The information was not sent through the acquaintances of PDS shop owner. The cardholders complained that they had to make a number of visits to enquire about the arrival of the foods in the shop.

**Highly inadequate dissemination of Supreme court order**

Although supreme court of India had directed all the State governments and UT's to display list of the interim order of supreme court for the awareness of the general mass. Supreme Court had made order to display its decision in the regional language and in English language at the Block office, Panchayat Bhawan and other places.

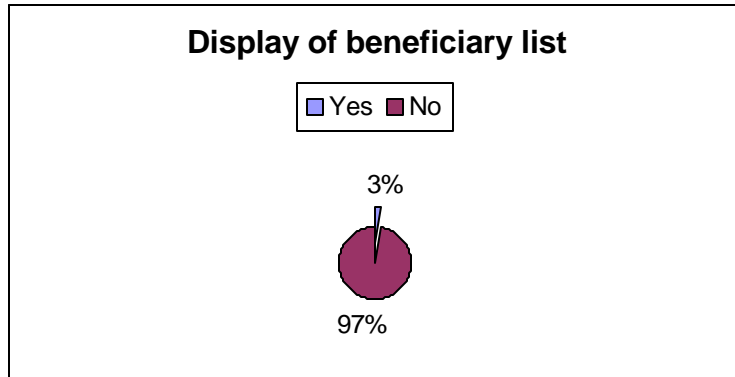


It was found that only in 10% of the sample villages. These were Semari, Bhitdiha, Teliadaher, Pakariadih, Manatu; and Auka, Mukta, khajuri of Panki.

*...The Positive impact*

“Now dealer inform us when ration comes to the shop” confirms a beneficiary from the Manatu block. He mention that After the “Jan –Sunwai” which was organized on 9<sup>th</sup> July’2002 at Manatu Block, they don’t have to face much problem as it was before the Jan –Sunwai.

Even the villagers of nearby area feel happy and witness the positive impact of Jan-Sunwai.



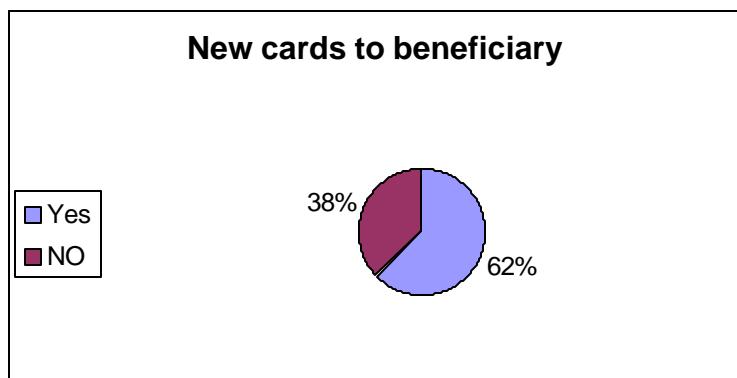
**Some other findings...**

- In the village Kerkikala, Chatarpur; people gets only Kerosene Oil. local dealers says that they don’t have permission to give ration to BPL card holder. In salaiya village, Chaterpur dealer ignores and gives wrong information to beneficiary that ration is not allotted for red card holder
- In the village Chuchrumaar, Chaterpur people gets only 2-3 lt. of Kerosene Oil per card.
- Villagers of Chilho khurd, Chaterpur complained that rate of Rice and Wheat is equal to the market rate and they have to visit 5-6 times in a month to know the situation of ration shop. In that case, people favour to buy their requirement from the market.
- Card is issued only to the influential persons in village or only through their interventions. Because Gram Sabhas are not functioning properly.
- Villagers of Nawatoli , Manika complains that they have not got any food grains from their ration shop since last two years.
- Poor quality of foodgrains is supplied to the beneficiary under the scheme.
- False entries are made by the dealer in the cards.

- The dealers keeps card in his own custody is reported by many of the beneficiary. Under the TPDS, each BPL card holders are entitled to get foodgrains per month at subsidized prices. The identification of the poor is not proper and many eligible persons are left out while non-eligible persons are receiving benefits.
- The poors do not have cash to buy their quota of grains at a time.
- They are not allowed to purchase the items in installment. A person of Nawadih Dhab, Koderma express that Price of grains at PDS shop and Market is same .The shopkeeper at market provides grains in credit but it is not with the dealer. Credit system helps poor villagers at the time of extreme conditions .So, people prefers to buy grains from the open market rather than PDS shop.
- Beneficiary do not know about the rate and quantity which is fixed by the government. Beneficiary of Kokro, Chaterpur complains that dealer provides only 2 kg. Grains per card
- Gram sabha or local community/Institution are not involved in the selection of beneficiary. Some of the beneficiary complains about the rude behavior of dealer.

### **ANTYODAYA YOJNA**

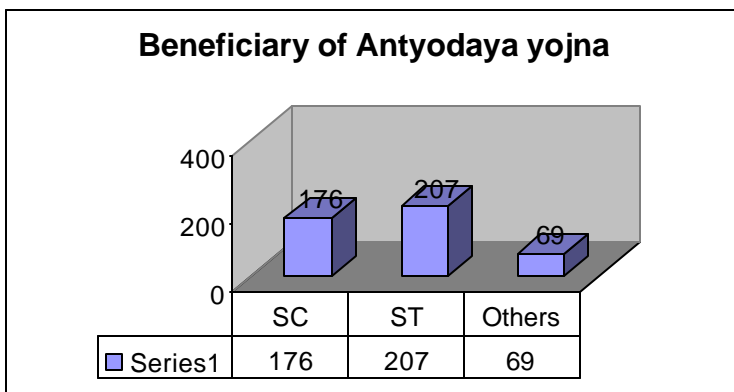
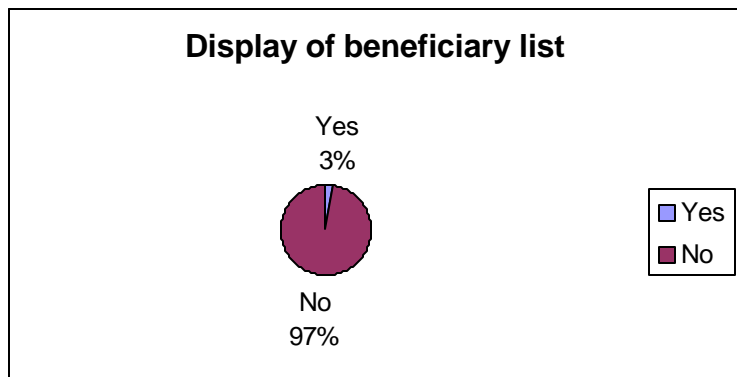
This scheme was started with the objective to help the poorest of the poor who did not have purchasing power to buy Rice and Wheat at the BPL rate. Antyodaya card was allotted to 366500 beneficiary in the Jharkhand. Antyodaya yojna offers 21 kg of wheat and 14 kg of Rice per card in every month. Rate of wheat is 2 Rs. per Kg and Rice is 3 Rs. per Kg. for the beneficiary under this scheme. In this yojna ,beneficiary were selected throughout the State.



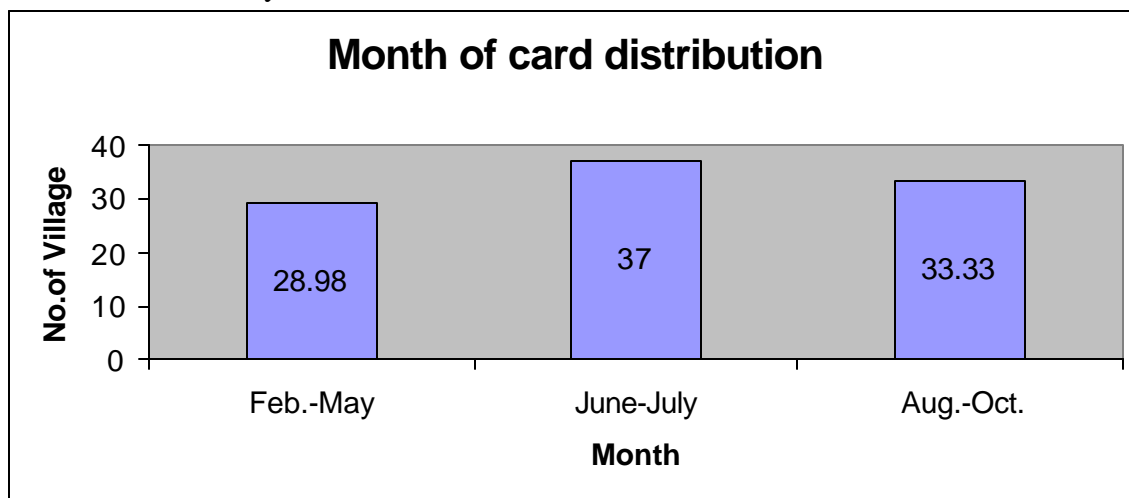
It was observed that new cards were given to only 62% of the beneficiary in the sample villages and the still rest of the 38% of the beneficiary had not received new Antyodaya card till the date of survey as a result the selected beneficiary could not take advantage of the scheme .

Although government rate is 2 Rs./kg (wheat) and 3 Rs per kg.(rice) but only 59% of the ration shop offers at 2 Rs./kg whereas 41 % of the dealers demands for 2.5 Rs per kg and 46% of the dealers demands for 3.5 Rs. per kg.

Except for some villages in Panki, Chaterpur and Manatu blocks where selected beneficiaries list was displayed nowhere in the surveyed villages Supreme Court order and the beneficiary list was displayed in Manatu the list was displayed only after Jan-Sunwai and consistent public pressure .It may be mentioned that it was displayed in only 3% of the villages.



Cards were distributed to the beneficiary during February to October. Around 38% of the beneficiary had received new antyodaya card during the month of June–July, while 33% have received in the month of Aug–Oct'2001 and 29% during the month of Feb–May. Most of the beneficiary had received cards after the month of June.





### **Some important findings**

- Distribution of the foodgrains had started only in 56% of sample villages .
- Beneficiaries of the programme makes complaint about the quality of grains which was supplied to them
- Most of the beneficiary were not aware about the government price.
- The poorest families in many district have not received cards yet.
- People have to return back because of the ignorance and lack of information.
- Shopkeeper make false entry in the card.
- People are not getting 35 kg .of grains regularly.
- Foodgrains quality is very poor.
- Some of the beneficiary have complained that dealers keeps card in their custody. In Hulsam,... People had not got foodgrains since last 3 months.
- Ration shop of Bishaypur,...is 6 km far from the village .the distance demotivates people to utilize the scheme.
- Jaura village ,....beneficiary complained that the dealer provides only 32 kg. Of food grain instead of 35 kg.
- Most of the Villagers do not know about the scheme.
- There is not any fixed time of opening of PDS shop so the beneficiary has to visit the numbers of time to the ration shop.
- Beneficiary do not get information of the arrival of foodgrain.
- People do not get foodgrains every month.
- Villagers of Kokro,... have formed a vigilance committee to protection of poor villagers.but this committee not grown much to utilize its competency.

### **Annapurna vojna**

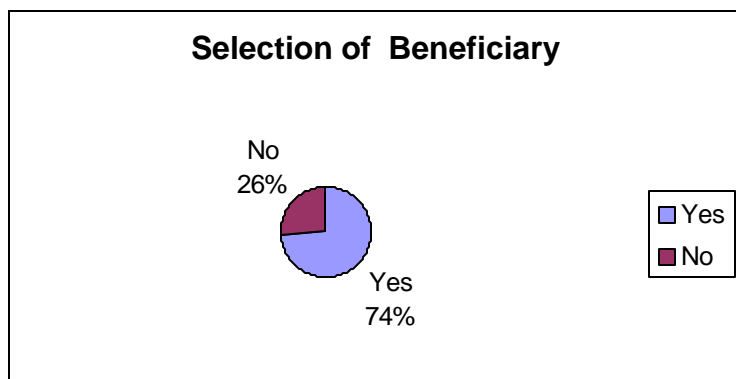
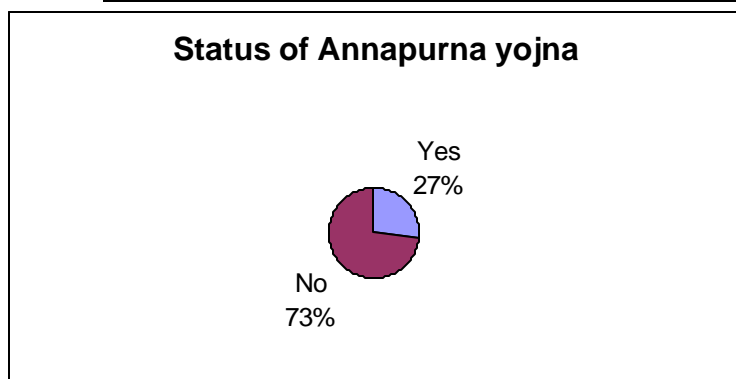
This scheme was started for the welfare of the old aged ,helpless people who dose not have purchasing power to buy foodgrain even on Antyodaya rate. In this programme beneficiaries are selected who incapable of earning any livelihood or dose not have any one to take care of him.

Annapurna card is allotted on individual basis whereas BPL and Antyodaya card is allotted to a family. In Anna purna yojna, beneficiary is entitled to get 10 kg. of Rice free of cost. This is a unique prog. aims at the welfare of old people who are in the verge of destitution

This scheme has started very late in Jharkhand . It was reported that this scheme was operational in only 21 sample villages and it was not operational in 48 villages. Some of the beneficiary (38%) has received one time allotment of Rice bag during the month of July-Sept. They had received one time allotment of 40 kg . of Rice bag, because the scheme get started from the month of April'2002 in through the country.

In most of villages people are not aware about the scheme.

### Proportion of Sample villages with Annapurna beneficiaries

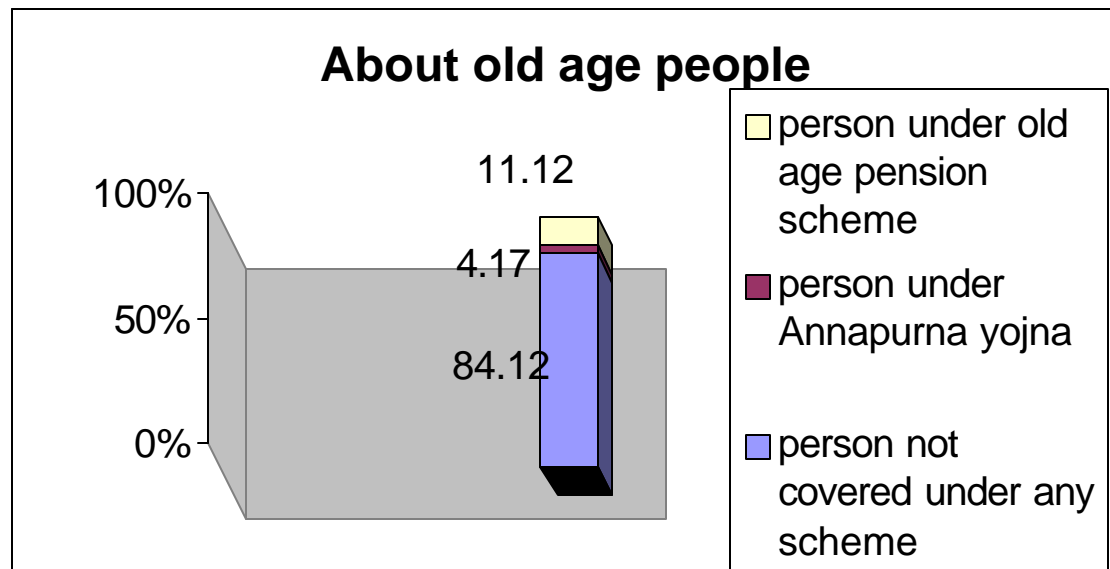


### **Some Important findings**

- Selection of beneficiary is done by the shopkeepers.
- In none of the sample villages the selection of beneficiaries done by Gram Sabha
- Beneficiary had received the grains only once. They received 40 kg. of rice bag in the month of August –Sept.'2002.
- Dealers demand extra money for the transportation cost from the beneficiary.
- There is not a single beneficiary in the 48 sample villages.
- Poor quality of grain supplied .

### Status of Old aged people above 65 yrs of age in sample villages

It may be mentioned here that only 4.1% old age person were getting benefit of Annapurna yojna and 11.12 % are getting benefit of NOAPS out of the total 989 needy old aged person in the sample villages. Thus 84.12% of the old aged people were hardly getting any benefit.



### NOAPS

#### Some important findings

- ◆ Under the NOAPS selected beneficiary did not receive benefits every month.. they receive the amount once in 4-5 months. This is a violation of Supreme Court order which stipulates that the pension should be paid before 7<sup>th</sup> of every months.
- ◆ People do not get information in time.32 villages out of the total 69 sample villages did not get benefit of the programme. Nowhere in the sample villages beneficiary list is displayed for general information
- ◆ One of the beneficiary complained that he received Rs 300. in the month of June'2002 but Rs.40. was taken by the block office staff
- ◆ Most of the people don't know about the scheme and the process of applying for the benefit.

### NMBS

#### MAJOR FINDINGS

- ◆ There was not a single beneficiary in the 54 villages out of the 69 sample villages Thus in 84.05% of the sample villages there were no beneficiaries under this programme.

- ◆ Beneficiary did not received benefits in time i.e.8-12 week before the delivery.
- ◆ In 16% of villages, Anganwari sevika distributes benefit to the selected beneficiary.
- ◆ At the time of distribution ,it was reported that in some villages Anganwari sevika takes bribe of Rs 100-200 . Similarly Block office demanded Rs.10-50
- ◆ List of beneficiary was not displaced anywhere in the sample villages .
  - Out of the total 122 eligible beneficiaries, only 53 have got benefit of this scheme.
  - Most of the people were not aware about the scheme .It was confirmed from the findings that people have not applied for the benefits under this scheme in 49 villages out of the total 69 sample villages.

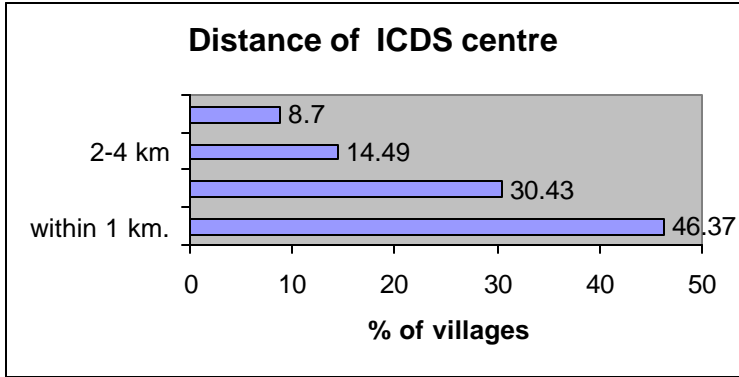
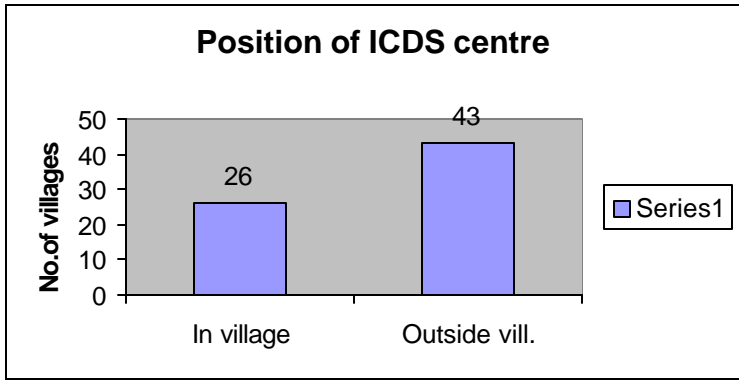
## **NFBS**

### ***Major findings***

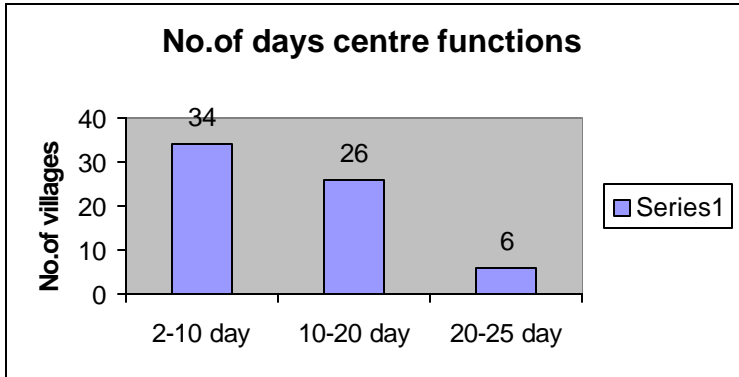
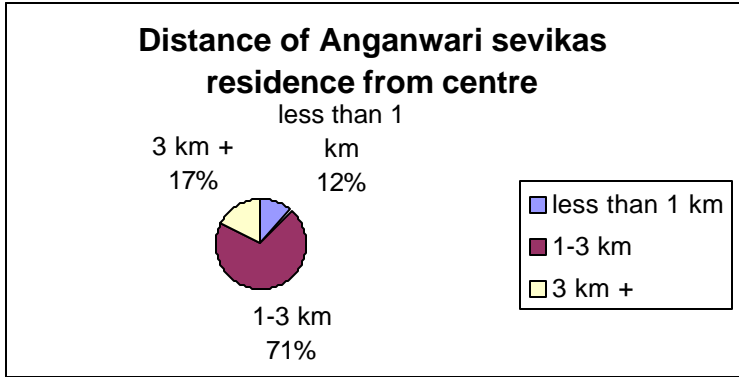
- In the sample villages, only 3 people out of the 46 who had applied received benefit under this scheme.
- Most of the people are not aware of this programme. It is confirmed from the findings that not a single person has applied in 48 villages out of 69 sample villages. In the sample village, only 21.8 % of respondents know about the programme. In 58 villages were not having even a single beneficiary under this scheme
- One of the receiptent complained that he had pay Rs 1000.as bribe at the block office to get the benefit of Rs 10,000. Another respondent had received only Rs 5000. instead of Rs.10,000
- Nowhere in the sample villages ,list of beneficiary was displayed for the general mass.
- People complained that Block office required death certificate which was very difficult to obtain in absence of PRIs.

## **ICDS**

It was reported that only 62% of the Anganwari centers were located in the villages and rest were situated outside the villages.46.37 % of the villages were having distance less than 1 km. and nearly 9% of the villages were at a distance of more than 4 km.



Anganwari sevikas were not regularly attending the center. Around 71.01 % of the sevikas were residing at the distance of 1-3 km from the center and 17.4% of sevikas at distance of more than 3 km from the center.



Only 8.7% of ICDS centre offered their services to the beneficiary for more than 20 days in a month and 49.3% of the ICDS centers opened for less than 10 days.

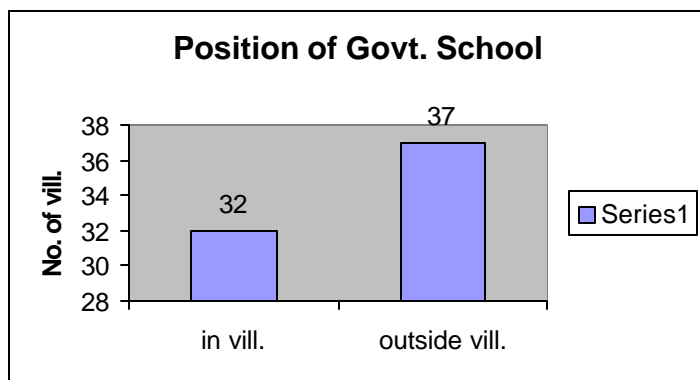
In a sample village Salaiya, Chaterpur, Anganwari center was closed since last 3 year. The responsible official for ICDS programme i.e.CDPO did not visit center and villages regularly. It was informed by the villagers that CDPO had visited only once in the 3-villages and for 2 times in the two villages during the last six months.

### Some findings

- The scheme was non-functional in Koderma district.
- Anganwari sevika do not give proper information about the ongoing scheme to the villagers.
- The ICDS center of Bhonda mauja ,Murhu (Ranchi) was closed since last one year.
- ICDS centers were not functioning in 38 villages out of the total 69 sample villages.
- Only 13.37 % of the eligible beneficiary received benefit who are under 0-6 age group,14.65% of the beneficiary received benefit under the age group 13-18 yrs.,33.33% of the pregnant women and 18.18% of the eligible malnourished children got benefit under this scheme in the sample villages.

### MID DAY MEAL SCHEME

The scheme is started in the year 1997 to enhance nutritional status of the children. Some of the other idea behind this programme to develop sense of social cohesiveness among the children and to motivate them to attend the school. but this scheme was operational in Jharkahnd.



· It was observed that Only 46.38 % of the sample villages had government schools in the periphery of villages and 53.6% of the government schools was situated outside the village.

· It is observed that 21.73 % of the villages were having distance of within 1 km. Whereas 27.53 % of the villages were located at a distance of 28%.

· During last six months ,School students of Auka , Panki had received the dry ration for one month similarly children of Serdan school had received dry ration for the 2 months . Most of

the government schools in Musaboni blocks ,East Singhbhum distributes, 3 kg. Of dry ration to their students. People have reported about the average quality of dry ration.

**Nowhere in the state cooked meal was served to the school going students.**

- List of the beneficiary and Supreme court order was not displayed in the school building.
- A government school in Jaura ,Chaterpur was closed since last 3 years.Teliyadiah school was closed since last one and half year. Government school of Kairadih and Lalgara,Manatu distributed 3 kg. Of dry ration for once in the year 2001.School going students of Hulsam,Chaterpur didn't received ration since last 1 year.School going childrens of Chuchrumaar ,Chaterpur had received dry ration in the month of August 2002.

Though there is a provision of 3 kg of dry ration for the school going children but mostly the system is not functioning in the state.

In the Kerkikala village, Chaterpur people informed that school children had received dry ration in the year 2000 .but after that scheme is non-functional in the village

## Chapter 6

### RECOMMENDATION

- ∇ Poor governance is at the root of many ills associated with food administration, as well as other programmes for the poor. More transparency and better accountability combined with more effective supervision may help in improving performance of these schemes.
- ∇ The schemes are hardly helping the poor. This is because Jharkhand government does not lift its all quota due to bad administrative arrangements, and a substantial portion of lifted grain is black marketed. So, to minimize the malfunctions at upper level ,it is essential to involve community for the monitoring of the ongoing programmes at the grass-root level .In every panchayats ,there should be an indecent and competent peoples institution that will look after the social security schemes and delivery system of the programmes.
- ∇ Since supreme court has empowered Gram Sabha and panchayti raj institutions to monitor about the effectiveness and proper functioning of all the social security schemes.
- ∇ So, it is essential to conduct Panchayati Raj Election immediately in the state. because only after the institutionalization of panchayati system ,Gram Shabha could utilize its power to look after such a crucial and welfare based schemes.
- ∇ It is confirmed from the field situation that people are ignored of their right and entitlements. So,The Government, NGOs and other social institutions should start a mass campaign to make people aware of the schemes and programmes.
- ∇ Government should initiate innovative and effective methods to make the programme effective .A mobile PDS shop is a useful alternative in this respect. The mobile PDS shop will offer its services to the villagers of remote area .It will also put mobilevan-cum-delivery stall at the village Haat spot(Village market place).So that maximum villagers can take benefit of the government programme.
- ∇ Some of the months(Seasons) are very crucial in terms of food insecurity for the rural masses. These food insecure month should be targetted by the Govt. and other social development institutions and additional targetted foodgrains should be supplied for the BPL family.
- ∇ A district level monitoring committee should be formed by involving citizens ,Govt. official and other decision makers of the society.
- ∇ Although demand is made to the state government to initiate Mid-day meal programme but looking at the strength and weakness of district administration, political will-power and local situations ,it is recommended to initiated fresh discussion on the Middy meal scheme.
- ∇ The Government of Jharkhand should implement all the Supreme Court orders relating to the right to food without delay, including especially the interim order of 28 November, 2001.



- ∇ Antyodaya households should be allowed to buy atleast 4 times in a month, so that lack of cash at the time of grain distribution does not prevent them from obtaining their full rations.
- ∇ There is also a need to provide safe storage facility at the panchayat level, transportation and marketing facilities to the farmers of rural habitants so that they get a remunerative return on their labour and investment and in time of difficult situation could prevent themselves from the starvation.
- ∇ With a view to bring about greater transparency in the functioning of programmes, there is need to put in place a system of “social audit”. The information concerned of the programme must be verified in a meeting of the gram sabha.
- ∇ Initiate state owned food procurement operations. Deficit state should be encouraged to buy directly from surplus states, the FCI can undertake open market operation within a prescribed price band. it can conduct open market operations by releasing stocks in the open market when shortage are prevalent and prices are high. the most important scheme targeted public distribution system has had little impact on nutrition levels, and has suffered from problems of illegal diversion and black market selling of subsidized foodstuff, a minimum purchase requirement that acts to exclude the poor, weak monitoring ,a lack of transparency and inadequate accountability in management.
- ∇ The list of workers along with the number of days they have been given jobs under EAS and SJRY should be compulsorily hung in each office of the Gram panchayats and outside each school in the village. When funds are released by DRDA/Zilla parishads to blocks or panchayats, a press note should invariably be issued about the date and amount released to various offices. The local people should participate and monitor the ongoing programmes.
- ∇ A general feature of all the food based scheme is lack of peoples participation .it is therefore often suggested that every village panchayat should be asked to prepared lists of its BPL families and then make sure that not only is there no diversion of foodgrains meant for the poor, also that the poor families so identified are continuously monitored to ensure that not a single members of these families suffer from starvation. The exact distribution of responsibility between the district administrative and the local institutions foe executing food assistance programmes cannot be rigidly defined.
- ∇ There should be flexibility in approach regarding selection of beneficiary and demand fulfillment
- ∇ Pregnant women and Malnourished children should be covered in all the ICDS -benefits in practice.
- ∇ The old age people must receive their Pension before 7th of each month. Field experience shows that the beneficiary didn't receive their pension in time and they have to wait for 4-5 months to receive it.
- ∇ And BDO will be responsible for the all the social security schemes.

- ∇ Atleast one of the person from every BPL family must get employment for atleast 120 days in a year .This programme will help to minim the volume of hunger among the landless , PTGs and other poor households...
- ∇ Since it is evident from the survey that ,Antyodaya Yojna is functioning effectively. In this situation ,state government should enlarge the coverage of Antyodaya yojna.
- ∇ Ensuring and enabling a political, social, and economic environment designed to create the best conditions for the eradication of poverty and for durable peace, based on full and equal participation of women and men, which is most conducive to achieving sustainable food security for all.\*The basis of selecting beneficiary lacks transparency and is too complicated to be administered by local bureaucrats. So, the selection of beneficiary should be the responsibility of community/Gram Sabha and peoples institutions like village education committee and village development committee.
- ∇ Government of Jharkhand should ensure that adequate infrastructural capacity is available at the district and block levels, otherwise the leakage system will not help to reach the objective. Local institution supervision and a clear enunciation of entitlements could reduce the extent of present leakage.
- ∇ Focus is not given on undernourished children and Adolscent girls in the food related social security schemes (perticularly ICDS).So, a proper mechanism should be evolved by the people and government to improve this situation.
- ∇ Inter-sectoral coordination in government scheme is very poor. There are different social security schemes for the poor peoples which is runing by the different Govt. departments. All welfare programmes are targeting the poor to improve there quality of life. Targeting a poor family under different schemes is consuming lots of time and energy. Now the administration should think in the direction of converging different schemes and programmes and bring them under one umbrella to enlarge its reach and canvas of successful implementation.
- ∇ The Government of Jharkhand has not implemented Supreme Court's directions relating to the dissemination of information about food-related programmes. We all know that *frst step of reformation is information* So, people should be informed and empowered to utilize their entitlements.
- ∇ In the long run panchayats have to take the responsibility of foodgrain distribution. This reformation with empowering PRI will solve different problems related with malfunctioning of the PDS system.
- ∇ FCI have to improve the quality of foodgrains.

# **Annexure**

## **Annexure**

### **Background of the Food Security Schemes and Interim orders of the Supreme Court**

As mentioned earlier, the Supreme Court for stricter implementation has identified eight food related schemes. If implemented properly, these schemes have the potential to not only ward off starvation but also help in improving the nutritional status of the family and individuals.

These are namely:

1. Targeted Public Distribution System (TPDS).
2. Antyodaya Anna Yojna
3. Annapurna Yojna
4. Midday meal scheme
5. Integrated Child Development Scheme
6. National Maternity Benefit Scheme
7. National Old Age Pension Scheme
8. National Family Benefit Scheme.

All of these social security schemes have been designed to support the marginalized and destitute sections of the society.

The year of 2001 witnessed severe drought in the various parts of country. In some of states, it was consecutive second or third drought year. The response of the state governments was lukewarm. This created a situation of hunger and starvation many parts of the country. Looking at the situation, People's Union for Civil Liberties (PUCL) filed a PIL before the Hon'ble Supreme Court and sought use of country's huge food grain stock to fight against hunger and step up relief work.

Supreme Court has directed the state government to act efficiently in the food related social security Scheme.

A brief description of each of the schemes and related Supreme court interim order are as follows.

#### **1. Targetted Public Distribution System**

In the year 1964, Food Corporation of India was setup as an agency for procurement, storage, distribution and transportation of food commodities mainly rice, wheat, sugar, kerosene oil and edible oil. The severe drought of 1965-66 and 1972-73 prompted the government to expand PDS. In the year 1997, Targetted Public Distribution System (TPDS) started.

Under the TPDS, every BPL family is entitled to get food grains every month from a fair price shop at the BPL price fixed by state government. The state governments identify BPL families in their respective states and issue them BPL cards (Lal cards). There is a guideline for the implementation of the TPDS.

The central government has directed all the states to involve Gram Panchayats and Gram Sabhas in the initial identification of eligible families. Slum dwellers in urban areas will generally qualify for the below poverty line. Applications, if any, received from non-slum dwellers should also be verified to identify eligible beneficiary.

Under TPDS mainly three commodities are made available – rice, wheat and kerosene oil. Under the new PDS it is proposed to issue specially subsidized food grains to beneficiaries of SGRY schemes also.

### **Supreme court order**

Supreme court has directed all the State/UT s to implement the scheme so that the families below poverty line can benefit from the scheme.

### **2. Antyodaya Anna Yojna.**

The Prime Minister of India launched Antyodaya Anna Yojna on 25<sup>th</sup> December 2000. This scheme aims at serving the **poorest of the poor** in rural and urban areas. Their purchasing power is so low that they are not in a position to buy food grains round the year even at BPL prices. About 17 per cent of BPL families are supposed to be beneficiaries of this scheme.

The Government of India suggests that in view of abject poverty faced by this group of people, state governments should ensure that the end retail price is retained at Rs. 2/- per kg. for wheat and Rs.3 per kg. for rice. One beneficiary is entitled to get 35 kg. of ration in a month under the scheme.

The most crucial element of ensuring the success of Antyodaya Anna Yojna is the correct identification of Antyodaya beneficiaries.

The identification of these families will have to be carried out by the state government /UT administration, from among the BPL families. Some of the steps suggested for identification of Antyodaya families are: The number of Antyodaya families has been indicated for each state/UTs. The state may in turn distribute this number among the various districts, keeping in view the incidence of poverty etc. for which primary data would be available with the states/UTs from various sources. Similarly, in the districts the number of Antyodaya families can again be distributed among various Panchayats and the municipal areas.

District collectors may then start the process of identification after giving it wide publicity. This work may be taken up as a campaign so that people are aware of the process and procedures are adopted for identification of beneficiary under the scheme. Once the Gram Sabha approves the list, it may be consolidated at the block and then at the district level.

After the identification of Antyodaya families, a separate ration card to be known as “Antyodaya Ration Card” should be issued to the Antyodaya families by the designated authority. The ration card should have the necessary details about the Antyodaya family, scale of ration etc. Once the ration card is issued, the allocation of food grains will be made by the Government of India to the state Government/UT administration for distribution to the Antyodaya families through fair price shops.

In case a state government/UT Administration completes the process earlier, the Government of India will allocate food grains in favour of that state government/UT administration earlier.

### **Supreme court order**

The states and union territories are directed to complete identification of beneficiaries, issuing of cards and distribution of grains under the scheme latest by 1<sup>st</sup> January 2002. If any of the Antyodaya beneficiary is unable to lift grains because of penury, in such situation, the center, the state and the union territories are requested to consider giving the quota free after satisfying itself in this regard.

### **3. Annapurna Scheme**

The scheme was introduced in year 2000 to provide food security to elderly citizens who have no income of their own and no one to take care of them.

The beneficiary of this programme has to be selected by the Gram Panchayats. The Department of Food and Civil Supplies is the nodal agency for this scheme. The total number of beneficiaries is not to exceed 20% of the old age pensioners within a state.

Under this programme, a beneficiary is entitled to get 10 kg. of food grains per month free of cost.

### **Supreme Court order**

The state/UTs are directed to identify the beneficiaries and distribute the grains latest by 1<sup>st</sup> January 2002.

### **4. Mid-day Meal Scheme.**

The programme is intended to give a boost to universalisation of primary education, by increasing enrolment, retention and attendance and simultaneously impacting on nutrition of students in primary classes.

The central support is in the form of free food grains and reimbursement of transportation cost from the nearest godown of the Food Corporation of India (FCI), and would be directly available to the districts on the basis of district-wise details of enrolment and attendance furnished by the state government.

Local bodies/authorities should set up committees such as village education committees with broad popular participation to create an awareness of the programme, to generate community support to the programme, to universalize participation of all children in primary education, to improve the functioning and environment of the schools and to ensure that the scheme functions in terms of the broad objective it seeks to achieve.

### **Supreme Court order**

Every state government and UTs are directed to implement the midday meal scheme by providing every child in each government and government assisted primary schools with a **prepared** midday meal with a minimum of 300 calories and 8-12 gm. of proteins each day of school for a minimum of 200 days in a year. Those governments who are providing dry ration instead of cooked meal must within three months start providing cooked meals in all government and government aided primary schools. The union government of India and FCI are directed to ensure provision of fair average quality grain for the scheme on time. If the food grain is found not to be of fair average it will be replaced by the FCI prior to lifting.

### **5. National Old Age Pension Scheme(NOAPS)**

This scheme is introduced under the National Social Assistance Programme on 15<sup>th</sup> August 1995. The central government sets an upper ceiling on the number of beneficiaries for a state/UT. To get benefit of the scheme, an applicant must be of 65 years or above. The basic pension is Rs .75/- per month per beneficiary. The state government may add to this basic amount from its own resources. At present, a beneficiary receives Rs. 100/- as old age pension. Applicants under this programme must be a destitute in the sense of having little or no regular means of subsistence of his/her own and no financial support from family members or other sources. The pension amount is to be paid regularly before the 7<sup>th</sup> of each month.

### **Supreme court order**

The states are directed to identify the beneficiaries and to start making payments latest by 1<sup>st</sup> January 2002. State governments and UTs are directed to make payments by 7<sup>th</sup> of each month

### **6. National Family Benefit Scheme(NFBS)**

This scheme is applicable to those beneficiaries who are below the poverty line. On the death of the primary bread earner in the family, Rs.10,000/- lump sum is to be paid to the family within four weeks through the local sarpanch. The death of the primary bread earner should have occurred while he or she was in the age group of 18-64 years. Family benefit is paid to such surviving member of the household who, after local inquiry, is determined to be head of the household.

### **Supreme court order**

All the state Govt. and union territories to implement the National Family Benefit Scheme and pay BPL families Rs 10,000/- within 4 weeks through a local Sarpanch, whenever primary bread earner of the family dies.

### **7. National Maternity Benefit Scheme(NMBS)**

A lump sum cash assistance of Rs.500/- is to be provided to pregnant women of BPL households provided they have attended 19 years of age or above. The amount must be given to the pregnant women 8-12 weeks before delivery. All the eligible candidates must be covered under the

scheme. The benefit is available up to the first two live births. In case of delay, the benefit may be given even after the birth of the child.

### **Supreme Court order**

All the state govt. /UTs of India is directed to implement the NMBS by paying all BPL pregnant women Rs.500/- through the Sarpanch 8-12 weeks prior to delivery for each of the first two live births.

## **8. Integrated Child Development Scheme**

An ICDS center (popularly known as Anganwari center) has to be available in every settlement having a population of 1000. The service of this scheme includes supplementary nutrition, immunization, health check-up, referral services and non-formal pre school education. Children up to the age of 6 years are intended beneficiaries of this programme. The scheme also covers pregnant and lactating mothers and adolescent girls.

Children up to 6 years of age are eligible for 300 calories and 8-10 gm. of protein per day. Malnourished children are entitled to double the normal daily supplement. Similarly, adolescent girls should get 500 calories and 20-25 gm. of protein per day. Pregnant and lactating mothers are to be provided with 500 calories and 20-25 gm. of protein.

### **Supreme Court order**

Regarding ICDS, guidelines given by Supreme Court are as follows:

Each child upto age 6 years of age to get 300 cal. and 8-10 gm. of protein. Each adolescent girl must get 500 cal. and 20-25 gm. of protein.

Each pregnant women and each nursing mother to get 500 cal and 20-25 gm. of protein. Each malnourished child to get 600 cal. and 15-20 gm. of protein.

- The Supreme Court of India has directed all the state Govt. and union territories to display copy of this order in regional languages and in English at Gram Panchayats, Govt. school buildings and fair price shops.
- To ensure transparency in selection of beneficiaries and their access to these schemes, the Gram Panchayats will also display a list of all the beneficiaries under the various schemes. Doordarshan and All India Radio are directed to adequately publicise various schemes and this order. The Supreme Court of India has also directed Union of India, state governments and UT's regarding implementation of various social security schemes, which are mentioned in the following pages.

### **Rulings of the Supreme Court of 28<sup>th</sup> Nov. 2001**

Interim orders passed by the Supreme Court have three important components:



1. All the 8-social security schemes declared as constitutional right. **(Under Article 21)**
2. Order is given to all the state govt. to provide cooked food under Mid-day Meal Scheme immediately.
3. Central and state govt. is directed to develop transparency in the system and make people aware about the social security schemes.

### **Rulings of the Supreme Court of 8<sup>th</sup> May 2002**

- (a) The Gram Panchayats shall frame employment generation proposals in accordance with the Sampoorna Gramin Rozgar Yojana (SGRY) guidelines for creation of useful community assets that have the potential for generating sustained and gainful employment such as water and soil conservation, afforestation and agro-horticulture, salvipasture, minor irrigation and link roads. These proposals shall be approved and sanctioned by the Gram Panchayats and the work started expeditiously.
- (b) The respondents shall focus the SGRY programme towards agricultural wage earners, non-agricultural unskilled wage earners, marginal farmers and in particular, SC and ST persons whose wage income constitutes a reasonable proportion of their household income and to give priority to them in employment, and within this section shall give priority to women.
- (c) The respondents shall make the wage payment on a weekly basis.
- (d) The respondents shall prohibit the use of contractors in the SGRY programme.
- (e) The Central Government shall release the money entitlements under the different employment generation schemes to each State on schedule, provided that the State Governments fulfill the conditions as prescribed by the SGRY. The State Governments are directed to fulfill these conditions and implement the SGRY expeditiously.
- (f) The Gram Sabhas are entitled to conduct a social audit into all Food/Employment schemes and entitled to report all instances of misuse of funds to the respective implementing authorities, who shall on receipt of such complaints, investigate and punish the guilty in accordance with law.
- (g) On a complaint being made to the CEO/Collector regarding non-compliance with the orders of this Hon'ble Court, the concerned CEO/Collector shall record the salient features of the complaint in a register maintained for this purpose, acknowledge receipt of the complaint and forthwith secure compliance with this Hon'ble Court's order.
- (h) The CEO/Collectors of all the Districts in the States and territories shall scrutinize the action taken by all the implementing agencies within their jurisdiction to ensure compliance with this Hon'ble Court's orders and report to the Chief Secretary.
- (i) It is clarified that the Collector of the Districts and the Chief Secretary shall be responsible for breaches of the orders of this Hon'ble Court.

- (j) Dr. N.C. Saxena, former Planning Secretary, Government of India and Mr. S.R. Shankaran, former Secretary, Rural Development, Government of India, shall function as Commissioners of this Court for the purpose of looking into any grievance that may persist after the above-mentioned grievance resolution procedure has been exhausted.
- (k) On the Commissioner's recommending to the State Governments/UT administrations, a course of action to ensure compliance with the Court's orders, the latter shall forthwith act upon the recommendation and report compliance.
- (l) The Commissioners shall be at the liberty to take the assistance of individuals and reliable organizations in the States and Union Territories and all officials are directed to fully cooperate with such persons/organizations, to bring about effective monitoring and implementation of the orders of this Hon'ble Court.
- (m) It is clarified that the Gram Sabhas are entitled to monitor the implementation of the various schemes and have access to relevant information relating to, inter alia, beneficiaries selection and the disbursement of benefits. The Gram Sabhas are entitled to raise their grievances in the manner set out above and the redressal of the grievance shall be done accordingly.
- (n) In view of the grievance that the identification of BPL families is not being done properly and that the criteria for the identification of the BPL families is neither clear nor uniform, the Central and the State Governments are directed to clarify the issue and work out a policy for the fair and effective identification of BPL families.
- (o) The respondents shall ensure that ration shops remain open throughout the months during fixed hours the details of which will be displayed on the notice board