

Report of the Community Monitoring & Auditing of the Public Distribution System in Brahmapur, Orissa



November, 2010



YOUTH FOR SOCIAL DEVELOPMENT

6th Medical Bank Colony, Bapuji Nagar, Brahmapur-760004
Ganjam, Orissa, India, Website: www.ysdindia.org

CONTENTS

❖ Executive Summary	3
❖ Background	4
❖ Demand for Citizen Monitoring	5
▪ What is the Public Distribution System?	
▪ What is Citizen Monitoring/Social Auditing?	
❖ Objectives of the Initiative	6
❖ Scope and Methodology	6
❖ Training of Citizen Monitors	7
❖ Findings of the Citizen Monitoring/Social Auditing	8
▪ Beneficiary Perspective	
▪ Feedback from Service Providers (Public Officials, Shop Owners)	
▪ Feedback from Vigilance Monitoring Committee	
▪ Scrutinizing PDS Shops	
▪ Profile of CMAT's	
❖ Conclusions	16
❖ Policy Implications	17
❖ Annexure	18
▪ Slums Selected as Sample	
▪ List of PDS Shops Selected	
▪ List of Citizen Monitors	

EXECUTIVE SUMMARY

The main purpose of the public distribution system (PDS) is to regularly provide vulnerable populations with essential commodities at a discounted market price. Its purpose is to help poor populations grossly affected by inflation and widespread socio-economic inequality. As every Indian has an inalienable right to food, it is the state's duty to provide citizens with food security. Moreover, citizens should be aware of and know how to advocate for their food rights. Several complications have caused PDS to deviate from its objectives. For example, the low purchasing power of the poor sometimes prevents the acquisition of a full quota of PDS goods, encouraging black market sales. The black market sale of PDS goods is due to the absence of PDS coordination, supervision and monitoring mechanisms, which contributes to merchant corruption and unaccountability at various levels of implementation. Compounding this problem is the fact that PDS information is not readily available to the public, creating citizen ignorance and poor participation in monitoring of the implementation of PDS (fair price shops).

Berhampur is the second largest city in Orissa with more than 12,000 below poverty line (BPL) families and 40,000 above poverty line (APL) cardholders who depend on PDS for food security. A recent study on urban corruption depicts PDS as the third most corrupt agency in the city. With this in mind, Youth for Social Development, a research-based NGO in Berhampur, trained community volunteers to facilitate citizen monitoring/social auditing of the public distribution system in eight slum regions in Berhampur city, ensuring citizen participation along with an audit of PDS transparency and accountability as well as improved service delivery. The process of citizen monitoring included interviews with various stakeholders like beneficiaries, shop owners, service providers (i.e. supply inspector, ADCSO, DCSO) vigilance monitoring committee members and finally the verification of PDS shops. The key findings highlight stark inconsistencies between PDS governance principles and practices:

- ⇒ Citizen monitors found that PDS beneficiaries were 60.6% BPL, 17.7% Antodaya category, 13.3% Annapurna and 8.4% APL
- ⇒ More than one third of beneficiaries found fault with the operating schedule of fair price shops. (44.4% of FPS were open 15 days per month, while 34.5% opened 7 days a month)
- ⇒ Most of the beneficiaries (85.2%) are dissatisfied with the quality of the rationed (food) items scaled as average in a scale of three.
- ⇒ 76.4% of the beneficiaries reported that their low purchasing power prevented them from buying items on an installment basis .
- ⇒ All most all (96.1%) the beneficiaries are happy with the price charged by the shop owner.

- ⇒ Surprisingly more than half (60.6%) of the beneficiaries responded that they didn't find any information in the informative board in the PDS shops.
- ⇒ Nearly 90% of the beneficiaries are worried about where to complain against any misappropriation by the PDS shop owner.
- ⇒ Most of shop owners interviewed expressed the inability to bear the expenses of running a PDS shop with the commissions received from the government for effective distribution of rationed items.
- ⇒ Not a single shop owner is aware of the various guidelines of the Supreme Court and the state government on PDS.
- ⇒ Most of the shop owners confessed experiencing corruption at the official level, which compels them to engage in misappropriation due to differences in the agreed quota and actual quota of the rationed items they receive.
- ⇒ Most of the Vigilance Monitoring Committee members are ignorant of their roles, responsibilities and duties towards monitoring the effective implementation of PDS.
- ⇒ Service providers cited a lack of citizen awareness and insufficient staff contributing to the inappropriate implementation of PDS.
- ⇒ Information on the informative board and proper monitoring of PDS implementation, coupled with remuneration to the shop owner, are the most important suggestions which emerged in the interaction with various stakeholders.

BACKGROUND

The intervention of the state in market mechanisms through public policy has become a vital component of functioning modern governments. There are two broad approaches available to correct the imperfections in market dynamics viz (i) by radical changes in the socio-economic structure (ii) positive intervention of the state through public policy. The public distribution system belongs to the latter category¹. The main purpose of the public distribution system (PDS) is to regularly provide vulnerable populations with essential commodities at a discounted market price. Its purpose is to help poor populations grossly affected by inflation and widespread socio-economic inequality. As every Indian has an inalienable right to food, it is the state's duty to provide citizens with food security, Moreover, citizens should be aware of and know how to advocate for their food rights.

Several complications have caused PDS to deviate from its objectives. For example, the low purchasing power of the poor sometimes prevents the acquisition of a full quota of PDS goods, encouraging black market sales. The black market sale of PDS goods is due to the absence of PDS coordination, supervision and monitoring mechanisms, which contributes to merchant corruption and unaccountability at various levels of implementation.

Due to extreme poverty (47.2%) in both rural and urban areas of Orissa, PDS remains the main source of food security for residents. Berhampur is the second largest city in Orissa with more than 12,000 below poverty line (BPL) families and 40,000 above poverty line (APL) cardholders that rely on PDS for food security. A recent study on urban corruption depicts the public distribution system as the third most corrupt agency in the city². Keeping this in mind it is important to have citizen participation to ensure improved PDS service delivery and conduct audits on the transparency and accountability of the agency.

Demand for Citizen Monitoring

Participation, transparency, and accountability are the pillars of good governance. Citizen participation is increasingly recognized as an essential component of good governance practices³. Accountability is fundamental in any political system. Citizens should have the right to know what actions have been taken in their name and they should have the means to force corrective actions when the government acts in an illegal, immoral, or unjust manner. Individual citizens should have the ability to have some redress when their rights are abused by the government or they do not receive the public benefits to which they are entitled⁴. In this context it must be remembered that a social audit or public audit is an ongoing process through which a citizen or group of citizens can participate in the monitoring and implementation of development work. It gives any citizen the legitimacy, not just to seek information, but also to record complaints, suggestions, and demand answers in the public domain. It allows for collective evaluation, and use of the non-written mode, and mandates demystification of documents and procedures. In this circumstance this programme has been designed to facilitate citizen monitoring/social auditing of the implementation of PDS in an urban setting (Brahmapur) with citizen participation and meaningful engagement with public officials.

What is Citizen Monitoring/Social Auditing?

Citizen Monitoring/Community Social Auditing through Community Score Card (CSC) process is a community-based monitoring tool and an instrument to exact social and public accountability and responsiveness from service providers. However, by including an interface meeting between service providers and the community that allows for immediate feedback, the process is also a strong instrument for empowerment. The CSC process uses the community as its unit of analysis and is focused on monitoring at the local/facility level. It can therefore facilitate the monitoring and performance evaluation of services, projects and even government administrative units (like district assemblies, panchayats, municipalities) by the community themselves. It is a grassroots process that can be employed in rural/urban settings.

The Community Score Card process allows for:

- tracking of inputs and expenditures
- monitoring of quality of services and projects
- generation of benchmark performance criteria that can be used in resource allocation and budget decisions
- comparison of performance across facilities/districts
- generating a direct feedback mechanism between the service provider and user
- building local capacity
- strengthening the citizen's voice and community empowerment

OBJECTIVE OF THE INITIATIVE

PDS is a government initiative for the distribution of essential items to fair price shops. However, it has wider connotations and multiple objectives. Through this community-led initiative, efforts have been put forth to establish the following objectives to improve PDS services in a corruption free manner.

- ⇒ To assess/audit of implementation of PDS by involving beneficiaries and service providers
- ⇒ To disseminate the findings to a wide stakeholders and constructively engage with public officials in improving PDS
- ⇒ To come out with suggestions for policy and practice level change in the PDS
- ⇒ To improve PDS service and accountability in a corruption free manner among larger stakeholders

SCOPE AND METHODOLOGY

About Brahmapur Municipal Corporation

Brahmapur Municipal Corporation, constituted in 1855, is the second largest and oldest municipality in Orissa. It covers 79.80 square kilometers housing a population of 2, 89,742 as per 2001 census. It should be noted that recent demographic data shows that Brahmapur's population has grown to nearly half a million. The city has a slum population of 97,018 in 100 pockets, which accounts for a large portion of the population (38.48%). As the second largest city in Orissa, Brahmapur is home to more than 12,000 below poverty line (BPL) families and 40,000 above poverty line (APL) cardholders who depend on PDS for food security. A recent study on urban corruption depicts PDS as the third most corrupted agency in the city.

Methodology

The citizen monitoring and auditing methodology was developed by a team of Youth for Social Development researchers. Additionally, Berhampur has been used for the community social audit process. The process of the citizen monitoring and auditing includes:

- Development of questionnaires for different stakeholders including citizens and service providers. Accordingly eight different formats were developed (Form-0 to Form-7).

Table-1: Form type and sampling

Form Type	Stakeholder	Sample
Form-0	Community fact Sheet	8
Form-1	Beneficiary Interview	203
Form-2	Interview with Shop Owner	8
Form-3	Fact Sheet on Fair Price Shop	8
Form-4	Interview with Civil Supply Inspector	1
Form-5	Interview with Public Officials DCSO/ADCSO	2
Form-6	Interview with Retails Level Committee Member	12
Form-7	Profile of Citizen Monitors	32

- Training “Community Monitoring and Audit Teams” (CMATs) on PDS and social auditing standards including how to conduct the survey at different levels e.g. beneficiary, service providers, PDS shop checking etc. The table above details the sample size of the interview groups.
- Analysis of collected data through a statistical package and a publicly accessible report prepared.
- Workshops and interface meetings (public hearings) between service providers and citizens organized to disseminate reports at various levels.

TRAINING OF CITIZEN MONITORS

Thirty-two ‘Citizen Monitors’ with a general understanding of development schemes (specifically on PDS) were selected from community groups in 10 slum regions in Berhampur Municipal Corporation. A two day extensive training workshop was organized to train citizen monitors on relevant PDS information, such as provisions of fair price shops, accountability mechanisms at various levels and information and



monitoring in PDS shops. Resource persons from the Civil Supply Department (Mr. M.S. Roy, ADCSO, Berhmapur) from Dealers Association (Mr. Bhaskar Sahu, Vice-president) were presented and trained the citizen monitors on various aspects of the public distribution system.



The citizen monitors were trained on the basic provisions of PDS such as standard inventory, quantity, price, daily operational hours of FPS shops, information boards and records maintained in the FPS shop etc. They were also trained on how to conduct interviews with beneficiaries, shop owners and vigilance monitoring committee members who checked the FPS shops. The citizen monitors piloted the questionnaires developed for various stakeholders including beneficiaries. They were also taken to a FPS shop to demonstrate the government guidelines regarding the verification of various provisions.

FINDINGS OF THE CITIZEN MONITORING

Citizen Monitoring/auditing has materialized many issues related to implementation of Public Distribution System in transparent and accountable manner. The following paragraph depicts the findings of interviews with various stakeholders and checking of FPS shops.

Community Profile

- ⇒ Eight slums were selected for the community monitoring of PDS where there is active community groups are available.
- ⇒ Five of them are authorized slums where basic facilities like drinking water, street roads and drains, streetlights and anganwadi centers are available but in case of the 3 unauthorized slums basic facilities are not accessible to the slum dwellers.
- ⇒ Fair price shops in these slums are situated in a distance of one and one and half kilometers.

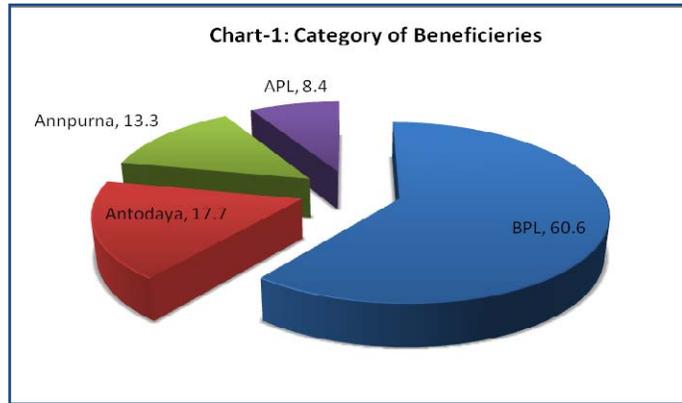
Beneficiary Perspective

The citizen monitors interviewed 203 beneficiaries in 10 selected slum regions in Berhampur city of Orissa.

Basic Profile:

- ⇒ Among the 203 beneficiaries 95.1% are slum dwellers.

- ⇒ The majority of the respondents were female (65%) who usually visit the FPS and the rest were male members (35%).
- ⇒ Categorization as per the weaker sections shows 72.9% belong to scheduled caste and 17.3% to other backward castes and the remainder 5.4% are scheduled tribes.
- ⇒ Most of the respondents' (80.65%) incomes are below of Rs.3000/- per month.
- ⇒ More than half of the respondents (60.6%) are below the poverty line and hold a BPL card under the PDS scheme, 17.7% have Antodaya cards, while 13.3% have Annapurna cards and the rest 8.4% carry APL cards.



Service Delivery (quality, quantity, time, and price):

- ⇒ Most of the beneficiaries reported FPSs are far from their homes. The average distance of the FPS shops remains at 3 kilometres.
- ⇒ Less than half (40.4%) of the beneficiaries responded the FPS is open 15 days per month. Slightly more than one third (34.5%) responded that FPS are open seven days per month and 25.2% reported that the worst the shop is open for only two days per month.

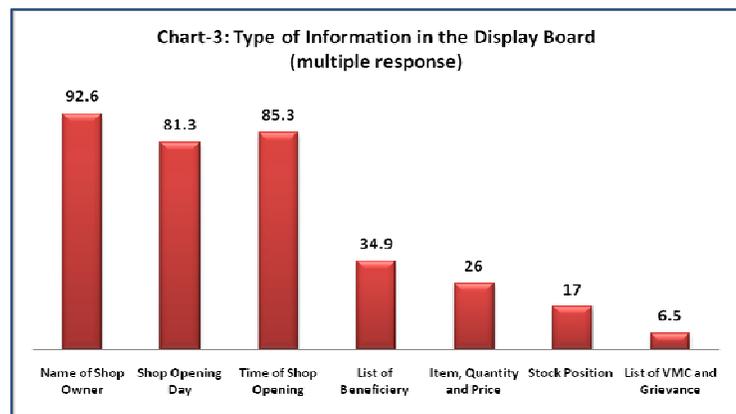


- ⇒ Nearly half (44.8%) of the respondents reported that FPS open twice per day, keeping morning hours from 8am to 12noon and evening hours from 4pm to 8pm, while 38.4% reported the shops only open in the morning from 8am to 12noon, and 16.7% reported the shops only open in the evening from 4pm to 8pm.
- ⇒ Most of the beneficiaries responded on availability of rice and kerosene oil and very few responded availability of sugar and wheat.
- ⇒ Most (82.3%) of the card holders have not cross checked the quantity of the rationed items supplied to them.
- ⇒ But those who cross checked (17.7%) the weight of the rationed items found variation ranging from 10-15% (2 to 4 kilograms) in the quantity supplied in a case of 25 kilograms of BPL rice.

- ⇒ With regard to the quality of the food items supplied most of (85.2%) the respondents found it to be average and only 14.8% found satisfactory.
- ⇒ Surprisingly more than three fourth (76.4%) of the beneficiaries complained that the shop owner refuses to allow them to buy their food items on an installment basis.
- ⇒ Most of the (96.1%) beneficiaries are aware of the prices of different items supplied to them.
- ⇒ All most all (98%) respondents replied that the shop owner charges the right price for different items.

Information and Records in the FPS:

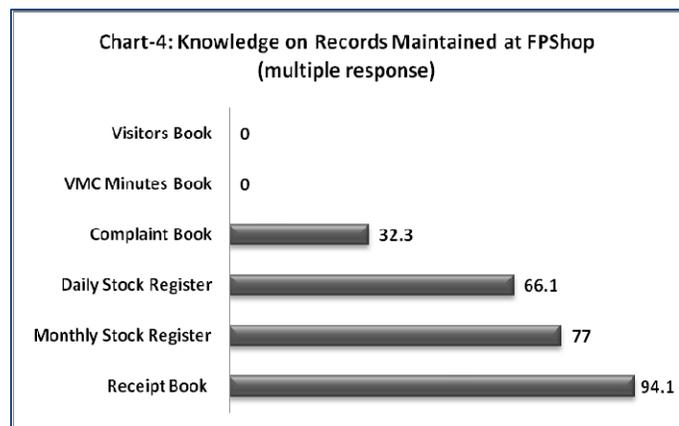
- ⇒ More than one third of (39.4%) the beneficiaries reported that they have not seen any informative board in front of the FPS.
- ⇒ More than half of (60.6%) the beneficiaries (those who have responded positively on the display of informative board) found the name and registration number of the shop owner, and the day and time the shop opens.



- ⇒ List of beneficiaries, items available (including quantity and price), and stock position information were rarely found on the display board.
- ⇒ Shockingly, it was extremely rare that information related to grievances would be found on the informative board.

- ⇒ Responding to grievances (where to complain) in case of difficulties, problems and misappropriations, most respondents (92.6%) hardly found the name, address and phone number of the authority.

- ⇒ 68.5% of the beneficiaries didn't find any information on PDS government guidelines, periodic orders issued to FPS by the civil supply department, Supreme Court orders etc.

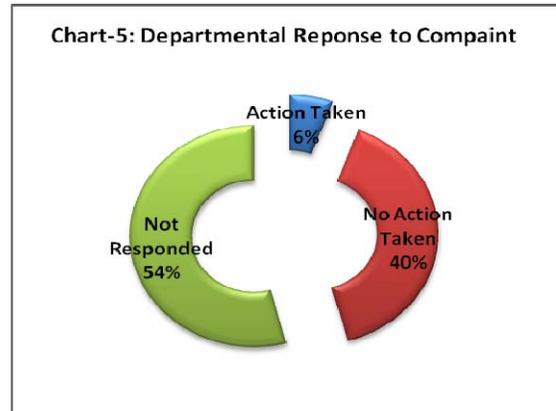


- ⇒ More than half of (66.5%) the beneficiaries have no knowledge of the records maintained by the FPS shop.
- ⇒ More one third (33.5%) of the

- beneficiaries has knowledge on the maintenance of various records by the shop owner.
- ⇒ Most of the beneficiaries (81.3%) didn't find any false entries in their card by the shop owner.
- ⇒ But nearly one fifth of (18.7%) the respondents worried about the false entries by the shop owner in beneficiary the cards.
- ⇒ Most of (95.6%) the beneficiaries get receipts after buying rationed items from the FPS.

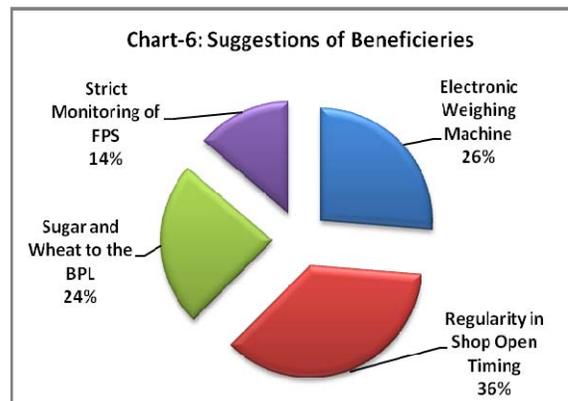
Transparency, accountability, grievance and monitoring:

- ⇒ More than 90% of the beneficiaries responded that the presence of the beneficiary list was with the shop owner.
- ⇒ Only 15.8% of beneficiaries have used the Right to Information Act to get information related to the FPS .
- ⇒ Of the respondents who have used the Right to Information Act, most are not satisfied with the information provided by the civil supply department on PDS services.



- ⇒ Most of the beneficiaries (95.1%) have never seen supply inspectors visit the FPS while they were at the shop.
- ⇒ Most of the (95.6%) beneficiaries responded that the actual shop owner was present during their visit to the FPS.
- ⇒ Nearly 70% of the respondents are satisfied with the behavior of the shop owner and the assistant.
- ⇒ Nearly 80% of the beneficiaries have no knowledge and have never seen the visit of the vigilance monitoring committee member to the FPS.
- ⇒ Only 5.4% of the beneficiaries responded that there is mismanagement of the FPS and found corruption committed by the shop owner.

- ⇒ Surprisingly, less than one fifth (15.7%) of the beneficiaries have knowledge of the complaint procedure and the authority to whom they should complain in case any difficulties or misappropriations.
- ⇒ Only less than one fifth (17.2%) of the beneficiaries have issued complaints against corrupt dealers.



- ⇒ Among those who issued complaints against about corrupt dealers, surprisingly, more than half reported no response received by the department, 40% said no action was taken and only 5.7% reported action was taken against the complaint.

Beneficiary Suggestions:

- ⇒ Responding to suggestions on improvements in the public distribution system, more than one third (36%) of the respondents urged that FPS establish regular operational days and hours.
- ⇒ 26% of the beneficiaries suggested electronic weighing at the FPS and 14% recommended strict monitoring of FPS by the civil supply department.
- ⇒ 24% beneficiaries proposed that a supply of sugar and wheat be provided to BPL families.

Service Providers Standpoint:

Shop Owners

- ⇒ Citizen monitors interacted with eight fair price shop owners in 10 slum regions in Berhampur city. (annexure-2)
- ⇒ Almost all the FPS owners lift their full quota every month.
- ⇒ Surprisingly, almost all the FPS shop owners are not able to bear the expenditure incurred for running FPS (i.e. transportation, shop rent, electricity, record maintenance, assistant's salary and stationary etc.)
- ⇒ It is noted that none of the FPS owners have any knowledge of the Supreme Court guidelines on food security and also the state guidelines of PDS.
- ⇒ The commissions that owners receive from the civil supply department for the distribution of rationed items are insufficient to run the FPS shop. Moreover, shop owners experience delays in receipt of their commissions.
- ⇒ The shop owners criticized officials and the wholesale distributors at the sub-divisional and state level for lack of transparency and accountability regarding the smooth functioning of PDS.
- ⇒ Specifically, the shop owners complained that there is a difference between the actual quota they receive and what is recorded on the official receipt they are obliged to sign. This difference amounts to approximately 4-5 kilograms in any given bag of rice.
- ⇒ The shop owners should be provided remuneration so that they can cover the expenditures to run their FPS.



- ⇒ Shockingly, every shop owner thinks the PDS dealership is a profitable business and does not regard it as a service to citizens.

Retail Level Committee (Vigilance Monitoring Committee) Views:

- ⇒ Citizen Monitors interviewed 14 retail level committee (RLC) members attached to the selected FPS.
- ⇒ Most of the RLC members lack the required knowledge to monitor the FPS under PDS.
- ⇒ According to the RLC members their duties are limited to signing a form so the FPS shop owner can receive the monthly quota from the wholesaler.
- ⇒ Surprisingly, most of the RLC members are ignorant of their roles and responsibilities and were never informed about the details of their job by officials or FPS shop owners.
- ⇒ It has been observed that most RLC members are relatives and/or friends of the FPS owners and few are favored with rationed items for the RLC approval.
- ⇒ VMC members never interact with beneficiaries, readdress any grievances or conduct any public hearings.
- ⇒ Some RLC members complained that their suggestions are ignored by FPS owners or officials.
- ⇒ There is no regular/monthly meeting of the RLC members so no participation occurs between RLC members.

Checking Fair Price Shops (FPS):

- ⇒ Eight fair price shops supplying commodities to the selected slums were monitored by the Citizen Monitors.
- ⇒ Monitoring includes checking the government norms followed by the FPS, go down space, citizen informative board, stock position, records maintained by shop owner, list of beneficiaries etc.
- ⇒ Not a single shop has an electronic weighing machine and most have insufficient space for storage of food grains.
- ⇒ Most shops have a citizen information board but the information listed is incomplete and not updated. (e.g. stock position, price, quota of different beneficiary etc.)
- ⇒ None of the shop owners have disclosed the list of beneficiaries under various schemes and the list of Vigilance Monitoring Committees.
- ⇒ No shop owners have the address or phone number of the public authority to whom the citizen can complain in case of a problem, misappropriation etc.



- ⇒ Surprisingly few shop owners have not disclosed their license number and have not made public of the government's periodic circulars or Supreme Court orders on PDS.
- ⇒ Most shop owners are maintaining the daily sales register but other registers are found to be in dissatisfactory condition by citizen monitors.
- ⇒ Citizen Monitors did not find any visitor's register in most of the shops.
- ⇒ In the case of a few shops citizen monitors found the opening hours of the shop to be inaccurate as it conflicted with the opening time displayed on the citizen's information board.
- ⇒ No shop owner displayed the sample of food grains supplied to the beneficiaries even if there is provision to demonstrate samples of different food grains.



Public Officials:

- ⇒ There are only two supply inspectors inspecting 133 FPSs in Berhampur. So there is still doubt in frequency of visits of supply inspector's to FPSs.
- ⇒ No supply inspector interacts any of the card holders during their visits to the FPSs.
- ⇒ Even the supply inspectors didn't meet any vigilance committee members during their inspection.
- ⇒ Lack of sufficient staff obstruct in the way of effective implementation of PDS.
- ⇒ There are no facilities for social audit in PDS and no public hearing organized.
- ⇒ Sufficient staff and citizen awareness will help in seamless implementation of PDS are the two important suggestions given by the senior officials.

Profile of CMAT's:

- ⇒ A total of 26 CMATs were selected from the community in various wards in Brahmapur Municipal Corporation.
- ⇒ Average educational qualification remains at seventh standard. Most of them are female members.
- ⇒ The majority of CMATs possessed sound knowledge on government programmes, RTI and water supply, PDS and Land Record Administration
- ⇒ All of the CMATs were trained on basic skills to conduct interviews and check provisions under PDS

CONCLUSION

The central findings and complaints associated with the Fair Price Shop are:

Citizen complaints

- ⇒ Limited availability of rations (due to shop holding odd operating hours, distance between shop and home, and dealer refusing to allow citizens to purchase rations on an installment basis)
- ⇒ Poor quality and quantity of rations (attributed to supplier corruption, lack of shop infrastructure, i.e., weighing scales, and external monitoring)
- ⇒ Lack of transparency and information on PDS service norms and complaint procedure (due to both lack in government oversight and shop owners not posting required PDS information on their display board)

Shop owner complaints

- ⇒ Corruption within civil supply department effects quality of rations and quantity (as official recorded quantity levels don't match actual quantity levels, quantity of rations is insufficient to properly operate FPS)
- ⇒ Lack of citizen awareness and insufficient government staff contributes to ineffective implementation of PDS
- ⇒ Inability to bear expenses of running the FPS with the commissions received from the government for effective distribution of rationed items
- ⇒ Lack of transparency and accountability among sub-divisional level officials and wholesale distributors regarding proper implementation of PDS

Government official complaints

- ⇒ Limited staff to effectively implement PDS
- ⇒ Limited knowledge among citizens and shop owners regarding PDS rules and regulations
- ⇒ Inadequate knowledge and behavior of supply inspector in PDS implementation

Suggestions

- ⇒ Facilities needed for PDS social audit and public hearings to be conducted
- ⇒ Increased beneficiary and supplier awareness regarding proper implementation of PDS
- ⇒ Increased interactions and understanding between all PDS service providers, suppliers, officials, and beneficiaries
- ⇒ FPS undergo strict monitoring by civil supply department
- ⇒ FPS made to adopt electronic scales for weighing provisions

- ⇒ Regular supply of sugar and wheat provided to BPL families
- ⇒ FPS made to adopt regular operational hours and adhere to such hours in practice

POLICY IMPLICATIONS

Public Awareness Campaign by BMC and Supply Department

- ⇒ BMC and the public Supply Department should jointly initiate a public awareness campaign in different wards and among communities to increase knowledge among Fair Price Shop owners and citizens regarding PDS norms and expectations. This should include the publication and distribution of such norms in the form of posters in public centers or pamphlets distributed door-to-door and visible at PDS shops. This should including knowledge for shop owners on the Supreme Court guidelines on food security and also the state guidelines on PDS and knowledge that FPS are an essential service to citizens not a profit-making enterprise.
- ⇒ BMC and the Supply Department should jointly publish materials in the form a pamphlet to be distributed door-to-door detailing the PDS complaint process and the contact information of the appropriate authority with which to register complaints.

Government transparency regarding implementation of PDS

- ⇒ Mandatory government guidelines for implementation of PDS should be made publicly available via BMC website.
- ⇒ All information regarding the regular monitoring and evaluation mechanisms of PDS implementation and policy should be publicly available via BMC website. This should include the roles and responsibilities of both Town and Retail Level Committees in the monitoring and evaluation of PDS
- ⇒ BMC website should contain a menu called “Public Distribution System” and the information on service delivery norms, roles and responsibilities of citizens and service providers as well as complaints procedures should be enclosed in the menu.

Regular monitoring and evaluation

- ⇒ A helpdesk should be established in BMC to receive and respond to civil complaints regarding PDS.
- ⇒ Independent supply inspectors should be increased to ensure that the actual quota of rationed items that the FPS owner receives matched the agreed quota and that the rationed items meet quality control standards (proper distribution of rationed items from civil supply department to FPS). Supply inspectors should be required to interact with cardholders during their visits to FPS.

- ⇒ Shop inspectors should be increased to ensure that FPSs are adhering to service delivery norms (quality, quantity, time, and price) and keeping proper information and records.
- ⇒ FPS owners should be regularly informed of their role and responsibilities (by shop inspectors) to citizens and penalized if found to be in violation of those responsibilities.
- ⇒ Both Town and Retail Level Committees should adhere to their prescribed PDS monitoring rules and regulations and be regularly expected to submit progress reports detailing status of PDS implementation to PDS government officials

Necessary Budget Allocation

- ⇒ Shop owners must receive the remuneration necessary to properly maintain their FPS and bear all necessary expenditures
- ⇒ Provisions should be made so a regular supply of wheat and sugar be provided to BPL families
- ⇒ Sufficient government staff should be hired to effectively implement PDS

Capacity building of Public Officials

- ⇒ Mandatory PDS training and information workshops should be held among public officials in charge of implementing PDS
 - ⇒ Training of officials should include knowledge on the Supreme Court guidelines on food security and also the state guidelines on PDS as well as updates on orders passed on PDS
-

ANNEXURE-I

Slums Selected as Sample

Sl. #	Name of the Slum	Beneficiary Sample
1	Raghupati Nagar (Near First Gate)	6
2	Ram Nagar (Pichpicha Nagar)	40
3	Pandav Nagar(Old Berhampur)	28
4	Phula Sundari Street	18
5	Ankooli Bauri Street	30
6	Khodasingi (old Bauri Street)	26
7	Khodasingi (New Bauri Street)	30
8	Ambapua Bauri Street	25
Total		203

List of PDS Shops Selected

Sl.#	Name of the Slum	Ward	Dealer's Name and Regd. No.	Retails Level Committee Member
1	Raghupati Nagar (Near First Gate)	02	1. Ramesh Patro Regd. No. 05/10-11	1. Prabhsini Sethi, Gurumurti Peta Street 2. Bhabani Sahu, Dhoba Bandhahuda Street
2	Ram Nagar (Pichpicha Nagar)	04	1. Ravi Sahu	1. Dr. Brundaban Ch. Acharya, 6, Panigrahy Pentho Street 2. Dinabandhu Street, Panigrahy Pentho Street
3	Pandav Nagar (Old Berhampur)	08	1. Mahalaxmi Sahu Regd. No-25/1011 2. K.K. Rao Regd. No-47/10-11	1. Satya Narayan Sahu, R.K. Street 2. Santilata Sahu 3. Prafulla Mohapatro, Gangadhara Street, 4. Bhairabi Raulo Gangadhara Street
4	Phula Sundari Street	13	1. Suryanarayan Padhy Regd. No-47/10-11	1. Urmila Sethi, Maharana Street, Aska Road. 2. Ulash Sahu, Sriram Nagar Main Lane
5	Ankuli Bauri Street	35	1. T. Subash Ch. Patro, Regd. No 114/10-11	
6	Khodasingi (old Bauri Street)	36	1. Niranjana Padhy	1. Rama Dash Bauri street, Khodasingi
7	Khodasingi (New Bauri Street)	36	1. Niranjana Padhy	1. Sanjukta Majhi, Khodasingi
8	Ambapua Bauri Street	37	1. Jammuna Ready Regd. No- 132/10-11	1. Derak Choudhury 2. Maharana Babu

ANNEXURE-II

List of Citizen Monitors

Sl.#	Citizen Monitor's Name	Name of the Slum
1	Surya Das	Ankooli (Bauri Street)
2	Rajeswari Das	Ambapua
3	Sanjay Das	Ambapua
4	Jyoti Das	Ambapua
5	Jayanti Das	Raghupati Nagar
6	Tamala Patro	Raghupati Nagar Canal Street
7	Banita Behera	Raghupati Nagar Canal Street
8	Rena Das	Raghupati Nagar Canal Street
9	Amali Jena	Raghupati Nagar Canal Street
10	Susanta Nath	Ram Nagar
11	Rinky Panda	Ram Nagar
12	Santosh Moharana	Ram Nagar
13	Jaganath Behera	Ram Nagar
14	Namita Nayak	Ram Nagar
15	Narasingh Das	Khodasingi
16	Abhya Kumar Das	Khodasingi
17	Suresh Kumar Das	Khodasingi
18	Jugala Das	Khodasingi
19	Chitaranjan Das	Khodasingi
20	Santosini Moharana	Khodasingi
21	Prasanna Kumar Das	Khodasingi
22	Chaiti Das	Khodasingi
23	Rameswari Sathu	Pandav Nagar
24	Archana Nayak	Pandav Nagar
25	Shyam Kumar nayak	Pandav Nagar
26	Bijay Kumar Hati	Pandav Nagar