



**Public Service Delivery and Citizen Centric Administration in
Rural Kashmir: A Study of the Department of Food Civil
Supplies and Consumer Affairs in District Baramulla**

Thesis submitted in partial fulfilment of the requirements for the degree of

Doctor of Philosophy
in
Public Administration
by

Hilal Ahmad Pandit
(A165803/16PHPA001HY)

Under the Supervision of

Dr. Ishtiyaq Ahmad

Assistant Professor, Department of Public Administration,
Directorate of Distance Education, MANUU

**Department of Public Administration
School of Arts and Social Sciences
Maulana Azad National Urdu University
Gachibowli, Hyderabad, Telangana State
June – 2022**



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I, **Hilal Ahmad Pandit** do hereby declare that this Ph. D thesis entitled *“Public Service Delivery and Citizen Centric Administration in Rural Kashmir: A Study of the Department of Food Civil Supplies and Consumer Affairs in District Baramulla”* is an original research carried out by me. No part of this thesis was published or submitted to any other University/ Institution for the award of any Degree/ Diploma.

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Guide/Supervisor	Dr. Ishtiyaq Ahmad
Thesis / Dissertation Title approved in DRC held on:	24-10-2018
Registration Date	20-07-2016
Submission Date	07-06-2022
Key words	Public Service Delivery, Citizen Centric Administration, Rural Kashmir, FCS&CA, Public Distribution System, National Food Security Act.
Language of Thesis	English & Urdu
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ACKNOWLEDGMENTS

All praises are to Allah, the most gracious and the most merciful. My greatest regards to Almighty Allah who bestowed me enough courage and strength to accomplish this Research Thesis.

I would sincerely like to thank my worthy supervisor, Dr. Ishtiyah Ahmad for guiding and mentoring me. Besides being a partner in this research work, he remained always helpful and receptive as he reposed a lot of trust in me. For which I am very grateful to him.

With due respect, I would like to pay my special regards to Dr. Kaneez Zehra, Head Department of Public Administration, Professor S M Rehmatullah, Dr. Abdul Quayum, Dr. Syed Najiullah, and other teaching as well as the non-teaching staff of the Department for their academic guidance and support.

It would be unfair, if I don't mention of the financial assistance I received from the Mahatma Gandhi National Council of Rural Education (MGNCRE) in the form of Ph. D. Doctoral Fellowship. It was enough to cover all the expenses of the research work.

I would like to appreciate all the staff members of Saiyid Hamid Library of MANUU, Iqbal Library of University of Kashmir, Central library of Kurukshetra University and Library of Indian Institute of Public Administration (IIPA), for their help in terms of getting the relevant research material. I am also thankful to all the respondents of my field study who gave their valuable time to compile the Interview Schedule.

This thesis would not have been possible without the support of my family. I am highly grateful to my proud father Mr. Abdul Gaffar Pandit, my humble mother Haja Begum. You never made me realize the pain that you have gone through in my absence. I am equally thankful to my caring brothers Mohd Shafi, Ishtiyah Ahmad, Javid Ahmad and my loving Sisters Saida, Rafiqah and Yasmeena. All strong words are short to describe the courage and support that my beloved wife, Sumiya Hilal showed. She had to undergo a lot of ordeals during this period. The courage and perseverance she displayed in taking care of my son Umair and in managing other family matters, is praiseworthy.

Lastly, I would like to express my sincere gratitude to all the friends from within and outside the Department of Public Administration especially Dr. Mudasir Ahmad, Dr. Nazir Ahmad, Dr. Imtiyaz Wani, Mehraj Khan, Rameez Dani, Waseem Nabi, Shujat Rafiqi, Dr. Sayar, Touseef Majid, Fayaz Ahmad and Tanveer Ahmad for their love, encouragement and support.

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Abstract

Introduction

One of the fundamental duty and responsibility of the State is to provide several public goods and services to its citizens. States have provided public services through their administration since ancient times and continuing to do so even in modern times, rather than changing the nature, role, purpose, and scope of the State. Though, the private sector is providing many services as the market expands, but some key services, such as education, health, food and supplies, electricity, fire services, environmental protection, and so on, are provided by the government continuously due to the essential nature of such services. ⁽¹⁾ It is even more critical to ensure that services are delivered efficiently and effectively in order to achieve the expected results. Therefore, understanding many aspects of the concept of Public Service Delivery is required here.

Public Service Delivery: Concept

The term "public service" typically refers to services given by the government to its citizens, either directly or through financing private delivery of services. The concept refers to a social consensus that some essential services should be offered to all the citizens, regardless of financial level. ⁽²⁾

Gagan Raj in 1998, defined the term "public service" in the Dictionary of public administration as "any agency or organisation which serves the needs of the general public" ⁽³⁾

Shriram Maheshwari defined the concept of 'Delivery System' in the Dictionary of public administration as "the delivery system refers to the organisational network at the cutting edge level of administration responsible for providing, in proper sequence and in time, the various services necessary for the realization of targeted goals. Inputs

must be made available and outputs must be ensured so that the pre-set targets are reached". (4)

The effectiveness of public service delivery implies that people get satisfied after enjoying the advantage of various services delivered by the public organisations in a smooth manner. Administration should operate or run in such a way that the needs and interests of people may be met and take the advantages of different kinds of policies throughout the delivery of public services. Therefore, administration may implement citizen centric initiatives in an efficient manner so that the demands and interests of people will be realized and services will be delivered successfully by getting the benefits of various policies, schemes and programs meant for them.

Theoretical Perspective of the Public Service Delivery

In this research, the researcher aims to address the concept of Public Services Delivery within the context of the discipline of Public Administration. In the domain of Public Administration, there are two types of theories i.e. those that have a negative impact on the public service delivery approach and those that have a positive impact on the public service delivery approach. These two divergent category of theories in Public Administration discipline are given.

Theories/Approaches Contrasts to Delivery of Public Services by Government Organisation

- Public Choice Approach
- Critical Approach/Theory
- New Public Management (NPM) Approach
- The State vs. Market Approach

Theories Influencing Public Organisation for Delivery of Public Services

- ❖ Traditional/Classical Approach
- ❖ New Public Administration Approach
- ❖ Administrative Moral/ Ethical Approach
- ❖ Discourse Approach
- ❖ New Public Service Approach

No doubt, the Public Choice Approach, Critical Approach, New Public Management, State and Market Approach have influenced some of the important areas of people by market and private organisations through market mechanisms and managerial procedures, resulting in increased efficiency and economy in these areas. However, there are several fundamental sectors where only government institutions directly offer public services to all the citizens of the State, such as public health, education, roads and building, food supply and distribution, environmental protection, development of vulnerable sections, and so on. Nowadays, various issues such as human rights, ethical values, human resource development, social equity, and sustainable development are emerging in both developed and developing countries around the world, where the private and market sectors are detached or far away from the people and public services are only provided through public organisations. As a result, in the first decade of the 21st century, a new approach known as "The New Public Service" Approach emerges within the field of Public Administration. According to this approach, people should be treated as citizens rather than clients by government, especially in developing nations where the bulk of the population is poor. ⁽⁵⁾

The New Public Service (NPS) approach in the discipline of Public Administration was developed by Janet Denhardt and Robert Donhardt in their well-

known work "The New Public Service: Serving, Not Steering". The Approach arose as a reaction to the neoliberal thought's new public management (NPM) approach. The NPS approach emphasised government's primary role as a "service". This approach focuses on the formation of a new culture of 'co-governance,' in which public officials and citizens collaborate for the common good of society. ⁽⁶⁾

In any democratic society, who are engaged in the public service delivery are accountable and custodians of public trust and justice. They should set a high social or moral standard for public service. Civil servants should focus on the standards and values and should serve as a model for all type of organisations. ⁽⁷⁾

Accordingly, in 2003, Janet and Robert Donhardt propose seven principles of "The New Public Service" as follows: ⁽⁸⁾

1. Serve Citizens, Not Customers,
2. Seek Public Interest,
3. Value Citizenship over Entrepreneurship,
4. Think Strategically and Act Democratically,
5. Recognize that Accountability Isn't Simple
6. Serve Rather Than Steer, and
7. Value People, Not Just Productivity.

Review of Literature (Research Gaps)

Researcher reviewed the already published literature relevant to his research topic which comprises three vital aspects such as Public Service Delivery, Citizen Centric Administration and Public Distribution System. After review of literature, researcher found the following important research gaps:

- ❖ Evaluating administrators' behaviour for the delivery of public services during the implementation process of public policies, programmes, and legislative Acts;
- ❖ Application of new public service approach by examining the NPS Model;
- ❖ Availability of manpower for efficient delivery of essential services in rural areas;
- ❖ Evaluation of consumers'/citizens' affairs and rights during policy implementation in society;
- ❖ Awareness of consumers rights and conduct of awareness programs;
- ❖ Analysis of initiatives for the efficient distribution of basic services in rural areas of Kashmir, etc.

Research Statement

Based on the research gaps observed during the review of literature, the researcher proposed the research statement stated as: *to analyse the effectiveness of public service delivery in rural Kashmir by examining the New Public Service Model through citizen- centric initiatives in Public Distribution System of Jammu & Kashmir.*

Research Objectives:

1. To examine the effectiveness of the Public Service Delivery in rural Kashmir based on the New Public Service (NPS) Model.
2. To evaluate the efficiency of Citizen Centric administrative initiatives for effective public service delivery.

3. To analyse the Public Distribution System under National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES) in terms of time, price, quality and quantity in rural areas of Kashmir.

Research Hypotheses:

1. Based on the examination of the New Public Service (NPS) Model, there is a lack of effectiveness in the Public Service Delivery of rural areas.
2. The Citizen Centric administrative initiatives are efficiently operating for the effective public service delivery.
3. There is a lack of effectiveness in the implementation of National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES) in terms of Time, Price, Quality and Quantity in rural areas of Kashmir.

Research Methods/ Approaches of the Study

As the research has a conceptual base and designed under the premises of the New Public Service Approach, hence the qualitative and the analytical type of research methods has been applied. Also as the research has occurred on field study and is mostly based on the primary source of data therefore, an empirical and quantitative type of research has been approached.

Research Model

The researcher formulated/developed the New Public Service (NPS) Model or Five Factor New Public Service (5-Factor NPS) Model, which he finds feasible and suitable for his research, as all five parameters of the Model are almost visible for the current study. Researcher point out these Parameters of the NPS Model as shown below in Table.

Parameters/Factors of New Public Service (NPS) Model

<i>Model</i>	<i>Parameters/Factors</i>
New Public Service (NPS) Model Or Five Factor NPS Model	<ol style="list-style-type: none"> 1. Accountable for public laws, policies, and community values. 2. Meeting public needs and interests. 3. Contribution of administration for buildup shared public interest. 4. Build up collaboration and shared leadership among people. 5. Gaining trust of citizens.

Research Sampling Methodology

The research is based on Multi Stage Random Sampling. Under this kind of random sampling, researcher collected data from respondents at the bottom level stage of sampling by dividing study area into different levels of categories. At the top level of research area is the rural areas of Kashmir Division in the Union Territory of Jammu & Kashmir. Within the rural area of Kashmir, the study area is confined to District Baramulla, which has been divided into four regions of different directions like North, West, South, and East. Again from these four regional areas of study area one Circle from each region has been selected. Further from each circle two sale centers of Public Distribution System of differently located two Villages have been selected for collection of data. Finally, the data has been collected from different categories of ration card holders in rural areas provided under the department of Food Civil Supplies & Consumer affairs (FCS&CA). Therefore, the selection of sampling method underwent to multiple stages. At the last stage of sampling, the researcher selected sample by random method.

Table: Details of Sample size

S. No.	Number of sample individuals	Designation	Total
01	400 Ration Card Holders (including 360 male and 40 female Rationees)	Beneficiaries	400
02	District level Officer, dept. of FCS&CA	Assistant Director	01
03	Tehsil level Officers, dept. of FCS&CA	TSO/ Circle Officer	04
04	Village Level Public Servants, dept. of FCS&CA (02 from each Circle under four tehsil supply offices)	Store keeper/Assistant Store keeper	08
05	Kerosene oil dealers (02 from each Circle under four tehsil supply offices)	Kerosene oil Cooperative dealer	08
06	District level Officers, dept. of cooperative societies	Deputy and Assistant Registrar	02
07	District level Officer, dept. of legal metrology	Assistant Controller	01
08	Revenue based Officer, dept. of legal metrology	Revenue Inspector	02
Gross Total			426

Data Collection and Analysis

As the research will be designed on both qualitative as well as quantitative type therefore, both the primary as well as the secondary data has used for the present study. For the present study the Interview Schedule and personnel Observation are suitable for data collection. Interview Schedule has been designed separately for beneficiaries, public servants and public executive authorities involved in the delivery of Public Distribution System of the concerned department.

The data obtained either through primary or secondary source has been compiled, tabulated and interpreted, by using the Microsoft Word, Microsoft Excel, Power point, and other appropriate analytical percentile tools and techniques for the analysis of

present study. The researcher employed a holistic approach for the analysis of data, collected from the field survey.

Initiatives of Citizen Centric Administration for Effective Public Service Delivery

Citizen- centric administration means that the people in administration “have a sense of empathy” with the citizens in public policies and programs. It also means placing citizens at the centre of modern public administration. All the organs in modern democratic states like politicians, bureaucrats, NGOs, etc. are meant to serve to “common citizens”.⁽⁹⁾

In the long run, the smooth and peaceful survival of society would depend on an honest, efficient and pro-people public administration of the state. The developmental goals of the government may not fructify without effective delivery machinery of the public services. Therefore, there is severe need and urgency to improve the image and quality of our public administration and the persons engaged in it.⁽¹⁰⁾

Administrative Reform Initiatives for Effective Citizen-centric Administration

The researcher aims to focus primarily on initiatives with a positive index toward Citizen Centric Administration for the effectiveness of public service delivery since, 1990. Some efforts were initiated in developed nations to achieve this goal, but they have global significance and have been implemented in practically all developed and developing countries like as:⁽¹¹⁾

1. Citizens’ Charter
2. Concept of Good Governance
3. Right to Information (RTI)
4. E- governance

Underneath these globally influenced initiatives, after 1990 certain significant executive and legislative initiatives demonstrating citizen centric administration for efficiency in public service delivery were introduced and executed in India. These initiatives are mentioned as below: ⁽¹²⁾

Executive Initiatives for Citizen Centric Administration in India:

- Chief Secretaries Conference – 1996
- Action Plan for Responsive and Effective Administration -1997
- Citizens' Charter in India
- The Sevottam Framework/Model in India
- The Review of Administrative Laws Commission – 1998
- E-Governance in India
- Second Administrative Reforms Commission on Citizen-centric Administration

Legislative Initiatives for Effective and Efficient Public Service Delivery in India:

- Right to Information Act – 2005;
- Public Service Guarantee Act - 2011;
- Citizens' Charter and Public Grievance Redressal Act - 2011; and
- Consumer Protection Act – 1986 (Amended in 2019)-

Effective Public Distribution System in India and Jammu & Kashmir

The access to adequate food is considered as one among the three basic needs of life for human beings on the earth; the remaining two are cloth and shelter. Nowadays, every country accepts that access to adequate food as the birth right of every human being. The World Bank in 1986, stating on Poverty and Hunger that ⁽¹³⁾

"food security must assure access by all people at all times to enough food for an active and healthy life."

To control the global hunger, poverty and malnutrition, there were felt a need to establish or develop the Public Distribution System or the rationing system throughout

world. The term “Public Distribution System” may be used by different names in different countries but the main aim to determine such a system is to distribute the ration or foodgrains and other essential commodities to each citizen in all the societies. Also there may be difference of distribution of varied food items from country to country or region to region and state to state within the country, but the main objective for all administrative organisations is to achieve the fundamental need of food to each and every citizen particularly to disadvantaged sections.

India has developed the organisational structure and implemented various initiatives for efficient Public Distribution System. The various initiatives and legislations taken from time-to-time (especially from the 1990s) for making efficient, economical and effective Public Distribution System in India are explained below as:

(14)

- Revamped Public Distribution System (RPDS)- 1992
- Targeted Public Distribution System (TPDS)- 1997
- Antyodaya Anna Yojana (AAY)- 2000
- Annapurna (ANP) Scheme- 2000
- National Food Security Act (NFSA)- 2013

Initiatives for Effective Public Distribution System in Jammu & Kashmir

The Department of Food Civil Supplies & Consumer Affairs (FCS&CA), formerly known as the Consumer Affairs and Public Distribution (CA&PD) department or the Food and Civil Supplies (F&CS) department, is the most important and oldest department of the Jammu & Kashmir State administration (now UT's of Jammu & Kashmir and Ladakh following the abrogation or revocation of Article 370 of the Indian Constitution). The Department has a primary responsibility of guaranteeing “Food Security” for whole population but particularly for weaker sections of Jammu and

Kashmir. It provides foodgrains such as Rice, Wheat, Sugar, and Atta, as well as a variety of other essential commodities such as, kerosene oil, and other petroleum products to people and consumers throughout the state (UTs of J&K and Ladakh). ⁽¹⁵⁾

The various Initiatives taken for efficient Public Distribution System in the Union Territory of Jammu & Kashmir are explained below as:

- Targeted Public Distribution System (TPDS)-1997
- Antyodaya Anna Yojana (AAY) 2001
- Annapurna (ANP) Scheme- 2001
- Implementation of NFSA, 2013 in Jammu & Kashmir with effect from February 1, 2016
- Jammu & Kashmir Food Entitlement Scheme (JKFES) or Mufti Mohammad Sayeed Food Entitlement Scheme (MMSFES) effected from July 1st, 2016. ⁽¹⁶⁾

As the research has been done on the Department of Food Civil Supplies & Consumer Affairs (FCS&CA) and confined on rural areas of District Baramulla. The overall profile of FCS&CA Department in Baramulla district is given as:

Government Sale Centers	189
Internal Adjustment Sale Outlets	124
Fair Price Shops	230
Total Sale Outlets	543
FCI Depots (Godowns) Storage Capacity	5000 MT (at Kralhar, Baramulla, ownership FCI)
Private Depots (Godowns) Storage Capacity	25000 MT (at Sangrama, Baramulla, ownership PEG)
Retail Co-operative Kerosene Oil Dealers	277
Retail Private Kerosene Oil depots	167
Total Kerosene Oil Depots	444
Whole Sale Kerosene Oil Dealers	02
LPG Dealers	10
Petrol Pumps	25

Source: Office of the Assistant Commissioner, FCS&CA Department, District Baramulla ⁽¹⁷⁾

Thesis Chapterization

The Thesis is divided into following six chapters:

Chapter 1: Theoretical Perspective of the Public Service Delivery in the Discipline of Public Administration.

In this chapter, the researcher deals with the concept of public service delivery from a theoretical viewpoint. Here the retrospect and prospects of the Public Service Delivery have been explained through different theories developed for the Public Administration Discipline. However, the impact of the New Public Service Approach developed the concept of Public Service Delivery as proposed by Donhardt and Donhardt. They established the seven principles of the New Public Service Approach outlined in the chapter which may be used to improve the Effectiveness of Public Service Delivery through government agencies or institutions. This chapter also contains a review of relevant literature, a research statement, research objectives, study hypotheses, research methodology, thesis chapterization and a conclusion. The research methodology used for the present research includes, research approach, method and model; sampling type and size; data collection tools; and analytical tools and techniques.

Chapter 2: Citizen – Centric Administrative Initiatives for Effectiveness of Public Service Delivery.

This chapter discusses some important Citizen Centric Administrative Initiatives which influenced all democratic countries like India after the economic reform of 1991. These initiatives include Establishment of Citizens' Charter; Concept of Good Governance; Right to Information Acts; and e- Governance Initiative. It also discussed some important executive as well as legislative citizen centric measures for effective

Public Service Delivery in India. The executive initiatives include Chief Secretaries Conference of 1996; Action Plan for Responsible and Effective Administration -1997, Citizens Charter in India, the Sevottam Framework/Model, the Review of Administrative Laws Commission – 1998, e-Governance in India and Second Administrative Reform Commission on Citizen Centric Administration. Furthermore, some legislative laws were enacted for the same such as Right to Information Act of 2005; Public Service Guarantee Act – 2011; Citizens’ Charter and Public Grievance Redressal Act of 2011; and Consumer Protection Act of 1986 (amended in 2019). These all citizen centered administrative initiatives were elaborated in this chapter.

Chapter 3: Organizational Structure and Initiatives of Public Distribution System in India and Jammu & Kashmir.

The third chapter deals with the Public Distribution System of India and Jammu & Kashmir. It has adopted several initiatives throughout the years, particularly after the 1990s, such as Revamped Public Distribution System in 1992, Targeted Public Distribution System in 1997, Antyodaya Anna Yojna in 2000, Annapurna Scheme in 2000, and National Food Security Act in 2013. These efforts were implemented to attain the goal of providing food security to every needy human being in the nation. In this chapter, these initiatives were elaborated in the National as well as Jammu & Kashmir context.

Chapter 4: Study of Public Distribution System in District Baramulla of Rural Kashmir.

The present chapter emphasized on the compilation of data based on empirical study collected from the field survey. The chapter has been divided into two sections. Section - I covered the profile of the study area, which comprises the brief Profile of the District and the selected Department under Study. In Section – II, various elements

of the Study Area were presented in order to justify the research objectives, which include General Information about Beneficiaries of the Study Sample; Implementation of NFSA and JKFES Schemes; Utilisation of Citizens' Charter and Roasters; Issuance of Ration Cards; Redressal of Public Grievances at Grassroots Level; Monitoring and Vigilance System of FCS&CA Department; Manpower Availability for the Delivery of Public Services in the Department; Computerised Public Service Delivery or e-PDS; Monitoring of Weights and Measures; Back to Village Programme: Peoples' Demands for the FCS&CA Department; and Consumer Rights Awareness Programmes.

Chapter 5: Analysis of the Department of Food Civil Supplies & Consumer Affairs for Effectiveness of Public Services Delivery.

Under this chapter of the research thesis, the overall functions and responsibilities of the Department of FCS&CA like the Implementation of NFSA and JKFES Programmes; Issuance of Ration Cards; Use of Citizens Charters/ Roasters; Implementation of J&K Public Services Guarantee Act; Conducting of Back to Village Programme; Efficiency of the Redressal System of Public Grievance, Constitution and Efficiency of Monitoring and Vigilance Committees; Awareness of Consumer Rights and Conducting Awareness Programmes; Efforts for Computerizing Services of Public Distribution System; and Availability of Manpower or Human Resource for efficient PDS in rural arenas of Kashmir were addressed. These all Initiatives were evaluated in this chapter in a purposeful manner to analyze the overall Effectiveness of Public Services Delivery in Rural Kashmir.

Chapter 6: Conclusion

The concluding chapter presents the summation of the research thesis. It includes the Research Concluding Statement, Findings of the Study, Hypothesis Validity, Study Implications, Suggestions, and Further Scope of the Research.

Findings of the Study

1. According to beneficiary responses, there is a lack of administrative accountability and for effective implementation of NFSA and JKFES Schemes in rural areas of Kashmir. Also it has been observed that there is a lack of effectiveness in the implementation of NFSA and JKFES in terms of Time, Price, Quality, and Quantity of Ration and Kerosene oil items in rural areas of Kashmir.
2. The study analyzed that the response to applications or requests submitted under the Jammu & Kashmir Public Service Guarantee Act on different aspects or issues was unsatisfactory for the following reasons:
 - i) The food and civil supplies dept. has not allowed to issue new RCs for splitting or separated families from 2016-2020;
 - ii) All the requests with regard to change of NPHH category into PHH are pending in the concerned offices because the food department have not sanctioned extra quota from higher authorities after the Census of 2011; and
 - iii) After 2011 Census not any individual has been added on RC because ration is distributed only to previous mentioned family members as per the same Census.
3. It is extremely remarkable that the Department has not fulfilled or taken off a single demand based on the needs and interests of people in both stages of the B2V programme until December 2020.
4. According to the study's respondents, about 77.75 % of beneficiaries are unaware of their rights as consumers, and about 100 % of the sample size agrees that such awareness programmes are not conducted at the village level in rural areas. These programmes were held at the Block/Tehsil and District levels. Instead, 33.75 % of beneficiaries do not have information relevant to these programmes.

5. 100% of beneficiaries from the sample area responses that not a single visit or evidence for monitoring and vigilance of PDS and checking weights and measures has pertained from the FCS&CA and Legal Metrology departments at village level or their residential places since 2016.
6. It has been observed that Utilization Certificates are signed by village level vigilance and monitoring committees and issued by the departmental authorities without appropriate checking and without informing common citizens in rural areas.
7. It has been found that there are four (04) means for registering public grievances availed by the Govt. of J&K including Grams portal, Awazi Awaam, RTI and Court cases. Further according to the analysis, that 79.411% of public grievances have disposed or redressed, while 20.589% are still pending in the Department for redressal.
8. According to data derived in Figure 5.8.2, from February 2016 to June 2019, 19.43 % of Raton Cards and 41.07 % of souls for NFSA and 28.96 % of Ration Cards and 50.87 % of souls for Non-NFSA are still pending for Aadhaar linkage.
9. It has been also found that 80.705 % of total sale centers or sale outlets have installed payment on sale (PoS) devices and remaining 19.295 % are still pending. But due to the unavoidable communication situations after Abrogation of Article 370 and 35-A and the advent of COVID – 19 diseases in J&K, the functions of Aadhar linking, and installing PoS devices became non-functional or discontinued.
10. According to the analysis of data collected from the office of the Assistant Director Baramulla, Food Civil Supplies & Consumer Affairs Department has 525 (i.e. 100 %) of total sanctioned staff strength, only 275 (i.e. 52.381 %) of sanctioned staff posts are effective in the entire District and 250 (i.e. 47.619 %) of

staff posts are vacant. Because of this reason difficulty in efficiency of public service delivery suffers directly and which suffers beneficiaries indirectly in rural areas of Jammu & Kashmir.

Conclusion

Based on the study of all five factors of the New Public Service (NPS) Model for the analysis of Effective Public Service Delivery, it has been found that there is lack of Effectiveness for Public Service Delivery in Rural Kashmir. Though the two significant Schemes of National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES) have been implemented in Jammu & Kashmir since 2016, various Citizen Centric Administrative Initiatives were taken for efficient administration and governance of the Effective Delivery of Public Services in the Union Territory of Jammu & Kashmir. But, the overall research concluding statement can be summarized as there is a Lack of Effective Implementation of the NFSA and the JKFES Schemes, Inefficiency of Citizen Centric Administrative Initiatives, and above all, Lack of Effectiveness for Public Service Delivery in Rural Areas of Kashmir.

Hypotheses Validity

Based on the examination of all the five parameters of New Public Service (NPS) Model for the analysis of effective Public Service Delivery described above, it is concluded that there is lack of effectiveness in public services delivery in rural areas of Kashmir. Thus, the First hypothesis was, based on observance of the NPS Model, there is lack of effectiveness in public service delivery of rural Kashmir has been validated, hence stands for the Null Hypothesis (H_0).

According to a general evaluation of citizen-centric administrative initiatives studied in present research, it was found that the functionalization of Citizen-centric Initiatives is inefficient for ensuring effective delivery of public services.

Consequently, the 2nd hypothesis of research i.e. the Citizen Centric Administrative Initiatives are efficiently operating for the Effective Public Service Delivery, proved invalid, thus stands for the Alternative Hypothesis (H₁).

Though the National Food Security Act and Jammu & Kashmir Food Entitlement Scheme were implemented in Union Territory of J&K from time to time. But based on the field study and above mentioned findings in rural areas of Kashmir, it has been analyzed that according to Roasters, rice is delivered on a monthly basis and the quality of all essential commodities is average and very good. Moreover, there is lack of effectiveness in Public Distribution System under NFSA and JKFES Schemes with respect to price, time, and quantity as per the Roasters. Hence, the 3rd hypothesis that, there is a lack of effectiveness in the Implementation of National Food Security Act and Jammu & Kashmir Food Entitlement Scheme in terms of time, price, quality and Quantity in rural areas of Kashmir, was found to be partially-valid and might represent either the Null (H₀) or the Alternative (H₁) Hypothesis.

Suggestions:

1. In order to make the NFSA and JKFES Schemes effective in rural Kashmir, the government of Jammu & Kashmir should closely observe the distribution of all essential commodities on a monthly basis at the actual price, quality and exact quantity as specified by Roasters.
2. The FCS&CA Department should establish monitoring and vigilance committees at all levels and make them efficient and effective by informing the public about their composition. This can be done by involving more common citizens in membership of these committees.
3. All demands, needs, and interests of common citizens in rural areas should be fulfilled in priority under the Jammu and Kashmir PSG Act and B2V Programs.

4. The Department of FCS&CA shall provide a satisfactory response to beneficiaries requests or applications submitted at various aspects of Public Distribution System within the stipulated time mentioned under PSG Act.
5. The FCS&CA Department in collaboration with other departments working at the grass-root level in rural areas, must educate citizens about the consumer rights, the use of public grievance redressal mechanisms, the constitution and roles of vigilance and monitoring committees.
6. The government of Jammu and Kashmir should aware and assist people to understand and implement e-initiatives for effective public service delivery, such as the completion of Aadhar Link, the Installation and Activation of PoS devices, and the utilization of specific Departmental Websites and Portals.
7. The availability of manpower or human resources should be prioritized by filling all vacant positions in all departments engaged in delivering essential public services to the rural areas.
8. All the public administrators from the bottom to the top should be held accountable and responsible for effective implementation of citizen centric administrative initiatives.
9. Lastly, public officials operating in rural regions should gain the public's trust by meeting the goals and provide satisfactory outcomes on the promises made in different laws, policies, programs, and schemes meant for public services delivery. Also common citizens should be involved in implementation of such programs, make them free to access government offices and pertain to public demands, needs and interests.

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Chapter- 1

Theoretical Perspective of the Public Service Delivery in Public Administration

Introduction

One of the fundamental duty and responsibility of the state is to provide several public goods and services to its citizens. States have provided public services through their administration since ancient times and continue to do so even in modern times, rather than changing the nature, role, purpose, and scope of the State. Though, the private sector is providing many services as the market expands, but some key services, such as education, health, food and supplies, electricity, fire services, environmental protection, and so on, are providing by the government continuously due to the essential nature of such services. ⁽¹⁾ It is even more critical to ensure that services are delivered efficiently and effectively in order to achieve the expected results. Therefore, understanding many aspects of the concept of public service delivery is required here.

From the citizens' perspective, the administrative system of a democratic country like India as an organic whole includes the central, state, and local (both rural and urban administrations) governments that run public welfare Programmes and schemes. By achieving excellence in public services, the country's governance system should not remain stagnant/restricted at the central level, but rather aim for the common good and satisfaction of all citizens. ⁽²⁾

Public Service Delivery: Concept

The term "public service" typically refers to services given by the government to its citizens, either directly or by financing private delivery of services. The concept

refers to a social consensus that some essential services should be offered to all the citizens, regardless of financial level. ⁽³⁾ In this study, the terms public service and civil service are used interchangeably and are distinguished from armed forces or defence service.

Gagan Raj in 1998, defined the term “public service” in the Dictionary of Public Administration as “any agency or organisation which serves the needs of the general public” ⁽⁴⁾

According to Shriram Maheshwari, who defined the concept of “Delivery System” in the Dictionary of Public Administration as “the delivery system refers to the organisational network at the cutting edge level of administration responsible for providing, in proper sequence and in time, the various services necessary for the realization of targeted goals. Inputs must be made available and outputs must be ensured so that the pre-set targets are reached. A part of field administration, the delivery system had remained neglected until the 1970s. Since 70s of the twentieth century increasing attention has been paid to energies this level of administration”.⁽⁵⁾

Different policies, Programmes, schemes, and plans are developed to deliver public services at a local, state, national, international, and supra-national (United Nations) levels, with a primary focus on the welfare of society. The public administration of a country or state serves as a means of the State for providing benefits to citizens. The successful results of public policies and Programmes may be attained through the efficient administration of a country during the delivery of public services aimed for the general welfare of society.

In the long term, the peaceful and smooth survival of the society is totally depending upon the state's honest, efficient, and pro-people administrative machinery.

The government's developmental goals may not be realised unless public services are delivered effectively. As a result, there is a significant need and urgency to enhance the image and quality of our government administration and the persons engaged in it.

(6)

According to the traditional Indian thought, a moral State's essence and foundation are based on the triangle of its good governance actions, including: i) pursuing universal wellbeing, ii) sustaining and safeguarding every person within the creation, and iii) obtaining universal care for all. However, this triangle actions of the moral State have a fundamental goal, which is "the common good," that denotes the phrase "happiness for all" (7)

The effectiveness of public service delivery implies that people get satisfied after enjoying the advantage of various services delivered by the public organisations in a smooth manner. Administration should operate or run in such a way that the needs and interests of people may be met and attain the advantages of different kinds of policies throughout the delivery of public services. Therefore, administration may implement citizen centric initiatives in an efficient manner so that the demands and interests of people will be realized and services will be delivered successfully by getting the benefits of various policies, schemes and Programmes meant for them.

The public service approach is the most recent approach in the study of the field of public administration introduced by Denhardt and Donhardt in their path-breaking book *"The New Public Service: Serving, Not Steering"*. This approach arose in response to the neoliberal thought's New Public Management (NPM) approach. This approach emphasised the primary responsibility of government organizations/agencies is the delivery of 'service'. This approach emphasises the

formation of a new culture of 'co-governance,' in which administration and citizens collaborate for the common welfare of society. ⁽⁸⁾ This approach has been described in details below in the current chapter.

Citizen Centric Administration for Public Services Delivery

Citizen- centric administration means persons in administration have a responsible and sympathetic attitude for citizens within governmental policies and Programmes. All institutions of contemporary democratic nations, such as legislators, bureaucrats, non-governmental organizations (NGOs), and so on, are designed to serve the "common citizen." ⁽⁹⁾

In changing times, people's universal dissatisfaction with current administrative systems prompted both developed and under-developed nations to reinterpret the State's role and reform public administration. Re-engineering, Public-Private Partnership (PPP), Reinventing Government, New Public Management (NPM), Globalization, Civil Services Reform, Privatization, Democratization, and Decentralization are examples of structural and functional reforms that have had a rapid impact on the changing nature of administration and people's participation in administration. Following the collapse of the Soviet Union and the 1990s economic reforms, various concepts and initiatives like good governance, concept of globalisation, new public management, sustainable development and others have been initiated world widely, particularly in developing countries like India, by international bodies such as the World Bank, the IMF, the United Nations, and the Commonwealth Secretariat. ⁽¹⁰⁾ In the subsequent chapter, researcher attempted to explore these concepts and initiatives of Citizen Centric Administration for the effective delivery of public services.

According to Mohit Bhattacharya, a majority of the public are dissatisfied with the administration's performance in providing public services, and their general perceptions of administration include: favouritism in administration; excessive delay; unhelpful attitude of officials; citizens' ignorance of procedures; and discrimination in administration based on rich-poor status. ⁽¹¹⁾

In this study, the researcher will examine the impact of the New Public Service approach in the context of Indian administration and at the state level, particularly in J&K State (now Union Territory of J&K), with special reference to the Department of Food Civil Supplies & Consumer Affairs (FCS&CA) for efficient and effective delivery or distribution of public services, as well as the improvements and need for change in Citizen Centric Administration-The FCS&CA Department is one of the most significant Departments in the state of J&K for public service delivery, distributing food grains and offering other services to citizens/consumers. It also retains its commitment to resolving consumer complaints and protecting their rights. The present study will learn about the steps done by the FCS&CA Department of the Jammu & Kashmir government to improve transparency, accessibility, accountability, and effectiveness in the delivery of public services.

Theoretical Perspective of the Public Service Delivery

In this research, the researcher aims to address the concept of Public Services Delivery within the context of the discipline of Public Administration. In general, the retrospect of the public service delivery approach may be stated alongside the changing nature of the State.

Under the minimal State, the function of public administrators was limited because they only provided limited public services to citizens such as defence, law

and order, tax collection, and so on. Following World War - II, newly independent countries began socio-economic growth for the welfare of the people. The State's jurisdiction has expanded, and public officials now deliver a wide range of goods and services to citizens, including education, health care, transportation, civic supplies and others. Because of the dynamic nature of the State affected by the liberalisation, privatisation, and globalisation (LPG) and new public management (NPM) movements, the role of public administration in the provision of public services and goods has once again been restricted in a cybernetic state. Following the 1950s and 1960s, two theories, notably the Public Choice Approach and Critical Theory, challenged the role of both the State and Public Administration in providing public services to individuals or citizens.

According to Dwight Waldo, the year 1940 is seen as the dividing line between older and contemporary approaches in the field of public administration. According to him, there was a transitional period in the late 1930s, but they have become prominent in the discipline of public administration since the 1940s. Since 1940s, certain significant new ideas have emerged and flourished, including: ⁽¹²⁾

- Public Administration in policy-making;
- Movement towards Political Economy;
- Human Relations Approach;
- People's Participation in Decision-making;
- Public Choice Approach;
- Comparative Public Administration;
- Critical Theory;
- New Public Administration;

- Emerging trends in Bureaucratic Pattern and Behaviour;
- Focus on Inter-Disciplinary Approach;
- Emphasis on the study of the Administration of Developing Societies;
- The Public-Private Partnership;
- New Public Management;
- Response of Public Administration to Globalization;
- Marginalization of Social Services; etc.

The current research will focus on some of the important approaches or theories that have a direct relation on the retrospect and prospect of Public Service Approach for the effective services delivery from the aforementioned new trends of Public Administration. However, in this section, the researcher will briefly describe how conventional or traditional as well as contemporary approaches influenced the New Public Service (NPS) Approach. In the domain of public administration, there are two types of theories i.e. those that have a negative impact on the NPS approach and those who have a positive impact on the NPS approach. In the research, such two types of perspectives are briefly discussed.

Prior to focusing on these two categories of theories with opposing natures in terms of the delivery or distribution of goods and services through government agencies or organisations, it is important to highlight traditional theories such as classical theory, bureaucratic theory, and structural theory that had their genesis prior to World War - II, or before the 1940's.

Traditional/Classical Approaches

The traditional or classical theories of public administration as a discipline began to emerge in the late 19th century. This approach's proponents include Woodrow Wilson, Goodnow, Henry Fayol, L. Urwick, Luther Gullick, A. C. Rieley,

J. D. Mooney, Max Weber, and others. Advocates of this theory/approach described orthodox or conservative public administration as neutral in terms of human values, with an emphasis on a mostly closed system based on "rational choice" and "legal system" in public institutions. The classical thinkers were concerned with isolating public administration from politics and achieving efficiency and economy in the delivery of public services.

Woodrow Wilson (then a scholar, afterwards president of the United States) published his renowned essay "The Study of Administration" in 1887. The article established the foundation for a separate, independent, and scientific study of the discipline. W. Wilson and F. J. Goodnow both advocated for the separation of government administration from political affairs. Wilson argued that "politics is concerned with policy making, and administration is concerned with policy decisions". Similarly, in his book "Politics and Administration", Goodnow (1900) states that "politics has to do with politics or manifestations of the State will," whereas "administration has to do with the expression of these policies." ⁽¹³⁾

Henry Fayol, Gullick, Mooney, Urwick, Follet, and Shelton advocated for the development of administrative principles with universal applicability and validity, as well as efficiency and economy in an organization's delivery of public services. Max Weber, a German sociologist, is regarded as the great thinker father of bureaucracy. He is regarded as the architect of the bureaucratic model, commonly known as the ideal model of bureaucracy, and his name is frequently used as a synonym for bureaucracy. According to Max Weber, the bureaucratic model of organisation produces the most economy and efficiency in providing of essential public services to citizens. In his opinion, Weber stated about the ideal type of bureaucracy as:

“an administrative body of appointed officials, and ‘is, from a purely technical point of view, capable of attaining the highest degree of efficiency and is, in this sense, formally the most rational known means of carrying out imperative control over human beings. It is superior to any other form in precision, in stability, in the stringency of its discipline, and in its reliability... It is, finally, superior in intensive efficiency and in the scope of its operations, and is formally capable of application to all kinds of administrative kinds”.⁽¹⁴⁾

Characteristics of Weber’s Ideal Type of Bureaucracy

R. K. Sapru (2016) mentions the following bureaucratic features outlined by Max Weber in his book *"Administrative Theories and Management Thought"* as:⁽¹⁵⁾

1. Bound by Rules: A rule-based system is very essential in bureaucracy because it promotes equity and standardization in handling the cases while excluding the involvement of bureaucrats' personal judgment and emotions. According to Weber, an ideal bureaucracy operates according to an organization's abstract or formal rules.

2. Sphere of expertise or Competence: Weber defined the sphere of competence as; "a sphere of obligations to perform functions that have been marked as part of a systematic division of labour; the provision of the incumbent with the necessary authority to carry out these functions; and that the necessary means of compulsion are clearly defined and their use is subject to defined conditions."

3. The Hierarchy: The concept of hierarchy means that in any organizational administrative structure, every subordinate is answerable to his superior for his acts. Weber remarked "the organization of offices follows the concept of hierarchy; that is, each lower office is under the control and supervision of a higher one".

4. Impersonal detachment: The ideal administrator or bureaucrat performs his tasks in a formalistic impersonality, that is, outside of his personal interest, enthusiasm, or affection. Weber said about the impersonal detachment as "it is a matter of principle that members of the administrative staff should be fully separated from ownership of the means of production or administration. Furthermore, there is a complete separation in principle between the property belonging to the organization, which is controlled within the spheres of the office, and the official's personal property."

5. Need of specialized training: The source of bureaucratic authority, according to Weber, is his knowledge and expertise. Weber argues "the rules which govern an office's conduct may be technical rules or norms. In both cases, specialized training is required if their application is to be fully rational."

6. Keeping records: Weber emphasized the need of maintaining efficiency in rule enforcement and systematic interpretation of norms, which cannot be achieved through oral communication. According to Weber, "administrative acts, decisions, and rules are formulated and recorded in writing" for this fundamental aspect of bureaucracy.

7. Career Service: Max Weber proposed structure of bureaucracy which includes (i) remuneration based on responsibilities and social position; (ii) promotions based on seniority as well as performance; and (iii) mechanisms for resolving grievances. A career in a bureaucratic organisation is one where one serves the organization's requirements and expectations.

8. Non-bureaucratic head: According to Weber, non-bureaucratic leaders should lead bureaucratic organizations. The non-bureaucratic or political leader, who

is frequently elected or inherited, determines the organization's rules and goals, which are implemented or serviced by the administrative personnel. Non-bureaucratic leaders remain committed to the organization's rules.

Theories Contrasts to Delivery of Public Services by Government Organization

1. Public Choice Approach:

The application of economics to the study of political processes and institutions is known as the Public Choice Approach (PCA). In the 1960s, this approach became more important for public administration. Vincent Ostrom (the father of PCA) and William Niskanen were the primary proponents of this concept. In order to deliver public goods and services, Public Choice theorists challenged the Bureaucratic idea.

Ostrom criticised the predominant governing organisation theory, which emphasises "integration of public responsibility as a result of decision-making centre reduction and executive strengthening." Ostrom proposed for the concept of "*democratic administration*" to replace the existing doctrine of "*bureaucratic administration*". Ostrom writes in his famous book '*The Intellectual Crises in American Public Administration*' in 1974, that "Bureaucratic structures are necessary, but not sufficient, structures for a productive and responsive public service economy". He further states, "Perfection in the hierarchical ordering of professionally trained public services accountable to a single centre of power will reduce the capacity of a larger administrative system to respond to diverse preferences among citizens for many different public goods and services and cope with diverse environmental conditions.... To deliver various public goods and services, a number of organisational systems might be utilised. These organisations can be coordinated through a variety of multi-organizational structures.....". (16)

Self-interest is central to public choice theory and a rational individual strives to maximise his value in the market. The following are the primary characteristics of the public choice approach: ⁽¹⁷⁾

- PCA criticized the bureaucratic approach and model of administration.
- It promotes institutional diversity for the delivery of public services and essential goods.
- The plurality of government as well as other organizations or institutions is encouraged by consumer preferences.
- It utilises economic logic to solve the problems for distribution of public services.
- It represents a variety of democratic decision-making centres, decentralisation, and public participation in governance.
- It promoted competitiveness for efficient and economic provision of public services.
- It encourages privatisation or contract out to cut down on waste.
- To disseminate more information for the public's advantage regarding the accessibility of choices based on competitive public services and their expenses.

2. Critical Theory

The evolution of 'critical theory' as a philosophical and practical approach has had an overall impact on social sciences and specific impact on public administration. It reinforced the need for the humanization of public organisations that have such a large influence on social life and the workplace.

The most well-known proponent of critical theory, Habermas, refers to the predominance of technological efficiency in a contemporary State through the functioning of public bureaucracy. The public bureaucracy's growing importance is

not matched by popular acceptance. Surprisingly, there is growing criticism of the bureaucracy as a self-aggrandizing agency alienated from the people, who can rarely place their faith in it. The public interest and bureaucratic interests appear to be at conflict in many places.

The critical approach would focus on the distorted communication patterns that define modern organisations in terms of both internal and external relationships. For the organization-client interaction, in which the organisation sees the client as a burden and the client sees the organisation as unhelpful. In such a case, the organisational design and functioning go against the fundamental goals of a democratic public service. The primary focus of critical theory of public organisation is to reaffirm a commitment to the democratisation of all types of social relationships by finding and removing the obstacles to the surfacing of individuals' genuine demands in social and political arenas. ⁽¹⁸⁾

Critical theory recognises normative nature and value-based public management. Contributors to this theory emphasised the inquiry and oppression that occurred during the formulation and execution of public policies proposed by public officials.

Critical theory has its roots in the Frankfurt School, which was later impacted by new perspectives such as liberal philosophy, globalisation, postmodernism, and so on. The most widely used type of critical theory is Habermas' communication theory. According to him, the emergence of unequal power relationships in the domain of social welfare distorts public discourse in a liberal-capitalist welfare state. Habermas argues that there is a need to take a progressive step toward introducing rationality to democracy through consensual, distortion-free communication. ⁽¹⁹⁾

3. New Public Management (NPM) Approach

Christopher Hood invented the phrase "New Public Management" in his landmark work "A Public Management for All Seasons" in 1991. NPM's driving mottos are the 3- Es' i.e., economic, efficient, and effective governance. ⁽²⁰⁾

The NPM seeks to accomplish significant structural changes as well as the style of State involvement to obtain collaboration and assistance from various groups of a society. It aims to restrict the State's role by reducing bureaucracy, decentralising decision-making power, reducing costs, contracting out or outsourcing some government's operational responsibilities, establishing or constructing a results-oriented assessment system, and commercialising and marketizing government operations. In general, the NPM aims to promote the entrepreneurial role of the public organization through market-oriented public administration, leading to increased organisational effectiveness and efficiency. David Osborne and Ted Geabler addressed some of the NPM approach's requirements in their famous book "Reinventing Government." According to Osborne and Geabler, the core idea of NPM can be concluded in ten (10) principles of reinventing government as "catalytic, mission-driven, market orientation, enterprising and competitive government with a result-oriented and highly decentralised administration, focus on community and customer owned empowerment through an anticipatory governance".

The following are the primary features of the NPM approach: ⁽²¹⁾

- Downsizing the bureaucracy
- De-bureaucratisation process
- Decentralization of the decision making
- Emphasis on New managerialism

- Privatization
- Culture of Performance evaluation.

The immediate result of NPM and reinventing government Programmes is that the function of public administration in many developed and developing nations has undergone substantial modification. As a result, the tasks of public administration and the executive part of government have been reduced to facilitating, directing, and catalysing reforms in order to do more with less financial resources and manpower available.

There is no question that considerable efforts are being made in developing nations to implement the NPM service delivery agenda. The evidence on their efficiency and efficacy is limited, because some issues, particularly the contracting out of essential public services challenge the developing societies. A variety of factors are to blame, including the impact of Western models and the foreign fund donors, notably the World Bank, the integrity and capability of local or domestic administration, and economic factors. China, South Africa, and Brazil's Ceara State are all examples of developing countries that deviate from the NPM agenda. ⁽²²⁾

4. The State vs. Market Approach

The responsibility of the public administration in the provision of public services has been influenced by the state vs. market approach. Following the 1990s, some public service areas were transferred from the public to the private or market sector. The concept of Liberalization, Privatization, and Globalization restricts or minimise the role of State as a regulator and market facilitator to direct supply of public goods and services to citizens.

Cooperation Between the State and the Market

There is an urgent need to establish collaboration between the state and the market in order to provide effective public services. According to the World Bank Report (1991), “Government need do less in those areas where markets work, or can be made to work, reasonably well. At the same time, government, need to do more in those areas where markets alone cannot be relied upon.”⁽²³⁾

The World Bank Report – 1997, clearly says that, “The State is central to economic and social development, not as a direct provider of growth but as a partner, catalyst, and facilitator. The State is essential for putting in place the appropriate institutional foundations for markets.” According to the same Report, five essential duties are at the heart of any government's mandate, without which progress cannot be sustained, and poverty cannot be reduced. They are as follows:⁽²⁴⁾

- Laying the foundation for the rule of law.
- Ensuring economic stability.
- To promote investment in core social infrastructure and services.
- Safeguarding the disadvantaged sections.
- To encourage initiatives for environmental protection

According to Amit Bhaduri and Deepak Nayyar, the State must not abandon its efforts and dilute its role in the name of liberalization. They argue strongly, “high on rhetoric and short on thinking, our liberalizers’ dream of an economic miracle that would be brought about by foreign investment and multinational corporations, without the state having to play any serious economic role.” They further argue that, “The advent of the concept of ‘rolling back of the state’ since the 1980’s has been

altering the role of Public Administration but not diminishing its central place in human society.” (25)

The State plays an important role in India's socio-economic and human growth. The state serves as a regulator, facilitator, and provider. The experiences of different countries throughout the world demonstrate that the market may be used to promote efficiency. The market's role must be recognized. However, emerging nations' growth and development cannot be left solely to the market process. The fulfilment of our people's demands, particularly in terms of social services such as health, education, and other social and human welfare aspects cannot be reliant solely on market forces. The state may play an essential role in a variety of sectors, like meeting the demands of social and human development and caring for the poor. Backward, hilly, and remote areas cannot be left entirely to market forces. In today's world, the state and the market system must have a symbiotic relationship.

The State has not just to balance functions of safety, equality, sustainability, progress, and security, but also to achieve a balance in growth and stability. The State must focus on 'development dynamics' that help poor and disadvantaged and under privileged sections of the society first and foremost. (26)

Theories Influencing Public Organization for Delivery of Public Services

1. New Public Administration Approach

The term "New Public Administration" became more popular in the latter half of the 1960s decade of the 20th century. It was conceived as an approach/ theory in the discipline of public administration during an important convention held at Minowbrook (USA) within Syracuse University under the patronage of Dwight Waldo, popularly known as Minowbrook Conference-I in 1968. There are two major

causes that contributed to the birth of New Public Administration (NPA). First, the 1960s have been seen as an era of turbulence in the society of the United States, caused by various societal issues, but traditional public administration has shown no major evidence of resolving them. Second, a generation gap was discovered in public administration, necessitating the engagement of young researchers and practitioners in public administration. "Towards a New Public Administration: The Minowbrook Perspective," published by Frank Marini in 1971, and "Public Administration in a Time of Turbulence," edited by Dwight Waldo in 1971, contributed currency to the development of NPA. (27)

People were unsatisfied with the traditional approaches and behavioural norms of public administration, and NPA enabled them to express their strong intense sensitivity and worries about societal problems. After World War II, the NPA model was the first generation transition of a coherent/innate administrative structure of public administration. This paradigm focuses on the humanistic approach to citizens of various societies and groups.

The main themes/ goals/ of NPA are: (28)

1. Relevance: One of the primary goals of NPA is relevance. Traditional public administration, according to NPA supporters, has become irrelevant due to its lack of emphasis on modern challenges and problems. They advocated that public administration be relevant to current societal needs and deal with real-life concerns and difficulties. Administrators should be exposed to real-world problems and take an active part in analysing them and suggest appropriate solutions.

2. Values: The Proponents NPA rejected value-free or value-neutral public administration. They place a stronger emphasis on normative concerns in public

administration and place a larger emphasis on personnel and administrative ethics and values in administration. On moral grounds, the goals of administrative efforts should be chosen more consciously and deliberately.

3. Social Equity: According to the NPA, the primary goal of public administration is to achieve social equity. Social equity requires public officials to become champions of society's less privileged segments, providing better services to them. Administrators are expected to reallocate resources and to assist the society's powerless, poor, and helpless people. They should exercise discretion in implementing social and other Programmes to advance and safeguard the interests of society's weakest segments.

4. Change: One of the most essential aspects of NPA is social change. Proponents of NPA believe that social transformation or change may help public administration fulfil its commitment to social equality. Social change necessitates the decline of certain public organisations and the development of other ones. Public administration should become a key aspect of "change management," and administrators must deal with such change.

5. Client-focused: The NPA emphasised on 'client-focused administration.' Administrators should address the needs of people who receive public goods and services from government institutions. Administrators should demonstrate efficiency not just in policy implementation, but also in the delivery of humane public services. Therefore, to satisfy the requirements of the public, NPA need positive and proactive administrators.

Robert T. Golembiewski gave three anti-goals of New Public Administration as: ⁽²⁹⁾

- The literature of NPA is anti-positivist means that they deny (a) the definition of public administration as ‘value-free’, (b) the rationalistic perspective of humankind,
- The NPA is anti-technical, which means that they criticise the people sacrificed to the logic of the machine and system.
- The NPA is more or less anti-bureaucratic and anti-hierarchical. ⁽²⁷⁾
(Bhagwan and Bhushan. NA).

The essence of NPA has been clearly explained by Frederickson in his words as “The essence of New Public Administration is some sort of movement in the direction of normative theory, philosophy, social concern and activism. It is less generic and more public, less descriptive and more perspective, less institutional oriented less mental and more normative”. ⁽³⁰⁾

Though the issues and problems discussed in Minowbrook Conference-I (1968), Minowbrook Conference-II (1988), and Minowbrook Conference-III (2008) were dynamic due to the changing nature of societal problems at different times, some core features of a humanistic and democratic approach, such as social equity, citizen-oriented, change, and people’s participation, were emphasised in these periods and are still emphasised today. To promote the ideals of the NPA of 1968, the recently created 'New Public Service' method promoted by Donhardt and Donhardt in the first decade of the twenty-first century. Organizational humanism, democratic citizenship, community and civil society, new public administration, and good governance theorists have impacted public administration experts to construct and make sense of a 'New Public Service' paradigm. ⁽³¹⁾

2. Administrative Moral/ Ethical Approach

A public servant/administrator is a guardian of public trust and responsibility, serving the public interest with fairness, integrity, and honesty in executing government policies and Programmes, particularly while providing public services. While working at the national, state, or local levels of government, public servants, sometimes known as bureaucrats, provided efficient and equitable public services. Moral administrators serve the people's interests with honesty, integrity, and fairness, putting the people's interests ahead of their own. According to John Rohr, an American researcher, addressing issues of administrative morality is impossible unless and until a public servant believes in the social morality and values of his or her country's underlying political system.

Glen Tinder in his book, 'Political Thinking: The Perennial Question' (1991), described the Aristotle's vision of morality, who provide a valuable framework in 4th century for understanding morality in administration which continuously influence its thinking even today as:

“living well is not doing just as one please but depends on understanding and adhering to a pattern of life that is valid for all human beings; discovery of this pattern requires unusual insight as well as the gradual development of tradition; most people, therefore, need society to provide moral illumination and structure for their lives; government is the principle agent of society and thus is properly involved in the fulfilment of society's moral responsibilities”.

(32)

Brent Wall proposed two broad frameworks for administrative ethics or morals in 1991 i.e. the "bureaucratic ethos" and the "democratic ethos." According to the bureaucratic ethos model, the role of the civil servant is considered as that of a

technocrat who follows direction and controls the systems and operations to ensure responsible moral conduct. Administrative morality is expressed here in relation to efficient government service and technical expertise, and administrators are assumed as functionaries rather than accountable human beings. This framework is supposed to express Weber's legal rational model of bureaucracy, in which administrative morality originates from rule enforcement and a legitimation system rather than values. The bureaucratic ethos encourages administrators to "do the right thing". The democratic ethos, on the other hand, argues for administrative morality within a societal framework. According to this paradigm, Administrators are expressed in connection to social values, protecting the people interest, citizenship, and being committed to social equality. It advocates for accountable and responsive administrators who identify and describe problem dimensions and respond to an ethic in the administration of public services. It held a strong opinion on the values of human beings in a society. Administrators with a democratic ethos make the decision to "do the right thing." (33)

Greg Coleridge sees to public service in a social and economic justice or moral sense for the citizens of any society. According to Greg Coleridge, public service is, "that essential element of existence that involves working beyond ourselves, given we are social creatures. It's acting beyond our own immediate environment, our immediate family, and our immediate social circles, on behalf of the public good. Public service is helping the world around us, which by doing so helps ourselves by making us more human. We have an obligation to work on behalf of the community at large. We have a responsibility to be publicly engaged to improve our community in tangible ways to the extent that we can... However, it is done, the premise is that we have the social responsibility and duty to work for improvement,

good, justice, sustainability, peace, and nonviolence beyond our own immediate sphere”. (34)

3. Discourse Approach/ Theory

The word ‘Discourse’ means an oral or written debate or discussion. Discourse is a discussion or interaction of anything. The word “*Discourse*” is derived from a Latin word ‘discursus’ which means discussion or debate on any subject. According to C. J. Fox and H. T. Miller, a discourse is a self-regulated conversation about what to do next in complicated situations or with relation to difficult public policy issues. A discourse can be recognised by its warrants. Administrative discourse is focused on the concept of politics being built through negotiation. Luckman, Berger, Deborah Stone, Gereth Morgan, Cochran, Hannah Arendt, Charles J. Fox, and Hugh T. Miller are main supporters of discourse theory. However, Fox and Miller are regarded as the proponents of discourse theory in the public administration discipline. (35)

All proponents of the discourse theory in public administration subject have one common trait i.e. a desire to make an effort to resolve administrative or political problems through discussion. This quality distinguishes discourse theory from other theories in practise, such as classical or mechanical orthodoxy theories, scientific and rational theories of public administration. Jurgon Habermas, a German philosopher, focused more on the concept of discourse as a type of communication (including validity and ethics based on values) that may be logically questioned or reconstructed based on intentions, acts and experiences.

Discourse is beneficial and useful in terms of reaching a general consensus or negotiating a public interest. Such communication takes place in the framework of 'public interest,' in which public problems are institutionalised through the norms of

reasonable discussion, in which arguments are chosen above status or tradition, and choices are made on the basis of these discourse arguments.

Fox and Miller argued that the assumptions of Weberian bureaucratic models or structure are insufficient for tackling modern challenges or societal concerns. The use of hierarchies and unidirectional or one-way communication for the successful delivery of public services is increasingly recognised as a hindrance in modern times. In today's world, every society is confronted with unexpected issues and complex challenges, and Fox and Miller state that to compete with these, administrators must develop a new improved alternate or way of action through which they can resolve these dilemmas or challenges and issues of people. They advocated for the establishment of public forums to address people's demands and public policy through negotiation and open communication. However, this will be possible only through the development of discourse designs based on persistent and multi-directional communication that include as many individuals as possible in the participation of discourse for issue solving and decision making without degenerating into disorder ⁽³⁶⁾

Warrants of Discourse Theory

The core assumption of discourse theory is that in order to achieve desired public policy goals or objectives, it is necessary to establish an authentic public discourse. Fox and Miller (1995) proposed four key warrants or licences for discourse theory, which are described briefly below:

- **Sincerity.** It is necessary to build a relationship or bridge of trust among the discourse participants.
- **Intentions.** To generate situation-related intentions that ensure the discourse is about something and is based on contextually situated activities.

- **Willingness Attention.** It involves active engagement on the part of the participants in the discourse. Not only must a participant keep an interest in dialogue, but he must actually participate in it occasionally. By demonstrating a genuine interest in the debate, one must hear very attentively and critically to the arguments of others.
- **Substantive Contribution.** It must provide and share knowledge, ideas, innovation, and maintain authenticity of discourse by protecting one's peers' conversations. ⁽³⁷⁾

Fox and Miller stated that anyone with good intentions may engage or participate in discourse unless they are ready to work with others as equals to achieve the goal of pursuing the general interest. Warrants/Licences should be granted to persons who shows sincerity in the discourse and willingly engage in public conversations in order to clearly identify, create, and execute meaningful decisions for resolving difficult public policy challenges and dilemmas.

In 1995 Fox and Miller proposed a new system, the discourse system, which contradicts orthodoxy ideas of administration. They believed that issues and difficulties may be handled or determined through discourse. They have an ultimate goal that is to build a path towards authentic discourse by the use of aforementioned discourse warrants or standards. A genuine discourse, according to them, enables the fulfilment of public policy demands by utilising a democratic or bottom-up approach, negotiation, and consensus building, as opposed to top-down or orthodoxy, economic rationality, and pluralistic competitive patterns. However, public institutions are not always ready to provide an environment conducive to authentic discourse. As a result, in order to handle contemporary challenges, government

agencies should change their restrictive practises and conservative habits, and replace them with obstructive discursive attitudes. ⁽³⁸⁾

4. New Public Service Approach

The New Public Service (NPS) approach in the discipline of public administration was developed by Janet Denhardt and Robert Donhardt in their well-known work "The New Public Service: Serving, Not Steering". The NPS approach emphasised government's primary role as a "service". This approach focuses on the formation of a new culture of 'co-governance,' in which public officials and citizens collaborate for the common good of society.

According to this approach, citizen's involvement in the administrative processes is essential to its effectiveness. People's involvement generally means direct participation in policy-making by common men and women, as opposed to public and private elites. Also, it emphasise the participation of the poor and disadvantaged groups directly in decisions that impact their life. ⁽³⁹⁾

In many respects, the evolving form of public participation offers a rebirth to fundamental principles that sustains the democratic system. We appear to be getting increasingly concerned with equality and justice, rather than just efficiency and performance. Accordingly, in 2003, Janet and Robert Donhardt propose 07 (Seven principles) of "The New Public Service" as follows: ⁽⁴⁰⁾

- 1. Serve Citizens, Not Customers:** According to Donhardt and Donhardt, the public interest emerges from a discourse of common values, not from the aggregation of individual self-interests. As a result, public officials place an emphasis on developing trusting relationships with and among citizens, instead of just responding "customer" expectations.

- 2. Seek Public Interest:** Public officials should contribute for the development of a common, shared understanding of what the public interest is. Their goal should not to be discover fast solutions based on individual preferences, but must to build common interests and responsibilities.
- 3. Value Citizenship over Entrepreneurship:** Donhardt and Donhardt argued that " the public interest is better advanced by public servants and citizens committed to making meaningful contributions to society than by entrepreneurial managers acting as if public money were their own".
- 4. Think Strategically and Act Democratically:** Those public Programmes, policies and plans which are meant for meeting public needs and interests should be implemented most efficiently and responsibly by collaborative efforts and processes.
- 5. Recognize that Accountability Isn't Simple:** Government officials must pay attention and remain accountable to various laws, policies, Programmes, social values, democratic principles, administrative behaviour, and public needs in addition to the market.
- 6. Serve Rather Than Steer:** Rather than attempting to control or steer society in diverse ways, administrators must emphasise the importance of shared value-based management in assisting people in expressing and satisfying their common interests.
- 7. Value People, Not Just Productivity:** In regard to this principle of NPS concept Donhardt and Donhardt stated as "Public organizations and the networks in which they participate are more likely to be successful in the long run if they are operated through processes of collaboration and shared leadership based on respect for all people".

According to Donhardt and Donhardt, public officials must exhibit the best standards of behaviour in their activities. Further, seeing public service as an ethical and moral issue requires recognition of each action taken by an administrator includes efforts to explore and understand the interests of the public.

In any democratic society, public officials, regardless of their career or background, who are engaged in the public service delivery are accountable and custodians of public trust and justice. They should set a high social or moral standard for public service. Those public servants who are working in the administration of public policies and Programmes inside public organisations should focus on the standards and values they represent, which should serve as a model for all type of organisations. ⁽⁴¹⁾

Nowadays, ethical concerns have flourished as a prominent subject in public administration all across the world. For example, in Japan, comprehensive legislation was recently passed to enforce ethical actions and practises by government employees. The National Public Service Ethics Act (in the United States) was enacted in April 2000, establishing a national ethics board to continually monitor compliance, manage investigations, and penalise government officials who violate ethical norms. Denhardt and Denhardt, as part of his new public service approach, emphasised on public employees regaining their place in society by creating and sustaining a genuine commitment to democratic ideals across government and the public service. Citizens' participation in government and trust in government will come only when public administrators or workers seek to fulfil public responsibility and public interest. The democratic ideals convey not only commitments to responsiveness and engagement, but also committed to citizens' justice and equity, because the removal of citizens'

pains and sufferings was a critical measure for the delivery of effective public service. Donhardt and Donhardt ⁽⁴²⁾

No doubt, the Public Choice Approach, Critical Approach, New Public Management, State and Market Approach have influenced some of the important areas of people by market and private organisations through market mechanisms and managerial procedures, resulting in increased efficiency and economy in these areas. However, there are several fundamental sectors where only government institutions directly offer public services to all the citizens of the State, such as public health, education, roads and building, food supply and distribution, environmental protection, development of vulnerable sections, and so on. Nowadays, various issues such as human rights, ethical values, human resource development, social equity, and sustainable development are emerging in both developed and developing countries around the world, where the private and market sectors are detached or far away from the people and public services are provided only through public organisations. As a result, in the first decade of the 21st century, a new method known as "The New Public Service" Approach emerges within the field of Public Administration. According to this approach, people should be treated as citizens rather than clients by government, especially in developing nations where the bulk of the population is poor. ⁽⁴³⁾

Review of Literature

The review of literature may be stated as to review the relevant published literature of a topic in the form of various books, research articles, reports, research thesis, newspapers, and others. For the present research, a chronological order of the review of literature has been followed.

- John Rohr (1988), says in his article "Bureaucratic Morality in the United States" that "Ethics in American public administration falls conveniently into two primary categories- the legally enforceable and the aspirational." The first is almost entirely concerned with financial issues, including bribery, conflicts of interest, and financial transparency. The majority of these issues are controlled by statutory construction rather than constitutional principle. The second category searches practical ways for government officials to operationalize their promise to preserve the Constitution of the United States, which goes beyond legal obligations. ⁽⁴⁴⁾
- According to V. Bhaskara Rao (1989) in the book "Public administration in India", in the early decades of the 21st century, the future of the Indian state will be determined by its positive desires to carefully read the heart of the people and imaginatively implement people-centered development strategies to maintain stability and contain social turbulence and discontent. This necessitates not only keeping its own house clean and tidy, i.e., public administration, but also efficiently regulating the market-centered capitalism that the state permits. ⁽⁴⁵⁾
- Bhaskara Rao (1989) in his Book "Public Administration in India", criticised the administrative system of India. According to the author, in general, over the previous fifty (50) years, public administration in India has only responded when forced by organised agitations, movements, and mass protests. For the Indian Government Administrative System, democracy, decentralisation, participation, collective bargaining, and egalitarianism are unattractive concepts. ⁽⁴⁶⁾
- M. Shamsul Haque (1998) in his research paper "Legitimation Crises: A Challenge for Public Service in the Next Century" states that the decorum of applying private

sector management techniques to processes of public agencies is an important question in assessing the direction of reforms that requires careful analysis. It is crucial to assess whether public-sector administration can be handled following private-sector lines at all, or if doing so will result in significant expenses in certain situations. As Haque argues, “in the name of streamlining the allegedly expensive and inefficient state bureaucracy, the public sector has been restructured in favour of vested business interest without much reduction in its size and scope. The basic norms of public service such as neutrality, impartiality, accountability, representativeness, equality, justice, integrity and commitment are being replaced by pro-market values like competitiveness, efficiency, productivity and profitability”.⁽⁴⁷⁾

- According to Elcock and Minogue (2001), in his paper “The Internationalization of New Public Management” argue that the political model "has better capacity than a managerial model to capture the significant challenges in central-local administration across different types of economic and political systems at different levels of development". They stated that New Public Management reform was the most powerful weapon in a "sustained assault on local government's power and authority, operations, and fields of authority" in the United Kingdom, Eastern and Central European transitional economies, and other developing countries.⁽⁴⁸⁾
- The National Human Development Report (2001) of the Planning Commission of India observed more relevantly: “There is a general acceptance now that human deprivation and inequalities are not merely for economic reasons; rather they go hand-in-hand with social and political factors rooted in poor governance. In the case of India, one can find any number of regions in the country, or states within a region or even district within a state, where development outcomes in terms of

social indicators, do not match with the available resources and the inherent potential of the people.”⁽⁴⁹⁾

- According to the UNDP's Human Development Report (2002), India's performance in human development has declined since independence, with the main cause being inadequate quality of governance. India was ranked 124th out of 173 countries in the Human Development Index (HDI) of the same edition. ⁽⁵⁰⁾
- Muralidharan (2002) in his article “Citizen-friendly Administration”, stated that in the United Kingdom, an initiative called "Modernizing Government" has been developed. There is a trend toward focusing on long-term issues rather than short-term concerns. Furthermore, attempts are made to operate government so that it serves the needs of those who utilise it rather than those who administer it. The problem isn't with the Programmes or policies but it is with the bureaucrats' unwillingness to put them into action and their indifference to the public's needs. ⁽⁵¹⁾
- S. Polinaidu (2004) in his book "Public Administration" focuses on core civil service reforms and the applicability of the New Public Management Reforms in developing countries. He claims that NPM is not simply the most important reform in developing countries because the success or failure of these countries is decided by local administrative and political circumstances. Some significant central institutional reforms may result in the continuation of long-term efforts and the strengthening of effective national capability. Successful experiences will highlight the values for successful political reform directions. He also added a fourth 'E' to the three "E's" formulae used in the NPM model in these countries. Efficiency, Economy, Effectiveness, and Experimentation are the four 'E's.' ⁽⁵²⁾

- Mashelkar (2005), discussed in his research article “Towards a Responsive and Citizen-friendly Administration” that although the government's administrative reforms and well-intentioned attempts, the common opinion is that people face numerous obstacles at every level, particularly at the functional level, in completing their legal work. Citizens are still at the disposal of younger officials in the government. These flaws must be addressed immediately in order to create a responsive and citizen-friendly administration. A citizen-focused and friendly administration, in particular, must regard the person as a valued consumer. As a result, the nature of organisations, as well as the design of processes and elements that contribute to capacity optimization and human involvement, are critical in achieving high-quality outputs. ⁽⁵³⁾
- According to Pranab Banerji (2005) in his work “Values and Institutions for Honest and ‘People-oriented’ Administration: Towards a Synthesis of Western and Indian Approach”, an analysis of the literature on 'social capital' reveals that, while human values and even thoughts of ethical distributions in a society are foreign to western dominant social philosophy, they may soon be incorporated into future governance assessments. The practical arena of the Structural Adjustment Programmeme is another domain where the two currents periodically collide. In many situations, the inadequacy of market-based reforms has inspired research into the social and political foundations required for modern markets to perform. Such analyses have already led to the identification of ideas such as "generalised morality" as necessary for even markets to function efficiently. But from the other hand, in emerging countries, there is a rising understanding that present governmental structures are insufficient to meet citizens' needs. Features of New Public Management are increasingly being tested. It represents a shift away from

colonial-feudal-era administrative ideas toward a more service-oriented orientation. ⁽⁵⁴⁾

- Srivastava (NA), addressed through his contribution of work on “Citizen- centric Administration: Rhetoric and Reality”, in the book ‘Governance in India: Paradigms and Practices’ that functionaries' internal accountability to higher administrative echelons will transform into external accountability to consumers of public services. Because citizens' expectations of government are always high, with exception of customer satisfaction in goods and businesses, bridging the gap between expectations and experience in public services will be difficult. Even though, governments' public service delivery systems are wide open for new winds of New Public Management to blow in transparency, accountability, and responsiveness, trying to bring about the necessary shift in public administration's paradigm and dynamics. ⁽⁵⁵⁾
- Moin Shakir (1986) states about the role of administration and politics in his research work “State and Politics in Contemporary India”. According to him, the nature of India's public administration and political system is explained by exploitation, economic inequality, societal oppression, and political slavery of citizens. ⁽⁵⁶⁾
- Shailendra Singh (2006) focuses on food security in India and the PDS administration in his research topic “Food Security-effectiveness of the Public Distribution System in India”. For the purposes of analysing these concerns, the author discovers a variety of PDS problems, such as household categorization, ration card issues, low quality and insufficiency of foodgrains, plurality of schemes, more expensive operation, and a lack of knowledge about PDS, among others. ⁽⁵⁷⁾

- Maheshwari, (2006) says in his research article “Towards Excellence in Public Service in India” that many governmental services and utilities are being de-nationalized and administered by the private and market sectors. A third sector known as "Civil Society" has emerged in India today, and it is active in public affairs like the distribution of public goods and services. These societies, also known as non-governmental organisations (NGOs), play an important role for the delivery of services in a variety of sectors, including public health, education, and social welfare. ⁽⁵⁸⁾
- Haque (2007) in his Article “Significance of Accountability under the New Approach to Public Governance” says that in the present time of public administrative changes around the world, a remarkable set of challenges to achieving accountability has emerged. The current governance changes toward efficiency, output, competency, value for the money, and customer-centered face political, administrative, and technological challenges to accountability in three dimensions: accountability standard i.e. for what one is accountable, accountability agents i.e. for whom one is accountability, and accountability means i.e. how to ensure accountability. In a Brief, administration accountability has moved shift from common citizens to customers who can pay user fees in the era of governance. ⁽⁵⁹⁾
- Mohit Bhattacharya (2008), in his book 'New Horizons of Public Administration' discussed about the general perceptions of citizens against administration regarding the delivery off public services. He highlighted several challenges faced by the people during administration of public services such as excessive delay in processing time; favouritismness in administration; there is a need to consult intermediaries for getting the tasks done; uncooperative attitude of administrators,

particularly bottom-level functionaries; citizens' unawares regarding procedures involved with get the things done; and rich-poor unequal treatment in administrative system. ⁽⁶⁰⁾

- Shivakumara Swamy (2008) contributed through his research topic “Impact of PDS on food security among poor in Karnataka”. According to him, the economic status of the research area (urban and rural areas) is influenced by low purchasing power, poverty, landlessness, and basic assets of life. These factors had a direct influence on the state's PDS. Between the supplied and required quotas of foodgrains provided by the PDS in disadvantaged communities, there is about 60 % of percentage difference. It has also been found that the majority of BPL rationees come from the deprived and poor classes of society. ⁽⁶¹⁾
- Mohit Bhattacharya (2008) in his book “New Horizons of Public Administration” determined the common perception of citizens regarding public administration. Author says that public satisfaction is the basic requirement of modern governance. It is imperative that efficient responsive and integrative system of governance is the key to meeting public demands and aspirations. According to the author, all the three tiers of governance, namely as centre, state and local levels have to be close networked and the delivery of services has to be streamlined by creating dedicated cadres working honestly in an environment that is free from corruption. Human resource planning with an inbuilt capacity of continual renewal is the need of the hour for the efficient delivery of public services. Author also stated that unless the governance at cutting edge level is improved, the desire to achieve Millennium Development Goals would remain in mirage. ⁽⁶²⁾
- Bhatnagar, Subhash C. (2008) says in his work “E-Government: Building a SMART Administration for India’s States” that E-governance refers to a change in

the way governments function, distribute information, and provide services to internal and external customers. For first stage, service information is provided on a website, which citizens can use to download forms for a number of services. The use of ICT in the real delivery of services, such as filling out a tax return or renewing a licence, is the next stage. E-governance allows citizens to get government services via electronic methods, allowing people to access government information and relevant government transactions from anywhere, at any time. ⁽⁶³⁾

- The Second Administrative Reforms Commission (ARC), (2009) in its 12th report on “Citizen Centric Administration” identified some common barriers through his visits to the Indian states such as government workers' rigid, self-perpetuating, and inward-looking attitude; lack of accountability of bureaucrats; red-tapism; poor execution of laws, policies and rules and regulations; and low levels of public awareness of their rights and duties ⁽⁶⁴⁾
- R. Bhanawat (2011) in the book Governance and Development, contributed his work on topic “citizen centric administration”. The author concentrated on the requirements for citizen-centered administration. He said that the first important necessity, is a sense of 'trust.' A preferable situation would be one in which the administrative system trusts the average citizen and sets laws and regulations in accordance with that trust. The second requirement for establishing a Citizen Centric Administration is a respect of the 'common man's' dignity. The third requirement in developing a citizen-centric administrative structure is to consider the citizen's capacity to understand and appreciate the complexities of government Programmes, especially those focused at benefiting the poor. Finally, the administration can only become citizen-centric if people contribute at different levels, whether political or non-political, work together. ⁽⁶⁵⁾

- International Food Policy Research Institute's in (2011) presented the report on 'Global Hunger Index'. Following Independence of India, policymakers in charge of the country's public distribution system established a number of policies, Programmes, and initiatives aimed at alleviating poverty, hunger, inequity, food shortages, and malnutrition. However, during 65 years since India's independence, various issues were identified in the PDS for food security facing the country's population. As per 2011 Global Hunger Index (GHI), the assessment by the IFPRI, food security status of India is one of the worst, and its rating is worrying. In terms of economic standing and poverty for marginalised groups, India ranks 67th out of 81 countries. ⁽⁶⁶⁾
- Gajanan and Sharma (2011) in their book, "Problems of Public Administration" addressed three important e-government initiatives that can enhance the services delivery to general public. These e-initiatives for effective governance include:

 - An e-government initiative may raise administrative questions, particularly those concerning governance coordination and the design of service structures for people;
 - An e-government initiative may improve the purposes and procedures of government in order to strengthen the service delivery system and governance processes;
 - An e-government initiative may assist in making the government citizen-centric by preferring emerging and appropriate styles of governance. ⁽⁶⁷⁾
- C. Agarwal (2011), in the book 'Governance and Administration' discusses about the citizens and the public services. According to him, it is essential to mould negative and unhelpful attitude of government officials to enhance the reputation and regard of public servants amongst citizens. They must be openly pro-people and truly concerned about their difficulties in order to do this. Through appropriate

training, guidance, monitoring, and positive examples, a lot may be done to improve public workers' attitudes and behaviour. In the long run, society's smooth and peaceful survival will be dependent on the state's honest, efficient, and pro-people public service machinery. Without an efficient public service delivery system, the government's development goals may not be realised. As a result, there is an urgent need to change the perception and quality of our public administration and the people who work in it. ⁽⁶⁸⁾

- Kumar Basanta and Brajay Mohanta (2012) examined the PDS in India at the micro level, namely at the level of fair price shops. In his research article “Public Distribution System in Rural India: Implications for Food Safety and Consumer Protection”. They claim that vulnerable PDS consumers in rural areas are exploited in a variety of ways during the delivery of essential items. The exploitation of goods and services is caused by two basic factors that is inadequate public awareness of goods and services and low literacy. Corruption in the PDS, political favouritism in the appointment of FP store dealers, and black-marketing of critical products are all ways in which customers are abused. The study also looked at the creation of "Consumer Clubs" in rural schools and their function in strengthening PDS. These clubs were formed with the goal of educating rural consumers about the need of providing essential goods to ensure food security for all. However, PDS was also a result of a lack of financial support and a lack of interest on the part of government employees in these clubs. ⁽⁶⁹⁾
- According to the Development Monitoring and Evaluation Office, NITI Aayog (2016), the utilisation of India's public distribution system increased dramatically from 27 % to 52.3 % between 2004 and 2012. Because all AAY and BPL ration cardholders as well as around 32% of APL card holder families, purchase food

grains through PDS, the use of PDS has grown in all categories of ration cardholders. Accordingly, the Targeted Public Distribution System has come near to achieve its purpose or goal of food security, as seen by the continual expansion in TPDS use in India from 2004 to 2012. Ration cards were distributed to all socio-economic groups under the TPDS, whether they were AAY, BPL, or APL. ⁽⁷⁰⁾

- Priyanka Hazarika (2016) emphasised the role of existing public distribution system in India for ensuring food security in her research work “Public Distribution System in India: An Analysis”. The main goals of existing PDS are to improve food security and poverty alleviation. However, the study found that India's food security is becoming more poor or unsatisfactory. Targeting errors in identifying BPL and other deserving categories, diversion of essential products from PDS in different states of India, viability of FP Shops, and high costs in PDS operational activities are some of the drawbacks discovered by the author in achieving the objectives of the public distribution system. ⁽⁷¹⁾
- Varun Chhabra (2017) analysed the use of technology (ICT) in Chhattisgarh's Public Distribution System. For effective PDS, he emphasises Chhattisgarh's e-governance initiative and technological improvements. He observed obstacles faced by staff in fair price stores in terms of technology adoption and use, such as point of sale (PoS) devices. He also discovered that the relevance of technology and the consequence of demonstrability had no effect on technology satisfaction. ⁽⁷²⁾
- P. C. Smitha (2017) in his thesis “An Evaluation of Public Distribution System in Kerala” concludes that using the Public Distribution System, TPDS Programme is insufficient to meet the Programme's objectives because the actual purchase of food products was either of poor quality or of irregular distribution. As a result, the

TPDS Programmeme has failed to meet the goal of providing food security to poorer families in Kerala. He observes that a variety of factors, including education, family income, caste, and family size, have an impact on the use of PDS essential commodities. The study looked at how non-poor and non-worthy families were included in the PDS while genuine poor and deserving families were left out. (73)

- D.P. Akash Raj (2017) concentrated on food security in Karnataka's indigenous populations in his research “The Role of Public Distribution System to Ensure Food Security among the Tribal Communities: A Case Study of Mysore District”. He concluded that, while the price of essential commodities is affordable to tribal people, they are dissatisfied with the low quality and insufficient number of food entitlements provided on a monthly basis. He also finds that PDS has failed to provide tribal community with food security. Furthermore, the FP stores do not follow the state government's guidelines for attaining PDS effectiveness. These tribes' socioeconomic level has been determined to be poor. (74)
- Kaur Gurdeep (2018) evaluated the effectiveness of Punjab's PDS in his thesis “A Study on the Effectiveness of Public Distribution System in Punjab”. The research evaluated the effectiveness of PDS in terms of structural and operational aspects. He focused his research on the rural and urban areas of three Punjab districts: Sangrur, Mansa, and Mohali, and emphasised the financial waste of foodgrains because to Public Distribution System mismanagement. He discovered that the PDS need to be improved in regard to its operational system, to minimise faults and restrictions in its structure. He also advocated for changes to the Public Distribution System (PDS) in India, particularly in Punjab, to assist the most

needier and worthy members of society. The study focused on the efficiency of the PDS in terms of structural adjustment. ⁽⁷⁵⁾

- Deepa Ravi and Ambili S. Nair (2019), wrote a research paper titled as “The Impact of National Food Security Act – 2013 on the Public Distribution System: A Case Study of Kerela State”. According to them, the NFSA-2013 under the India’s PDS was implemented late in Kerela, in March 2018, for a variety of reasons. The Act, on the other hand, has a positive influence on PDS. They categorized the customers into three groups: i) consumers who are totally dependent on PDS, (ii) consumers who are partially dependent on PDS, and (iii) consumers who are not dependent on PDS. They determined that the number of consumers who are fully dependent on PDS has increased, and that they are satisfied with the quality and quantity of commodities available at Fair Price Shops. While the number of customers who are partially or completely dependent on PDS, the number of such consumers has decreased. ⁽⁷⁶⁾
- George Neetu Abay and Fiona H. McKay (2019) in their research paper “The Public Distribution System and Food Security in India” said that Public Distribution System of India has decreased food insecurity by distributing necessary foodgrains at discounted rates to consumers. They evaluated India's food and nutritional security in this article and found that the PDS is operating to combat hunger and malnutrition to a greater extent. However, due to operational inefficiency and ineffectiveness, there has been a little improvement in food security and children death rates. The major two causes of operational inefficiency are i) failure to meet the needs of the most vulnerable, and (ii) PDS diversion and corruption issues. ⁽⁷⁷⁾

- Ajay Bhotan (2019) done his research on “Analysis of Indian Public Distribution System a Supply Chain Perspective”. According to him, India's government provides about 100 million tonnes of foodgrains yearly to beneficiaries through the PDS under the NFSA-2013, despite the country's 1.2 billion population. As India has the world's largest public distribution network, complicated difficulties in PDS supply chain management arise. He stated that the present Indian PDS supply chain is inefficient and ineffective, with high expenditures in the delivery of foodgrains from the source to the country's beneficiaries. He addressed at the inefficiencies of the PDS supply chain in terms of losses, wastages, leakages, and diversification of important foodgrains items. He identified numerous issues in the research for the effective management of the PDS supply chain, which makes it more vulnerable to various types of defects and problems. For the identification of barriers to a smooth supply chain process, he used the Total Interpretative Structural Modelling technique. (78)

Research Statement or Statement of the Research Problem

During the evaluation of literature, the researcher realised that some research has been done regarding the newly approach of public services on theoretical point of view produced by Donhart and Donhart in the first decade of the 21st century. Various scholars have also conducted studies for citizen-oriented administration at the global, national, and sub-national levels. The research was deemed necessary and important due to gaps discovered in earlier research conducted by various research scholars and authors. The gaps discovered in research areas such as: evaluating administrators' behaviour for the delivery of public services during the implementation process of public policies, Programmes, and legislative Acts; application of new public service approach by examining the NPS Model; Availability of manpower for efficient

delivery of essential services in rural areas; training Programmes for employees and executives for effective delivery of public services; evaluation of consumers'/citizens' affairs and rights during policy implementation in society; awareness of consumers rights and conduct of awareness Programmes; analysis of initiatives for the efficient distribution of basic services in rural areas of Kashmir, etc. Therefore, there is scope to improve research in rural areas of Kashmir by satisfying some important research objectives based on the deficiencies mentioned above.

Based on the gaps observed during the review of literature, the researcher proposed the current research statement on three aspects, which are stated below:

1. For efficient public service delivery, several research models/approaches were used by different researchers in the public administration discipline, as mentioned above in this chapter. However, in this case, the researcher concentrated to apply the New Public Service (NPS) model for the current study.
2. Numerous citizen-friendly Programmes were implemented, which had an influence on the entire Indian administration. However, the researcher advocated some important citizen-centric administrative initiatives for effective public service delivery.
3. Several studies on various elements or aims were conducted for the arena of Public Distribution System (PDS) in different states and in India's general PDS under different schemes described in the literature review of this chapter and in chapter 3. In this study, the researcher primarily focused on the PDS under the National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES) in rural Kashmir. These Schemes are implementing through the Department of Food Civil Supplies & Consumer Affairs (FCS&CA) in Jammu & Kashmir. Hence, the

general research statement of this study is: *to analyse the effectiveness of public service delivery in rural Kashmir by examining the New Public Service Model through citizen- centric initiatives in public distribution system of Jammu & Kashmir.*

Research Objectives:

1. To examine the effectiveness of the Public Service Delivery in rural Kashmir based on the New Public Service (NPS) Model.
2. To evaluate the efficiency of Citizen Centric Administrative Initiatives for Effective Public Service Delivery.
3. To analyse the Public Distribution System under National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES) in terms of time, price, quality and quantity in rural areas of Kashmir.

Research Hypotheses:

1. Based on the examination of the New Public Service Model, there is a lack of effectiveness in the Public Service Delivery of rural areas.
2. The Citizen Centric Administrative Initiatives are efficiently operating for the Effective Public Service Delivery.
3. There is a lack of effectiveness in the implementation of National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES) in terms of Time, Price, Quality and Quantity in rural areas of Kashmir.

Research Methodology

A researcher cannot do his research work in a systematic and appropriate manner unless he or she understands about research methodology. This section covers a comprehensive description of research methodology which includes research

problem, research method, research approach, and research model; sampling type and size; data collection tools; analytical tools and techniques, and thesis Chapterization. These elements of research methodology are used for the current research and discussed as:

1. Research Problem

The research problem of the Study is, to analyse the effectiveness of public service delivery in rural Kashmir by examining the New Public Service Model through citizen- centric initiatives in public distribution system of Jammu & Kashmir.

In order to study the broader concept of public service delivery, the researcher emphasized on a new and emerging approach of public administration, popularly known as New Public Service (NPS) Approach. The NPS approach has been discussed earlier.

2. Research Methods/ Approaches of the Study

As the research has a conceptual base and designed under the premises of the New Public Service Approach, therefore, the qualitative and the analytical type of research methods has been applied. Also the research is based on field study and is mostly based on the primary source of data therefore, an empirical and quantitative type of research has been approached.

3. Research Model

Various research Models have been formulated by different authors or researchers in social sciences and particularly in the discipline of public administration like bureaucratic model, human relations (humanistic) model, motivational (socio-psychological) model, public choice model, new public management model, etc. But for the current study researcher has keenly emphasized

on New Public Service Model which has based on its origin from New Public Service approach.

The Researcher formulated the New Public Service (NPS) Model or Five Factor New Public Service (5-Factor NPS) Model and assumes that the Model may be proved fruitful by applying NPS approach into practical shape for grass-root level in general and at the rural areas level in particular.

To make Research more empirical and practical based in rural areas of Kashmir Division in Union Territory of J&K, researcher selected to study the Dept. of FCS&CA which is further confined to the field study of District Baramulla. The researcher formulated/developed New Public Service (NPS) Model which he finds feasible and suitable for his research, as all five parameters of the Model are almost visible for the current study.

Based on the principals of NPS approach mentioned in this chapter, researcher concludes and emphasizes on five (05) parameters or factors analysis for the study. Researcher pointed out these Parameters of the NPS Model as shown below in Table 1.1.

Table 1.1
Parameters/Factors of New Public Service (NPS) Model

Model	Parameters/Factors
New Public Service (NPS) Model	<ol style="list-style-type: none"> 1. Accountable for public laws, policies, and community values. 2. Meeting public needs and interests. 3. Contribution of administration for buildup shared public interest. 4. Build up collaboration and shared leadership among people. 5. Gaining trust of citizens.

Application of the Parameters of NPS Model in the present Study

Researcher has formulated NPS Model for this Study. The Model contains five parameters which can be applied in rural Kashmir to the study areas covered under the Dept. of FCS&CA. The parameters of NPS Model are to be analyzed under following visible factors of the same Department as:

i. Accountable for public laws, community values and their interests:

Accountability of administrators under different laws, policies, and Programmes for community values and their interests. To find out the efficiency of different laws, schemes and Programmes like National Food Security Act (NFSA), Jammu & Kashmir Food Entitlement Schemes (JKFES), Public Service Guarantee (PSG) Act, and other initiatives taken by the Dept. of FCS&CA etc.

ii. Meeting public needs and interests:

To analyze the satisfaction level for the needs and interests of citizens on their applications submitted to Departmental authorities under Public Service Guarantee Act (PSGA). Also to analyze the demands taken off or fulfilled by the Department which have registered under Back to Village Programmes.

iii. Contribution of administration for building a shared public interest:

To examine contribution of administration in terms of conducting Back to Village Programmes and consumer rights awareness Programmes

iv. Build up collaboration and shared leadership among people:

To analyze the monitoring and vigilance committee Programmes and utilization of public grievance redressal mechanism in the Department.

v. Gaining trust of citizens:

To consider people as citizens, not as customers and to serve them, not to steer. To make cooperative and shared atmosphere among people and administration in which people can freely participate and share their

needs and interests with administration and administration will sort out the issues and problems of people. Through this atmosphere the people make feel themselves as citizens of the state, not the customers of market. And also administrators make feel as the servants of public, not the autocrats of authority, provide all goods and services by more and more effective efforts. Those public servants who are involved in the delivery of public services are responsible and guardians of trust and justice.

4. Research sampling methodology

The research is based on Multi stage random sampling. Under this kind of random sampling, researcher collected data from respondents at the bottom level stage of sampling by dividing study area into different levels of categories. At the top level of research area is the rural areas of Kashmir Division in the Union Territory of Jammu & Kashmir. Within the rural area of Kashmir, the study area is confined to District Baramulla, which has been divided into four regions of different directions like North, West, South, and East. Again from these four regional areas of study area, one Circle from each region has been selected. Further from each circle two sale centers of public distribution system of differently located two Villages have been selected for data collection. Finally, the data has been assembled from different categories of ration card holders in rural areas provided under the Department of Food Civil Supplies & Consumer affairs (FCS&CA). Therefore, the selection of sampling method underwent to multiple stages. At the last stage of sampling, the researcher selected sample by random method.

Sampling Area

In Table 1.2 below, the details for Collection of sample from sampling area of the study is given clearly. Also for the convenience of the researcher and easily understanding of data compilation and analysis, researcher applied some codes for four different Circle offices.

Table 1.2
Collection of sample from sampling area of the study

Name of Circle/Tehsil Supply Office (TSO)	Name of Village	Family belongs to the Category	No. of families headed by males (Category-wise)	No. of families headed by females (Category-wise)	Total no. of families (Category-wise)
I.Circle/TSO Boniyar- B (Circle – A)	1.Govt. sale center Sheeri-A	i. PHH (including BPL)	185	14	199
		ii. AAY	24	07	31
		iii. NPHH	231	10	241
		iv. Honary Card holders	04		04
			444	31	475
	2. Fair price shop Heavan	i.PHH (including BPL)	140	04	144
ii. AAY		10	03	13	
iii. NPHH		115	01	166	
iv. Honary Card holders		Nil	Nil	Nil	
		265	08	273	
II.Circle/TSO Pattan (Circle – B)	1. Govt. sale center Palhallan	i.PHH (including BPL)	144	13	157
		ii. AAY	51	17	68
		iii. NPHH	228	07	235
		iv. Honary Card holders	02	Nil	02
			425	37	462
	2. Fair price shop Dangerpora	i.PHH (including BPL)	215	08	223
ii. AAY		22	09	31	
iii. NPHH		271	08	279	
iv. Honary Card holders		04	Nil	04	
		512	25	537	
III.Circle/TSO Sopore –A (Circle – C)	1. Govt. sale center Harvan	i.PHH (including BPL)	275	15	290
		ii. AAY	118	20	138
		iii. NPHH	150	10	160
		iv. Honary Card holders	03	Nil	03
			546	45	591

	2. Fair price shop Shalpora	i.PHH (including BPL)	164	05	169
		ii. AAY	18	06	24
		iii. NPHH	100	04	104
		iv. Honary Card holders	02	Nil	02
			284	15	299
IV.Circle/TSO Tangmarg –A	1. Govt. sale center Khaipora	i.PHH (including BPL)	237	12	249
		ii. AAY	71	19	90
		iii. NPHH	216	06	222
		iv. Honary Card holders	04	Nil	04
(Circle – D)			528	37	565
	2. Fair price shop Ganiwani	i.PHH (including BPL)	213	15	228
		ii. AAY	33	07	40
		iii. NPHH	173	09	182
		iv. Honary Card holders	Nil	Nil	Nil
			419	31	450

Researcher put the Circle codes for sampling areas like Circle – A for Circle or TSO (Tehsil Supply Office) Boniyar-B, for Circle/TSO Pattan, Circle/TSO Sopore-A, and Circle/TSO Tangmarg-A coded as Circle – B, Circle-C, and Circle – D respectively as mentioned above in the Table 1.2.

Selection of Sample size

From each village or Ration Depot (either govt. sale center or fair price shop) fifty (50) individuals as beneficiaries have been select for collecting data. Therefore, total number of beneficiaries comprises four hundred (400) for the study. From the service provider side total no. of public servants selected for sample at grass root level are sixteen (16) including; two (02) storekeepers, and two (02) Kerosene oil dealers from each Circle of four Tehsil Supply Offices of the study area. Also 10 public executives including four (04) Tehsil Supply Officers (TSOs) one from each Circles and Assistant Director of the Department of FCS&CA, Deputy and Assistant

Registrar of Cooperative Societies, and two (02) revenue inspectors and one Assistant Controller of the Department of Legal Metrology have been included in the study of sample area. Details for the selection of Gross strength of Sample size is covered under the table 1.3 below as:

Table 1.3
Details of Sample size

S. No.	Number of sample individuals	Designation	Total
01	400 Ration Card Holders (including 360 male and 40 female Rationees)	Beneficiaries	400
02	District level Officer, dept. of FCS&CA	Assistant Director	01
03	Tehsil level Officers, dept. of FCS&CA	TSO/ Circle Officer	04
04	Village Level Public Servants, dept. of FCS&CA (02 from each Circle under four tehsil supply offices)	Store keeper/Assistant Store keeper	08
05	Kerosene oil dealers (02 from each Circle under four tehsil supply offices)	Kerosene oil Cooperative dealer	08
05	District level Officers, dept. of cooperative societies	Deputy and Assistant Registrar	02
06	District level Officer, dept. of legal metrology	Assistant Controller	01
07	Revenue based Officer, dept. of legal metrology	Revenue Inspector	02
Gross Total			426

5. Collection of Research Data

As the research will be designed on both qualitative as well as quantitative type therefore, both the primary as well as the secondary data has been used for the present study. The data collected from the sample including, beneficiaries and public servants and executive authorities of the FCS&CA Department involving within the study area has been be treated as primary data. Also the government circulars, orders and reports have used as primary data. The collection of secondary resource tools like;

books, journals, handbooks, magazines, articles, newspapers, etc. also proved very useful data for the study.

6. Tools used for Data Collection

There are different tools used for data collection like; Questionnaire, Interview Schedule, Observation, etc. For the present study, the interview schedule and personnel observation are suitable for data collection. Interview schedule has been designed separately for beneficiaries, public servants and public executive authorities involved in the delivery of public distribution system of the concerned Department.

7. Data Analysis and Analytical Tools

The data obtained either through primary or secondary source has been compiled, tabulated and interpreted, by using the Microsoft Word, Microsoft Excel, Power point, and other appropriate analytical percentile tools and techniques for the analysis of present study. The researcher employed a holistic approach for the compilation and analysis of data, collected from the field survey.

8. Thesis Chapterization

The Thesis is divided into following six chapters:

- I. Theoretical Perspective of the Public Service Delivery in Public Administration.
- II. Citizen Centric Administrative Initiatives for Effectiveness of Public Service Delivery.
- III. Organizational Structure and Initiatives of Public Distribution System in India and Jammu & Kashmir.
- IV. Study of the Public Distribution System in District Baramulla of Rural Kashmir.
- V. Analysis of the Department of Food Civil Supplies & Consumer Affairs for Effectiveness of Public Services Delivery.
- VI. Conclusion.

Conclusion

In the Dictionary of Public Administration, Gagan Raj defined "public service" as "any agency or organisation that serves the needs of the general public." The success of public service delivery means that people get satisfied after taking benefit of different services provided by public organisations in a timely and efficient manner. Denhardt and Donhardt's seminal book "The New Public Service: Serving, Not Steering" introduced the New Public Service approach as the most recent approach in the public administration discipline.

In this chapter, the researcher aims to explore the concept of public service delivery from a theoretical viewpoint. Here the retrospect and prospect of public service delivery have been explained through different theories developed for the public administration discipline. However, the impact of the new public service approach grew the concept of public service delivery proposed by Donhardt and Donhardt. They developed seven principles of New Public Service approach outlined in the chapter, which may be used to enhance the effectiveness of public service delivery through government agencies or institutions. This chapter also contains a review of relevant literature, a research statement, research objectives, study hypotheses, a brief introduction of research methodology, thesis chapters, and a conclusion. Research methodology of any research makes an understanding of numerous research aspects necessary for his/her contribution. The research methodology used for the present research includes research problem, approach, method and model; sampling type and size; data collection tools; and analytical tools and techniques.

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Chapter – 2

Initiatives of Citizen Centric Administration for Effective Public Service Delivery

Introduction

Citizen Centric Administration means that people in administration “have a sense of empathy” with the citizens in public policies and Programmes. It also means placing citizens at the centre of modern public administration. All the organs in modern democratic states like politicians, bureaucrats, NGOs, etc. are meant to serve to “common citizens”.⁽¹⁾ In the long run, the smooth and peaceful survival of society would depend on an honest, efficient and pro-people public administration of the state. The developmental goals of the government cannot fructify without effective delivery machinery of the public services. Therefore, there is severe need and urgency to improve the image and quality of our public administration and the persons engaged in it.⁽²⁾

According to C. Agarwal, in ancient times of India the heart or essence of moral state was based on three important actions of governance. These are: i). take up actions for universal welfare, ii). To protect and maintain everyone in the universe, and iii). Obtain universal carefulness of each and every one. These actions of governance have a core goal i.e. “common most good” which means “happiness for all”. But, those pre-requisite in India are missing among the stewards and practitioners of governance.⁽³⁾

Citizen Centric Administration implies that government organisations should minimise delays and maximise convenience to citizens. Further government must define all services which are provided to citizens, set standards and norms for each service, develop capability to set standards and norms, perform to achieve the standards, monitor

performance against the set standards, evaluate the impact through an independent mechanism and continuous improvement based on monitoring and evaluation results.

People's widespread dissatisfaction with existing administrative systems has prompted both developed and developing countries to reform the role of the state and administration. Accordingly, Banawat (2011) focused on the requisites of citizen centric administration as; to make a desirable situation in which the administrative system trusts a common man and makes rules and regulations accordingly; recognition of dignity of the 'common man'; develop abilities among citizens to understand and comprehend various nuances of Programmes of the government schemes; and the administration can become citizen-centric only if those who matter at various levels, be they from political or the executive wings have to believe in it. ⁽⁴⁾

In the United Kingdom, the "Modernising Government" initiative was launched. In this initiative, there is a trend towards focusing on long-term issues rather than short-term difficulties. Second, attempts are made to operate the government so that it serves the demands of people who utilise it rather than those who provide it. What is lacking are not policies or laws, but the desire to implement them, as well as the inability of certain administrators to shed their indifference to the concerns of the people. ⁽⁵⁾

According to Moin Sakir (1986), the fact of exploitations, economic inequalities, social oppressions, and political serfdom of people explain the nature of public administration and political system in India. ⁽⁶⁾

V. Bhaskara Rao (2004), says that the future of the State in India would be decided in the initial decades of the 21st century by its positive desires to read the pulse of the people carefully and imaginatively adopt the people-centered policies of development to maintain the stability of order and control the social unrest and discontent. This needs

not only keeping its own house, i.e., public administration clean and neat, but also regulate effectively the market-centered capitalism permitted by it (the state).⁽⁷⁾

The objective of the proposed thesis chapter is to explain the adoption of Administrative Reforms initiatives for Citizen- oriented Administration in India. In the present chapter, Administrative reform initiatives after the economic reform of 1991, are briefly described and their need and impact on the fulfilment of citizens' requirements are being elaborated.

Need for Administrative Reform

By expeditious or quick growth in economy, literacy, health, and other indices people felt to improve governance standards in all sectors. But due to inefficiency and in effectiveness of administration in India, citizens got poor image in their minds towards government. Because of this reason it seems very urgent need to Reform administration of our governance system. Shri Manmohan Singh (PM of India) in 2007, on the occasion of Civil Services Day stated

“It is in this context that ‘reform of government’ becomes relevant. ‘Administrative Reforms’ is a phrase that has been used widely to mean many things. It is used by some to mean change of any kind to deal with government problems of any description. Some regard administrative reform merely as a means of ‘making the government work’ better”. Others see ‘reform’ as “less government”. But Manmohan Singh viewed “the reform of government as a means of making citizens central to all government activities and concerns and reorganising the government to effectively address the interests of the common people”.⁽⁸⁾

Our economic growth in globalisation promises new and quick transformations. Indian people now have access to numerous public utility services through private and

not-for-profit sectors. These sectors are taking advantage from information access as a result of significant advancements in information and communication technology. This movement would compel the government to consider the possibility of reforming public service delivery systems towards citizens. Fairness, accountability, and openness in all public activities are the three pillars of citizen-oriented administration and high-quality government. A responsive and people-friendly administration guarantees that:

- Decision-making procedures are transparent and intelligible;
- Decisions are fair, logical, and objective.
- To the possible extent, the public has access to information used to make decisions.

Fundamentally, our system of public administration's image/perception must be altered in terms of attitudes, thoughts, structures, responsibilities, processes, norms, personnel, workplace environment, and behaviours. ⁽⁹⁾

Necessary Pre-conditions for Citizen-centric Governance

The 2nd Administrative Reforms Commission (ARC), chaired by Shri Veerappa Moily, was the first to fully explain and establish the concept of citizen-centric in its 12th report titled as "Citizen Centric Administration: The Heart of Governance." In order to make governance more citizen-centred, the 2nd ARC suggested various prerequisites should be met. These prerequisites are:

- Sound legal base for public administration.
- A strong institutional framework for the proper execution of laws and their successful operation.
- Appropriate personnel to staff these organizations, as well as effective personnel management strategies.
- Adequate decentralisation, delegation, and accountability policies.

➤ Ethics in governance

In addition, the Commission also recommended following techniques or tools may be used to make government more citizen-centric:

- i. Re-engineering of government system for making it more "citizen-centric,"
- ii. Use of modern technology suitable for e-governance,
- iii. Acts relating to the right to information (RTI),
- iv. Use of citizens' Charters
- v. impartial quality service evaluation
- vi. Systems for resolving public grievances, and
- vii. Active peoples' participation. ⁽¹⁰⁾

Administrative Reform Initiatives for Effective Citizen Centric Administration

A variety of initiatives are being used to make administration more citizen-oriented or citizen-centric to increase efficiency, economy, and effectiveness within the government sector. Restructuring, reinventing government, New Public Management, globalisation, reform of civil service, democracy and decentralisation are just a few of the structural and functional reforms that have had a rapid impact on the changing nature of administration. It is not unusual to see administrative reforms in developing countries like India introduced from time to time by international organisations such as the World Bank, the IMF, and the United Nations to improve the administration of any country focused on citizens. ⁽¹¹⁾

In this chapter, the researcher wants to focus primarily on initiatives with a positive index toward Citizen Centric Administration for the effectiveness of public service delivery since, 1990. Some efforts were initiated in developed nations to achieve this goal, but they have global significance and have been implemented practically in all developed and developing countries. Underneath these globally influenced initiatives,

certain significant initiatives demonstrating citizen friendly administration for efficacy in public service delivery were introduced and executed in India. This part of the chapter is divided into two sections: Section - I deals with global level initiatives promoting people centric administration and Section - II deals with initiatives of Citizen Centric Administration done in India for the effective delivery of public services.

Section –I

Common Global Initiatives for Citizen- centric Administration

The following are the significant citizen-centric initiatives that developed after the 1990s and have had a worldwide impact on the administrative system for the effective delivery of public services:

1. Citizens' Charter
2. Concept of Good Governance
3. Right to Information (RTI)
4. E- governance

Citizens' Charter

The citizens' charter is an instrument which seek to make an organisation transparent, accountable and citizen friendly. The basic thrust of citizen's charter is to make public services citizen- centric by ensuring that these services are demand driven rather than supply driven.

The concept of a citizen's charter was first implemented in the United Kingdom, from where it expanded to other parts of the globe, including India. The charter's concept is to collect citizen comments regarding how government agencies really work. Normally, the charter would include all public services and would strive to demand responsibility, openness, quality, and choice of services from the government and service organisations.

In general, a charter is a written document issued by the king or legislature. A citizen's charter is a micro-concept as declared by an organisation. Second, it is usually declared by an organisation that has daily dealings and connections with people. Third, all of these organisations guarantee to provide services to residents within a given time limit and at certain standard. The only sanction behind the citizen's charter is ethical. As a result, the charter may be seen as emphasising mainly the moral dimension of public service responsibility. ⁽¹²⁾

The citizens' charter will raise quality, increase choice, secure better value and extend accountability. Generally, the following items will be included in the charter:

- Information on the organisations' business transactions,
- Client information,
- Specifics on the services given to each customer group
- Information on the grievance redressal system and how to use it.
- The clients' expectations

The following were the six principles of the Citizens' Charter movement:

- (i) **Quality:** Improving service quality;
- (ii) **Choice:** Wherever possible;
- (iii) **Standards:** Specifying what to expect and how to behave if requirements are not met;
- (iv) **Value:** For taxpayers' wealth;
- (v) **Accountability:** Individuals and Organizations; and
- (vi) **Transparency:** in Rules, Procedures, Grievances, etc. ⁽¹³⁾

The UK created the Citizens Charter in 1991 to simplify and promote citizen friendly management. The charter has a huge impact on the Indian government's recent attempts to make government more transparent, responsive, and responsible to citizens. The Citizen's Charter is a widely recognised mechanism for providing rapid, responsive, and cost-effective public services. It was created in June 1991 by the UK's John Major

Government to “raise the level of public service by making it more responsive to users' wants and needs”. (14)

A number of countries have adopted similar initiatives in response to the UK's Citizens' Charter initiative, including Australia (Service Charter - 1997), Belgium (Public Service Users' Charter - 1992), Canada (Service Standards Initiative - 1995), France (Service Charter - 1992), India (Citizens' Charter - 97), Jamaica (Citizens' Charter- 1994), Malaysia (Client Charter - 1993), Portugal (The Quality Charter in Public Services - 1993), and Spain (The Quality Charter in Public Services - 1993), and others.

Good Governance

The concept of good governance is not new to contemporary civilizations, but its emergence may be traced back to Kautilya's book '*Arthashastra*'. Kautilya further refer it as 'moral or ethical governance.' Mahatma Gandhi also advocated for the concept of 'Swaraj' as a means of achieving good governance in India. According to the 12th report of the 2nd ARC, good governance and Citizen Centric Administration are very much closely interrelated. Both of these concepts emphasise the importance of citizen welfare and satisfaction, which any government, whether local, state, or national, should attain.

Good governance attempts to create an atmosphere in which all citizens, regardless of class, caste, or gender, may reach their full potential. Furthermore, good governance attempts to provide citizens with governmental services that are effective, efficient, and equitable. In essence, the four pillars upon which the foundation of good governance is built are: (15)

- **Ethos:** Positive attitude of service to the citizen,
- **Ethics:** Morality through honesty, fairness and openness,

- **Equity:** Equitable treatment of all people, while empathising with weaker groups. and
- **Efficiency:** Efficiency in delivery of public services.

Citizens are therefore central to good governance. Thus, good governance and citizen-centered administration are closely associated.

Characteristics/Elements of Good Governance

In modern times, the concept of good governance has found its birth in the 1990s especially during the growing period of liberalization, privatization and globalization. The attribute or elements or characteristics of good governance are many and varied. According to Monnoccha (1998), broadly the attributes of good governance include a human rights vision, rule of law, accountability, de-bureaucratization, independent judiciary, transparency and popular participation. ⁽¹⁶⁾

Generally, the United Nations Development Programme (UNDP) in 1997 developed the following nine characteristics of good governance for citizen centric administration:

1. **Participation:** Everyone should have a say in decision-making, either directly or through legitimate intermediaries who represent their interests. Such extensive engagement is dependent on the freedom of association and expression, as well as the ability to contribute positively.
2. **Rule of Law:** Legal frameworks should be fairly and impartially applied; notably human rights legislation should get more focus.
3. **Transparency:** Transparency is built on the open flow of information. Individuals who are interested in processes, organisations, and information have easy access to

them, and enough information is provided to allow them to be understood and monitored.

4. **Responsiveness:** Organizations and processes strive to meet the needs of all stakeholders.
5. **Orientation of Consensus:** Good governance stabilizes competing interests to achieve extensive consensus or agreement on what is the best for the organisation and, if feasible on rules and procedures.
6. **Equity:** Every man and woman has the ability to enhance or maintain their well-being.
7. **Efficiency and Effectiveness:** Processes and organizations provide outcomes that fulfils demands related to the needs of different groups while making the greatest use of available resources.
8. **Accountability:** All the stakeholders such as the government, the private institution, and civil society organisations must remain accountable to both the public and organizations for their decisions and policies.
9. **Strategic Vision:** Representatives or Leaders and the general public have a wide and long-term perspective, as well as an understanding of what is required for good governance and human development. There is also a knowledge of the historical, cultural, and social complexity which support that perspective. ⁽¹⁷⁾

These nine elements or characteristics of good governance are represented in figure 2.1 as.



Figure 2.1. Characteristics/Elements of good governance

Barriers to Good Governance: There are several barriers to good governance. Some of them are:

- a. Indifferent attitude of public servants,
- b. Lack of responsibility and accountability,
- c. Disciplinary action is seldom taken against government employees who commit misconduct, but penalties are less common.
- d. The strict and static rules and regulations
- e. Inadequate knowledge of the rights and responsibilities of the citizens
- f. Laws and Rules that are not properly implemented, etc. ⁽¹⁸⁾

E-governance

The recent concept of e-governance has a great importance in administrative reforms. The aim of e-governance is to make government processes open and enable greater public access to information. E-governance or Digital/e- governance refers the use of the emerging ICT like the Internet, webpage and mobile phones to deliver information and services to the citizens. ⁽¹⁹⁾

Appropriate use of various techniques of ICT are used in public administration by seeking to make the government functioning and processes more transparent and accessible. So e-governance through the technological innovation has changed the basic nature of governance, its operational methodology, functional style, and even spirit heart and soul. ⁽²⁰⁾

Because of digitalization, compression technologies, and broad-band transmission, the convergence of Information and Communication Technology (ICT) provided people with public services in less time at low cost. The development of democratic governance aims might be aided by a country's access to a variety of communication sources and network architectures. The rapid spread of the ICT revolution has become an important component of successful governance, sometimes known as "e-governance." The notion of good governance has been promoted through e-governance in three ways

The notion of good governance has been promoted through e-governance in three ways:

- i. by boosting transparency, information and accountability.
- ii. By making accurate decision-making and public involvement easier; and
- iii. By improving the efficiency with which public goods and services are delivered.

Professor Y. Paradhasaradhi proposed administrative requirements for current times with governance meaning as

"efficient accountable, transparent, responsive, participatory, qualitative, gender free team work, paperless longer vision, and adaptable". ⁽²¹⁾

As a result, governments must modify their tools and strategies, as well as make advantage of rapidly increasing ICT, to ensure that administrators can perform efficiently.

One of the most significant purposes of e-governance is to improve citizen service delivery.

Many nations across the world have launched e-governance efforts in an attempt to make government and its institutions more efficient, effective, responsive, and transparent. In India, e-governance or digital governance has been legalised by the information Act of 2000 with an aim of administrative reform in India. More importantly, e-governance is certainly an attack on bureaucratic red tapism causing unnecessary delay and corruption. Further, it also creates a space of regular involvement of citizens who are customers of public services and have now direct access to governmental activities through ICT. Thus E-governance is very meaningful step in combatting corruption.

Chile was the first country to successfully adopt e-governance Programmes in public organisations. Chile launched a true e-governance project in 1972, when information technology applications were unknown of in government organisations and were equally restricted in corporate organisations. In the early 1990s, US Vice President Al Gore proposed the notion of a "Information Super Highway." The Cabinet Office of the United Kingdom issued the publication "E-Government: A Strategic Framework for Public Services in the Information Age" in 2000. Following that, several governments throughout the world used the same e-initiative to deliver a variety of public services. ⁽²²⁾

Right to Information Act (RTI)

The Right to Information is regarded as a core component of democratic participation. RTI is essential for democratic privilege in the modern age, but it is also an essential requirement for establishing good governance in the nation. In a democratic context, information and knowledge are major elements of any responsive, transparent,

accountable, and responsible government. It is claimed that openness and access to information are two important pillars of every democratic state.

Edmund Burke said the right to information as a significant right. He asserts that accurate information is essential for maintaining not just transparency, but also administrative legitimacy. The right to information is a necessary component of the rule of law. It is necessary for the establishment of a fair and quality democratic government.

RTI refers to the right of citizens to have access to government information. This indicates that individuals should have unrestricted access to all documents and records, especially those pertaining to the functioning of government. It is essential to strengthen participatory democracy and people-centered government. Access to information enables individuals to demand and get information about government policies and activities, ultimately going to promote their welfare. Fundamentally, the right to information is a precondition for good governance. It is like a weapon in the hands of citizens. Good governance focuses on the Right to Information (RTI). Good governance requires openness and accountability. Accountability cannot be fixed without openness. Maximum openness and least secrecy. ⁽²³⁾

The RTI Act aims to transform the bureaucratic culture of secrecy and alienation that has long afflicted India. The RTI Act empowers citizens to learn about a government's performance. It helps ordinary people to make better judgments and engage more effectively in government and policy formation. ⁽²⁴⁾

Right to Information (RTI) is the right to access government information. To put it simply, people and non-profit groups should have reasonable access to all government files and documents. That is, it entails openness and transparency in governance. So it contradicts public administration secrecy [25].

The Right to Information Act of 2005 marked a sea change in our government culture, affecting all state entities. Three basic adjustments are required for this law to be effective: [26]

- From a culture of secrecy to one of transparency;
- From personal dictatorship to accountability-based authority
- From unilateralism to participatory governance

Scenario of the RTI Act

Many countries across the world have different rights to information based on their culture, governance, and civil society. So more than 60 countries have such Acts. Sweden have enacted the RTI Act date from the 18th century (1766). Many nations have proposed to making RTI a constitutional clause in the latter decade of the 20th century. Apart from Scandinavia, the US and France, several Commonwealth Nations have recently implemented laws granting the public access to administrative information. ⁽²⁷⁾ Australia, Canada, Victoria, Quebec and New Zealand all approved similar laws in 1982. Most Canadian provinces currently have access laws, also known as freedom of information laws in the US, Australia, and Ontario. A similar regulation was passed in 1989 in New South Wales.

United States of America: In 1969, the USA initiated the RTI ACT under Article 13(1) which states,

“Everyone has the right to freedom of thought and expression. This right includes freedom to seek, receive, and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing, in the form of art, or through any other medium of one’s choice.”

This legislation has revised in 2000 which states that

“access to information held by the state is a fundamental right of every individual. States have obligations to guarantee the full exercise of this right. This principle allows only exceptional limitations that must be previously established by law in case of a real danger that threatens national security in democratic societies.” (28)

The UK has had a Right to Information Act since November 2000, which was amended in January 2005. Article 32 of the African Constitution 1996 states the Right to Information. It was made effective in 2001. Japan: The Diet adopted the Right to Information Law in 1999, which became effective in April 2000. Canada and Australia: (Freedom of Information Act, 1982). Article 11 of the European Union's 2000 Charter defines the Right to Information.

Section –II

Citizen Centric Initiatives for Effective Delivery of Public Services in India

Indian government have taken a variety of administrative reform initiatives in an effort to bring administration close to its people. New Economic Policy (1991) in India greatly influenced nations' policies and the administration. Many administrative reform initiatives were undertaken by the government of India in this era, aimed at improving public service delivery, simplifying administrative rules and regulations, building capacity in administrators, de-bureaucratization, reforms in civil service, and ensuring responsiveness to the needs of the public.

Section - II has been further divided into two parts. The first part of this section focuses on citizen-oriented initiatives proposed by the executive branch of the Indian government. The second part is based on legislative frameworks for people-centric administration in India. For the purpose of the study, only those initiatives which emerged in India after 1991 were considered.

Executive Initiatives for Citizen - centric Administration in India: This part includes following initiatives:

1. Chief Secretaries Conference – 1996

In 1996, against the widespread dissatisfaction faith of people in administration the then Prime Minister of India inaugurated a conference of Chief Secretaries in 1996 to develop an effective and responsive administration in the country and to improve the efficiency of public services. The main objective of the Conference was to ensuring responsive, accountable, transparent, and Citizen Centric Administration at all levels with the goal of re-establishing citizens belief in administration. The Conference recommended various remedial measures collectively referred to as Civil Services Reforms. It suggested that accountability be understood broadly in terms of public satisfaction and responsive service delivery.

Significant Aspects of the Conference are: ⁽²⁹⁾

- a. Administration is insensitive and unfriendly to citizens;
- b. There is an urgent need to make government personnel more responsive, efficient, and economical;
- c. To ensure public satisfaction and effective service delivery, a progressive implementation of a citizen's charter into as many service organizations as feasible by means of establishing citizens' right to public services; and
- d. Governance with the possibility of involvement of additional players such as people, consumer organisations, elected municipal governments, or those who are connected to administration.

2. Action Plan for Responsive and Effective Administration -1997

Based on the responses collected from experts, officials, the media, and volunteer organisations, the Department of Administrative Reforms and Public Grievances developed an "Action Plan on Effective and Responsive Administration" in 1997. The following were the three essential aspects of action plan outlined during the Chief Ministers' Conference on May 24, 1997:

- a. make the administration more responsible and accessible to citizens,
- b. provide transparency and access to information
- c. take steps to purge and inspire public servants.

An implementation committee was constituted under the leadership of the Cabinet Secretary to develop methods and ways of executing the Action Plan's aforementioned concerns. ⁽³⁰⁾

3. Citizens' Charter in India

The essence of the Citizen's Charter is still focused on citizens as users or customers of governmental services. Long before its conceptualization, Mahatma Gandhi enriched the spirit of the Citizens' Charter in his words as:

“A customer is the most important visitor in our premises. He is not dependent on us; we are dependent on him. He is not an interruption in our work; He is the purpose of it. He is not an outsider to our business; he is part of it. We are not doing him a favour by serving him; he is doing us a favour by giving us an opportunity to do so.” ⁽³¹⁾

The Chief Ministers Conference approved the Citizens' Charter in May 1997. A Citizens' Charter for both Central as well as State Governments was decided in 'Action Plan' of the Conference for effective and responsive government. State governments have been invited to attend seminars on Citizens' Charter by The Department of Administrative

Reforms & Public Grievances (DoAR&PG). The Department develops a 'Charter Mark' scheme. It is a quality standard that awards and encourages improvements in public services based on the Citizens' Charter promises. After an independent examination, agencies who are executing their Charters and delivering excellent public service are awarded a 'Charter Mark' by DoAR&PG. ⁽³²⁾

The Department held Citizens' Charter Regional Seminars at four different places such as Mussoorie, Hyderabad, Bhopal and Guwahati across India in 2001-02 to bring together national and state government bodies, NGOs, media, and the intellectuals. The main aim of these Seminars was to discuss their experiences in formulating and implementing Citizens Charter. ⁽³³⁾

This effort was brought forward by 24 State/UT governments and 15 central government Departments/ organisations participating in these Regional Seminars. 111 Citizens' Charters were drafted by Central Government Ministries/Departments/Organisations by April 2006, while 668 were drafted by State Governments & Union Territories Administrations. The majority of national charters may be found on official websites. Organizations are encouraged to make their charters available to the public through print and electronic media. ⁽³⁴⁾

4. The Sevottam Framework/Model in India

The Sevottam framework/model was designed by the GOI's Department of Administrative Reforms and Public Grievances (DAR&PG) to enhance public service delivery in India. By following the procedure in the quality management framework, any public organisation may be certified as meeting standards of excellence in public service. Sevottam published a necessary standard for quality management of service delivery,

which India adopted. All national and state government services may be designed by using three modules of the Sevottam model as:

- A Citizen Charter that specifies the level of services to be offered to citizens.
- A reliable procedure for resolving public grievances; and
- Improvements in ability to deliver services in accordance with customer expectations

The Sevottam Model is a "Service Delivery Excellence Model" that provides a framework for assessing and improving public service delivery. The phrase "Sevottam" is derived from the Hindi terms "seva" and "uttam," which respectively indicate "service" and "excellence".⁽³⁵⁾ The model's first component involves successful citizen charter implementation, which creates a route for individuals to provide input into how organisations decide service delivery requirements. Citizens' charters provide public information about entitlements, and empowering citizens to demand quality services. The second component of the model, "Public Grievance Redress," necessitates an effective grievance redress procedure that makes public satisfied by dealing their complaints, regardless of the outcome. The model's third component, "Service Delivery Capability," states that an organisation can achieve great service delivery performance only if it effectively manages the necessary components for successful service delivery and establishes its own capacity for continuous improvement.^[36]

5. The Review of Administrative Laws Commission - 1998

The legacy of colonialism lives in India's administrative rules, regulations, and processes, as it does in other post-colonial Third World countries. Because the policy was built on colonial controlled guidelines, which produced suspicion and mistrust for the ruled nation. These rules, regulations, and processes exploit the subjugated nation. In the era of globalisation and liberalisation, such colonial practises have become outdated and incompatible with the late twentieth and early twenty-first centuries. Taking this into

account, the Department of Administrative Reforms and Public Grievances of the Government of India established a Commission on Review of Administrative Laws in 1998 with the mandate to identify proposed changes for amendment of existing laws, procedures, and regulatory requirements with inter-sectoral impact, as well as the revoke of all dysfunctional laws. The Commission has issued its report in September 1998 and made the following significant recommendations: ⁽³⁷⁾

- More than half of the Central Laws have been repealed (1382 of 2500 Central Laws have been repealed).
- Rapid revisions to a vital list of around 109 Acts;
- Documentation of administrative legislation, rules and regulations, presidential orders, and so on by all Departments/Ministries;
- Creating an effective alternative dispute resolution mechanism;
- Harmonization of legislation and laws in the interests of domestic and international investors, commerce and industry, consumers, exports and imports.

The Ministry of Personnel, Public Grievances, and Pensions, Government of India Annual Report 2004-05 concluded the following outcomes based on the Commission on Review of Administrative Laws' recommendations: ⁽³⁸⁾

- The bureaucratic mind-set demonstrated unwillingness to change, as just 409 Acts were repealed out of 1382.
- Amid financial liberalisation, there is still a lack of strength in the implementation process, as just 51 Acts have been altered so far for "expedited changes to a key list of roughly 109 Acts."
- On "Documentation of administrative laws, rules, and procedures, etc.", the government's response seems to be favourable, due to the ICT revolution;
- All Ministries/Departments have been notified in order to prepare an Action Plan and make all subordinate legislation available online.
- Efforts have been made to establish sector-based legislative compilation.

6. E-Governance in India

The rapid expansion of electronic domains has transformed the nature of public administration in India. India's e-governance progress has been incremental, with distinct advancements occurring at different times. The Electronics Department was founded in 1970 and The National Informatics Centre was created in 1977, marking India's first important move towards e-governance. Early 1980s have seen few government agencies using computers, but by the late 1980s, many organizations did. ⁽³⁹⁾ The National Informatics Centre Network of India (NICNET) was created in 1987. In 1990, NICNET was extended to all district offices via state capitals. It was advised in May 1998 that a “Operation Knowledge” be launched to universalize digital literacy and the utilize IT in education sector. The IT Ministry in India was established in 1999. ⁽⁴⁰⁾

The Department of IT and the Administrative Reforms and Public Grievances dept. created the National e-Governance Plan (Ne-GP) on 18th May 2006, following a vision:

“Make all Government services accessible so the common man in his locality, through common service delivery outlets and ensure efficiency, transparency & reliability of such services at affordable costs to realise the basic needs of the common man.”

Nowadays, various ICT applications are used to improve the quality of governance in a variety of areas, including:

- The activities of accounting, compliance and payment for services like water, electricity, swage, telecommunications, etc. in urban areas may all be done online through an automatic information and monitoring system.
- Complaints to public authorities can be sent through the internet.

- Various technological gadgets are used to manage traffic on the highways.
- Planning and implementation of development projects at the national, state, district, and village levels using IT-based frameworks.
- Administration of social security Programmes.
- IT systems are used to manage cargo imports and exports.
- Payment of bills and reservation of passage using an online integrated system.
- Personnel appointments and transfers are handled using a computerised system.
- Citizen-Government Interaction
- the Electronic Public Distribution System (e-PDS) and others.

Several notable state-level e-Government efforts have also been launched. The Government of Karnataka has established an Administrative Reforms Commission to make its governance more people-oriented. In 2000, the Karnataka State started a self-sustaining e-governance initiative called "Bhoomi" for the computerised delivery of services to the state's rural districts. Similarly, the Government of Andhra Pradesh has established "e-Seva" for good governance, "Gyandoot" (January 2000) in Madhya Pradesh, "Gramsat Pilot" Project in Orissa, "Lokvani" Project (November 2004) in Uttar Pradesh, e-Mitra Project (2002) in Rajasthan, "e-Friends" Project in Kerala, Revenue Administration through Computerised Energy (RACE) Billing Project (2001) in Bihar, and other. ⁽⁴¹⁾

7. Second Administrative Reforms Commission on Citizen Centric Administration

The United Progress Alliance (UPA) Government established the Second Administrative Reforms Commission (ARC) to produce a thorough strategy for reforming India's Public Administrative System. The Second ARC was established with a broad mandate to develop a blueprint for restructuring the public administration system and to recommend strategies to achieve proactive, responsive, transparent, sustainable, and

efficient administration at all tiers of government. This commission, chaired by Shri Veerappa Moily, was the first to fully explain and establish the notion of citizen-centric or citizen-oriented administration in its 12th report titled "Citizen Centric Administration: The Heart of Governance." The Commission was established in August 2005, and its report was submitted in February 2009. The 2nd ARC has published fifteen (15) reports on the following subjects as given in Table 2.1. ⁽⁴²⁾

Table 2.1

Report number	Title of the Subject Report	Year-wise Report Submitted
1 st	Right to Information: Master key to good governance	2006
2 nd	Unlocking Human Capital: Entitlements and governance, a case study	2006
3 rd	Crises Management: From despair to hope	2006
4 th	Ethics in governance	2007
5 th	Public Order: Justice for all peace for all	2007
6 th	Local Governance: An inspiring journey into future	2007
7 th	Capacity Building for Conflict Resolution: Friction to fusion	2008
8 th	Combating Terrorism: Protecting by righteousness	2008
9 th	Social Capital: A shared destiny	2008
10 th	Refurbishing of Personnel Administration: Scaling new heights	2008
11 th	Promoting E-governance: The smart way forward	2009
12 th	Citizen Centric Administration: The heart of governance	2009
13 th	Organisational structure of Government of India	2009
14 th	Strengthening financial management system	2009
15 th	State and district administration	2009

Submission of Second ARC Reports

One of the key terms of reference for the 2nd ARC is Citizen Centric Administration, which is considered as the heart of administration in modern times. The 2nd ARC has specifically instructed to investigate following components of the same aspect:

- ❖ Transparent and accountable governance.
- ❖ continuous interventions to improve administration's focus on results.
- ❖ Increasing the importance of citizen-centered decision-making.
- ❖ Free access to get information
- ❖ Social capital, trust, and participatory delivery of public services.

According to the 12th report of the Second ARC, governance should be always citizen-centric. It must be effective, efficient, and sensitive to the needs of the public. Furthermore, a service-to-citizen's attitude should pervade all public agencies. Lastly, government agencies must remain responsible to the people. Since the fundamental duties of a State are to enhance the welfare of the citizens, an evaluation of governmental institutions and their operations and also must ultimately be based on bringing satisfaction to the ordinary citizen. In the similar way, the opinion of the citizens itself would need to be given significance. ⁽⁴³⁾

The Second Administrative Reforms Commission (ARC) (2009), during its state visits, identified the following hurdles in citizen-centric government in India:

- Civil Servants' Attitude Issues
- Insufficient accountability
- Red-tapism in administration.
- Lack of awareness of citizens' rights and duties.
- Ineffective Law and Rule Enforcement. ⁽⁴⁴⁾

According to Mohit Bhattacharya, the majority of citizens are dissatisfied with the administration's service delivery, and their general opinions of administration include: favouritism in administration; excessive delay; uncooperative attitude of authorities; citizens' misunderstanding of processes; and discriminatory treatment in administration based on rich-poor status. ⁽⁴⁵⁾

Legislative Initiatives for Effective and Efficient Public Service Delivery in India:

Some of the important legislative initiatives have been taken in the country for making public service delivery system efficient and effective. The legislative initiatives include the following:

- ❖ Right to Information Act – 2005
- ❖ Public Service Guarantee Act - 2011;
- ❖ Citizens' Charter and Public Grievance Redressal Act - 2011; and
- ❖ Consumer Protection Act – 1986 (Amended in 2019);

Legislation of Right to Information (RTI) Act -2005:

The concept of RTI in India was developed by supreme court of India in *State of U.P. v. Raj Narain* case before two decades of its legislation. The Indian Supreme Court declared that RTI is a fundamental part of Article 19 of the Indian Constitution, which guarantees the right to freedom of expression and speech. ⁽⁴⁶⁾

Consequently, numerous Indian states passed their Right to Information Acts. Tamil Nadu became the first Indian state which passed the Right to Information Act in 1996. Goa is the second state enacted Act in 1997, followed by Rajasthan, Karnataka, and Maharashtra in the year 2000, in 2001 same legislation was passed by Delhi and Assam, Madhya Pradesh enacted in 2002, and Jammu & Kashmir passed the Right to Information Act in 2009, replaced J& K RTI Act 2004 and 2008 modification.

The govt. of Indian government approved the Freedom of Information Act, 2002. But this Act fell short of the aspirations of common people. Thus, the National Advisory Committee (NAC) proposed some adjustments to the present Act to ensure smoother and better access to information. The Government decided to alter the legislation and adopt the RTI Act of 2005, repealing the existing Act of 2002. The RTI Act, 2005 went into effect on 12th October. ⁽⁴⁷⁾

The primary goals of the Act are to keep citizens informed, ensure information transparency, reduce corruption, and hold government and its officials responsible and accountable. To follow the Act, you can: a) examine functions and records; b) take notes and extracts from certified copies of files or documents; c) obtain certified sample of materials. (d) receive digital copies of work and documents.

According to 2nd ARC, people-centred governance and participatory democracy are considered as intertwined when citizens are empowered to demand and receive knowledge about governmental policies and activities. Transparency in government improves objectiveness, predictability, and citizen participation. ⁽⁴⁸⁾

Key Features of the RTI Act of 2005

The RTI Act - 2005 is a unique and landmark Act because of the following key features: ⁽⁴⁹⁾

- i. It recognised the right to information as a basic right.
- ii. The Act establishes the timelines for implementing of this law, requiring every governmental agency and government-financed institution to provide accurate information about an organization and its policies and decisions, in under 100 days of the Act's implementation.

- iii. Under the provisions of this Act, all the Departments must appoint Public Information Officials (PIOs) under its jurisdiction (whether central or state level).
- iv. It imposes penalties on CPIOs or SPIOs who refuse to consider a request for information without a legitimate explanation, deny a request for information, or commit any of the other violations mentioned in provisions of the Act.
- v. It proposes for the formation of Central and State Information Commissions (CICs and SICs).
- vi. The Act established the authority and duties for appellate bodies of the aforementioned Commissions.
- vii. The Act is applicable to the federal, the state and the local governments, and also to the recipients of government funding institutions.
- viii. Finally, the Act states explicitly that "the provisions of the Act shall have effect without anything conflicting there with contained in the Official Secrets Act, 1923, and any other legislation now in force or in any instrument having effect by means of any law other than this Act."

Public Service Guarantee Act – 2011

All citizens have the right to ensure effective public services and to have their complaints addressed. As such, the Right to Services Act demonstrates a state's commitment to a consistent, high-quality, and timely delivery of services, as well as a grievance resolution process, openness, and accountability. Standards, quality, and timeframes must be developed with careful attention and regard for the customers, based on expected public expectations and desires. The Act make it possible for service seekers to have access to government agencies' services with least amount of problems and the greatest amount of speed. To do this, clear, specific, and enforceable expressions of individuals' rights to government services by means of Guarantees of Public Service must

exist. On the other hand, it informs service providers on their responsibilities to address the issues of concerned persons in a timely manner.

The Right to Public Services Act in India comprises of legislative provisions which assure the speedy delivery of various public services to individuals and provide a procedure for punishing errant public officials who failed to perform the specified services. As a consequence, the Right to Service Act guarantees that general public obtains services within a reasonable time frame. Therefore, The Act seeks to eliminate corruption among government employees while also increasing openness and public accountability.

Public servants are commonly recognized as one of society's most troublesome segment because of their "slow and painful" procedure in carrying out their duties. As a consequence, average citizens, who are guaranteed to trouble-free or hassle free public services and information, are forced to deal with several problems and pay bribes to obtain the services they require. ⁽⁵⁰⁾

Distinguish Characteristics of Right to Public Services Legislation, 2011

- i. The basic structure of state legislations involves the guarantee of "rights to public services" that must be given to the people within a specified time period by the authorised official.
- ii. The public services that have been granted as rights are usually informed by Gazette notification.
- iii. Several commonly supplied governmental services shall be delivered to the citizens by concerned Departments within a certain timespan specified under the Act.
- iv. When a designated officer fails to deliver the services, the complainant may appeal to the First Appellate Authority. The First Appellate Authority may admit or deny an

appeal and must provide an explanation of the grounds for its decision and also informing the applicant. It has the authority to direct the public worker to provide the requested service to the applicant.

- v. The Act determines to take the First Appellate Authority's decision to the Second Appellate Authority, which may approve or deny the request by laying out the legal grounds and advising the appellant. It has the authority to direct the public employee to deliver the desired services to the applicant and to penalise the designated officer for service failure without sufficient cause. Penalties against the public executives may vary from state to state. Additionally, it may impose disciplinary action.
- vi. A client or an appellant can be awarded from the penalty imposed on officials.
- vii. While trying an action within the Civil Procedure Code of 1908, the appellate officials have been given specific Civil Court powers, such as the documentary evidence and issuance of notices to nominated officials and appellants. ⁽⁵¹⁾

Right to Public Services Guarantee Act in Various States of India

The eruption of anti-corruption sentiment has been met by implementing Right to Services-related initiatives in numerous state governments aimed at cleaning up the system to provide citizens with the best possible services and impose penalties to corrupt personals. On 18th August 2010, Madhya Pradesh becomes 1st state of India to approve the “Right to Service Act”, followed Bihar followed Madhya Pradesh and passed the same Act on 25 July 2012. Accordingly, Many Indian states have enacted such laws and ensure their citizens' right to service, as shown in the table 2.1 below. ⁽⁵²⁾

Table 2.1
Public Services Guarantee Act in Various States of India

State	Act title	Number of Services	Number of departments Covered	Penalty for not providing service	Nodal Department
Madhya Pradesh	Madhya Pradesh Lok Sewaon Ke Pradan Ki Guarantee Adhiniyam, 2010	52	16	Rs. 250 per day, max Rs. 5000	Department of Public Service Management
Bihar	Bihar Right to Public Services Act, 2011	50	10	Rs. 250 per day, max Rs. 5000	General Administration Department
Rajasthan	Rajasthan Public Service Guarantee Act, 2011	108	15	Rs. 250 per day, max Rs. 5000	Administrative Reforms Department
Uttar Pradesh	Right to Service Act, 2011	13	4	Rs. 250 per day, max Rs. 5000	Department of Revenue
Delhi	Delhi (Right of Citizen to Time Bound Delivery of Services) Act, 2011	96	22	Rs. 10 per day, max Rs. 200	Department of Information Technology
Punjab	Punjab Right to Services Act	149	11	Rs. 250 per day, max Rs. 5000	Department of Governance Reforms
Haryana	Right to Service Act, 2014	36	9		
Jammu & Kashmir	The Jammu and Kashmir Public Services Guarantee Act, 2011	45	6	Rs. 250 per day, max Rs. 5000	General Administration Department
Jharkhand	Right to Service Act, 2011	54	20	Rs. 250 per day, max Rs. 5000	Not Available,
Himachal Pradesh	Himachal Pradesh Public Services Guarantee Act, 2011		12	Min Rs 1000 Max Rs 5000	Depart of Home Affairs
Karnataka	The Karnataka (Right Of Citizens to Time Bound Delivery Of Services) Bill, 2011	334	45	Rs. 20 per day, max Rs. 500	Department of Personal and Administrative Reforms
Kerala	The Kerala State Right to Service Act, 2012	22		Rs. 250 per day, max Rs. 5000	Personal and Administrative Reforms Department
Chhattisgarh	Chhattisgarh Lok Seva Guarantee Bill, 2011	139	20	Rs. 100 per day, max Rs. 1000	Not Available
Uttarakhand	The Uttarakhand Right to Service Act, 2011	63	10	Rs. 250 per day, max Rs. 5000	General Administration Department
Odisha	Odisha Right to Public Services Act, 2012	56	10	Rs. 250 per day, max Rs. 5000	General Administrations Department
Assam	Assam Right to Public Services Act, 2012	55	14	Rs. 50 per day, max Rs. 2000	Administrative Reforms and Training Department
Gujarat	Gujarat (Right of Citizens to Public Services) Act, 2013			Upto Rs 10,000	
West Bengal	West Bengal Right to Public Services Bill, 2013			Reward upto Rs 1,000 as incentive	
Goa	The Public Services Guarantee Act			Rs. 50 per day or Rs. 2500 whichever is less	State Public Service Delivery Commission
Central Government (Proposed Bill)	Citizen's Charter and Grievance Redressal Bill 2011				

Source: http://darp.gov.in/darpgwebsite_cms/document/file/Citizens_Bill131.pdf

Citizens' Charter and Public Grievance Redressal Act – 2011 (Proposed Bill)

The Citizen's Charter and Grievance Redressal Bill 2011 is also known as The Right of Citizens to Timely Delivery of Goods and Services and Redress of Grievances, was passed in 2011. Lok Sabha members were first presented the Bill in December of 2011. It expired as a result of the dissolution of the fifteenth Lok Sabha. As part of the concurrent list, the Bill aimed to ensure that all citizens had the right to timely delivery of specified goods and services, as well as a system for resolving complaints. After the Act was signed into law, the Bill stated that every public agency should publish a Citizen's Charter within six months. Because the proposed Bill was on the concurrent list, it was supposed to apply to states as well. ⁽⁵³⁾

However, the Bill did not become the Act but it influenced the Grievance Redressal Mechanism of the India and particularly to the States of the country described in the below.

Grievance Redressal Mechanism

According to the chambers of dictionary, the grievance means “a ground of complaint, a condition of fail to be oppressive or wrongful. A grievance may also arise out of non-fulfilment of certain demands and expectations. A grievance is thus any sort of dissatisfaction which need to be addressed”. The citizens can submit their grievances to the concerned authorities and through an appropriate process of the organisation on various issue areas mentioned below. Some of the common grievances against the administration may be delineated in the following groups: ⁽⁵⁴⁾

- ❖ Corruption
- ❖ Favouritism

- ❖ Nepotism
- ❖ Discourtesy
- ❖ Neglect of duty
- ❖ Discrimination
- ❖ Delay in work
- ❖ Maladministration
- ❖ Inadequate redressal machinery.

Government of India determined various structural organisations or agencies which are fully responsible for making the grievance redressal system more effective to above cited grievances. The major agencies include:

1. The Central and the State Vigilance Commissions.
2. The National Commissions for Human Rights, Women, Scheduled Castes, Scheduled Tribes, and Protection of Child Rights.
3. The State Commissions for Human Rights, Women, Scheduled Castes, Scheduled Tribes, and Protection of Child Rights.
4. The Commission for redressal of consumer disputes at national and state levels, and establishment of consumer courts/forums within States like State and district consumer courts/forums.
5. Lokpal at central and lokayukta in states. and
6. The countrywide Independent judicial machinery.

Commissions for the Redress of Public Grievances

The Citizen's Charter and Grievance Redressal Bill 2011 proposed for the establishment of Public Grievance Redressal Commissions at the federal and state levels,

each with a Chief Commissioner and a maximum of ten Commissioners chosen by the President at national level and the governor at state level, respectively.

The President/Governor will make appointments based on a Select Committee's recommendations, including the Prime Minister, the Lok Sabha opposition leader, and a sitting judge of the Supreme Court at the central level, and the Chief Minister, the Opposition leader in the Legislative Assembly, and a sitting judge of High Court at the state level. Under specific circumstances, the President/Governor may dismiss the Commissioners. ⁽⁵⁵⁾

The appeal structure for grievance redressal mechanism has been provided in the Citizens' Charter bill as:

- a. Officers of Grievance Redress: An applicant can submit their grievances to him. The officer must address the complaint within 30 days.
- b. Designated Authority Officer (DAO): DAO is the first appellate authority. An applicant can directly approach him if his or her request was not responded within the time specified.
- c. Central/State Public Grievances Redressal Commission: The complainant can approach to this final appellate authority if the Designated Authority doesn't help him. ⁽⁵⁶⁾

Consumer Protection Act - 1986

One of the most important Acts for the protection of consumer interests in India is the Consumer Protection Act, which was passed in the parliament in 1986. This Act protects the interests of consumers. Prior to the introduction of this legislation, it was necessary that the common man's interests and rights be safeguarded within the protection of regular laws. However, with the enactment of this act, it has become a fact that

legislative measures have been used to defend the rights and interests of consumers. Proper provisions were established for the development of institutions and authorities, as well as the resolution of conflicts relating to consumer interests and rights. ⁽⁵⁷⁾

The Act promotes societal welfare by allowing customers to participate in the market. The Act empowered consumers to stand up to the wrongdoings and wasteful and ineffective activities of different legal and criminal organizations.

Rights under Consumer Protection (CP) Act-1986

The CP Act of 1986, as modified by the Consumer Protection (Amendment) Act of 1993, provides customers with the following rights:

- (a) The right to be protected from the marketing of products and services that seem to be harmful to living organisms and their properties
- (b) The right to adequate information on the quality, quantity, effectiveness, cleanliness, standards, and pricing of services or goods, as applicable, in order to safeguard consumers from deceptive commercial practises.
- (c) The right to be guaranteed, wherever possible, of better accessibility to a wide range of products and services on reasonable costs;
- (d) The right to be heard and the assurance that the consumer concerns should be addressed into appropriate forums;
- (e) The right to seek remedies for unfair commercial practises, restricted trade practises, or unethical consumer exploitation; and
- (f) The right to education as a consumer. ⁽⁵⁸⁾

The Act was passed in 1986 and went into effect in July 1987. The principal goals of the Act are to offer greater comprehensive consumer protection, as well as effective protections against various sorts of exploitation, such as faulty goods, poor services, and unfair trading practises. It also includes provisions for easy, quick, and low-cost machinery for resolving customer grievances. ⁽⁵⁹⁾

Salient Features of the Act

The Consumer Protection Act (CPA) of 1986 has the following significant features:

- i. The Act's overall aim is to safeguard consumers.
- ii. The Act is applicable for whole nation, exception for the Jammu and Kashmir state.
- iii. Unless the apex or national government says clearly otherwise, it applies to all products and services.
- iv. This Act protects customers from faulty and harmful products, unfair business practises, and insufficient and unsuitable services.
- v. The Act establishes a simple and affordable procedure for resolving consumer complaints.
- vi. Establishing a timeline for resolving disputes is a necessary aspect of this Act.
- vii. The Provision of 'class action' under this Act enables consumers who have common interests and concerns to bring a complaint together. ⁽⁶⁰⁾
- viii. The Act applies to all sectors, whether private, governmental, or corporate.
- ix. The Act's most significant feature is that it establishes legislative recognition for the six consumer rights outlined above. ⁽⁶¹⁾
- x. The Act establishes the national, state, and district consumer protection councils with the purpose of promoting and safeguarding consumer rights.

- xi. Additionally, the Act establishes a 3-tier semi-judicial mechanism at the central, the state, and the local levels to address consumer grievances and issues.
- xii. It enables for the direct submission of complaints against unfair trading practises such as food adulteration, underweighting packaged commodities, and overcharging on fixed pricing to District forums. ⁽⁶²⁾

Key Features of the Consumer Protection (Amendment) Act, 2019

Since its inception in 1987, the Consumer Protection (CP) Act has been updated several times through legislation such as the Consumer Protection (Amendment) Acts of 1993, 2002, 2009, and lastly in 2019. The 2019 Consumer Protection Act has experienced significant modifications. This Act amended the prior Act, namely the Consumer Protection Act of 1986, and is represented in the comparative graphical representation as shown in the figure 2.2 below: ⁽⁶³⁾

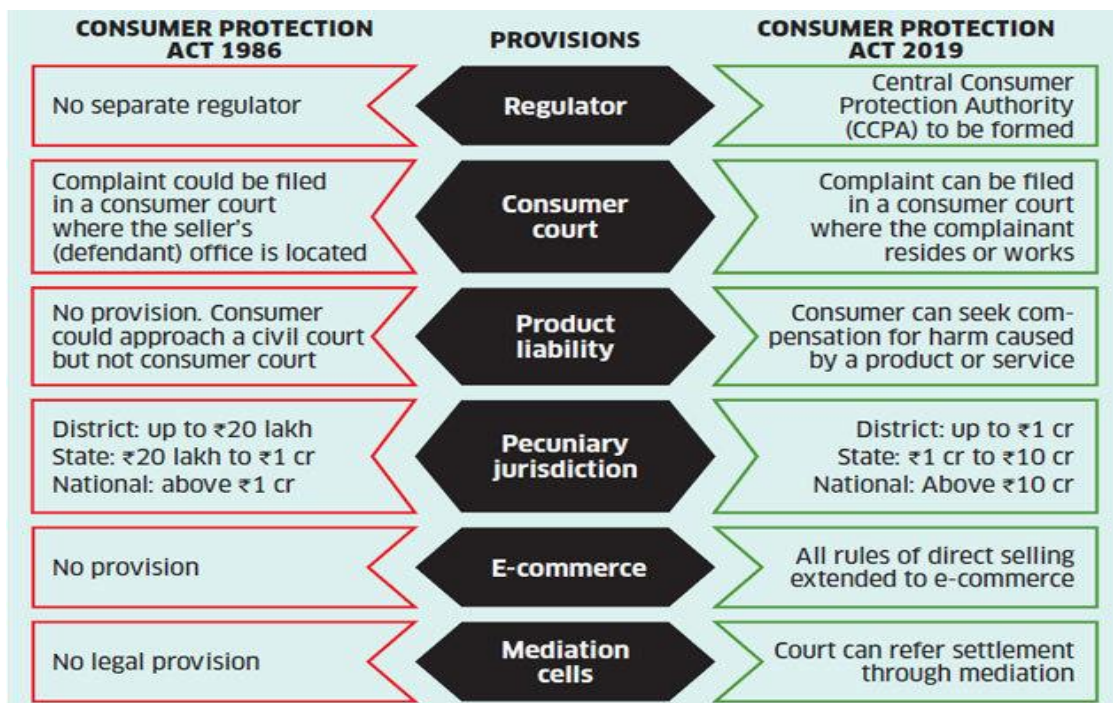


Figure 2.2. Comparison of Consumer Protection Act, 1986 and Consumer Protection Act, 2019.

Source: <https://economictimes.indiatimes.com/wealth/spend/heres-how-consumers-will-benefit-under-the-new-consumer-protection-act/articleshow/70711304.cms?from=mdr> accessed on 20.10.2019.

Conclusion

Citizen Centric Administration may be referred to as an administration having close relationship with the people by serving them through various policies and Programmes of the government. Administration should to put forth all the demands, needs and general interests of common people through the efficient structures and effective policies. In any country, for making administration citizen oriented, there is need to reform the administrative structure and functions. Under this context, various administrative efforts were initiated throughout the globe. This chapter described some important citizen-centric administrative initiatives which influenced all democratic countries like India after the economic reform of 1991. These initiatives include establishment of citizens' charter; concept of good governance; right to information Acts; and e- governance initiative.

The chapter also discussed some important executive as well as legislative citizen friendly measures for effective public service delivery in India. The executive initiatives include chief secretaries conference of 1996; action plan for responsible and effective administration -1997, citizens charter in India, the sevottam framework/model, the review of administrative laws commission – 1998, e-governance in India and second administrative reform commission on citizen centric administration. Furthermore, some legislative laws were enacted for the same such as right to information Act of 2005; public service guarantee Act – 2011; citizens' charter and public grievance redressal Act of 2011; and consumer protection Act of 1986 (amended in 2019). These all citizen centered administrative initiatives were elaborated in this chapter.

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Chapter – 3

Organizational Structure and Initiatives of Public Distribution System in India and Jammu & Kashmir

Introduction

The access to adequate food is considered as one among the three basic needs of life for human beings; the remaining two are cloth and shelter. Nowadays, every country accepts that access to adequate food as the birth right of every human being. The World Bank in 1986, on Poverty and Hunger State that, ⁽¹⁾

"food security must assure access by all people at all times to enough food for an active and healthy life."

To control the global hunger, poverty and malnutrition, a need was felt to establish or develop the Public Distribution System or the rationing system throughout world. The term "public distribution system" may be used by different names in different countries but the main aim is to determine such a system to distribute the ration or foodgrains and other essential commodities to every citizen in all the societies. There may be difference of distribution of varied food items from country to country or region to region and state to state, but the main objective for all administrative organisations is to achieve the fundamental need of food to each and every citizen particularly to disadvantaged sections.

Every country, whether developed or under-developed tries to alleviate extreme poverty and hunger in their ways and considering these as a curse in the society. Hence, every country developed the organisational structure for the food security to their citizens. Further, several efforts were taken in different countries of the world to ensure food security in an efficient manner for effective public distribution system. Similarly, India

also developed the organisational structure and implemented various initiatives for efficient public distribution system.

The daily newspaper, *The Economic Times* defines the term 'Public Distribution System' as "public distribution system is a government-sponsored chain of shops entrusted with the work of distributing basic food and non-food commodities to the needy sections of the society at very cheap prices".⁽²⁾

Public Distribution System: Global View/Aspect

The first country to develop an organisational structure and carry out the tasks of a public distribution system or rationing system was the United Kingdom. The Ministry of Food was established in 1916 by the British government with regard to expanding issues about food shortages after the commencement of World War I. Additional steps were taken in 1917 to deal with rising food prices, and the rationing system was introduced in 1918 to rectify the issue. However, in 1940, the Ministry of Food was in charge of the whole rationing system in the United Kingdom. Moreover, in addition to the United Kingdom, till the end of the Second World War, significant parts of the world, including the United States, Germany, India, and other Middle Eastern nations developed rationing or public distribution systems. In the United States, the rationing system was first enforced during World War Second when a number of government Programmes were developed to inspire Americans to make the most of the little resources available to them. Sugar was the first commodity to be distributed in May 1942, followed by other food items in 1943. In August of 1939, Germany adopted a public distribution system in preparation for World War II. The famine in Germany during World War II forced rationing of food products across the nation. In 1945 the Ration supply and distribution Programmes expanded after World War II's victory of starvation. The Supply

Centre was formed in 1941 to make the greatest use of available ships and import Programmes in order to fulfil civilian demands while also aiding military troops in the Middle East. Foodgrains rationing and food collection Programmes were used by Egypt, Syria, Palestine, Iraq, and Iran throughout the 1970s and '80s, during the Middle East conflict. Everyone had a ration card in Lebanon, unlike in the United States. ⁽³⁾

The public distribution system in India was originated during British Rule in 1942. Similarly, other Asian nations, such as Indonesia in the late 1960s, Bangladesh in the 1970s, Vietnam and the Philippines in 1981, and others, established ration distribution systems in their countries at various periods. Although, only the PDS within India has been discussed in this research. ⁽⁴⁾

This chapter of the thesis is divided into two sub-chapters. The first sub-chapter includes a brief description of the organizational structure and initiatives of the public distribution system (PDS) in India. The second sub-chapter explains the organizational structure and initiatives used to develop an efficient public distribution system in Jammu and Kashmir. So only two important aspects i.e. organisational structure and initiatives for effective public distribution system within India has been highlighted in the chapter.

Sub-chapter I

Organizational Structure and Initiatives of Public Distribution System in India

Public Distribution System

Public distribution System in India is a nationwide system aimed to provide the essentialities of foodgrains and other items to all the citizens. It also aims to abolish hunger and offer suitable opportunities to the poorer sections of the country through the distribution of food items to them. Since food is recognised as the most important basic

necessity of livelihood, thus, every nation like India keenly focused on giving first and foremost priority for the effective administration of public distribution system.

The Public distribution system is a system of distributing centres managed by government organisation entrusted the work of distributing essential food commodities at low prices and access to adequate food to those sections of society who are needy. After the independence of India, the Department of the public distribution system (PDS) has played an essential role in attaining higher levels of the household food security and also eliminating the threats of famines faced by the country. It intends to achieve the goals for food security in India by ensuring the adequacy and optimising the stability of food supplies and securing accessibility to all who needed. The Public Distribution System in India has evolved or established as a system of management of food scarcity and for the distribution of foodgrains at affordable prices. Public Distribution System of India is functioning under the joint responsibility of the Central as well as the State Governments. The Central Government, through the Food Corporation of India, takes responsibility for procurement, transportation, storage and allocation of foodgrains to the State Governments. The State Governments operates the rest responsibilities of PDS including distribution within the State, the issue of Ration Cards, identification of eligible families and supervision of the functioning of Fair Price Shops, etc. Presently the commodities under the PDS, namely wheat, rice, sugar and kerosene are being allocated to the States/UTs for distribution. The States/UTs can also distribute additional items such as pulses, spices, edible oils, iodised salt, etc. through their PDS outlets. ⁽⁵⁾

Need for Establishment of Public Distribution System

The public distribution system was introduced in many parts of the world and especially in India, at the time of British rule during World War Second. After Independence, India passed through critical situations during the 1950s, and 1960s

persisted food shortage in different parts of the country. It stated that the people of the country were fed hardly from the hand to the mouth. The economic policy of India emphasised for moving the shift towards the development of agriculture. This shift facilitated by the initiation of the Green Revolution during the Premiership of Mrs Indira Gandhi in the period of 1970s and 1980s through which agricultural production steadily increased in the country. No doubt, the production of food grains or agrarian products had increased, but a sharp increase in the demography or population of India was also observed. For the last fifty years after the independence of India i.e., from the first five-year plan of 1951, the production of food grains rose from 50 million tonnes in 1950-51 to 200 million tonnes in 2000-01. At the same time the population went up from 36.1 crores to 102.9 crores during the period of 1950 - 51 to 2000 -2001. ⁽⁶⁾

Due to the continuous persisted Poverty, the access to food security, as well as the nutritional efforts lacks in the whole country. This caused hunger and malnutrition in the people of India. In most of the developing countries a large portion of their population is below poverty, therefore, the need for involvement of government organisations for the distribution of public services arises. Same is the case with the country of India, wherein around one-fourth (1/4th) of the population is still under the category of below poverty line and the purchasing power of such a section of the population is very low even when compared to other underdeveloped countries. After Independence of India, the foremost attention was towards the efficiency and effectiveness of the public distribution system, and from time to time, different initiatives have been taken in the country. Therefore, the need for establishment of public distribution system in India has addressed food security to all. ⁽⁷⁾

The Department of Food & Public Distribution (F&PD) is operating under the control of the Ministry of Public Distribution, Food and Consumer Affairs (PDF&CA),

and has established for the overall management of the public distribution system in India. The concerned Department has a nodal function and vision to provide food security for all citizens in the territory of India.

Main Objectives of the Department of Food & Public Distribution (F&PD)

- i. Implementation of National Food Security Act (NFSA) - 2013, all over the country.
- ii. Efficient price control administration for procurement of rice, wheat and other coarse grains.
- iii. Strengthening Targeted Public Distributions Systems (TPDS) in India.
- iv. Development of Sugar Industry and Warehousing Sector.
- v. To Improve the delivery of Public Services System in the whole country. ⁽⁸⁾

Importance/Significance of Public Distribution System

There are various aspects of public distribution system in India controlled by the Department of Food & Public Distribution. The significant aspects where the public distribution system has a great importance are as: ⁽⁹⁾

1. PDS assists to safeguard the nation's food and nutritional security by making food more affordable, available, and easily accessible to those who need it most (poorest sections of the society).
2. By keeping a food stock on reserve, PDS maintains the food supply flowing even during times of crisis.
3. PDS contributes in the distribution of foodgrains by providing food from the surplus areas of the country to the deficit areas.
4. It maintains the minimum support price and procurement which have led to an increase in foodgrains production.
5. PDS improves in the stabilisation of the price of food.

Brief History of Public Distribution System in India

During British rule, the Department of Food was founded on December 1, 1942, then under Commerce Member of the Governor General's Council. With its headquarter in New Delhi, this Department takes over-all matters relating to the pricing and movement of foodstuffs, particularly sugar and salt, as well as the administration of the Export Trade Control in relation to food items. An administrative organisation was established under the Department on Jan. 1, 1943, to take over the procurement and purchasing of all food needs of the Army, which had previously been handled by the Department of Supply.

The interim Government of India was set up in 1946, with Dr Rajendra Prasad as the head of the Supply Department. On August 29, 1947, the Food Department was changed by the Ministry of Food, and the Directorate of Sugar and Vanaspati became a branch of the Ministry of Food. For increased administrative efficiency, the Ministry of Agriculture and the Ministry of Food were united on February 1, 1951, to become the Ministry of Food and Agriculture. As the scope of the activity grew, the two ministries were split into Ministry of Food and Ministry of Agriculture in 1956, but later on these two ministries were again reunited on April 17, 1957 and merged into Ministry of Food and Agriculture.

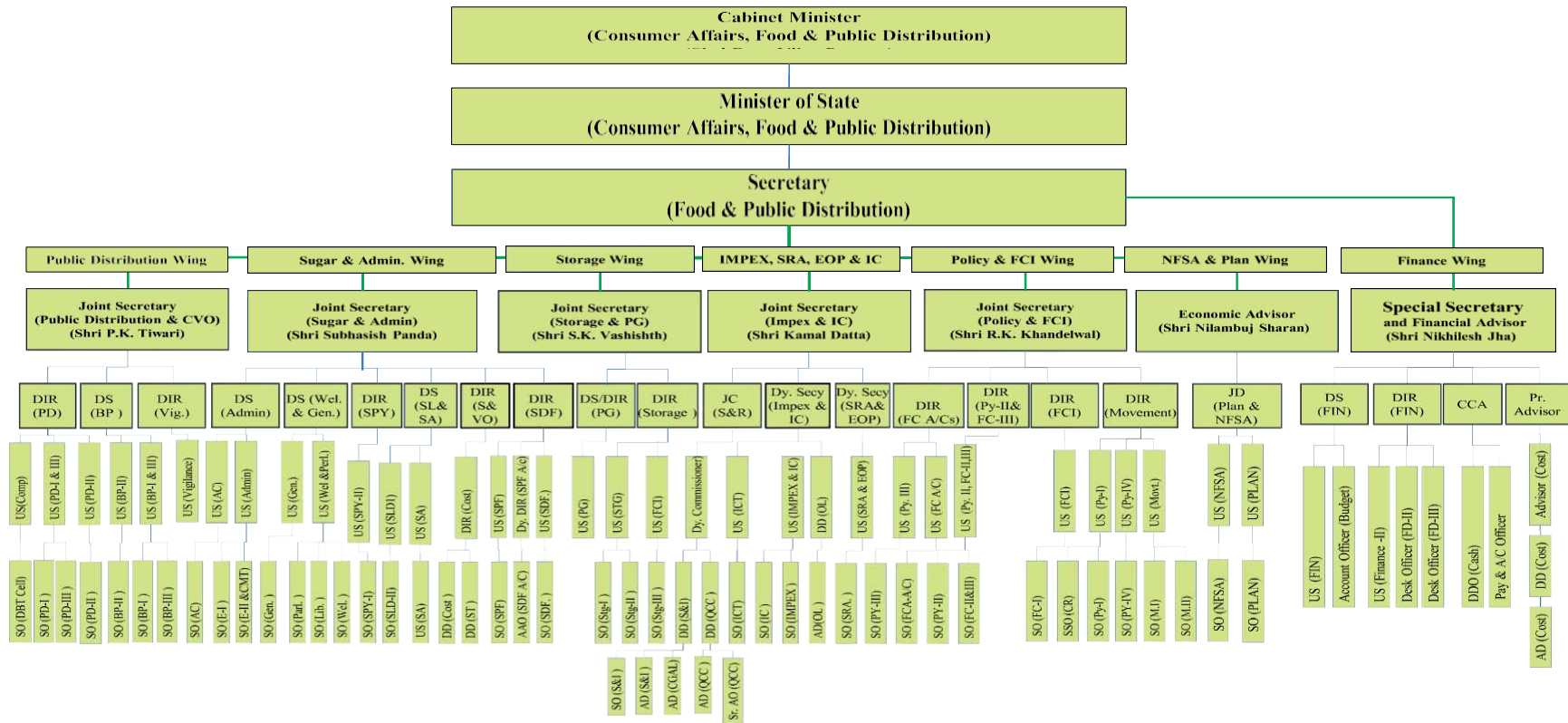
Department of Food and Agriculture was created in 1960 by a split in the Ministry of Agriculture. Food Corporation of India (FCI) was created in 1965 at the Department of Food under the Food Corporation Act, 1964, due to a severe food grain crisis in the country. This ministry was formed in 1966 when the Ministry of Community Development and Cooperation and the Ministry of Food and Agriculture combined into one. Ministry of Agriculture was renamed in 1971 with aforementioned four Departments including the Department of Food.

The Ministry of Food and Civil Supplies was established in 1983 when the Department of Food was removed from the Ministry of Agriculture. On June 21, 1991, the Ministry of Food and Civil Supply was split into the Ministry of Food and the Ministry of Civil Supplies, and a Minister of State was assigned the responsibility of the Ministry of Food.

It was in March 1992 that the Ministry of Food was split into two Departments the Department of Food and the Department of Food Procurement and Distribution. This was done to increase efficiency. Once again the Ministry of Food was changed into the Ministry of Food and Consumer Affairs on June 4, 1997 as a result. It had three Departments i.e. the Department of Food and Civil Supplies, the Department of Sugar and Edible Oils, and the Consumer Affairs Department. This ministry was renamed again on October 15, 1999, to the Ministry of Consumer Affairs and Public Distribution with three divisions i.e. the Department of Public Distribution, the Department of Sugar and Edible Oils, and the Department of Consumer Affairs.

Finally, it was decided to restructure and redesign its ministry on July 17, 2000, the first day of the new century, and it was called the Ministry of Consumer Affairs, Food and Public Distribution (CAF&PD). As a result, the Ministry has only two Departments namely as the Department of Food and Public Distribution and the Department of Consumer Affairs. This set-up has lasted to this date. ⁽¹⁰⁾

ORGANISATIONAL STRUCTURE OF DEPARTMENT OF FOOD AND PUBLIC DISTRIBUTION



Admn	Administration
AC	Administration Coordination
A/Cs	Accounts
AD	Assistant Director
AAO	Asstt. Accounts Officer
BP	Basic Plan
CVO	Chief Vigilance Officer
CR	Control Room
CCA	Chief Controller of Account
CVO	Chief Vigilance Officer
CGAL	Central Grain Analysis Laboratory
CMT	Career Management and Training
Comp	Computerization Cell for TPDS
DD	Deputy Director

DDO	Drawing and Disbursing Officer
DEV.	Development
DBT	Direct Benefit Transfer
DS	Deputy Secretary
DIR.	Director
EOP	Edible Oil Policy
E.	Establishment
FCI	Food Corporation of India
FC	Food Corporation
F.D.	Finance Desk
Gen.	General Administration
IC	International Co-operation
Impex	Import Export
ICT	Information & Communication Tech.

JS	Joint Secretary
JC	Joint Commissioner
Lib.	Library
Movt/M.	Movement
NFSA	National Food Security Act
OL	Official Language
Py.	Policy
PD	Public Distribution
Parl.	Parliament
QCC	Quality Control Cell
SA	Sugar Administration
S.O.	Section Officer
Sr.AO	Sr. Accounts Officer
SLD	Sugar Litigation Desk

SPF	Sugar Policy Fund
SPY	Sugar Policy
SDF	Sugar Development Fund
ST	Statistics
SL	Sugar Litigation
SSO	Sr. Statistical Officer
SRA	Storage & Research Admn.
S&R	Storage & Research
S&I	Storage & Inspection
US	Under Secretary
Vig	Vigilance
Wel	Welfare

Source: Annual Report 2017-18, Department of Food & Public Distribution, Government of India, p.no. 108/114 dated: 05/12/2019

Figure 3.1. Organizational Structure of the Department of Food and Public Distribution

Organizational Set-up

As mentioned above that Food & Public Distribution (F&PD) Department is functioning under the Ministry of Consumer Affairs, Food & Public Distribution. A very brief administrative organizational structure is given here for the same Department.

At the apex level there is a cabinet minister for the Ministry of CAF&PD under him the minister of State is working as a political head of the Dept. of Food and Public Distribution. From administrative point of view, the Secretary is authorized as administrative head of the Department functioning under the directions of same Ministry. The Secretary of F&PD Department is served and supported by a Special Secretary & Financial Adviser, 05 Joint Secretaries, and an Economic Advisor. Each joint secretary and economic advisor is assisted by section officer for administrative purpose. While as the special and financial advisor is assisted by under-secretary, drawing and disbursing officer, pay & accounts officer, assistant director, deputy director, and advisor of cost for managing the financial administration of the Department.

The organisational set-up of the Department of F&PD is shown in the chart- 3.1 above.⁽¹²⁾

Functions of the Department of Food & Public Distribution

The Vital functions of the Department of F&PD include:⁽¹³⁾

- i. To formulate and implement policies at national level regarding procurement, storage, movement and distribution of food items;
- ii. To implement PDS effectively by focusing particularly on poor sections of nation;
- iii. To promote and facilitate the maintenance of scientific central storage for grain storage;

- iv. Efficient administration in terms of food subsidies on rice, wheat, and other coarse grains;
- v. Formulation of policies at national level on import and export of food grains, buffer stocking, quality control cells, and specification of essential food commodities;
- vi. Formulation and implementation of all policy matters relevant to sugar and sugarcane sector for efficient public distribution system; and
- vii. Taking effective initiatives relevant to monitoring process, price control administration and supply process of edible oils.

At all India level, the Department of Food and Public Distribution carry out its functions through the assistance of different organization controlled under it. These organizations includes: one Attached Office i.e. Directorate of Sugar and Vegetable Oils; three Subordinate Offices named as National Sugar Institute (NSI), located at Kanpur, Quality Control Cells (QCC), and Indian Grain Storage Management & Research Institute (IGMRI), Hapur; three Central Public Sector Enterprises as Food Corporation of India (FCI), Central Warehousing Corporation (CWC) and Hindustan Vegetable Oils Corporation Limited (HVO); and one Regulatory Authority i.e. Warehousing Development and Regulatory Authority (WDRA).⁽¹⁴⁾

Initiatives for Effective Public Distribution System of India

The number of public Programmes, policies and legislations, after Independence in India has implemented which are related directly or indirectly to Provide food safety nets, nutrition-based plans, and means for poverty alleviation. Some of the important ones are as such:⁽¹⁵⁾

1. Integrated Child Development Services (ICDS), 1975;

2. Mid-day Meals Programmes, 1995;
3. National Old –Age Pension Scheme, 1995;
4. Targeted Public Distribution System (TPDS), 1997;
5. Swarna Jayanti Gram Swarajgar Yojana, 1999;
6. Antyodaya Anna Yojana (AAY),2000;
7. Annapoorna Scheme (AS), 2000;
8. Kishori Shakti Yojana (KSY), 2000-01;
9. Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA), 2005;
10. National Food Security Mission, 2009;
11. National Rural Livelihood Mission, 2009-10;
12. Rajiv Gandhi Scheme for Empowerment of Adolescent Girls, 2011;
13. National Food Security Bill (NFSB), 2011, (which later becomes a National Food Security Act, 2013 (NFSA, 2013));
14. Right to Public Service Delivery Act in different Indian states; and others.

From the above Programmes and legislations, merely those will be examined which are directly relevant under the context of the public distribution system in India, especially since 1990s. Here the researcher will emphasise only to the developmental initiatives for food security in the context of the public distribution system of India.

The various initiatives and legislations taken from time-to-time (especially from the 1990s) for making efficient, economical and effective public distribution system in India are explained below as:

1. Revamped Public Distribution System (RPDS)

Until 1992, the Public Distribution System was a blanket entitlement plan for all beneficiaries or customers with no defined goal in mind. In June 1992, the Revamped Public Distribution System was introduced across the country for 1775 blocks. It was established to reinforce and streamline the Public Distribution System and to expand its reach into the rural, hilly, and inaccessible areas where a significant portion of the poor resides. RPDS covered 1775 blocks, with area-specific Programmes such as the Drought Prone Area Programmeme (DPAP), Desert Development Programmeme (DDP), Integrated Tribal Development Projects (ITDP), and specific Designated Hill Areas (DHA) identified in consultation with State Governments, with a particular focus on improving Public Distribution System infrastructure. Foodgrains for the Revamped Public Distribution System. Foodgrains for distribution in Revamped Public Distribution System regions have been provided to the States at a discount of 50 paise off the Central Issue Price. Under this plan, foodgrains were distributed up to a maximum of 20 kilogrammes per family. The Revamped Public Distribution System included an area approach to ensure effective reach of Public Distribution System commodities, their delivery by State Governments at the doorstep of Fair Price Shops in identified areas, infrastructure requirements such as additional FP Shops, additional ration cards to left-out families, storage capacity, and other commodities such as tea, pulses, salt, soap, and other commodities for distribution through the Public Distribution System. ⁽¹⁶⁾

2. Targeted Public Distribution System (TPDS)

The Targeted Public Distribution System is India's largest food distribution Programmeme, covering over half of the country's total off-take foodgrains from the central pool. T.N. Dhar, an economists defined TPDS as a “producer-price-support-cum-consumer-subsidy Programmeme”. He also stated that “Initially TPDS was

limited geographically to urban areas and those distinct food-deficit families of rural areas, but later on, it influenced under its shadow to both rural and urban areas of the country. In the decade of the 80's of twentieth century, the distribution of foodgrains at subsidised price utilised as a means to provide a safety net to poor people and conceived as a core component for poverty alleviation and filling of nutrition deficiency Programmes".⁽¹⁷⁾

In June 1997, the Indian government launched TPDS, with an emphasis on the low socio-economic sectors of society. At the time of its launch, TPDS benefitted around six crore low-income families by providing approximately 72 lakh tonnes of food grains yearly. Since 1997, the monthly food distribution for BPL people has been grown from 10 kg to 35 kg per family. With effect from 1.4.2000, the BPL family range has increased from 10 kg to 20 kg per household per month. With effect from July 2001, the monthly food grain allowance for BPL families has been doubled from 20 kg to 25 kg per family. At the time of the scheme's inception in December 2000, Antyodaya households were given 25 kg of food grains per family per month. From 2002, the scale of the issue under BPL and AAY was changed to 35 kg per family per month in order to improve household food security.⁽¹⁸⁾

Entitlements under TPDS: Under the TPDS, qualified recipients are entitled to subsidised food grains like as wheat, rice, kerosene, sugar, and fortified Atta. The entitlements for the AAY, BPL, and APL categories are listed in Table 3.1.

Table 3.1
Number of beneficiaries and entitlements

Category	No. of Beneficiary Families	Entitlement of foodgrains (kgs. per family)
Antyodaya Anna Yojna (AAY)	2.43 crore	35 kg
Below Poverty Line (BPL)	4.09 crore	35 kg

Above Poverty Line (APL)	11.52 crore	15-35 kg
Total	18.04	-

Sources: Unstarred Question No. 256, Lok Sabha, Ministry of CAFPD, Answered on February 26, 2013; Department of Food and Public Distribution; PRS. ⁽¹⁹⁾

Identification of BPL families under TPDS:

Prof. Lokadawala was the head of an expert panel formed by the Planning Commission in 1993-94. As a result, an agreement was reached at the Food Ministers Conference in August 1996 to calculate the population of BPL households under the TPDS. Landless agricultural labourers, marginal farmers, rural artisans/craftsmen such as potters, tappers, weavers, blacksmith, carpenters, etc. in rural areas and slum dwellers and persons earning their livelihood on a daily basis in the informal sector such as potters, rickshaw-pullers, cart-pullers, fruit and flower sellers on the pavement, etc. in urban areas are among the BPL families covered by TPDS. The State Governments were encouraged to identify BPL families under the TPDS for food grain delivery and distribution in a responsible and transparent manner at the Fair Price Shops (FPS) level, incorporating Gram Panchayats and Nagar Palikas in the process. The number of BPL families was first assessed at 596.23 lakh under the TPDS in 1997, but was later increased to 652.03 lakh in 2000. ⁽²⁰⁾

3. Antyodaya Anna Yojana (AAY)

Antyodaya Anna Yojana was established in December 2000 for the country's lowest low-income households. According to the National Sample Survey Exercise, roughly 5% of India's population sleeps without eating two square meals every day. This segment of the population might be described as "hungry." As a result, there appears to be a need to focus TPDS more on this group of people. AAY was introduced in 2000 for one crore households from the TPDS's below-poverty-line (BPL) population. In 2003-04, AAY extended to 1.5 crores (or 23 percent of BPL) families. However, its coverage rose from 1.5 to 2 crore (i.e. 30.66 percent of BPL) families in 2004-05, and then to 2.5 crore BPL households (i.e. 38 percent of BPL) in 2005-06, mentioned in the table 3.2. ⁽²¹⁾

Table 3.2

Increase of Antyodaya Anna Yojana (AAY) families within BPL Category for three expansions from 2000.

Programmeme	Year	Expansions	No. of Families Included	Percentage of Families within BPL Category
Antyodaya Anna Yojana (AAY)	2000	Initial Stage	1 Crore	5% of Total Population (Including BPL)
	2003-04	1 st Expansion	1.5 Crores	23% of BPL Families
	2004-05	2 nd Expansion	2 Crores	30.66% of BPL Families
	2005-06	3 rd Expansion	2.5 Crores	38% of BPL Families

4. Annapurna Scheme (ANP Scheme)

Under this scheme, “those indigent senior citizens who are 65 years of age or above and are eligible for old-age pension comes under the Annapurna Scheme, launched in 2000 but not covered by it on account of the limited funding available under the National Old Age Pension Scheme (NOAPS). Such indigent old age people are supplied ten kilograms (10 kg.) of foodgrains per person per month free of cost”. The implementation of ANP Scheme was functionalized through states, but funded by the union government. Foodgrains offtake under the ANP Scheme was 1.5 lakh tonnes in 2002-03, 1.09 lakh tonnes in 2003-04, and 1.58 lakh tonnes in 2004-05. ⁽²²⁾

On certain cases, it is possible that TPDS has helped people in the nation weather food scarcity shocks induced by natural processes like as droughts, cyclones, floods, and other disasters and tragedies for brief periods of time. However, this initiative has been reprimanded for failing to meet its fundamental aims, namely, long-term food security and economic assistance to the country's underprivileged.

According to T. N. Dhar, “different factors are responsible for the failure of not achieving the medium and long term objectives of TPDS like open-ended procurement

policy, rising of MSP (Minimum Support Prices) from year to year, deliberately fixed lower price issue for public distribution system, inexorably high economic costs incurred by food corporation of India on procuring foodgrains and highly subsidised and free food supplies for some specified categories of consumers which all together have created the public distribution system of the country conducive to manipulation, leakages, frauds, criminal acts, large scale corruption and serious irregularities". (23)

Ramesh Chand and other economists and policy-makers of India insisted and felt "in the context of the public distribution system of the country the need for a fresh look towards the reforms in the entire policy of PDS including, food security, food distribution, food procurement, food transportation and the government interventions in markets. In this context, recently one of the most important legislation, namely as the National Food Security Act (NFSA), 2013 was made for getting the efficiency and effectiveness in Public Distribution System and its impact on controlling hunger and malnutrition for poor people of India". (24)

5. National Food Security Act (NFSA), 2013

In 2009, the Indian government assured citizens that it will introduce necessary law on the right to food, which would provide food guarantees to Indian citizens, particularly babies and children, maternal rights, and disadvantaged groups. In order to meet this commitment, the Indian government drafted the National Food Security Bill in 2011 and presented to Parliament for ratification. However, once ratified by Parliament, the National Food Security Bill become the National Food Security Act-2013, which the government announced on September 10, 2013. NFSA-2013 is the government of India's most recent endeavour to make the public distribution system more cost-effective, efficient, and effective, with the goal of ensuring food and nutritional security. (25)

The NFSA, 2013, is being implemented across the country and covers 81.35 crore people, or almost two-thirds (2/3) of India's entire population, who get food grains at heavily subsidised rates. Some substantial adjustments to the current TPDS of 1997, particularly in the coverage entitlements for foodgrains, have been made with the passage of this Act. Under the TPDS, NFSA, 2013, offers coverage for food grain entitlements to up to 75 percent of the rural population and 50 percent of the urban population throughout India. Priority families are eligible to get foodgrains worth 5 kg per person per month under the National Food Security Act of 2013, at discounted prices of Rs. 3/2/1 per kg for rice, wheat, and coarse grains, respectively. This legislation mandates that each state government establish a State Food Commission (SFC) to oversee and examine the Act's implementation. If a state agrees to establish SFC on an exclusive basis, the Central Government will grant the Commission with one-time financial support for non-building assets. ⁽²⁶⁾

Salient Features of National Food Security Act of India (NFSA)-2013

- **Coverage and entitlement under Targeted Public Distribution System (TPDS):**
Upto 75% of the rural population and 50% of the urban population would be covered under TPDS, with uniform entitlement of 5 kg per person per month. However, Antyodaya Anna Yojana (AAY) households constitute most miserable of the poor, and are presently entitled to 35 kg per household per month, the entitlement of existing AAY households will be protected at 35 kg per household per month.
- **State-wise coverage:** Corresponding to the all India coverage of 75% and 50% in the rural and urban areas respectively, State-wise coverage determined by the Central Government. The then Planning Commission (now NITI Aayog) has identified the State-wise coverage by using the NSS Household Consumption Survey data for 2011-12.

- **Subsidised prices under TPDS and their revision:** The Act determines that “foodgrains under TPDS will be made available at subsidised rates of Rs. 3/2/1 per kg for rice, wheat and coarse grains for three years from the date of commencement of the Act. After that, prices will be as fixed by the Central Government from time to time, not exceeding MSP. It has been decided by the Government to continue the above mentioned subsidised prices up to June 2018”.
- **Identification of Households:** Within the coverage under TPDS determined for each State, the work of identification of eligible households is to be done by States/UTs.
- **Nutritional Support to women and children:** According to the Provisions of the Act, “Pregnant women and lactating mothers and children in the age group of 6 months to 14 years will be entitled to meals as per prescribed nutritional norms under Integrated Child Development Services (ICDS) and Mid-Day Meal (MDM) schemes. Higher nutritional standards have prescribed for malnourished children below the age of six years”.
- **Women Empowerment:** Woman who attain the age of 18 or above should be issued ration card and to be the head of the family.
- **Grievance Redressal Mechanism:** All states have given flexibility under NFSA to set up an existing or a separate public Grievance redressal mechanism at different levels of administrative units.
- **Accountability and Transparency:** To ensure accountability and transparency in PDS, the provisions were developed to disclosure of distribution details, develop social audit and constitution of committees for vigilance activities.
- **Provide Food Security through Allowance:** The Act provides a provision for food security allowance to entitled beneficiaries in case of non-supply of entitled food grains or meals.

- **Penalty:** “Provision for the penalty on public servant or authority, to be imposed by the State Food Commission, in case of failure to comply with the relief recommended by the District Grievance Redressal Officer”.⁽²⁷⁾

Sub-chapter II

Organizational Structure and Initiatives of Public Distribution System in Jammu & Kashmir

The Department of Food Civil Supplies & Consumer Affairs (FCS&CA), formerly known as the Consumer Affairs and Public Distribution (CA&PD) Department or the Food and Civil Supplies (F&CS) Department, is the most important and oldest Department of the Jammu & Kashmir State administration (now UT's of Jammu & Kashmir and Ladakh following the abrogation or revocation of Article 370 of the Indian Constitution). The Department has a primary responsibility of guaranteeing “Food Security” for whole population particularly for weaker sections of Jammu and Kashmir. It provides foodgrains such as rice, wheat, and atta, as well as a variety of other essential commodities such as sugar, kerosene oil, and other petroleum products to people and consumers throughout the state (UTs of J&K and Ladakh).

Since its inception, the FCS&CA Department has played a vital role in distribution of food and other necessities. The Department has been entrusted with an active role in the implementation of prime national social sector Programmes and schemes such as RPDS, TPDS, AAY, ANP Scheme, and, more recently, the NFSA and MMSFES/JKFES throughout the J&K Union Territory with the goal of achieving “Food Security for All”.⁽²⁸⁾

Main Functions of the Food Civil Supplies & Consumer Affairs Department

The Department of FCS&CA performs following main functions: ⁽²⁹⁾

- i. To manage public distribution system;
- ii. To regulate supplies of foodgrains, LPG and other petroleum products;
- iii. To conduct consumer awareness Programmes;
- iv. Consumer rights protection and redressal of consumer grievances; and
- v. Control on the market and the price of necessary goods

The Public Distribution System (PDS) of the Union territory of J&K, envisions a food economy management system and the distribution of food-grains at a low cost, i.e., on a subsidy basis for consumers. The PDS ensures the continuous availability of foodgrains supplies at affordable prices to the beneficiary masses on an equitable basis, as well as the price stability of goods. The central and state governments share responsibility for implementing PDS throughout the country. Procurement, transportation, and storage and allocation of food grains carrying out through FCI are all handled by the central government. While the State (UT) Government is responsible for allocating ration within the state, issuing Ration Cards, identifying families for ration issuance, and distributing food grains to ration card holder families.

Since 1960, PDS has grown across the country. Initially, its primary goal was to address the critical food shortage in urban areas only. In the 1970s, PDS had an impact on tribal areas, and by the 1980s, it had spread to areas with a high prevalence of poverty. However, in 1992, the Central Government of India significantly expanded the coverage of PDS by launching a general entitlement scheme known as Revamped Public Distribution System (RPDS) to all consumers without regard to any type of specific target.

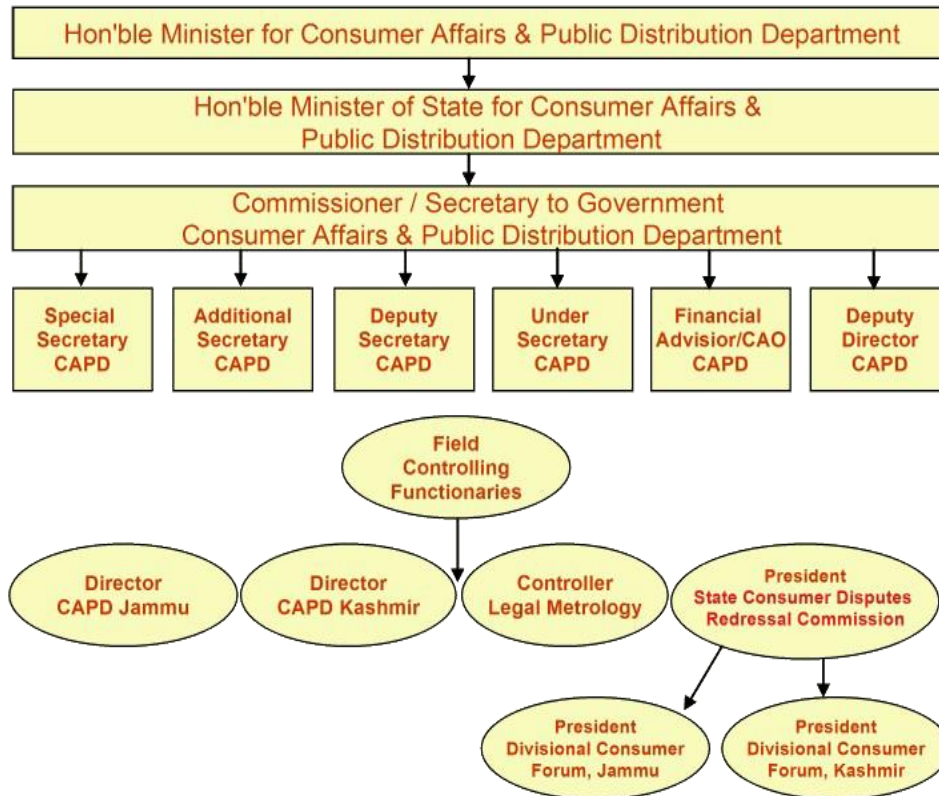
The Indian government introduced another scheme known as the Targeted Public Distribution System (TPDS) in 1997. The TPDS has replaced the RPDS, which had a broad allocation of food grains for all customers. and has only focused on the poor communities of the country. At the time of the introduction of the TPDS, the government of India allocated foodgrains to the States/UTs based on the usual amount of the past.

Finally, the Government of India's most recent initiative was the passage of the National Food Security Act (NFSA) in 2013, which was implemented throughout the country, including the UTs of J&K and Ladakh. The Act's main goal of NFSA is to provide consumers with a sufficient amount of high-quality foods at affordable rates. The key features of the NFSA, 2013 are described above in the chapter. ⁽³⁰⁾

Organizational Structure of the Department of FCS&CA/CAPD in Jammu & Kashmir

The organizational structure of the Department of FCS&CA and its coordinating functions are depicted in Figure 3.2 described briefly below: ⁽³¹⁾

Fig. 3.2: Organizational Set-up of FCS&CA/CAPD Department



Source: <http://jkfcsca.gov.in/OrgSetup.html>, accessed on 26-01-2020

- ❖ **Hon'ble Minister for FCS&CA/CAPD Department:** The Department's overall governing authority is controlled under the Hon'ble Minister of FCS&CA. All Departmental initiatives & policies are created under his guidance and control. The Minister of State for FCS&CA is appointed merely to assist in reducing the burden to the full-fledged Minister for FCS&CA Department.
- ❖ **Secretary/ Commissioner to Government, FCS&CA Department:** Commissioner or Secretary of FCS&CA Department is the Secretary to Government who advises, assists, supervises, and informs all issues and matters related to smoothly processing of policies for the Department.
- ❖ **Other Secretariat Level Functionaries of FCS&CA Department:** Other secretariat level functionaries of FCS&CA Department include Special Secretary, Additional Secretary, Deputy Secretary, Under Secretary, Financial Advisor/CAO,

and Deputy Director, who generally assist the Secretary to FCS&CA Department in various administrative aspects for running the Department efficiently and smoothly.

❖ **Field Controlling Functionaries:** As the FCS&CA Department provides goods and services to the people at the grass roots level, the field level executives function and control the Departmental operations efficiently and effectively in their respective authority positions.

The organizational structure of field controlling functionaries of the FCS&CA Department is illustrated and explained in Fig. 3.2 as:

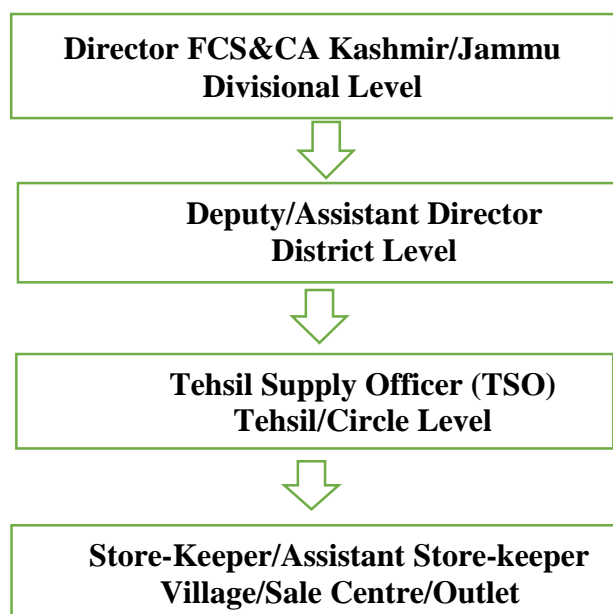


Figure 3.3: Field Controlling Functionaries, FCS&CA Department

The Director FCS&CA, one for Kashmir Division and one for Jammu Division, work at the highest level of field controlling functionaries. Assistant Directors operate under the leadership of the Director, FCS&CA at the District level. The position of Deputy Director is sometimes appointed in the District level office of the same Department. The Assistant Director has complete responsibility in the district. All the Tehsil Supply Officers (TSOs) works in the district under his control.

TSOs are designated to supply foodgrains and other basic commodities to all Government Sale Centers and Fair Price Shops (FP Shops) in the concerned Circle. TSO is also the monitoring authority of the concerned circle and submitting reports to higher authorities regarding field activities.

Similarly, there are village or grass-roots level public servants such as storekeepers and assistant storekeepers who distribute foodgrains and other necessary services to the people. These personnel operate under the supervision of the respective TSO and Assistant Director. They are the real bottom field functionaries who work at the village level and distribute ration to individuals at their doors. These public workers collect genuine information related to PDS at the grass roots level and submit it to the Department through the proper channels. The sale centers or sale outlets act as a bridge between the public and the Department.

Initiatives of PDS in the UT of Jammu & Kashmir

The various initiatives taken for efficient public distribution system in the Union Territory of Jammu & Kashmir are explained below as:

1. Targeted Public Distribution System (TPDS)

TPDS, as in other Indian states/UTs, has been run in UT of J&K since 1997. Under this Programmeme, foodgrains were allocated to the Union Territory of J&K at 35 kg to each household every month, based on the State's expected population of 99.45 lac, as calculated by the Registrar General of India. Under TPDS, the total no. of households was 18.02 lac, with an average family size of 5.52 people. According to the 2001 Census, the state's population was 101.44 lac, and the allocated foodgrains were insufficient to satisfy the needs of the same population⁽³²⁾

According to 2001 Census, the scale and the sale rate of food-grains for various categories were shown in table 3.3

Table 3.3
Roaster for public distribution system under TPDS

S. No.	Category name	Commodities	Quantity/Scale of food-grains	Rate in Rs. per kg.
01	Below poverty line (BPL)	Rice Wheat Atta	35 kg. per family	6.40/- 4.80/- 5.35/-
02	Antyodaya Anna Yojna (AAY)	Rice Wheat Atta	35 kg. per family	3.00/- 2.00/- 2.00/-
03	Above the poverty line (APL)	Rice Wheat Atta	35 kg. per family	- 10.00/ 7.25/- 8.00/-
04	All categories	Sugar	700 grams/ soul	13.50/ -

According to the 2011 Census of Population, the State fell short of the ration allotted to the various socio-economic groups such as BPL, AAY, APL, and ANP of the community. However, the State Government has supplemented the allocations of additional ration obtained from the Government of India from time to time, distributing them to all categories of rationees through the Dept. of FCS&CA

The Govt. of J&K delivered foodgrains and sugar to ration card holder families, including BPL, AAY, APL, and ANP households, through the Government Sale Centers/Fair Price Shops of FCS&CA Department, at their doorsteps under TPDS. According to the 2001 Census, there are 12.23 million APL households and 7.36 million BPL families in the TPDS of the PDS. Each category received 35 kg of food grains (Rice and Wheat/Atta) and 700 grams of sugar each month at subsidized rates.

Below poverty Line covered under TPDS

A total of 7.36 million BPL households were enrolled in the TPDS in 2001, with 2.56 million being Antyodaya Anna Yojna (AAY) families, for whom the Department of FCS&CA delivered foodgrains and sugar at their doorsteps. The state government is responsible for identifying these families within the state who are from poorer and weaker groups of society, including marginal farmers, landless agricultural workers, artisans/craftsmen (like porters, weavers, handicraft, blacksmiths, carpenters, etc.) within rural regions, and those individuals who earn their livelihood on daily basis (such as potters, rickshaw pullers, and slum dwellers, etc.) in urban areas. The concerned Gram Panchayats are also involved in identifying of these households. ⁽³³⁾

2. Antyodaya Anna Yojana (AAY)

The Government of J&K introduced the AAY Scheme under the Department of FCS&CA like other parts of the country with effect from April 2001. The Department has provided essential commodities such as foodgrains and sugar at extremely low costs to the poorest households in the Below Poverty Line category. For these families, rations are distributed on a consistent scale of 35 kg. per family every month at substantially lower subsidized prices, as given in the above said table 3.3. According to the 2001 Census, eligible families under the AAY Scheme got 8960 MTs (Million Tones) of food-grains throughout the J&K. ⁽³⁴⁾

3. Annapurna (ANP) Scheme

The ANP Scheme was also introduced in the state by the Department of FCS&CA on April 1st, 2001. This Scheme covers such poor elderly people of the state who have no source of income. A monthly ration of 10 kg of foodgrains is provided free of charge to senior citizens over the age of 65 who are not covered by a National Old Age Pension Scheme. According to the 2001 census, 10220 people are eligible for ANP Scheme

coverage in the state. The J&K Government abolished the ANP Scheme following the introduction of the NFSA, i.e., on 01-02-2016 throughout the whole State/UT. ⁽³⁵⁾

4. Implementation of NFSA, 2013 in Jammu & Kashmir

Based on the implementation of the NFSA, 2013, throughout India, the government of J&K enacted the same Act as per Government Order No. 01-CAPD of 2016, dated 04-01-2016, and J&K Cabinet Decision No. 166/13/2015, dated 02-12-2015. The NFSA, 2013, went into effect in the whole state of J&K (including the UTs of J&K and Ladakh) on February 1, 2016. The major goal of the NFSA in J&K is to offer a sufficient amount of high-quality food to the people at reasonable costs. During the implementation of the NFSA in J&K, the Department of FCS&CA distributed foodgrains to a total estimated population of 119.13 lakh persons (including 74.13 lakh under PHH and 45 lakhs under NPHH). From the date of NFSA implementation, i.e., 01.02.2016, the Department is providing rations to ration cardholders in accordance with Census-2011. ⁽³⁶⁾

Key Features of NFSA in Jammu and Kashmir

The following are the key features of the NFSA, 2013, as applied in J&K State: ⁽³⁷⁾

- i. Rice and Wheat/Atta are key commodities of foodgrains distributed to qualified households of Ration Cardholders in the Priority Household (PHH) category at substantially subsidized rates of Rs. 3/- (three) and Rs. 2/- (two), respectively.
- ii. The NFSA only considers three categories for foodgrains distribution: PHH, AAY, and NPHH. Under the same Act, the ANP category of rationees was excluded or abolished. There were four categories in the previous TPDS: APL, BPL, AAY, and ANP.

- iii. The BPL and AAY categories of society are now included in the PHH category, which receives ration at subsidized prices. Under NFSA, just two categories, PHH and NPHH, are chosen.
- iv. According to the requirements of the NFSA, 2013, the right to food is a right for all eligible citizens in J&K. Food was not a right under the existing PDS before to the enactment of this Act.
- v. Under the NFSA, eligible persons can now get their rations in monthly or different instalments or all at once for a year. They can also receive rations once a year has passed without lapse.
- vi. With the exception of AAY, both the PHH (including BPL) and NPHH categories of households are given with a consistent scale of 5 kg. foodgrains per individual every month under the NFSA. AAY households receive 35 kg. of ration per family or ration card each month, not per soul.
- vii. In the absence or shortage of foodgrains or ration, the NFSA provides an allowance to deserving households as food security.
- viii. In order to get a Ration Card, the Head of Household must be the eldest woman in the household who is at least 18 (eighteen) years old.
- ix. For eligible households, a separate portal (e-portal) accessible via the Departmental website will be created, where various sorts of information relevant to beneficiaries will be delivered via computerized PDS or E-PDS.
- x. Under the NFSA, the state has developed a systematic Grievance Redressal Mechanism through which the punishment can be enforced on unjust public servants/authorities in the event of any failure or discrepancy in the smooth implementation of the Act.

- xi. Monitoring and vigilance committees have been established in the Public Distribution System to ensure openness and accountability in the disclosure of records and social audits.

Criteria for Inclusion and Exclusion of Eligible families under NFSA, 2013

As per Government Order No. 128 –CAPD of 2015, dated on 04-12-2015, the Criteria for Inclusion and Exclusion of Eligible families under NFSA in J&K follow two groups as: ⁽³⁸⁾

Inclusion under NFSA

The criteria used to determine eligible families for inclusion in Priority Household (PHH) category includes:

- All existing AAY and BPL families fall under the coverage of TPDS
- Households having very low monthly income certified by the competent authority.
- Landless and houseless
- Destitute, Widows, Orphans; militancy and violence-affected families having meager income
- Domestic housemaids and leprosy patients
- Old age Pension holders, including physically handicapped
- Displaced families due to the reason of natural calamity
- Kucha house inhabitants
- Slum Dwellers in urban areas
- Workers and Labourers
- Any other deserving families not included above but identified by the competent authority.

Exclusion under NFSA

The criteria used to determine eligible families for inclusion in Non-Priority Household (NPHH) category includes:

- Businessmen having a business turnover of Rs. Twenty-five (25) lacs per year.
- The APL families fall under existing TPDS having highest tax slab or income tax slab payees of 30%.
- Persons having above 80 kanals of land individually and 250 kanals of joint family.
- All those persons who hold Constitutional positions or authorities.
- All Gazetted Officers in Government sector or equivalent rank in Public Standing Undertakings, Corporations, Boards, etc.
- Those individuals who do not meet the requirements of the above-mentioned categories will be placed in the NPHH category.

Furthermore, according to the same Government Order No., the criteria for inclusion and exclusion of PHH and NPHH under the NFSA are exhaustive rather than partial. The concern Deputy Commissioner are responsible for developing systems for identifying all genuine state subjects to cover eligible families in the above-mentioned categories in their respective districts. Families' cover under the Inclusion and Exclusion groups must be aligned in order to maximize benefits to worthy and underprivileged segments of society.

Commodities Covered by FCS&CA Department under NFSA

Department of FCS&CA in J&K provides various necessary commodities including as rice, wheat, atta, sugar and kerosene oil to ration cardholder families. Under NFSA, 2013 priority household eligible families are able to get 05 kg of ration per person at highly discounted rates of Rs.3/- and Rs.2/- on rice and wheat respectively. AAY

recipients, however, continuing to get 35 kilograms of food-grains every month. While persons belonging to NPHH category are entitled to receive foodgrains on a monthly basis at a discounted / subsidized price of 5 kg per person. Individuals under the NPHH category are distributed Wheat, Atta, and Rice at the rupees of 12/-, 13/- and 15/- respectively per kilogram every month. However, following Government Order No. 75-CAPD of 2016, dated on 20-04-2016, Rs. 1/- (one) has enhanced for Atta as grinding charge to all categories. At present the price of Atta for AAY and PHH families is Rs. 3/- and for NPHH families is Rs. 13/- per kg. When atta is provided for the PHH household, one kilogram of rice is given less or subtracted to each ration card holder family member, otherwise the quantity of rice is distributed to rationees as per pre-determined scale.

At the time of the establishment of the NFSA in J&K in 2016, the sugar commodity was provided uniformly to all categories of eligible households on a monthly basis at a scale of 700 grams per individual at a subsidized rate of Rs. 13.50/-. However, the distribution of sugar commodities was eventually restricted to the PHH category (containing AAY, BPL, and PHH). Also, the amount of sugar allocated to the PHH category has been lowered from the previous scale of 700 grams to just 500 grams (half kg.) every soul. Furthermore, according to Government Order No. 173- FCS&CA of 2017 notified on 09-06-2017, the price of sugar has been raised from Rs. 13.50/- to Rs. 25/- per kg. for priority families only, with the goal of eliminating sugar subsidies. ⁽³⁹⁾

5. Jammu & Kashmir Food Entitlement Scheme (JKFES) or Mufti Mohammad Sayeed Food Entitlement Scheme (MMSFES)

The MMSFES scheme was renamed recently by the govt. of Jammu & Kashmir as the Jammu & Kashmir Food Entitlement Scheme (JKFES) under the Govt. Administrative Decision No. 02/01/2020 and the date notified on 08.01.2020. ⁽⁴⁰⁾ According to Cabinet Decision No. 17/01/2016 of J&K Government dated April 11,

2016, and Government Order No. 74 –CAPD of 2016, dated April 20th, 2016, the MMSFES Scheme has been effected from July 1st, 2016 in Jammu & Kashmir. Under this Scheme, customers or beneficiaries of the FCS&CA Department are given with supplementary foodgrains in all categories (PHH, AAY, and NPHH). Additional foodgrains like as rice, and wheat/atta are distributed to genuine rationees on a scale of:

(41)

Price of Wheat = Rs. 12/-

Price of Atta = Rs. 13/-

Price of Rice = Rs. 15/-

Ration card holders of one (01) to six (06) persons are entitled to additional foodgrains issued under JKFES over NFSA scale at 5 kg per person per month, maximum 35 kg per family, from 1st July 2016. The Government of J&K obtains an additional quantity of foodgrains under JKFES from the Government of India at subsidized costs through FCI and distributes them to beneficiaries on the scale given below in the table.

Table 3.4
The monthly entitlements of foodgrains to ration card families under JKFES

Family size	Entitlement under NFSA	Entitlement under JKFES	Total Entitlement
01	05 kg	05 kg	10 kg
02	10 kg	10 kg	20 kg
03	15 kg	15 kg	30 kg
04	20 kg	15 kg	35 kg
05	25 kg	10 kg	35 kg
06	30 kg	05 kg	35 kg

Source: Government Order No. 74 –CAPD of 2016, Directorate of Kashmir, Dept. Of FCS&CA

Ration Cards and Their types

Only those families that have granted Ration Cards (RCs) can obtain foodgrains like Rice, Wheat, Atta, and Kerosene oil every month. The Department of FCS&CA determined families for the issue of Ration Cards in order to receive benefits under the Department's various schemes. The Department offers four (04) types of Ration Cards,

commonly known as Ration Tickets (RTs), to beneficiaries under different categories such as NPHH, PHH (including BPL), AAY, and Honorary (Exclusion) cards in both rural and urban regions of J&K, as stated in the table 3.5 below. ⁽⁴²⁾

Table 3.5
The different colours of Ration Cards issued to various categories in Jammu & Kashmir

Categories of Ration Card Families	Colour of Ration card in rural Kashmir
PHH (BPL)	Green
AAY	Blue
NPHH	Saffron Colour
Honorary (Exclusion) Category	Photo Card

Honorary Cards: Honorary cards are issued to households in the Exclusion category who do not require ration cards for ration goods but just for identification reasons.

Other Initiatives Which Influenced Public Distribution System in Jammu & Kashmir

Other legislative and executive measures that have directly or indirectly influenced the successful administration of PDS in Jammu and Kashmir, additionally to the aforementioned Programmes and schemes, are discussed here in this chapter. They have a significant influence on the functioning of the FCS&CA Department. These initiatives are briefly described below as follows:

- ❖ The Jammu & Kashmir Public Service Guarantee Act of 2011
- ❖ Citizen Charter (Roasters) for PDs
- ❖ Role of Cooperative Societies in kerosene oil distribution
- ❖ Grievances Redressal System

- ❖ Collaborative Role of the Dept. of Legal Metrology and the FCS&CA in awareness Programmes of consumer rights and monitoring system
- ❖ Back to Village Programmeme
- ❖ Initiative towards Computerized or e-PDS.

1. Jammu & Kashmir Public Service Guarantee Act, 2011

As we all know, multiple stakeholders (Government, Private, and Non-Governmental Organizations) provide a variety of public services to a society's citizens but the function of government organizations is believed to be more significant than that of others. Increased public accountability and transparency as well as a reduction in public sector corruption, have become a challenge for the administrations of several states in India. In this regard, one significant step has been taken in the form of legislations or Acts, namely, the Right to Public Service Guarantee Acts, which established a basic right to public services for citizens at the Central and State levels. The specifics of these Acts are addressed in Chapter - 2. This chapter discuss only the J&K Right to Public Service Guarantee Act, which was passed in 2011.

In April 2011, the Jammu and Kashmir Government passed the J&K Public Service Guarantee Act, which came into effect in the whole Jammu and Kashmir State (now Union Territories of J&K and Ladakh) on 10th August 2011. The Act was notified in the State Government Gazette through SRO 223 of 2011. Under this Act, government organizations or Departments provide public services to individuals in the State via public workers who are accountable for timely delivery of notified services. In each Department, designated officials are nominated to offer public services within the specified timeframe. If an officer is found to be in violation of the Act's provisions (fails to deliver public services within the specified period), he or she is liable for a penalty or fine. The J&K Government has covered numerous Departments under this Act, including public works, transportation, revenue, industries and commerce, public health, irrigation and flood control, power development, FCS&CA, health, and medical education. The checklist below details the time-bound services given by designated officials of the Department of

food, civil supplies, and consumer affairs to eligible persons under the Right to Public Service Guarantee Act, 2011. ⁽⁴³⁾

Table 3.6
Checklist of services offered by the Department of FCS&CA according to the Right to Public Service Guarantee Act, 2011

S. No.	Services specified under PSG Act	Stipulated time for each service	Designated officer	First Appellate Authority	Second Appellate Authority	Documents required
01	Issuance of Fresh Ration Card	Thirty (30) days	TSO in rural regions & FCS&CA Assistant Director in urban areas	Deputy/Assistant Director of Food, FCS&CA concerned	Director Food, FCS&CA concerned	a. Old Ration Card along with dealer slip or Surrender certificate. b. Declaration form c. Proof of residence. d. Four passport size photographs of the Head of the family
02	Issuance of Duplicate Ration Card	Seven (07) days	TSO, FCS&CA/ Assistant Director, Food	Deputy/Assistant Director of Food, FCS&CA concerned	Director Food, FCS&CA concerned	a. Application submitted by the head of the family including previous Ration Card details b. An Affidavit duly notarized c. Copy of the notice of loss of Ration Card published in Newspaper d. Report copy from concerned Storekeeper/Inspector/TSO e. Treasury Voucher of fee deposited in Govt. Treasury under Account Head f. Two passport size photographs
03	Issuance of Surrender Certificate	Seven (07) days	TSO, FCS&CA/ Assistant Director, Food	Deputy/Assistant Director of Food, FCS&CA concerned	Director Food, FCS&CA concerned	a. Application submitted by the head of the family addressed to TSO/ Assistant Director b. Ration Card along with dealer slip c. Declaration Form duly filled in
04	Inclusion of newborn child in the Ration Card	Seven (07) days	TSO, FCS&CA/ Assistant Director, Food	Deputy/Assistant Director of Food, FCS&CA concerned	Director Food, FCS&CA concerned	a. Application submitted by the head of the family b. Birth certificate from concerned Tehsildar/ SHO/Registrar Death & Births c. Form-D duly filled in
05	Transfer/ Shifting from one FP Shop to another	Fifteen (15) days	TSO, FCS&CA/ Assistant Director, Food	Deputy/Assistant Director of Food, FCS&CA concerned	Director Food, FCS&CA concerned	a. Application submitted from the head of the family b. To produce original Ration Card c. A report from concerned Storekeeper/ TSO d. One passport size photograph (Head of the family).

Source: Department of FCS&CA, Government of Jammu & Kashmir.

2. Citizens Charter (Roasters) for Public Distribution System in Jammu & Kashmir

Citizens Charters are being introduced in almost all of India's states and union territories. Various organizations provide a variety of services to citizens. The J&K government also implemented Citizens Charters in most of the Departments particularly those involved in providing public goods and services to citizens. The Citizens Charter was established by the FCS&CA Department at Divisional and District level offices. The Department establishes Roasters for local levels, particularly in rural areas within the district. The information of commodities and services offered through various Schemes, such as foodgrains, sugar, and kerosene oil, are mentioned in these Roasters. The consumers of the Department can gain benefit from Schemes in accordance with the information provided in the Roaster. ⁽⁴⁴⁾

The Department of FCS&CA offers the Roaster across Jammu and Kashmir at all Sale Centers in the format listed below, which includes the kind of foodgrains, category, family strength/size, scale of entitlements under NFSA and MMSFES/JKFES, and rate of foodgrains per kilogram (kg) as shown in table 3.7.

Table 3.7
Roaster for Public Distribution System

Kind of Ration	Category of Family	Family Size/Strength	Scale of Entitlement		Total Entitlements in (kgs)	Rate/ kg. (Rice, Atta, and Sugar)
			Entitlement under NFSA (Rice + Atta in kgs.)	Entitlement under MMSFES (in kgs.)		
RICE & ATTA	NPHH	01	05	05	10 kg	Rs. 15/-kg under NFSA & MMSFES/JKFES (Rice) Rs. 13/- per kg (Atta)
		02	10	10	20 kg	
		03	15	15	30 kg	
		04	20	15	35 kg	
		05	25	10	35 kg	
		06	30	05	35 kg	
	07 & Above	05 kg/soul under NFSA only				
		01	05	05	10 kg	Rs. 3/- per kg

	PHH	02	10	10	20 kg	under NFSA RS. 15/- per kg (JKFES) (Rice) Rs. 3/- per kg. NFSA (Atta)
		03	15	15	30 kg	
		04	20	15	35 kg	
		05	25	10	35 kg	
		06	30	05	35 kg	
		07 & Above	05 kg/soul under NFSA only			
	AAV	35 kg per family (Rice/Atta)				Rs. 3/- per kg.
SUGAR	PHH (AAV, BPL,& PHH)	500 grams per soul (AAV,BPL, & PHH families only)				Rs. 25/- per kg.

Source: Directorate of FCS&CS, Kashmir Division, J&K.

However, the FCS&CA Department has failed to take any action on other parts of the citizens' charter, such as client details, access to a grievance redressal process, and consumer expectations in the Charters for rural areas of Jammu and Kashmir. Only the distribution of food grains and sugar commodities is stated in Roasters, and the rest of the services, as well as access to these services, are not addressed in either Roasters or any type of Citizen Charter for rural regions.

Regulatory Functions of Supplies, Kerosene oil, LPG and Other Petroleum Products

The J&K government provides services for the people by distributing k. oil, LPG (Liquefied Petroleum Gas), and other petroleum products through several oil companies. The distributors and retailers of these oil companies supply services such as k. oil and LPG to the general population. K. oil and LPG are allocated to each state or union territory on a monthly basis by the Union Ministry of Petroleum and Natural Gas. LPG filling stations, stockiest, and retailers are frequently inspected and monitored by the FCS&CA and Legal Metrology Departments on a regular basis. ⁽⁴⁵⁾

Distribution of Kerosene oil (K. oil)

Kerosene oil is distributed to the public by Retail Dealers at their respective kerosene oil (k. oil) depots. The FCS&CA Department has the responsibility of all distribution functions, with the exception of purchasing or procuring and supplying kerosene oil, which is handled by cooperative societies at the district and grass-roots

levels in rural areas. Cooperative societies at the district level acquire k. oil from wholesale dealers and distribute it to both private and cooperative retail dealers. The Department of FCS&CA handles the rest of the functions for distribution of k. oil to customers, such as execution, allocation, management, monitoring, certification, evaluation, and reporting. Kerosene oil is provided only to those ration cardholders who are included in the 2011 Census of Population and Housing. ⁽⁴⁶⁾

3. Role of Cooperative societies for distribution of Kerosene Oil in J&K

The International Co-operative Alliance in International year of Cooperatives, 2012 defined the cooperatives as

“an autonomous association of persons united voluntarily to meet their common economic, social and cultural needs and aspirations through a jointly owned and democratically controlled enterprise”. ⁽⁴⁷⁾

India as an agricultural country is considered as the World’s biggest cooperative society in the world. Like other parts of the world, for the benefit of its citizens, India has taken significant efforts to develop cooperative societies in various States and Union Territories. The nature of these cooperatives may be differ from one society to another but the prime objective of all the cooperative societies are to meet the requirements and interests of people.

Cooperative Societies of Jammu & Kashmir

The establishment of cooperative societies in Jammu and Kashmir was motivated by the desire to meet people's needs via collaborative efforts by becoming consumers, producers, savers, borrowers, workers, residents, distributors, and so on. Cooperatives serve a vital role as a balancing component in the economic system to neutralize the disadvantages of the government and private sectors. ⁽⁴⁸⁾

The cooperative societies were created and are still operating under the Jammu and Kashmir Cooperative Societies Act, 1989, which was subsequently amended to become the Jammu and Kashmir Cooperatives Act, 1999. ⁽⁴⁹⁾

The Registrar of Cooperative Societies is in authority of Cooperative Societies at the state level in J&K. The administrative head of the cooperative Department is the Secretary/Commissioner of Government. There are two Additional Registrars at the divisional level, one for Kashmir and one for Jammu. The Deputy Registrar is the district's coordinating authority, and he supervises all Assistant Registrars working under him.

Cooperatives in J&K are organised into three distinct types under the Cooperative Societies Act of 1989 as shown in Table 3.8 below.

Table 3.8
Three-tier Structure of Cooperative Societies

S. No	Tier of Cooperative Society	Level of Cooperative Society
1.	Tier- I	Primary Cooperative Society at village level
2.	Tier- II	Central Cooperative Society at Block/District level
3.	Tier- III	Apex Cooperative Society at Province/State level

Cooperatives are registered with the Cooperative Department under the J&K Cooperative Societies Act of 1989 and the J&K Self Reliant Cooperatives Act of 1999. These cooperatives operate in a variety of societal areas, including agricultural, education, consumer business, micro-credits, transportation, medical, poultry, dairy, banking, women empowerment, housing, consumer stores, flower growers, sale & service sector, and so on. ⁽⁵⁰⁾ Till 24th of January 2019, 4868 societies have been registered under the aforesaid two Cooperative Acts in Kashmir Division of Jammu & Kashmir.

It is important to note that the current study merely addresses at the sale and service sector of cooperatives for the distribution of kerosene oil (K. oil). This is due to the fact that public service delivery in J&K through the public distribution system within rural regions of district Baramulla also included the commodity of K. oil, which is specified in the Ration Card issued by the Department of FCS&CA. The office of the Cooperative Society of Baramulla District only acquires K. oil from private owners and distributes it at the grass-roots level of rural regions through cooperative or private licence holders. The FCS&CS Department is in charge of the rest of the controlling activities for K. oil distribution, such as identifying Ration Card families, issuing Ration Cards, preparing rosters for K. oil distribution, and issuing certificates to Assistant Registrars working at Block/Tehsil levels to ensure efficient delivery of K. oil at village levels.

4. Grievance Redressal Mechanism of FCS&CA Department

The Jammu and Kashmir government, similar to the governments of other Indian states or union territories, has established a mechanism for grievance redressal in all Departments. The FCS&CA Department developed grievance redressal mechanism in order to make the state's public distribution system (PDS) efficient and free of corruption. There is a proper mechanism in place to address citizen grievances from the bottom - top. The Department adopted a three-tiered procedure for resolving public concerns, as follows: ⁽⁵¹⁾

1. Tehsil level grievance redressal mechanism
2. District level grievance redressal mechanism
3. Divisional level grievance redressal mechanism

At the tehsil level, a Tehsil Supply Officer (TSO) serves as the designated grievance redressal authority, overseeing and redressing consumer complaints within his respective circle. If action on the grievance is necessary at the district level officer as the first appellate, TSO can forward the grievance to the Assistant Director (AD) office.

At the district level, the Assistant Director (AD) is the appointed authority in charge of overseeing and resolving citizen grievances and RTI (right to information) concerns about the district's public distribution system. In addition, the AD is the first appellate authority of the grievance redressal procedure.

At the divisional level, there is a Director of the Department of FCS&CA who has ultimate authority for resolving grievances. Citizens' complaints are routed through the government grievance cell, also known as Awaz-i-Awam, RTI, and the Departmental Grievance Portal known as Grams Portal. Citizens of J&K can electronically submit their complaints at the Departmental Grams portal from their homes. The Department has set up a grievance portal with the URL "feastjk.gov.in/jkgrams/." to make it easier for citizens to file complaints. ⁽⁵²⁾

Redressal of Consumer Complaints

Under the Consumer Protection Act of 1987, the J&K government established state and district consumer councils, which are administered by the Department of FCS&CA. The Department's Consumer Redressal Agencies are responsible for resolving consumer complaints. The primary goal of these councils is to promote and safeguard consumer rights. Within the provisions of the Consumer Protection Act of 1987, the Honorable Minister for FCS&CA Department chaired the State Consumer Protection Council, while the Deputy Commissioner chaired the District Consumer Protection Council in each district. The Department has also developed an adequate system for resolving grievances

at the state, divisional, and other District or sub-district levels of the State. Consumers can utilize various ways, such as electronic or physical presence, to fill out or register their complaints against any public authority due to any discrepancy or failure to provide various essential products and services appropriately/exactly. ⁽⁵³⁾

5. Consumer Rights Protection and Consumer Awareness Programmes

The Department of FCS&CA enforces many federal and state laws to protect consumers' interests and rights in the state (UT of J&K). In this regard, the FCS&CA Department is adopting initiatives like enforcing the Consumer Protection Act of 1987, which has the primary goal of promoting and protecting consumer rights. To achieve this goal, the FCS&CA Department, in collaboration with the Legal Metrology Department, organizes various consumer rights awareness Programmes. Through these awareness Programmes, both Departments educate people about their rights and interests. According to the Union Government's Consumer Protection Act of 1986 and the J&K Consumer Protection Act of 1987, consumers have the following six (06) rights: ⁽⁵⁴⁾

(1) The Right to Safety: The right to safeguard customers' lives and property against harmful goods and services. Consumers should only purchase quality marked items like ISI and AGMARK.

(2). The Right to inform or know: To inform consumers regarding the quality, pureness, amount, potency, pricing and standards of various goods.

(3). The Right to Choose: It determines to choose a wide range of high-quality goods and services at reasonable prices. Minorities have unrestricted access to essential goods and services.

(4) The Right to be Heard: Right to be heard in appropriate forums.

(5) The Right to Redress: Right to seek remedy for consumer exploitation and unfair trade practices. Consumers must file complaints and seek assistance from consumer groups to resolve legitimate issues.

(6). The Right to Consumer Education: Right to gain knowledge and inform consumers throughout one's life. Consumers, particularly in rural areas, should be aware of their rights and exercise them when abused.

Consumer Rights Awareness Days: In general, all states and union territories in India assume responsibility for increasing consumer awareness and educating people about their rights. Similarly, the Jammu and Kashmir administration made steps to undertake such responsibility in all parts of the state (Union Territory) in an efficient and effective manner. In this regard, the J&K Government normally holds three types of Consumer Rights Awareness Days each year, as follows:

- ❖ World Consumer Day: 15th March every year
- ❖ National Consumer Day: 24th December every year
- ❖ State Consumer Day: 29th August every year.

The Department of Legal Metrology and the Department of FCS&CA collaborate to organise and celebrate these consumer awareness days in all districts at various locations within each district. However, World Consumer Day and State Consumer Day are normally held at the state and divisional levels based on field-based information acquired by the researcher from district offices. Every year on 24th December, National Consumer Day is observed in all districts. The same day has to be observed at all block or tehsil levels. However, it has been discovered from a sample population of public employees and FCS & CA Department beneficiaries that no initiative has been taken to

conduct consumer rights awareness Programmes at the village level in the last five years, from 2015 to 2020.

Department of Legal Metrology

Previously, the legal metrology Department was known as the weights and measures Department. This Department's primary tasks are to enforce the Metric System, which includes the Meter, Kilogram, and Second (MKS). The Department ensures that weights and measures are used consistently in trade and commerce. It also regulates the selling of commodities in package form, including the packing date, MRP (maximum retail price), net weights, importer/manufacturer name, and so on. Legal Metrology Department officials have the legal authority to file actions in consumer courts on behalf of aggrieved consumers under the J&K Consumer Protection Act. ⁽⁵⁵⁾

The Department has collaborated with the FCS&CA Department to monitor the weights and measurements to deliver various essential goods to consumers/beneficiaries. Both Departments are working together to receive complaints about unfair commercial practices and to take necessary action or impose penalties on defaulters or those who are involved in any form of discrepancy. In addition, both Departments educate people about their rights through consumer awareness initiatives.

The Department of Legal Metrology is also responsible for monitoring the public distribution system in Jammu and Kashmir. The Department, in accordance with the J&K Standards of Weights and Measures (Enforcement) Act, 1997, as amended in 2011, inspects and monitors Weights and Measures tools or instruments at the field level through inspections and other monitoring techniques. ⁽⁵⁶⁾

The Legal Metrology Department protects six (06) categories of consumer protection rights under the Jammu and Kashmir Protection Act, 1987. The Department works with the FCS&CA Department to educate individuals about their rights through awareness Programmes. These consumer rights as described above.

6. Computerized Public Service Delivery or e- PDS:

The Government of India launched an e-governance initiative to make government organizations available to all individuals for the delivery of public services. In the same direction, the J&K Government has taken efforts to make all Departments that are administered for the delivery of essential services accessible to all citizens. The Department of FCS&CA is an important Department of the Jammu and Kashmir government that works for enhancing efficiency in the public distribution system. The Department attempted to make the majority of its services available to all beneficiaries via electronic or digital means.

The Department facilitates services such as ration card application forms, ration card family details, the Department's profile, details of goods and services provided to people under various schemes, grievance redressal mechanism details, and other information about the Department's relations with citizens. Consumers can obtain these computerized offered services by visiting the Department's website. The Department created an open-access website as well as other portals such as the Grams portal to ensure the smooth and efficient delivery of the public distribution system throughout the state (UT of J&K). ⁽⁵⁷⁾

In addition to above step, the Department of Food and Civil Supplies in Jammu and Kashmir makes certain efforts towards digital PDS, such as the use of electronic weighing tools/balances, the linkage of Aadhaar numbers with rationees, and the installation of payment of sale (PoS) devices.

Uses of PoS Machines

The following are the most important uses for POS machines:

1. The number of family members linked with the Aadhar is precisely saved in PoS devices.
2. An accurate amount of ration will be distributed to each household based on the number of family members.
3. The price to be paid has already been determined for each product based on quantity, price, and category.
4. To combat corruption, pay actual prices and correct quantities to various categories.
5. Last but not least, it may be used to examine fake Ration Cards and irrelevant data from the public distribution system.

7. Back to Village Programmeme/ Scheme

In June 2019, the Government of J&K launched an ambitious Back to Village (B2V) Programmeme, which would benefit rural regions throughout the state. The Programme intended to improve democracy at the grassroots level by bringing together citizens and government officials or administrators in a collaborative effort to fulfil the purpose of equitable rural development. The Programme's essence is to assure people's involvement or cooperative leadership not just as agents in the execution of development works, but as owners of the whole Programmeme. The prime goal of this Programmeme is to input the demands of local rural people according their needs and interests regarding various rural development schemes. ⁽⁵⁸⁾

Interaction between officials and citizens will improve relationships between government institutions and citizens while also enabling true participatory planning in rural regions. The first-hand knowledge gathered by a public official will aid to improve the understanding of local issues and the development of suitable remedies.

The J&K Government attempts to get accurate information status relevant to the delivery of key amenities to Gram Panchayats in rural areas through this initiative such as status of Roads, Water Bodies, Power Supply, Health, Education, Source of Livelihood/

Economy, Sports, Library, Entertainment/ Source of Recreation, Telecom Connectivity, Banking Facility, Housing, Sanitation, Rural Development & Panchayati Raj Institution (PRI), Public Distribution System, Women & Child Development, Public Transport System, Skill Development, Coverage of Pension Schemes and others and Public Perception on Good Governance.

Approximately, 5000 (five thousand) Gazetted Officials have been nominated as visiting officers for J&K's 4483 panchayats. These officers went to all Gram Panchayats in rural areas to address the demands, needs and interests of local citizens. Furthermore, the assessment report for the B2V Programmes was submitted to the Deputy Commissioner of the relevant district. In 2019, the J&K government implemented two rounds of B2V Programmes. Phase I of the B2V Programmeme was held from June 20th to June 27th, 2019, while Phase II was held from November 25th to November 30th, 2019.

(59)

Market/Price Control by the FCS&CA Department

In large cities like Jammu and Srinagar, the FCS&CA Department consults with representatives of relevant government Departments, concerned trade groups, and consumer protection organizations to set price for essential commodities such as wheat, rice, atta, sugar, k. oil, and LPG. The price of these specific vital commodities are set depending on the factors taken into account, like input costs, distribution charges, wholesale prices, and retailer or wholesaler profit margins. In some cities, inspection squads are formed to ensure that notified prices are followed. Deputy Commissioners are in charge of price/market control in their respective areas. This job is carried out by the appropriate authorities of the FCS&CA Department in the rural regions of Jammu & Kashmir. The FCS&CA Department prepares the Roasters for the provision of various

essential items, which are then delivered to the general population. The Roasters mentions the predetermined prices, and the delivery of proper quantities to rationees falls under several Department schemes. ⁽⁶⁰⁾

Conclusion

The Public Distribution System of India has adopted several initiatives throughout the years, particularly after the 1990s, such as Revamped public distribution system in 1992, targeted public distribution system in 1997, Antyodaya Anna Yojna in 2000, Annapurna Scheme in 2000, and National Food Security Act in 2013. These efforts were implemented to attain the goal of providing food security to every needy human being in the nation. The Government of India attempted to achieve success in the distribution of ration items to the poor, hungry, disadvantaged, deprived, and other segments of society with these efforts. These initiatives were also adopted in the Union Territory of Jammu & Kashmir from time to time for strengthen the PDS. In this chapter, these initiatives were elaborated in the national as well as Jammu & Kashmir context. As a consequence, it is necessary to study the impact of different policies, plans, and laws, on the efficient and effective public distribution system in the Jammu & Kashmir.

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Chapter 4

Study of the Public Distribution System in District Baramulla of Rural Kashmir

Introduction

This chapter largely relies on primary data gathered during a field survey of the study area. It includes various aspects of the research that are important to achieve the objectives of the present study. In this chapter, the research objectives have been studied one by one in the form of data compilation based on field survey. This chapter of the thesis, like the preceding one, is divided into two sections. The first section describes a brief profile of the study area for the confined district and the selected Department. The second section will elaborate the field survey responses in the form of data compilation regarding various aspects of the research.

Section – I: Profile of the Study Area

This section contains a brief introduction of the profile of District Baramulla and a concise profile of the Department of Food Civil Supplies & Consumer Affairs (FCS&CA) of the same District. As already mentioned in third chapter that the public distribution system of the Jammu & Kashmir is fully controlled or managed by the Department of Food Civil Supplies and Consumer Affairs. Therefore, the profile of the FCS&CA Department in the District under Study is describes here.

Brief Profile of the Baramulla district

The name 'Baramulla' has been derived during 2306 B.C. and was found by Raja Bhimsina. District Baramulla is also known as Varmul in Kashmir Valley. ⁽¹⁾ It is located at 34.1980⁰ of North Longitude and 74.3636⁰ of East Latitude in India. This district became a place of rich composite culture where different kinds of religious population

like Muslims, Hindus, Sikhs, and others live in harmony. ⁽²⁾ Before independence of India, it was considered as the 'Gateway of the Valley Kashmir' which connected the route of Rawalpindi-Muzaffarabad (now in Pakistan) to Baramulla. People speak many languages like Kashmiri, Urdu, Dogri, Hindi, English, Pahari, Gujjari, and others. ⁽³⁾

According to Census of 2011, Baramulla is the largest district of Kashmir Division having area of 4243 km² and 1008039 no. of population. It contains 63.56 km² of urban and 4179.44 km² of rural area. Out of total population, 534,733 are males and 473,306 are females. ⁽⁴⁾ The Baramulla is the largest district in area wise of Kashmir Division and is also the most populous district in rural population. It has 825539 of rural population, out of which 432399 are males and 393140 are females and contains 182500 of urban population, out of which 102334 are males and 80166 are females. In other ways it can be considered that the district has around 18.1% of urban and 81.9% of rural population. ⁽⁵⁾ and also have 53.4% males and 46.6% females. Sex ratio of the district is 885 females in every 1000 males. ⁽⁶⁾

The administrative set-up of Baramulla district comprises of 04 Sub-divisions, 07 Constituencies, 16 Tehsils, 26 Blocks and 524 Villages. 04 Sub-divisions are Pattan, Sopore, Gulmarg, and Uri. 07 Constituencies include Baramulla, Sangrama, Pattan, Sopore, Uri, Gulmarg, Rafiabad. ⁽⁷⁾ The number of Tehsils contains Pattan, Kreeri, Baramulla, Boniyar, Watergam, Rohama, Dangiwachha, Wagoora, Kunzer, Sopore, Uri, Dangerpora, Kwarhama, Zaingeer (Bomai), Khoi (Panzipora) and Tangmarg. The Graphical representation or map of the District is shown in figure 4.1 below.



Source: https://www.researchgate.net/figure/Location-of-Study-Area-Baramulla_fig1_333373076,

accessed on 17-11-2020. ⁽⁸⁾

Figure 4.1: Map of Baramulla District, According to Census 2011.

Also 26 Blocks of the District are: Pattan, Baramulla, Boniyar, Rohama, Wagoora, Kunzer, Sopore, Zaingeer (Bomai), Uri, Tangmarg, Rafiabad, Singhpora, Sangrama, Chandil Wanigam, Wailoo, Nadihal, Parampillan, Lalpora, Hardchanum, Bijhama, Tujjar Sharief, Narwav, Kandi Rafiabad, Norkhah, Kaipora, and Sherabad Khore. ⁽⁹⁾

Departmental Profile of the Study Area

The overall responsibility for distribution of food-grains/ ration in whole Jammu & Kashmir is under the control of food civil supplies & consumer affairs (FCS&CA) Department of J&K Government. Before abrogation of Article 370 there were 22 districts in J&K State, 10 districts in Jammu Division and 12 districts in Kashmir Division including the 2 districts (Kargil and Leh) of Ladakh region. After the implementation of

National Food Security Act (NFSA) Scheme in J&K, effected from 1st February 2016 the Ration of Rice and Wheat/Atta is delivered to all the three categories i.e. Antyodaya Anna Yojna (AAY), Priority Household (PHH), and Non-Priority Household (NPHH). As per the Govt. of J&K Order No. CAPD/Plan/03/iV/2009-11 and dated on 29-06-2016 and also as per the Govt. of J&K Order No. CAPD/Plan/NFSA/Alloc/2020 21 and dated on 20-03-2021, the total food-grain of Rice and Wheat is allocated to category wise Ration Card (RC) families in both the Divisions of Kashmir and Jammu as mentioned in table 4.1 below under the scheme of NFSA. ⁽¹⁰⁾

Table 4.1
Allocation of food-grains/ ration to category wise beneficiaries under the National Food Security Act (NFSA)

Category	Jammu Division (Quantity in Million tonnes)					Kashmir Division (Including Ladakh region) (Quantity in Million tonnes)				
	RCs	Souls	Rice	Wheat	Total Qty.	RCs	Souls	Rice	Wheat	Total Qty.
Antyodaya Anna Yojna (AAY)	78901	268206	1101.54	2303.43	3404.97	147395	618212	5019.96	264.21	5284.17
Priority Household (PHH)	650658	2638860	5543.16	8271.60	13814.76	711747	3140758	16211.29	853.23	17064.52
Non-Priority Household (NPHH)	495614	1968139	3673.71	6142.63	9816.34	491046	2142049	12545.06	660.27	13205.33
Grand Total	1225173	4875205	10318.41	16717.66	27036.07	1350188	5901019	33776.31	1777.71	35554.02

Source: Govt. of J&K Order No. CAPD/Plan/03/iV/2009-11 and dated on 29-06-2016 and also as per Govt. of J&K Order No. CAPD/Plan/NFSA/Alloc/2020 21 and dated on 20-03-2021.

It is clearly stated in Table 4.4 that the foodgrains like Rice and Wheat/Atta are distributed in all the 22 districts of both the divisions of Kashmir and Jammu in the union territory of J&K. The category wise ration cards (RCs) with respect to allocation of ration

items of both the divisions is indicated in the table. According to the table 4.4, there are 1225173 of ration card and 4875205 number of souls under the aforementioned categories in the Jammu division. The total allocation of Rice and wheat/Atta provided to Jammu division is 16717.66 and 27036.07 million tonnes respectively. Furthermore, The Kashmir division contains 1350188 ration cards and 5901019 number of souls which have allocated 33776.31 and 1777.71 million tonnes of rice and wheat respectively. In addition to this, other category wise number of ration cards, souls and allocation of food-grains are presented in the table above.

Departmental Profile of the Study District

Baramulla District is the largest district of Kashmir division having 4243 km² of area. It is the most rural populous district in whole UT of J&K. As delivery of public services under PDS is applied in general for whole UT of J&K and implemented for all districts in similar way or approach. Also the district was more accessible and known to the researcher therefore, data collection process may get easy for the research.

In this section researcher tried to write a brief profile description of the Department of Food Civil Supplies & Consumer Affairs (FCS&CA) in district Baramulla. The Table 4.2 mentions the circle wise ration details issued to different categories of beneficiaries to FCS&CA Department in Baramulla district.

Further under the PHH category in the district there are 99278 ration cards and 466947 souls. Again the NPHH category covers 92215 ration cards and 390739 number of individuals. Furthermore, according to table 4.5, the overall ration cards of the above mentioned categories in all the Circles of the District under study are 219011 and the grass total of the number of souls are 1005486.

Table 4.2

Circle wise Ration Card details for the Department of FCS&CA in district Baramulla under the National Food Security Act and Jammu & Kashmir Food Entitlement Scheme

Figures in Nos. (numbers)

Name of the Circle	Antyodaya Anna Yojna (AAY)		Priority Household (PHH)		Priority Household (NPHH)		Total (AAY + PHH + NPHH)	
	RCs	Souls	RCs	Souls	RCs	Souls	RCs	Souls
Uri –A	3806	18535	4856	24338	4834	22667	13495	65535
Uri-B	2884	16514	2678	14052	4056	17060	9618	47626
Boniyar-A	2384	11460	3057	12695	3555	13556	8994	37695
Boniyar-B	906	4004	3192	16846	3776	13072	7874	33922
Baramulla-A	161	2344	6489	31284	5910	24581	12560	58209
Baramulla-B	793	6470	6505	28044	7036	24884	14334	59379
Baramulla-C	1041	5789	3999	18275	4546	18978	9586	43042
Baramulla-D	816	5075	6203	26880	4657	17236	11676	49191
Rafiabad-A	1055	5076	4798	20958	4383	21630	10236	47664
Rafiabad-B	658	3323	1692	8371	2204	9109	4554	20803
Sopore-A	1175	5411	7039	33459	6627	33876	14841	73746
Sopore-B	1976	10183	11155	56096	6677	30711	19808	96990
Sopore-C	2147	10680	6511	31716	4307	22375	12965	64771
Watergam	743	3729	2525	12643	2596	13561	5864	29933
Pattan	1613	8897	8602	38485	9357	37122	19572	84504
Singhpora	1483	8350	6994	31960	6035	23142	14509	63454
Tangmarg-A	1489	8473	5173	26468	4287	17723	10923	52664
Tangmarg-B	420	13495	7810	33384	7372	29456	17602	76358
Grand Total	27550	147815	99278	466947	92215	390739	219011	1005486

Source: Govt. Order No. 395 Director Kashmir FCS&CA Department, dated on 08-01-2019. ⁽¹¹⁾

The Allotment of food-grains including Rice and Wheat with respect to the different categories under National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES) for district Baramulla is given below in table 4.3 the figures of food grains are indicated in quintals (Qtls).

Table 4.3
Circle wise Allotment of food-grains (Wheat and Rice) for Baramulla District
under NFSA and JKFES
Figure in Quintals (Qtls)

Name of the Circle	NFSA			Foodgrains under NFSA	Foodgrains Under JKFES	Total foodgrains Allotment under NFSA and JKFES
	Y	AA	PHH			
Uri –A	1332.1	1216.9	1133.35	3682.35	763	4445.35
Uri-B	1009.4	702.6	853	2565	607	3172
Boniyar-A	834.4	634.75	677.8	2146.95	628	2774.95
Boniyar-B	317.1	824.3	653.6	1813	538	2351
Baramulla-A	56.35	1564.2	1229.5	2849.6	1249	4098.6
Baramulla-B	272.55	1402.2	1244.2	2923.95	1712.5	4636.45
Baramulla-C	364.35	913.75	948.9	2227	963	3190
Baramulla-D	285.6	1344	861.8	2491.4	997	3484.4
Rafiabad-A	369.25	1047.9	1081.5	2498.65	704.5	3203
Rafiabad-B	230.3	418.55	455.45	1104.3	263	1367.3
Sopore-A	411.25	1722.95	1693.8	3828	1292	5120
Sopore-B	691.6	2804.8	1535.55	5031.95	1941	6972.95
Sopore-C	751.45	1585.8	1118.75	3456	1023	4479
Watergam	260.5	632.15	678.5	1570.25	470	2040.25
Pattan	564.55	1924.25	1856.1	4344.9	1412	5756.9
Singhpora	519.05	1598	1157.1	3274.15	1208	4482.15
Tangmarg-A	521.15	1323.5	886.15	2730.35	921	3651.35
Tangmarg-B	847	1669.2	1472.8	3989	1330	5319
Grand Total	9642.5	23347.35	19536.95	52526.8	18022	70548.8

Source: Govt. Order No. 395 Director Kashmir FCS&CA Department, dated on 08-01-2019. ⁽¹²⁾

Table 4.3 presents the detail of foodgrains (wheat and rice) allotments to 18 Circles of FCS&CA Department in the District for AAY, PHH, and NPHH categories under NFSA and JKFES schemes. The above table reveals that the total allotment of ration to AAY, PHH and NPHH categories under NFSA is 9642.5, 23347.35 and 19536.95 quintals. However, total allotment of foodgrains to all categories under NFSA and JKFES is 52526.8 18022 quintals respectively. Moreover, the gross total of food-

grain allotments to all the categories for 18 Circles of the District under research is 70548.8 Quintals.

The constituency wise No. of sale centres in the District under study are represented below in table 4.4

Table 4.4
Constituency wise No. of FP Shops, Govt. Sale Centres, Internal Adjustments, and Kerosene Oil Depots

S. No.	Constituency name	FP Shops	Govt. Sale Centres	Internal Adjustments	Retail Private K. oil Dealers	Retail Cooperative K. oil Dealers
1	Baramulla	32	34	21	28	54
2	Uri	06	35	04	10	13
3	Rafiabad	27	28	11	18	29
4	Sangrama	35	16	07	12	36
5	Sopore	33	34	12	37	68
6	Gulmarg	30	29	29	42	17
7	Pattan	67	13	40	20	60
Total		230	189	124	167	277

Source: Office of the Assistant Director FCS&CA, and Deputy Registrar Cooperative Societies, District Baramulla. ⁽¹³⁾

The Overall Profile of FCS&CA Department in Baramulla District is given as:

Government Sale Centers	189
Internal Adjustment Sale Outlets	124
Fair Price Shops	230
Total Sale Outlets	543
FCI Depots (Godowns) Storage Capacity	5000 MT (at Kralhar, Baramulla, ownership FCI)
Private Depots (Godowns) Storage Capacity	25000 MT (at Sangrama, Baramulla, ownership PEG)
Retail Co-operative Kerosene Oil Dealers	277
Retail Private Kerosene Oil depots	167
Total Kerosene Oil Depots	444
Whole Sale Kerosene Oil Dealers	02
LPG Dealers	10
Petrol Pumps	25

Section – II: Study Based on Field Survey

General Information about Beneficiaries of the Study Sample

Before addressing beneficiaries' responses to various variables of the research, it is necessary to briefly know and discuss about them in general. So, the beneficiaries are described briefly in terms of gender and category, marital status, age group, and educational status/level.

1. **Gender and Category:** The researcher selected a sample of 400 beneficiaries from the study area of District Baramulla. Selected Beneficiaries are confined to eight (08) villages divided into four Circles (02 villages from each Circle) under the Department of FCS&CA. The Dept. has divided Beneficiaries into three categories i.e., NPHH, PHH, and AAY categories. The important facts of the sample with respect to gender and category are given below and represented in the figure 4.2 below as:

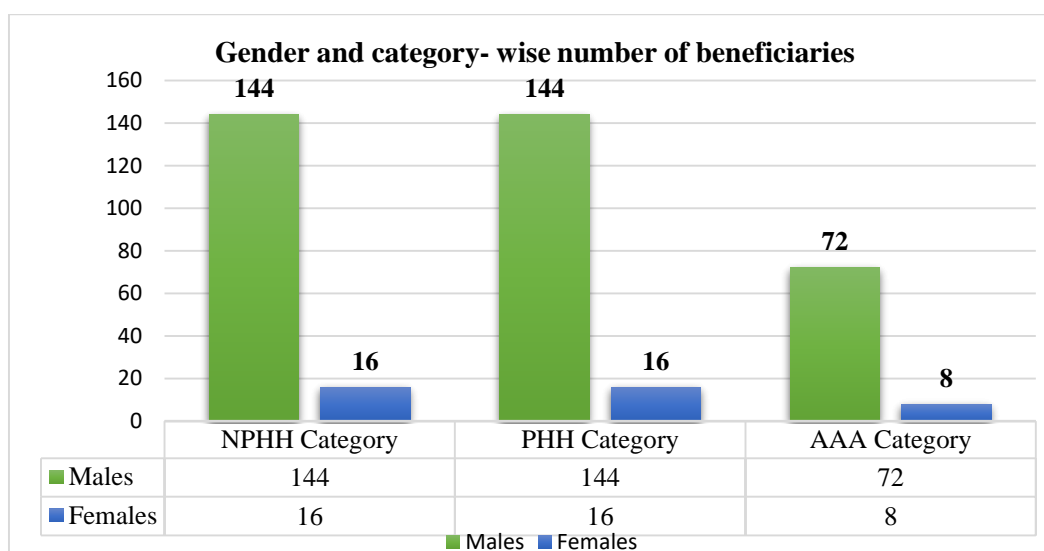


Fig. 4.2: Gender and category- wise number of beneficiaries.
The gender-wise and category-wise information given above in the figure 5.2 may be summed up in the following factual data as:

- No. of Males = 360

- No. of Females = 40
- Percentage of Males = 95%
- Percentage of Females = 05%
- No. of Males from NPHH category = 144
- No. of Females from NPHH category = 16
- No. of Males from PHH category = 144
- No. of Females from PHH category = 16
- No. of Males from AAY category = 72
- No. of females from AAY category = 8

2. Marital Status: As already cited above that total number of beneficiary respondents are 400 including 360 males and 40 females. The marital status of these are represented below in the figure 4.3

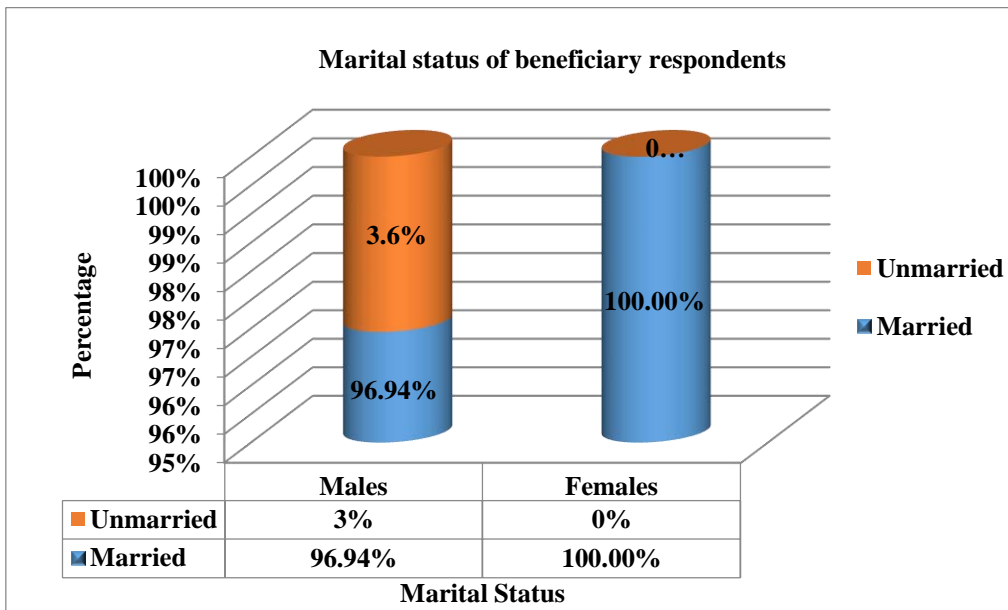


Fig. 4.3: Marital status of beneficiary respondents

Out of 360 male respondents 349 are married and 11 are unmarried. Similarly, out of 40 female respondents all are married. There are 96.94% married male and 3.06%

unmarried male. Similarly, the percentage of married females is 100% (i.e., all female beneficiaries are married).

3. Age Group: The Ration Card holder respondents have been categorised into five age groups. The number and percentage of each age group is mentioned below.

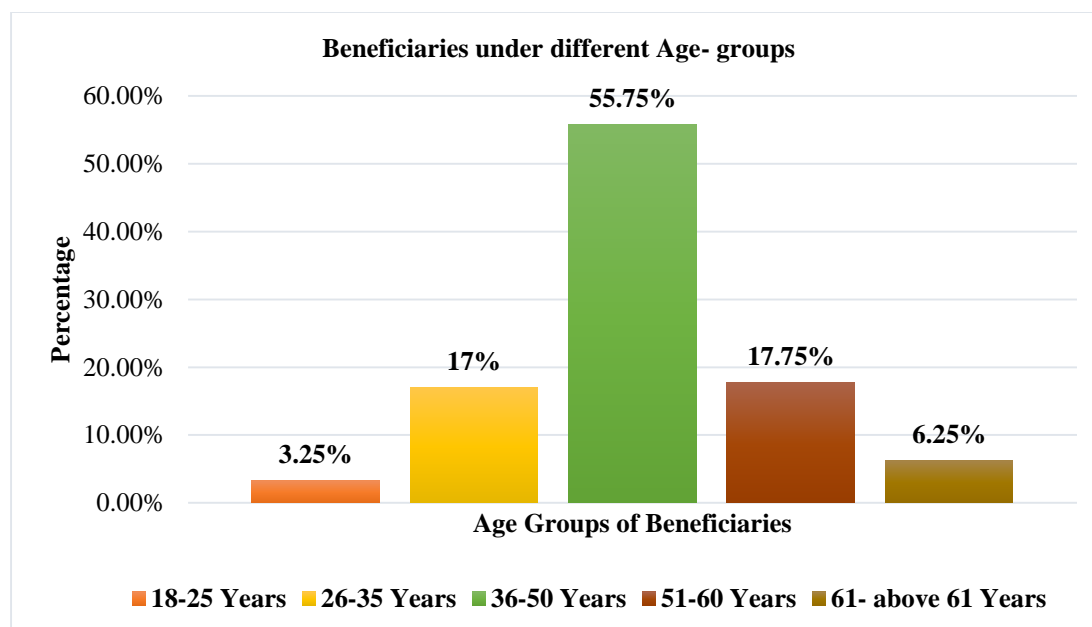


Fig. 4.4: Beneficiaries under different Age- groups

Age Group	No. of Respondents	Percentage of Respondents
18 – 25 Years	13	3.25%
26 – 35 Years	68	17%
36 – 50 Years	223	55.75%
51 – 60 Years	71	17.75%
61 – Above 61 Years	25	6.25%

It is shown above in the figure 5.4 that the card holders of various age groups have varied in number or percentage like as under 18-25 years' age group has only 13 numbers that is 3.25%, 26-35 years' age group has 68 numbers that is 17%, 36- 50 years' age group include 223 numbers that is 55.75%, 51- 60 years' age group are contains 71 numbers that is 17.75%, and 25 numbers that is 6.25% of respondents are under the age group of

61-above 61 years. Here it has been observed that the age group of 36-50 years constitute the majority of respondents around 56% of beneficiaries.

4. **Educational status:** The educational status of the beneficiaries has been classified into various levels/groups in percentage-wise as represented in bar chart i.e. figure 4.5 below.

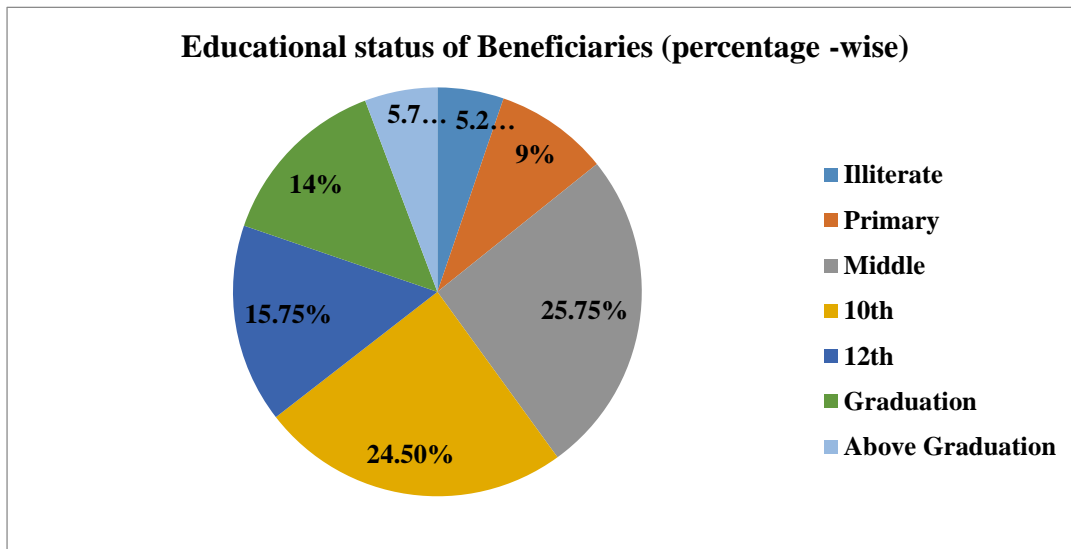


Fig. 4.5: Educational statue of beneficiaries

The beneficiaries under sample have different educational levels which have been summed up in terms of their number and percentage such as:

Educational Level	No. of Respondents	Percentage of respondents
a) Illiterate	21	5.25%
b) Primary	36	9%
c) Middle	103	25.75%
d) 10 th	98	24.50%
e) 12 th	63	15.75%
f) Graduation	56	14%
g) Above Graduation	23	5.75%

Implementation of National Food Security Act & Jammu & Kashmir Food Entitlement Scheme (JKFES) Schemes

The Food Civil Services & Consumer Affairs (FCS&CA) Department of Jammu and Kashmir is implementing two major Schemes, which are as follows:

- i) National Food Security Act (NFSA), of 2013 and
- ii) Mufti Mohammad Syed Food Entitlement Scheme (MMSFES), renamed as Jammu & Kashmir Food Entitlement Scheme (JKFES), of 2016.

NFSA is a centralized Act/Scheme that came into existence and implemented in the UT of J&K on February 1, 2016. MMSFES/JKFES, on the other hand, is a state-sponsored scheme that came into force in J&K on July 1, 2016. The commodities of ration under NFSA are distributed on a similar scale across the country, including J&K, however the additional ration commodities under JKFES are exclusively provided in Jammu & Kashmir to Ration Card holders every month.

The current study focused on the two schemes mentioned above, which are run by the FCS&CA Department in the union territory of J&K. Some questions were posed to respondents/beneficiaries on the smooth and efficient functioning of these Schemes at the grass roots level of the rural areas under study. The primary data obtained from beneficiaries about the distribution of Ration items and kerosene oil in terms of time, price, quality, and quantity are presented separately in tabular form below.

The Table 4.5 below indicates distribution of Ration and K. oil commodities in terms of time. Beneficiaries' response was drawn from all four Circles of the study area, and in the aggregate number of responses.

Table 4.5
Beneficiaries' responses to the distribution of rations and kerosene oil items in terms of time.
 Source: Field Survey

Item name	Actual Time	Delivery Time/Period of Ration Commodities												Total no. of responses from 4 Circles		
	Every month	Circle-A			Circle-B			Circle-C			Circle-D			Monthly	2 – 3 months	3 – more than 3 months
		Monthly	2 – 3 months	3 – 4 months	Monthly	2 – 3 months	3 – 4 months	Monthly	2 – 3 months	3 – 4 months	Monthly	2 – 3 months	3 – 4 months			
Rice	-Do-	100	00	00	100	00	00	100	00	00	100	00	00	400	00	00
Atta	-Do-	00	33	67	00	37	63	00	44	56	00	49	51	00	163	237
Sugar	-Do-	40	47	13	49	44	07	43	51	06	42	48	10	174	190	36
K. Oil	-Do-	02	64	34	05	57	38	04	61	36	02	36	35	12	245	143

Note: the data for sugar commodity is valid before December, 2018, after 2018 no distribution of the same except of two times at the occasion of Eid-ul Fitre and Eid-ul Azha in the year of 2019.

According to the responses gathered from beneficiaries, the above table 4.5 demonstrates that all of the respondents (400 in number) stated that the Rice commodity is entitled to the beneficiaries on a monthly basis. Out of 400 recipients, 163 indicate that the Atta is provided only three (3) times per year, while 237 respond that it is delivered four (04) times per year. Despite the fact that there is a general demand from beneficiaries for the monthly distribution of Atta. Further, out of 400 beneficiaries, 174 acknowledge that sugar is only supplied on a monthly basis before December 2018, whereas 190 react after 2 to 3 months and 36 respond after more than 3 months. Similarly, 245 and 143 of the 400 sample respondents accept that K. oil sellers distribute it after 2-3 months and 3 – more than 3 months, respectively. While only 12 people react for delivery of the same product at the real time, i.e. every month.

The Table 4.6 below shows the number of responses from four distinct Circles of the sample area in respect to provision of food-grain items and K. oil to people. It mentions the total number of responses received from beneficiaries of four distinct Circles of sample area covered under the FCS&CA Department. In a total sample size of 400 beneficiaries, 299 responded that the price of rice items is taking Rs. 1/- more and 173 answered Rs. 2 more than the price set by the Government of J&K. Only 28 people said that the price of rice is being taken at the actual rate. Also in total sample size, 226 and 152 answered that price of Atta is taking more to Rs.1/- and Rs. 2/- respectively by Storekeepers than the actual price to PHH and AAY rationees. Despite this, there are only 22 favours for the real price of Atta. Sugar entitlement was offered to RC holders till December 2018. Out of a sample of 400 beneficiaries, 42, 262, and 92 stated that storekeepers charged an additional Rs. 1/-, Rs. 2/-, and Rs. 3/- to more than 3 than real price for one kilograms of sugar distribution.

Table 4.6
Responses of beneficiaries for the provision of Ration items and K. Oil in terms of price

Item name	Actual Price One kg. of Food grains and one liter of K.Oil	Price taken during distribution of essential commodities																Total no. of responses			
		Circle-A				Circle-B				Circle-C				Circle-D				Actual Price	Rs. 1/- extra	Rs. 2/- extra	Rs. 3/- more than 3 extra
		Actual Price	Rs. 1/- extra	Rs. 2/- extra	Rs. 3/- more than 3 extra	Actual Price	Rs. 1/- extra	Rs. 2/- extra	Rs. 3/- more than 3 extra	Actual Price	Rs. 1/- extra	Rs. 2/- extra	Rs. 3/- more than 3 extra	Actual Price	Rs. 1/- extra	Rs. 2/- extra	Rs. 3/- more than 3 extra				
Rice	3/-	04	79	17	00	06	77	17	00	10	71	19	00	08	72	20	00	28	299	73	00
Atta	3/-	25	64	31	00	07	58	35	00	04	55	41	00	06	49	45	00	22	226	152	00
Sugar	25/-	00	08	59	33	00	06	63	28	00	13	71	16	00	12	69	19	00	42	262	96
K. Oil	39/- for Dec. 2019	00	08	68	24	00	11	66	23	00	06	74	20	00	13	58	29	00	38	266	24

Source: Field Survey

Furthermore, K. oil is delivered to RC households on a monthly basis at the actual rate set by the J&K government. As shown in the table above, 38 beneficiaries say that extra price of Rs.1/-, 266 say Rs.2/-, and 96 say Rs.3/- is taking more than the real price on K. oil distribution in

the study district's rural areas. For example, the J&K government set the price of k. oil at Rs. 39/- per litre in October 2019, but most dealers sell it at 42-45 rupees, according to a field area survey.

In Table 4.7, the data collected from the research area's Circle-wise beneficiaries of the study sample is mentioned below in relation to the quality of Ration and Kerosene oil commodities.

Table 4.7
Responses for delivery of Ration and Kerosene Oil commodities in terms of Quality

Item name	Quality of essential commodity																Total no. of responses			
	Circle-A				Circle-B				Circle-C				Circle-D							
	Excellen	Very	Average	Poor	Excellen	Very	Average	Poor	Excellen	Very	Average	Poor	Excellen	Very	Average	Poor	Excellen	Very	Average	Poor
Rice	00	44	56	00	00	49	51	00	00	42	58	00	00	39	61	00	00	174	226	00
Atta	00	18	82	00	00	25	75	00	00	20	80	00	00	22	78	00	00	85	315	00
Sugar	00	26	74	00	00	28	72	00	00	23	77	00	00	30	70	00	00	107	293	00
K. Oil	00	16	76	08	00	21	74	05	00	18	75	07	00	17	77	06	00	72	302	26

The above mentioned table 4.7 represents the total number of responses from the four Circles under consideration. From a total sample size of beneficiaries, 226 respondents say that the quality of Rice is average and 174 answers good quality of same; 315 responds that quality of

of

Atta is average and only 85 accepts good quality; 293 responses favours in average quality and 107 in good quality of Sugar; and 302 responds that the quality of kerosene oil is average, 72 responses good, and only 06 answer poor quality of the same.

The quantity of food items and K. oil are provided as per Roaster by the Food and Civil Supplies dept. and Cooperative societies at field level of rural areas. The data in table 4.8 below has been produced based on field survey answers from recipients.

Table 4.8
Beneficiaries' responses to the distribution of essential commodities in terms of Quantity

Item name	Quantity of Ration items and K. Oil as per Roaster/Scale												Total no. of responses		
	Circle-A			Circle-B			Circle-C			Circle-D			Yes	No	Don't Know
	Yes	No	Don't Know	Yes	No	Don't Know	Yes	No	Don't Know	Yes	No	Don't Know			
Rice	31	57	12	43	49	08	39	52	09	37	55	08	150	213	37
Atta	17	52	31	26	41	33	21	41	38	17	51	32	81	182	137
Sugar	13	60	27	14	67	19	11	73	16	10	69	21	48	269	83
K. Oil	28	36	36	30	31	39	34	29	37	26	29	37	118	125	157

Source: Field Survey.

The number of replies in terms of the quantity of food items and K. oil obtained from various Circles of the research area is shown in Table 4.8 above. In terms of rice distribution based on the real scale as described in Roasters, 150 responds Yes, 213 says No, and 37 answers Don't know. Also from total sample of beneficiaries 81, 182, and 137 responds Yes, No, and Don't Know respectively in terms of the quantity of Atta provided at actual scale.

In considering the quantity of Sugar as per the scale 48 number of respondents answers Yes, 269 response No, and 83 say Don't know. Furthermore, out of 400 respondents 118 accepts Yes, 125 answers No, and 157 responses Don't Know regarding to provide actual quantity of k. oil according to Roasters prepared by the Department.

However, the quantity of ration items under the Jammu & Kashmir Food Entitlement Scheme has reduced from the Month of August to December of 2019 as responses taken from the field level employees of the FCS&CA Department. The reason was not revealed by the executives for the reduction of ration items under the same Scheme.

Citizens Charter and Roasters for Public Distribution System in Jammu & Kashmir

Citizens' Charter

The data collection on citizens' charter awareness is based on responses of public servants and executives from the study sample, which includes storekeepers of ration depots, k. oil dealers, TSOs and Assistant Director, dept. of FCS&CA, Deputy and Assistant Registrar of cooperative societies, Assistant Controller and Revenue Inspectors of the Baramulla District's Department of Legal Metrology. Out of 16 village level public servants (including ration depot storekeepers and k. oil dealers), 03 answered yes, 02 replied no, and 11 said they didn't know about the Awareness of Citizens' charter. Also, out of 10 public executives/officers (including TSOs and Assistant Directors of the FCS&CA Department, Deputy and Assistant Registrars of Cooperative Societies, Assistant Controller and Revenue Inspectors of the Baramulla District's Department of Legal Metrology), 05 respond yes, 02 reply no, and 03 answered don't know about the charter.

Furthermore, based on 400 responses from beneficiaries of 04 Circles, 17 answer yes, 106 respond no, and 277 said they don't know about the citizens' charter. The percentage responses of all groups, including public executives, field level public servants, and beneficiaries, are represented in the figure 4.6 below.

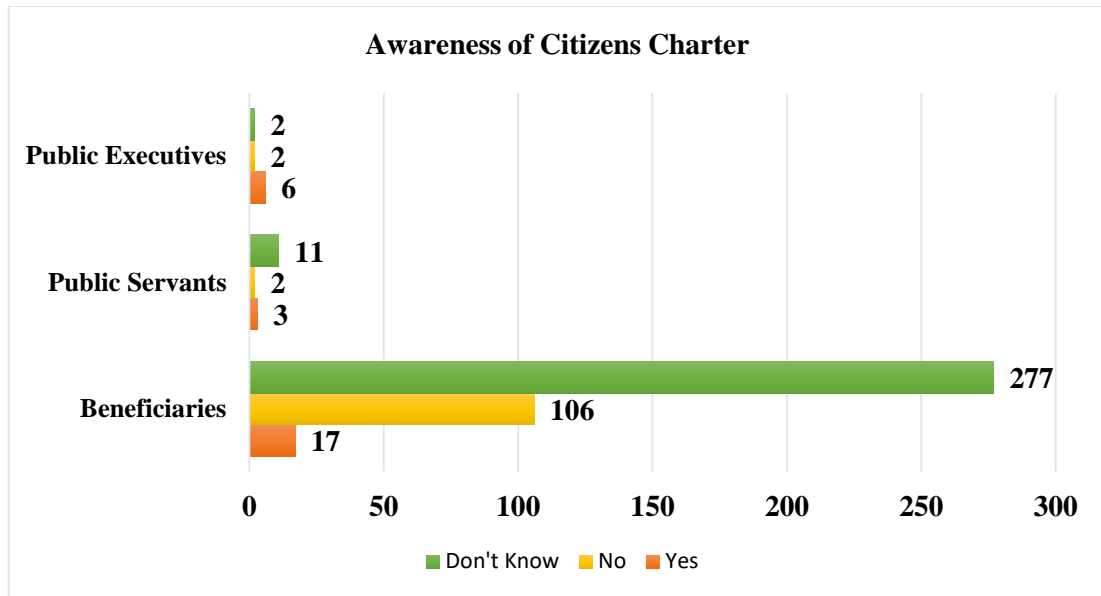


Fig.

4.6: Awareness of Citizens Charter

However, all Department employees claim that only Roasters are available in Ration depots and Tehsil supply offices on the village and circle levels, respectively. As a result, there is little evidence supporting the use of the Citizens' Charter at the grassroots level in rural regions.

Utilization of Roasters for Public Distribution System (PDS) in Rural Areas

The Department of FCS&CA prepares roasters for the delivery of public essential services across the Union Territory of J&K. These Roasters are sent to all Sale outlets in J&K's rural and urban regions. The Department prepares Roasters for food and K. oil supply. According to the Department of FCS&CA, government employees working at the grass roots level in rural areas, such as storekeepers, assistant storekeepers, fair price shop

license holders, and K. oil cooperative & private dealers, must publish these roasters on notice boards to inform people about the services provided by the Department.

According to the assessments of Roasters based on field responses provided by beneficiaries, there is an inefficiency in the usage of these Roasters. None of the sample area's eight ration depots had displayed Roasters on notice or display boards, but the roasters were exhibited within the ration depots' stores. Roasters for kerosene oil (K. oil) delivery are neither posted on any notice board nor even available at K. oil delivery places in the sample area. Despite the fact that ration commodities such as rice, Atta, sugar, and kerosene oil are distributed in contrast to Roasters in terms of quantity, price, quality, and availability.

Issuance of Ration Cards (RCs)

Ration Cards (RCs) are also known to as Ration Tickets (RTs). The FCS&CA Department in J&K State issues RTs to each and every household for the purpose of the public distribution system. According to Govt. of J&K Order No. CAPD/Plan/03/iV/2009-11, dated 29-06-2016, the total number of RTs in J&K State (now including UTs of J&K & Ladakh) at the time of the implementation of NFSA, was 2575361, with 1350188 in Kashmir and 1225173 in Jammu under NFSA. The number of RTs has been awarded based on the 2011 Census. ⁽¹⁴⁾

According to Govt. Order No. 395 Director Kashmir FCS&CA Department, dated 08-01-2019, the total number of ration cards in district Baramulla is 219011, which includes 99278 PHH, 27550 AAY, and 92215 NPHH category wise ration tickets issued by the FCS&CA Department. ⁽¹⁵⁾ Other comprehensive facts about ration cards issued by the FCS&CA Department in the district of Baramulla may be found in the profile of the study area section of Chapter 3 of this thesis.

Committee for Ascertaining Additional number of Families for PDS: A district level committee determines the additional number of households in each category (NPHH, PHH, and AAY) based on Census 2011. The Committee is made up of four members from the concerned district, who are as follows:

- | | | |
|----|--------------------------------------|------------------|
| 1) | Deputy Commissioner | Chairman |
| 2) | Assistant Commissioner (Revenue) | Member |
| 3) | Assistant Commissioner (Development) | Member |
| 4) | Assistant Director, FCS&CA | Member Secretary |

The Committee must take measures to identify and verify additional families at the Village-and Tehsil levels within the timeframe specified (30 days).

Based on the responses taken from executive officials in the field area under study, new RTs are not issued to both existing RT holder families and newly applied families from 2018. However, on occasion, higher authorities at the district level, such as the Assistant Director of FCS&CA, direct storekeepers by their respective TSOs that the splitting (divided) family may give ration by subtracting the number of members/souls from the existing joint family. but its drawback is that the newly applied families are not provided new RCs and ration as per current strength of the family. Moreover, neither the District office of the FCS&CA Department nor the office of the deputy commissioner to the researcher have provided data on new ration cards issued to households who applied for them.

Issuance of Ration Cards under Jammu & Kashmir Public Service Guarantee Act (JKPSGA), 2011

The J&K Government has implemented the JKPSGA for the provision of public services by numerous Department to the common people of J&K within the specified

timeframe. The Department of FCS&CA is also in coverage of the same Act under Government Notification No. Vide SRO- 223 of 2011 with effect from the 10th of August 2011. According to this Act, the main elements for FCS&CA dept. are: ⁽¹⁶⁾

- Issuance of new RC for existing Ration families and newly applied families.
- Stipulated time for issuance of fresh RC for existing and newly applied families.
- Including new born children/souls/members into the RC.
- Appeal to higher authorities.

The above-mentioned issues covered under JKPSGA have observed and answers from respondents are explained in the following section.

The JKPSG Act is regarded as an essential instrument for improving ordinary citizens' access to government institutions and the public services provided by these organizations. This legislation's awareness is just as important as its implementation. Table 4.9 illustrates rural people's knowledge of the PSG Act in the area under study.

Table 4.9
Awareness of Ration Card Holders related to Public Service Guarantee Act in various Circles of Sample Area

Circle Name	Answer of Respondents (in numbers)			Total no. of Respondents (Circle-wise)
	Yes	No	Don't Know	
Circle – A	31	40	29	100
Circle – B	26	38	36	100
Circle – C	30	36	34	100
Circle – D	28	37	35	100
Grand Total	115	151	134	400

It is shown in the above mentioned table that from Circle –A, 31, 40 and 29 ration card holders respond Yes, No, and Don't Know respectively regarding the awareness of

PSGA- 2011. In Circle-B, 26,38 and 36; from Circle-C, 30,36, and 34; and further from Circle –D, 28,37, and 35 card holders responds Yes, No, and Don't Know respective about the same Act. Moreover, in total from all beneficiaries (i.e. 400), 115, say Yes, 151 answer No, and 134 evidence Don't know about the awareness of Jammu & Kashmir PSGA.

The Table 4.10 below shows the awareness of field level public servants and executives relevant to PSG Act and the services covered under it.

Table 4.10
Awareness of Public Servants and Executives in field regarding Public Service Guarantee Act of Study Sample (Number & Percentage – wise response)

Nature of Response	Response of Public Servants (in numbers)	Response of Public Executives (in numbers)	Percentage of Public Servants	Percentage of Public Executives
Yes	14	10	87.50%	100%
No	02	00	12.50%	00%
Don't Know	00	00	00%	00%
Grand Total	16	10	100%	100%

Out of 16 public servants, 14 (i.e. 87.50%) and from 10 public executives all (100%) evidenced that they are aware about the PSG Act. Merely 02 (i.e. 12.25%) of public servants are working at field level are not about the same Act.

As stated in chapter 3 of this thesis, the FCS&CA Department's stipulated time for delivery of public services under the provisions of the PSG Act is 30 days. Consequently, the relevant public authorities must offer services or provide a satisfactory response to applicants within this time frame. Table 4.11 below reflects the beneficiaries' response to it.

Table 4.11
Services Delivered to Rationees under PSG Act, within the stipulated
time specified by the FCS&CA Department

Circle Name	No. of Responses from Beneficiaries			
	Yes	No	Don't Know	Total No. of Responses
Circle – A	13	36	51	100
Circle – B	16	41	43	100
Circle – C	18	34	48	100
Circle – D	11	38	51	100
Gross Total	58	149	193	400

It is evident in the table 4.11 that from total of 400 beneficiaries, 193 don't know or don't have any kind of awareness about the services delivered within stipulated time under PSG Act of 2011. However, 149 RC holders have some information regarding the Act but responds that the services are not delivered within the stipulated time. In addition, only 58 respondents said that the Dept. is providing services in accordance with the Act's provisions.

The field level response of Food & Civil Supplies Departmental employees for the services provided to people within the time stipulated under the terms of the PSG Act is indicated in Table 4.12.

Table 4.12
Responses of Public Servants and Executives for Services Delivered
within specified Time Under the PSG Act

Nature of Response	No. of Responses		Total No. of Responses	Total % age of Responses
	Public Servants	Public Executives		
Yes	11	09	20	76.92%
No	02	00	02	07.69%
Don't Know	03	01	04	15.39%
Gross Total	16	10	26	100%

The table 4.12 above shows that from all 26 respondents of public servants and executives 20 i.e. 76.92% are aware, 02 i.e. 7.69% are not aware, and 04 i.e. 15.39% are neither familiar nor don't have any information relevant to the stipulated time response and delivery of many services by the dept. under the provisions of PSG Act of 2011.

JKPSG Act includes some important elements for the dept. of Food and Civil Supplies which are given below in table 4.13. The applications submitted from different circles of study area at separate issues and their responses from the concerned authorities are mentioned in the table below.

Table 4.13
Submission of applications at TSO levels of 04 Sample Circles for different issues

Issue of submission or Application	Circle -A	Circle -B	Circle -C	Circle -D	Total No. of applications	Responses on application
Issuance of new Ration Card to splitting or separated families.	123	287	254	180	844	Unsatisfactory Reason: RC for splitting families not allowed yet.
Change of NPHH category into PHH	82	183	192	104	561	Unsatisfactory Reason: applications pending because no extra quota sanctioned from higher authorities after census of 2011
Inclusion or adding of individuals on Ration Cards	108	137	119	173	537	Unsatisfactory Reason: After 2011 census not any individual has been added on RC and ration is distributed only to previously mentioned family members.
Total	313	607	565	457	1942	

Source: Field Circle offices of the Dept. of FCS&CA, Baramulla.

The preceding information on application submission has acquired from the TSO offices in the sample area. According to the replies obtained from these offices, most of

submissions were submitted to the offices by Storekeepers or Assistant Storekeepers, with just a small number of applications filed by the individuals.

It is derived in the table 4.13 above that from four Circles under study area, consists of beneficiary's applications submitting to their concerned executive offices relevant to the issues faced by them. As per the oral information obtained from these Circle offices, 844 people have filed for new Ration Cards to split or separated families, including 123 in Circle-A, 282 in Circle-B, 254 in Circle-C, and 180 in Circle-D. There were 82 requests in Circle-A, 183 in Circle-B, 192 in Circle-C, and 104 in Circle-D for the NPHH category to be changed to PHH. Furthermore, 537 request applications were made, including 108 from Circle-A, 137 from Circle-B, 119 from Circle-C, and 173 from Circle-D relating to the inclusion or addition of individual/individuals on ration cards.

Out of the total 1942 applications, 313 from Circle-A, 607 from Circle-B, 565 from Circle-C, and 457 from Circle-D were submitted from all four executive offices in the sample study region for various kinds of difficulties.

As per the oral communicative responses obtained from the sample's executive offices, the response on the aforementioned concerns was not satisfactory, as shown by the table 4.13 above. The fundamental reason for the unsatisfactory response is that a new quota for the issuing of new RCs has not yet been sanctioned by the Central/State/UT Govt. side for the allocation and distribution of ration to these households, since the ration quota is supplied on the basis of the 2011 Census. Also, the Executive Authorities submitted the same applications on a priority basis and reply to the applicants that as soon as the Quota is filled and sanctioned, the Department would issue RTs and offer rationing to them accordingly.

Redressal of Public Grievances at Grass-root level

On the basis of responses from beneficiaries and front line executive officers (TSO's) of the sample study area, most of the grievances of people are not registered in written form but through oral complaints approached to concern TSO's. This kind of approach of people may not produce fruitful results for redressal of public grievances and same approach may become the reason for following drawbacks in the smooth process of public grievance redressal system as.

According to the responses of beneficiaries and comments of field executives of the dept. of FCS&CA, and also on personnel observations of the researcher on grassroots redressal of public grievances, following important facts have been observed:

- i. There are more chances of taking bribe from the person against whom the grievance has been filed in two ways: a) the concerned TSO can solve the immediate problem and take bribe from the aggrieved persons; and b) the aggrieved person can directly approach the concerned TSO and give him bribe for not registering complaints in writing and not sending reports to higher authorities.
- ii. Majority of the beneficiaries/respondents are unaware of how to utilize the grievance redressal procedure, particularly in writing, and who to approach.
- iii. Concerned TSOs are attempting to resolve issues without informing higher authorities due to their involvement in these cases or fulfilling their self-interests.
- iv. All of the other four (04) sample study area TSOs or executive offices at the grass-roots level were unable to give data related to public grievances in writing. They said that complaints are only received orally in their offices.

The grievances of people in the study area have following nature both in the oral as well as written form:

- a. Less quantity of food-grains, sugar, kerosene oil in respect to the actual scale.

- b. Storekeepers and kerosene oil dealers are taking extra price on ration and k. oil respectively.
- c. Black-marketing of ration and k. oil in their village.
- d. Storekeepers and dealers distribute rations and k. oil at their will, usually once or twice a month, and are not accessible for the whole or the majority of the working days in the month. If poor households do not have enough money to pay for rations or k. oil on that day, it becomes one of the reason for them to acquire rations on that day instead of choice for more alternate days.

The majority of grievances are sent or registered in the office of the higher authority, such as the office of the Assistant Director (FCS&CA Dept.) at the district level and the Director of FCS&CA Dept. at the divisional level, either through direct approach of people or through the means of Departmental Grams portal (website). However, these written complaints are meager or limited in number.

The number and nature of grievances received, redressed, pending & sent to higher authority here at district Baramulla registered through different means from 2016 to 2020 are given below in the table as

Table 4.14
Public Grievances Registered to FCS&CA Department for the Study District.

S. No.	Nature/Gist of Public Grievances	No. of public grievances received	No. of grievances redressed	No. of grievances pending	No. of grievances sent to higher authorities
01	Black-marketing & not issuing of ration (rice, atta, & sugar)	07	06	01	Nil
02	Extra charges on PDS Quota	05	05	Nil	Nil
03	Less quantity of PDS quota	06	06	Nil	Nil
04	Black-marketing of k. oil	07	05	01	01
05	Extra charges on k. oil	02	02	Nil	Nil
06	Providing less scale of k. oil	02	02	Nil	Nil
Total		29	26	02	01

Source: Office of Assistant Director Baramulla, FCS&CA Department, J&K. ⁽¹⁷⁾

Table 4.14 above clearly shows many kinds of public grievances that have been registered at the office of the Assistant Director of Food and Civil Supplies, which operates at the district level of Baramulla. From 2016 to 2020, the office received a total of seven public complains about black marketing and the failure to provide rations. Six of the seven public complaints have been addressed, one is pending, and none have been sent to higher authorities for redress. However, 05 public complaints were acknowledged for taking Extra Charges on PDS ration goods such as rice, atta, and sugar, and all of them were resolved. The Department has redressed 06 complaints for providing less quantity of ration, 02 regarding additional charges of kerosene oil (K. oil) distribution, and 02 about providing less scale of K. oil. Furthermore, there are 07 complaints filed for black-marketing of kerosene oil, of which 05 have been remedied by the same office, 01 is pending, and 01 sent to higher authorities for action.

According to data collected from the same Department's district office, there are 29 public grievances recognized in the food Department's district office, of which 26 have been resolved, 02 are pending, and 01 has been sent to higher appellate authority, namely the office of the Director FCS&CA Department, Kashmir Division. All Tehsil Supply Officers or In-charge TSOs of the four study circles said that the majority of grievances have been redressed at the TSO level, and individuals come to concerned offices for grievances by oral methods, such as phone calls or physical presence. The TSOs responsible are attempting to resolve public issues on the scene.

However, it is important to note that none of the TSOs from the four sample Circles provided the researcher with any kind of written document/data pertaining to public grievances.

In Table 4.15.1 and 4.15.2 below, the status of grievance filed by the applicants in district office of the FCS&CA Department and court cases against the employees of same

Department respectively is depicted. The details of these grievances are valid from 2016 to 2020 in aggregate.

**Table 4.15.1
Status of Grievances Redressed for FCS&CA Department, District
Baramulla from 2016 to 2020**

S. No.	Grievances received through medium	No. of grievances received	No. of grievances disposed off	No. of Grievances pending	No. of grievances sent to higher authorities
01	Grams portal	18	17	01	Nil
02	Awazi Awaam	10	08	01	01
03	RTI Act	01	01	Nil	Nil
Total		29	26	02	01

Source: Office of Assistant Director Baramulla, FCS&CA Department

**Table 4.15.2
Status of Court Cases with respect to FCS&CA Dept. in District Baramulla
(from 2016 to 2020)**

Total No. of Court Cases	No. of Court Cases under trail	No. of Cases at High Court level	No. of Cases at District Court level	Objections filed	Directions Implemented	Nature of Court Case
05	05	04	01	03	01	NA

Source: Office of Assistant Director Baramulla, FCS&CA Department

According to tables 4.15.1 and 4.15.2, there are four (04) primary means/tools by which complaints have been submitted to the Department: Grams Portal, Awazi Awaam, RTI Act, and Court Cases. The first two means are used online, the third is used either online or offline, and the final one may be utilized by the complaint either offline or by physically present. According to the same tables above, out of 29 complaints, 18 were filed through the Grams Portal, 10 through Awazi Awaam, and one under the RTI Act. 26

complaints have been resolved, 02 are unresolved, and 01 has been sent to a higher appellate authority.

Furthermore, according to data gathered from the district office, 05 court cases were filed against FCS&CA dept. personnel in the study district, but the nature of these cases was not disclosed by the Department. Four court cases were filed in the high court, and one in the district court. In addition, the Department has only executed one court case directive, while the other four are still pending in court until 2020.

Means and Status of submitting public grievances:

As previously stated, the administration of the J&K Government provides numerous means for registering public grievances, such as the Grams Portal, Awazi Awaam, RTI Act, Court Cases, and Departmental portals. Table 4.16 shows the usage and status of such means for the FCS&CA Dept. in rural areas of the study district.

Table 4.16
Means and Status of Filing Public Complaints

S. No.	Grievances received by means of	No. of grievances	Grievances disposed off	Grievances pending
01	Grams Portal	18	17	01
02	Awazi Awaam	10	08	02
03	RTI Act	01	01	Nil
04	Court Cases	05	01	04
Total		34	27	07

So according to Table 4.16, a total of 34 public complaints have been recorded using the aforementioned means or tools since 2016, i.e. following the introduction of the NFSA and MMSFES in the district of Baramulla. So far, 27 complaints have been rectified, with another 07 still pending.

It is worth noting that the Department of Food and Civil Supplies has developed a separate grievance portal for the general public, with unrestricted access for all residents. "feastjk.gov.in/jkgrams/" is the Departmental website for the grievances.

It is derived in table 4.17, that three types of public grievances have been observed based on field survey data i.e. less quantity of ration commodities; extra charges on distribution of essential items; and black-marketing of ration and k. oil. From all 400 beneficiaries of the study area, 08 grievances have been raised in relation to the quantity of essential items, 07 in relation to extra charges, and 17 in relation to shortage and black-marketing, which have been conveyed to the Department's concerned field level executive office. From February 2016 to December 2020, the total number of complaints made by beneficiaries was 32.

Table 4.17
Grievances of beneficiaries with respect to essential commodities achieved from Sample area of the study

Nature of grievances	Circle -A				Circle -B				Circle -C				Circle -D				Total Grievances
	Rice	Atta	Sugar	K. Oil	Rice	Atta	Sugar	K. Oil	Rice	Atta	Sugar	K. Oil	Rice	Atta	Sugar	K. Oil	
1. Less Quantity	0	02	01		01	0	0	01	0	0	01	02	0	0	0	0	08
2. Extra Charges	01	0	0	01	01	0	0	02	0	0	0	01	01	0	0	0	07
3. Shortage & Black-marketing	0	01	0	01	0	02	01	03	0	01	02	02	0	01	01	02	17
Total	01	03	01	02	02	02	01	06	0	01	03	05	01	01	01	02	32

Some of the important facts noticed from beneficiaries about redress of public grievances are as follows:

- Total number of Beneficiaries: 400
- No. of beneficiaries aware about public grievance redressal mechanism: 34
- Percentage of beneficiaries aware: 8.5%
- Percentage of beneficiaries not aware: 91.5%
- Number of beneficiaries used mechanism of public grievances: 12 (for five years i.e., from 2016 to 2020)
- Total no. of grievances: 32
- Percentage of beneficiaries used mechanism of public grievances year wise: 0.06%

Out of 12 beneficiaries 07 complainants were filed grievances and received satisfactory response and 05 were given unsatisfactory response by the respective authorities of the Department within the registration period of complaints. But almost all the complainants agreed that the answer of complaints has not been remained satisfying so longer since the checking and monitoring activities are not realized on continuous daily and monthly basis.

Monitoring and Vigilance System of FCS&CA Department

To ensure transparency and accountability for PDS in India, all states may cast their obligation for establishing vigilance and monitoring committees at various levels of administrative units under Section 29 of the NFSA, 2013. In accordance with these directives, the J&K government has set up vigilance and monitoring committees at the village or halqa panchayat, Tehsil, District, and Divisional levels. The composition and functions of these monitoring committees are the same in both Divisions of Jammu and

Kashmir because the researcher's study is limited to rural Kashmir, the following are the constitution and duties of these monitoring committees in the Directorate of FCS&CA for Kashmir division: ⁽¹⁸⁾

Directorate of FCS&CA, Kashmir constituted Vigilance Cell and Flying Squad

i. Vigilance Cell:

The cell receives complaints from people regarding pilferage/misappropriation of Ration, conducts enquiry, and submit reports to the Director within the stipulated time (24 hours). A Vigilance Cell for Kashmir Division has been constituted comprising the following officers: ⁽¹⁹⁾

- | | |
|--|-----------|
| 1. Joint Director (Adm.) FCS&CA, Kashmir | Chairman. |
| 2. TSO City | Member |
| 3. TSO Mills. | Member |

ii. Flying Squad at Directorate level:

It checks and verifies regularly the dispatch or receipt of PDS food grains from Godowns to the Sale Outlets or FP Shops and its subsequent issuance to genuine Rationees. It submits its report on daily basis to the Director, FCS&CA Kashmir. The Flying Squad consists of following members: ⁽²⁰⁾

- | | |
|---|--------------------------|
| 1. Deputy Director (Supplies), FCS&CA Kashmir | Head of the Flying Squad |
| 2. TSO Enforcement | Member |
| 3. TSO MPC Section | Member |

District Level Monitoring Committee:

It performs the functions like periodical review for availability of essential commodities in its jurisdiction and take remedial measures, Assess the requirement of

additional storage of Godowns and recommend to the Government their construction and location, etc.

- | | | |
|----|--|-----------------------|
| 1. | Assistant. Commissioner, Revenue | Head of the Committee |
| 2. | Deputy/ Assistant Director, FCS&CA | Member |
| 3. | Joint Commissioner, Municipal Committee, | Member |

Tehsil Level Monitoring and Vigilance Committee:

It performs functions as monitoring and supervision of the public distribution system including availability and movement of essential Ration food grains., identification and elimination of bogus ration cards, and Submit periodical reports to Assistant Director concerned, FCS&CA Department. ⁽²¹⁾

- | | | |
|----|--|-----------------------|
| 1. | Tehsildar concerned | Head of the Committee |
| 2. | Block Development Officer concerned | Member |
| 3. | Executive Officer, Municipal Committee | Member |
| 4. | Tehsil Supply Officer concerned | Member |

Village/ Halqa Panchayat Level Monitoring and Vigilance Committees

These committees perform different functions like, acts as grievances redressal agency and issue directives to Fair Price Shops or Govt. Sale Centres, identify and elimination of bogus ration cards and recommend for issuance of new ration cards, supervise functioning of the FP Shops or Govt. Sale Centres under its jurisdiction and recommend for the internal adjustment wherever required.

Under Government Order No. 89- CAPD of 2015, a village level monitoring and vigilance committee has been formed to check misappropriation and ensure efficient

distribution of ration among rationees. The jurisdiction of these committees is limited to their particular locations, i.e., Halqa panchayat/village or ration sale centers.

The Committee (Monitoring and Vigilance) generally comprises of 09 members (including Chairman) and may sometimes vary in strength as follows the table below.

Table 4.18
Membership for constitution of Village Level Vigilance and Monitoring Committees

S. No.	Constitution of the Committee	Designation under Committee
01	Numberdar (village head) or any prominent citizen nominated by concerned Tehsildar	Chairman
02	Concerned village level Worker (VLW) or area inspector	Member
03	02 prominent citizens of local area nominated by concerned Tehsildar	Members
04	01 member (Storekeeper/Assistant Storekeeper/Salesman) of Govt. Sale Centre	Secretary/ member
05	01 member of each NPHH, PHH, and AAY category nominated by Assistant Director, Dept. of FCS&CA.	Members
06	01 member of SC/ST community if any within the respective area, nominated by concerned Tehsildar	Member

Source: Government Order No. of 89- CAPD of 2015 and dated 19.08.2015 and Government Order No.138.FCS7CA. of 2019 and dated: 02.09.2016

Important points regarding the committees

- ❖ The tenure of these vigilance and monitoring committees is one year.
- ❖ Utilization Certificate shall be signed by these committees after appropriate and proper distribution of Ration and K. oil to the Rationees on monthly basis.
- ❖ The committees have to submit report for their functions and responsibilities to the concerned Tehsildar and the Assistant Director of PDS Department. ⁽²²⁾

Monitoring Authorities and their duties for implementation of NFSA - 2013 in J&K.

As per Govt. Order No. of 65 CAPD of 2016 and dated 29.03.2016, the monitoring duties have been assigned to different designated authorities of the Dept. of

FCS&CA at various levels covering sale centers from village or panchayat halqa to divisional level.

In general, the monitoring duties assigned to the field officers of the Department within their jurisdictional areas are like as: ⁽²³⁾

1. Monitoring the efficiency and effectiveness of the implementation of NFSA
2. Checking the proper categorization of Households
3. Monitoring the issue of ration and e-Ration cards as per NFSA and
4. Listening various kinds of complaints from the people like bogus Ration Cards, Duplication of beneficiaries, checking the purification of digitized data under NFSA.

Internal adjustment Centre

The Dept. of FCS&CA has established Sale Outlets also known as Internal Adjustment Centres in various localities of Jammu & Kashmir. These Centres might be established on the request of local inhabitants of the local area and for the convenience of ration card holders. For opening an Internal Adjustment Centre as a sale outlet in the locality, the following conditions required:

- a. Local people shall provide free accommodation for the Centre or pay rent on their own.
- b. Locals shall provide free watch and ward facility to the centre
- c. The FP shop functioning nearby the area, shall not be get affected
- d. No out-cries from people of local area shall be arisen
- e. Demand for the regularisation of internal adjustment centre can't be considered in the future.

Internal Adjustment means distribution of food grains at nearby place and can be established under the authority of Govt. Ration Depot within the same area.

Manpower availability for the delivery of public services in the FCS&CA Department

As we all know, the availability of human resources or manpower is critical to the smooth functioning of the public distribution system. The actual strength of personnel available in the district and at the field level of the sample study area is stated in tables 4.19.1 and 4.19.2 below.

**Table 4.19.1
Availability of manpower (include strength of active human resource available) for FCS&CA Department, district Baramulla**

S. No	Designation of the staff member	Staff sanctioned	No. of posts effective	No. of posts vacant
1	Deputy Director	01	00	01
2	Assistant Director	01	01	00
3	Accounts Assistant	01	01	00
4	Assistant Accounts Officer	01	01	00
5	Tehsil Supply Officer (TSO)	24	09	15
6	Storekeeper and In-charge TSO	30	23	07
7	Assistant Storekeeper	159	150	09
8	Depot Assistant	60	03	57
9	Kandaman	30	01	29
10	Watchman	168	51	117
11	Helper	46	31	15
12	Orderly	04	04	00
Total		525	275	250

Source: Office of the Assistant Director Bramulla, Dept. of FCS&CA, Jmmu &

Kashmir. ⁽²⁴⁾

It is derived in table 4.19.1 above that the total sanctioned staff strength for the Department of food and civil supplies in the study district was 525 people, which included a Deputy director, an Assistant Director, an Accounts Officer, an Assistant Accounts Officer, TSOs, Storekeepers, Assistant Storekeepers, Depot Assistants, Kandaman, Watchmen and Helpers. According to information obtained from the Assistant Director office of the food Department in the Baramulla District, only 275 positions are active in the Department, while the remaining 250 are either inactive or pending. The smooth and effective public distribution system suffers from a lack of

human resources at the bottom level of rural as well as executive positions in the field. The Strength of available Human Resource (Staff) for selected sample area at grass root level in respect of active sale centers of the Dept. of FCS&CA, District Baramulla is given below in table 4.19.2.

Table 4.19.2
The Strength of Available Human Resource (Staff) for Selected Sample Area

Designation of Staff	Tehsil Supply Office Pattan		Tehsil Supply Office Sopore –A		Tehsil Supply Office Tangmarg –A		Tehsil Supply Office Boniyar- B	
	Effective Staff Strength	NO. of Sale Centers	Effective Staff Strength	NO. of Sale Centers	Effective Staff Strength	NO. of Sale Centers	Effective Staff Strength	NO. of Sale Centers
TSO	01	Govt. sale centers = 32	01 (I/c TSO, Storekeeper)	Govt. sale centers = 15	01(Graded TSO)	Govt. sale centers= 22	01 (I/c TSO, Assistant Storekeeper)	Govt. sale centers = 14
Storekeeper	02	Fair price shop=26	01	Fair price shop= 11	01	Fair price shop= 08	01	Fair price shop= 08
Assistant Storekeeper	13	Total= 58	07	Total= 26	07	Total= 30	05	Total= 22
Depot Assistant	00		01		01		00	
Kandaman	00		00		00		00	
Watchman	02		03		02		02	
Helper	04		02		09		02	
Orderly	00		00		00		00	

Source: Field Survey

The data mentioned in Table 4.19.2 above are based on a field survey on the availability of manpower strength at the grass root level of rural areas in the sample under study. According to the table, only two Tehsil Supply Officers (TSOs) or Circle officers are graded, while the remaining two are In-charge TSOs with the designation of Storekeepers. In all of the four Circles, there are only 05 Storekeepers and 32 Assistant Storekeepers. While the number of government sale centers and internal adjustments for

ration distribution are 83. Only 02 circles i.e. Circle-Sopore and Circle-Tangmarg, have 01 Depot Assistant each, while the other 02 do not have the same designators. At the field level, no Kandaman or Orderly is available. There are also 09 Watchman and 18 Helpers for all Circles posted on the study area's field levels. However, the number of FP license holders and FP Shops are equal.

Computerized Public Service Delivery or e-governance Initiative in the Public Distribution System

As the dept. of FCS&CA has taken an initiative to make the dept. more transparent for distribution of rations to people through digital mode. In this context the Department has made the following four important steps:

1. Linking Aadhar number for distribution of ration
2. Installing Point of Sale (PoS) Devices
3. Providing digital services to beneficiaries and
4. Installing Electronic Weighing Scale

Aadhar Seeding or Link

The Food and Civil Supplies Department took a crucial step by linking ration cards family members with their Aadhar Numbers, so that the entire number of souls may be precisely approximated by the total number of Aadhar numbers. However, from the inception of the NFSA and MMSFES Programmes till the end of the year 2020, this Aadhar seeding to people initiative has not been accomplished. Table 4.20 summarizes the Aadhar link status of Ration Card (RC) holder households and members in district Baramulla under the Department of FCS&CA as:

Table 4.20**Status of Aadhar Seeding in respect to Ration Cards and Souls till Dec. 2020**

Total no. of Ration Cards digitized				Total no. of Aadhar seeding RCs				Total no. of RCs pending			
NFSA		Non-NFSA		NFSA		Non-NFSA		NFSA		Non-NFSA	
RCs	Souls	RCs	Souls	RCs	Souls	RCs	Souls	RCs	Souls	RCs	Souls
128864	613948	95805	411494	103825	357904	68062	202147	25039	256044	27743	209347

Source: Office of Assistant Director, dept. of FCS&CA, Baramulla, dated. July. 2019.⁽²⁵⁾

Table 4.20 illustrated that from the adoption of the NFSA and JKFES until July 2019, a total of 128864 RCs and 613938 souls under the NFSA and 95805 RCs and 411494 souls under the Non-NFSA have been digitized. About 103825 RCs and 357904 souls, as well as 68062 RCs and 202147 souls, have been seeded or linked covered by NFSA and Non-NFSA, respectively. Furthermore, the Table demonstrates that there are 25039 RCs and 256044 souls and also 27743 RCs and 209347 souls within the premises of NFSA and Non-NFSA, respectively, that are still pending with Aadhar linkage.

According to responses from public servants and executives, the seeding or linking of Aadhar to RCs and Souls under both categories has been delayed from August 2019 to December 2020 due to the two main reasons

- i) The advent of the Covid-19 disease across the globe in general, and in the rural parts of Kashmir in particular.
- ii) Because of some unavoidable communicative circumstances in Kashmir due to the abrogation of Article 370 and 35 –A.

Initiatives for the Delivery of Computerized Services (e-PDS)

The data in Table 4.21 below has retrieved from beneficiaries of all 04 Circles of sample under study, taking into account the various features of digital or computerized PDS in rural parts of Kashmir. It shows that the Department of Food and Civil Supplies makes services easily accessible to its beneficiaries through online portals and websites. The table shows the beneficiaries' answers to the use of various digital services availed by the Department.

According to the responses derived in the table above, 25 out of 400 respondents stated Yes, 137 say No, and 238 answered that they don't know about the accuracy of uploaded information for ration cards and essential goods on the Departmental website.

The data reveals that of the entire sample size, 22 answer Yes, 115 say No, and 263 indicate that they don't know about the use of e-devices or computers for accessible Department services.

Table 4.21
Utilization of Digital Services by the Recipients of PDS

Aspects of Digital services	Circle-wise No. of from beneficiaries												Total Nos.		
	Circle – A			Circle - B			Circle – C			Circle - D					
	Yes	No	Don't Know	Yes	No	Don't Know	Yes	No	Don't Know	Yes	No	Don't Know	Yes	No	Don't Know
Accuracy of uploaded data on departmental website/portals	05	32	63	07	39	54	08	37	55	05	29	66	25	137	238
Utilize of electronic devices or computers for available services	06	29	65	07	28	65	04	30	66	05	27	67	22	115	263
complaints Registered through online mode	00	47	53	00	44	56	00	48	52	00	40	60	00	179	221

Source: Field Survey

Similarly, 179 beneficiaries reply No to complaints filed using online means, while 221 beneficiaries respond Don't know about the mechanism of complaints made through online means facilitated or available by the Department. According to the results of the field survey, not a single beneficiary has submitted a complaint against the provision of Departmental services using the same procedure.

Based on the field responses and personal observation, out of 08 FP shops and Govt. Sale Centers, only 05 are using scale/balance and remaining 03 are not using Electronic Weighing Scale measurement for weighing the ration and kerosene oil commodities because of either one reason or other. Reasons like, most of the time Electronic scale does not remain functional due to some technical error or damage of the same and the process for overhauling takes more time; the process for reinstalling new E-weighing measurements is lengthy; and there are very less number of technically sound persons in the Department for efficient installation or reinstallation of these Scales, etc.

Installation of PoS (Payment on Sale) Devices/ Machines

The FCS&CA Department is making an attempt to install PoS devices at all ration depot sale centers in each district of J&K. The facts covered by the statement for the installation of PoS devices in the district Baramulla are presented in Figure or table 4.22 below.

Table 4.22
Information regarding the PoS Devices Installed at Govt. Sale Centers, Internal Adjustments, Existing FPS and Newly Established FPS in District Baramulla

S.No.	Name of the Circle	No. of Govt. Sale Centers	No. of PoS Devices Installed	No. of Internal adjustment	No. of PoS Devices Installed	No. of Existing FPS	No. of PoS Devices Installed	No. of Newly Established FPS	No. of PoS Devices Installed
1	Uri-A	18	17	0	0	3	3	0	0
2	Uri-B	8	7	2	2	4	3	0	0
3	Bonyiar-A	10	10	0	0	1	1	0	0
4	Bonyiar-B	11	11	3	3	2	2	6	2
5	Baramulla-A	11	11	3	3	7	7	1	0
6	Baramulla-B	11	11	5	5	6	6	11	0
7	Baramulla-C	9	9	4	3	13	13	3	0
8	Baramulla-D	10	10	2	1	9	9	9	0
9	Rafiabad-A	10	10	6	6	8	8	7	0
10	Rafiabad-B	7	7	1	1	3	3	1	0
11	Watergam	8	8	2	2	7	7	1	0
12	Sopore-A	14	14	1	0	11	10	0	0
13	Sopore-B	16	16	6	2	14	14	6	0
14	Sopore-C	7	7	5	5	9	9	0	0
15	Pattan	11	11	10	8	30	30	7	2
16	Singhpora	4	4	22	20	18	18	7	0
17	Tangmarg-A	13	12	9	9	8	8	0	0
18	Tangmarg-B	11	11	17	16	17	16	1	0
Total		189	186	# 98	86	170	167	60	4

Source: Assistant Director, FCS&CA Department, Baramulla dated on 11-12-2019. ⁽²⁶⁾

#Note: However, there are also 26 newly established internal adjustment sale outlets in District Baramulla and the PoS machines have not been installed yet on these

sale outlets. The net information regarding the installation of PoS machines in Baramulla district through the dept. of FCS&CA is as.

Total Ration Sale Centers	=	543 (517+26 newly established internal adjustment sale outlets)
PoS machines installed	=	443
PoS machines pending	=	74+26= 100

Monitoring of Weights and Measures: Role of the Department of Legal Metrology

Under the terms of the Jammu and Kashmir Standards of Weights and Measures Enforcement (Amendment) Act 2011 and the Legal Metrology Act 2009, district level officials of the Department of Legal Metrology (DLM) take efforts to monitor and penalize violations at the grass root level. The Department of Legal Metrology monitors numerous Departments, notably those concerned in the provision of products and services to customers. The Department, in collaboration with the Department of FCS&CA, monitors the PDS at the field level through the use of an enforcement and checking squad. Additionally, the Department of LM penalizes PDS employees who violate standards governing the use of weights and measures in the distribution of food grains and other important goods to beneficiaries. The Department may visit any village or conduct inspections at the block or tehsil level via camp-based inspections to verify the weights and measurements used by public servants in distributing rations and other essential products. Penalties are imposed on offenders in the form of Amount or fine and jail according on the nature of the offence. ⁽²⁸⁾

The punishment is imposed on public executives or servants in rural areas of Baramulla district in accordance with the provisions of the above mentioned Acts. For the purposes of this study, the Department of LM's monitoring and penalty data from 2016 to 2019 is given in figure 4.7 below.

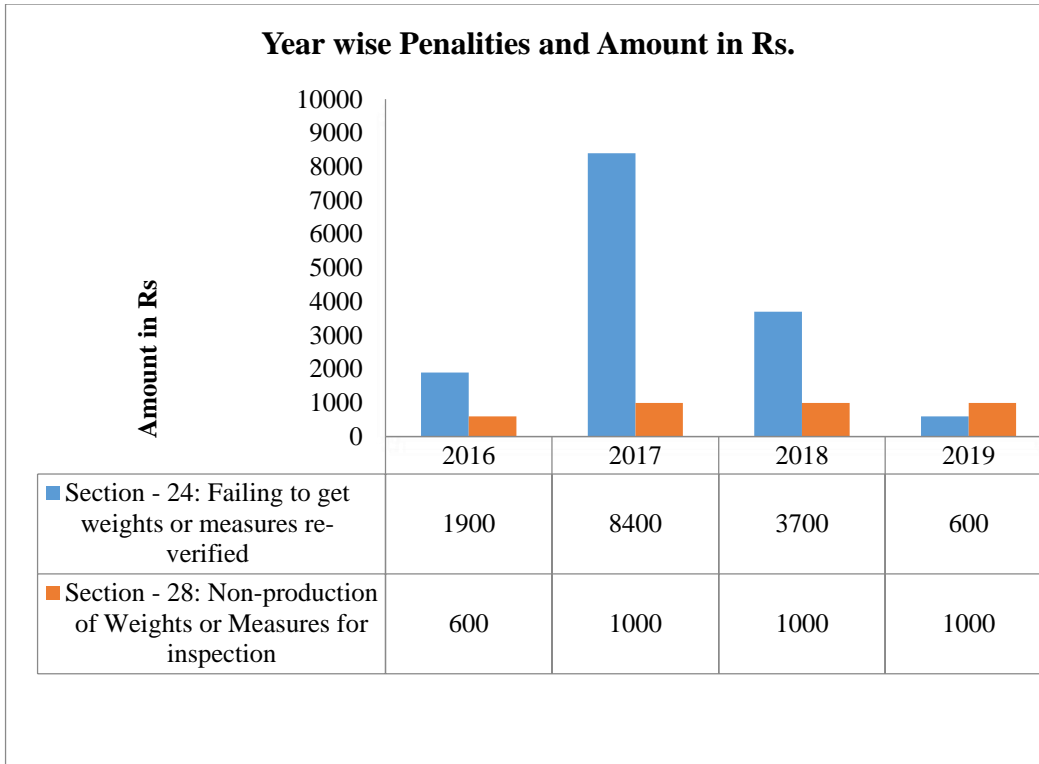


Figure 4.7: Penalty Imposed on Monitoring of Weights and Measures for PDS by the Department of Legal Metrology

The figure 4.7 shows that, since 2016, the Department of legal metrology has imposed penalties on field level government employees of the public distribution system in district Baramulla under sections -24 and -28 of the Jammu and Kashmir Standards of Weights and Measures Enforcement (Amendment) Act 2011. The Legal and Metrology Department levied a penalty of Rs. 1900/- under section 24 and Rs. 600/- under section 28, as shown in figure 5.6. Similarly, according to the same chart, the fines imposed on PDS public workers under sections -24 and -28 for the past three years were 8400 and 1000 for 2017, 3700 and 1000 for 2018, and 600 and 1000 for 2019 respectively.

Back to Village Programme: People's Demands for the FCS&CA Department

So far, two significant stages or phases of the Back to Village (B2V) Programmeme have been carried out in rural parts of the Union Territory of J&K. The

status of both these phases of the B2V Programmeme, which were undertaken in June 2019 (Phase-I) and November 2019 (Phase-II), has been studied in this confined research.

The proposed demands/works pertained on common citizens needs and interests of the study area to the Dept. of FCS&CA under Phase-I and Phase-II of Back to Village (B2V) Programmeme are presented in table 4.23 based on data collected from the office of the Assistant Commissioner Development (ACD) of district Baramulla. ⁽²⁹⁾

Table 4.23
Proposed demands under B2V Programmeme Phase-I and Phase- II

<i>S. No.</i>	<i>Nature of demands or work identified</i>	<i>No. of identified work demands under B2V Programmeme Phase-I</i>	<i>No. of identified work demands under B2V Programmeme Phase-II</i>	<i>Demands taken up by the Department (till August, 2020)</i>
1	Establishment of new ration depots	11	35	No
2	Conversion of NPHH to PHH category and increase PHH quota	02	08	No
3	Availability of Atta, Sugar & K. oil by the dept. on monthly bases	01	05	No
4	Govt. accommodation for Ration Ghats	Nil	08	No
5	Increase the quota for Ration items & K. oil	Nil	05	No
6	Issuing new ration cards on the basis of conducting new survey	Nil	06	No
7	Construction of new building for food store & dumping	Nil	05	No
8	Making PDS more digital and transparent at grass root level	Nil	02	
	Total demands	14	74	No

Source: Office of the Assistant Commissioner Development (ACD), Baramulla, dated on 30th, August 2020.

In both phases of the B2V Programme, the people of the District under Study have made demands for a variety of works, including 11 in B2V-I and 35 in B2V-II for the establishment of new ration depots; 02 in B2V-I and 08 in B2V-II for the conversion of

NPHH to PHH category and the increase of PHH quota; and 01 in B2V-I and 05 in B2V-II for the availability of Atta, Sugar and K. oil on monthly basis. Moreover, B2V-II contains 08 public demands for government accommodation for Ration Ghats, 05 public demands for increase of quota for ration items and K. oil, 06 public demands for issuing new Ration Cards based on new survey, 05 public demands for construction of new buildings to food storage and dumping, and 02 public demands for making PDS more digital at the grass roots level.

According to the needs and interests of ordinary citizens, the Executive Officers of the same Programmes registered 14 demands in B2V Phase-I and 74 demands in B2V Phase-II, generating a total of 84 demands.

It has been determined that, as of August 2020, not a single demand of people of rural regions has been fulfilled and not a single initiative designed by the FCAS&CA Department to ensure their satisfaction.

As shown in Table 4.24.1, different responses were obtained from the beneficiaries of the field survey regarding various elements of the B2V Programme, including awareness of the Programme, efficiency in the implementation of such Programmes, opinion about the Programme as an accurate tool for monitoring different policies in rural areas, and satisfaction level of people with the outcomes of these Programmes for the FCS&CA Department.

Table 4.24.1

Response of Beneficiaries on Various Elements Related to Back to Village (B2V) Programmes

Elements related to B2V Programme	No. of beneficiaries Circle-wise												Total Nos. & Percentage		
	Circle - A			Circle - B			Circle - C			Circle - D			Yes	No	Don't Know
	Yes	No	Don't Know	Yes	No	Don't Know	Yes	No	Don't Know	Yes	No	Don't Know			
Aware about Back to Village Programmeme	96	04	00	94	06	00	93	07	00	98	02	00	381	19	00
Programme conducted efficiently in your village/ locality	61	09	30	70	05	25	63	08	29	68	04	28	262	26	112
Opinion regarding B2V Programme as an accurate tool for monitoring of different policies, Programmes, laws, and acts in rural areas	73	00	27	69	00	31	72	00	28	67	00	33	281	00	119
Peoples participating for same Programme in large scale/numbers	61	04	35	58	08	34	56	13	31	60	06	34	235	31	134
After submitting the reports of the same Programmeme, was the out-come satisfactory in favour of citizens	00	100	00	00	100	00	00	100	00	00	100	00	00	400	00

Source: Field Study

The answer obtained from beneficiaries on various elements of B2V Programme as shown in table 4.24.1 above are pointed out as:

- Out of 400 beneficiaries, 381 are aware of the B2V Programme, whereas 19 are not aware of its existence.
- In a total sample size of beneficiaries 262 respond Yes, 26 say No, and 112 answer Don't know regarding efficiently conducting of same Programme.
- 281 number of beneficiaries have Yes, 119 have Don't know opinion about the B2V Programme to be proved as an effective monitoring tool for various policies, Programmes, laws, and Acts in rural areas.
- 235 of beneficiaries responded Yes, 31 answered No and 134 said Don't know about the participation of people in different cycles of the Programme.
- All the beneficiaries respond that the outcome of this Programme is not satisfactory because the Department of Food and Civil Supplies has not taken up or fulfilled any of the demands made by individuals living in rural regions until August 2020.

Table 4.24.2
Response of Public Servants and Executives on various components regarding Back to Village (B2V) Programmes

Response on various elements of B2V Programmeme	Response of public executives and servants (in numbers)			Total No. of Responses
	Yes	No	Don't Know	
Aware about Back to Village Programmeme	26	00	00	26
Programme conducted efficiently in your village/ locality	26	00	00	26
Opinion regarding B2v Programme as an accurate tool for monitoring of different policies, Programmes, laws, and acts in rural areas	20	00	06	26
Peoples participating for same Programme in large scale/numbers	21	05	00	26
Satisfactory out-come of B2V Programme in favour of citizens	00	17	09	26

The response of public workers and executives to various elements of the B2V Programme is seen in table 4.24.2 above. The graph demonstrates that all public officials and executives are aware of B2V initiatives and their execution in their locality. 20 of the 26 public employees in the sample survey believe that such Programmes may contribute with accurate monitoring of various policies, Programmes, laws, and schemes in various sectors, while the other 06 do not. 21 employees said that rural people participate in such Programmes on a large scale, while 05 replied that there is very little involvement. Again, out of 26 field level public employees, 17 commented that the result of the B2V Programme in the context of the FCS&CA Department is unsatisfactory and 09 do not react to whether it is satisfactory or unsatisfactory.

Consumer Rights Awareness Programmes

The implementation of Consumer Rights Awareness Programmes is widely regarded as one of the most significant tools for building collaboration and shared leadership among common people in general and consumers in particular. The Circle wise response and the total response from all beneficiaries are represented in Figure 4.8 and Table 4.25 below about the Consumer Rights and Programmes.

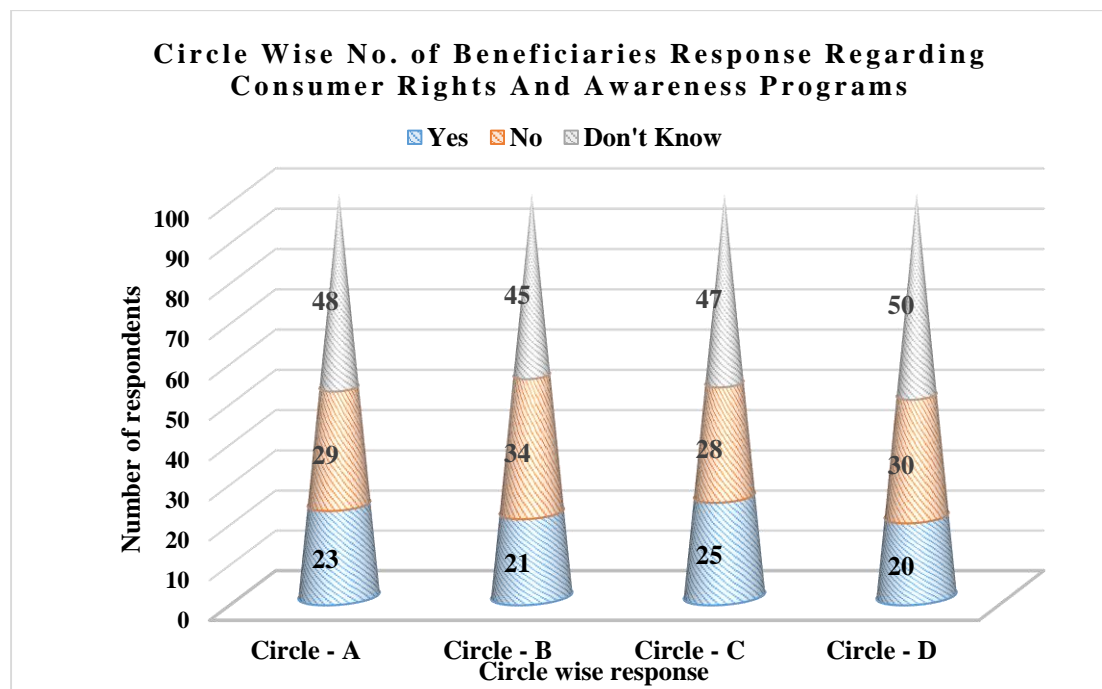


Figure 4.8: Circle Wise No. of Beneficiaries Response Regarding Consumer Rights and Awareness Programmes

The figure 4.8 above represents the Circle –wise comments of beneficiaries about awareness of consumer rights and Programmes. In all four Circle, 23 of circle –A, 21 from Circle-B, 25 in Circle-C, and 20 from Circle-D beneficiaries replied that they are aware about consumer rights and Programmes of these rights. However, 29 from Circle-A, 34 in Circle-B, 28 of Circle-C, and 30 in Circle-D argued that they are aware about Programmes but unaware to rights of consumers. Moreover, there are 48 beneficiaries in Circle-A, 45 from Circle-B, 47 of Circle-C, and 50 from Circle-D responded that they are neither aware about consumer awareness Programmes nor their rights.

Table 4.25
Total Responses of Beneficiaries regarding Awareness of Consumer Rights and Programmes

Response	Number of Answers from various Circles of the sample	Percentage of Answers from various Circles
Yes	89	22.25%
No	121	32.75%
Don't Know	190	45%
Total	400	100%

Source: Field Survey Response

The following responses on Consumer Rights Awareness and Consumer Rights Programmes were received from beneficiaries during a field survey:

1. Out of 400 respondents 89 i.e., 22.25%, 121 i.e., 32.75%, and 190 i.e., 45% responded that they are aware (aware about both Programmes as well as rights of consumers), not aware (aware about Programmes but unaware to rights of consumers), and don't aware (neither aware about consumer awareness Programmes nor their rights) respectively about the Consumer rights awareness Programmes as indicated in table 4.21 above.

2. That the Department of FCS&CA and the Dept. of Legal Metrology didn't conduct any consumer rights awareness Programmeme in their village/ locality level of sample study area.
3. Since the implementation of the NFSA and JKFES Programmes in 2016, not a single awareness event has been undertaken in their villages till 2020
4. All beneficiaries accept that they have not participated in the same kind of Programmes held at their village vicinity.

The field level public servants and executives gave their response to different aspects of consumer rights and awareness Programmes as given below in table 4.26.

Table 4.26

Response of Public Servants and Executives on various aspects of Consumer Rights and Awareness Programmes

S. No.	Nature of Question	No. of Responses (public servants)			No. of Responses (public Executives)			Total No. of Respondents
		Yes	No	Don't Know	Yes	No	Don't Know	
1.	Aware about the consumer rights	16	00	00	10	00	00	26
2.	Conduct of Consumer Rights Awareness Programmes at:							
	a) Village level	00	16	00	00	10	00	26
	b) Tehsil/Block level	13	00	03	10	00	00	26
	c) District Level	16	00	00	10	00	00	26
3.	Citizens participating in same Programmes at large scale	09	04	03	07	03	00	26

Source: Response collected from field survey

As indicated in table 4.26 all public executives and servants are aware about consumer rights and Programmes. The above table also depicts that the awareness of consumer rights Programmes is not held at village level. Out of 16 field level public

servants, 13 say Yes and 03 answer Don't Know, however, all 10 public executives of study respond Yes for the same Programmes conducted at Tehsil or Block level. Furthermore, all public executives and servants accepts that awareness Programmes are conducted at district level every year.

From all 26 field level public employees of the sample study 16 respond Yes, 07 say No, and 03 answer Don't Know about participation of citizens at huge number in such Programmes held at various levels.

Conclusion

The field survey or study is regarded as a fundamental component of empirical research in social science disciplines. Data collecting tools such as interview schedule and personnel observation were used during field surveys to get the required information for attaining research objectives. After data collection, there is need to compile the same data in an appropriate method so that the objectives of the research topic may get justified. Consequently, present chapter emphasized on the compilation of data based on empirical study collected from a field survey. The chapter has been divided into two sections. Section - I covered the profile of the study area, which comprises the brief profile of the confined District and the selected Department under study. In Section – II, various elements of the study area were presented in order to justify the research objectives, which include General Information about Beneficiaries of the Study Sample; Implementation of NFSA and JKFES Schemes; Utilisation of Citizens' Charter and Roasters; Issuance of Ration Cards; Redressal of Public Grievances at grassroots level; Monitoring and Vigilance System of FCS&CA Department; Manpower Availability for the Delivery of Public Services in the Department; Computerised Public Service Delivery or e-PDS; Monitoring of Weights and Measures; Back to Village Programmeme: Peoples' Demands for the FCS&CA Department; Consumer Rights Awareness Programmes.

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Chapter 5

Analysis of the Department of Food Civil Supplies & Consumer Affairs for Effectiveness of Public Services Delivery

Introduction

Following the compilation of primary data, analysis is the most important part of any research. In the preceding chapter, the researcher compiled the data obtained during the field survey. The current chapter has concentrated on the analysis of the same data to realize the research objectives. It will also analyze the research topic or research statement in the broader perspective of the effectiveness of Public Service Delivery by justifying the research objectives. For the purpose of this research, analysis has been conducted by using percentile/percentage analysis.

As already stated in the previous chapter, the Department of Food Civil Supplies & Consumer Affairs (FCS&CA) has been given overall responsibility and accountability for the effective implementation of National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES) in the UT of J&K. In this chapter, the implementation of these Schemes in rural areas has been used to examine an important parameter of the New Public Service (NPS) Model, namely accountable and responsible administration for public laws and policies or schemes. These Schemes have also been analyzed in order to achieve the research objective of effective PDS in terms of time, price, quality, and quantity in rural areas of Kashmir.

Analysis of National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES) Schemes in Rural Areas

The Department Food Civil Supplies & Consumer Affairs (FCS&CA) is operating the Public Distribution System (PDS) under two important Schemes as the NFSA, a central initiated Scheme and the JKFES, a state initiated scheme in Jammu & Kashmir. In present research only four essential items i.e. rice, atta, sugar and kerosene oil have been studied. These essential commodities would be evaluated in terms of time, price, quality and quantity within the rural areas of Kashmir under the NFSA and the JKFES schemes.

The Overall percentage wise response for the two important Schemes i.e. NFSA and JKFES in rural regions of the study area is mentioned in Table 5.1 below. The table mentions overall response of beneficiaries covered under NFSA & JKFES with regard to Time, Price, Quantity, and Quality of essential services of Ration and K. oil items.

Table 5.1
Overall Percentage wise response of beneficiaries in terms of Time, Price, Quantity, and Quality of Ration and K. oil items' distribution.

Item Name	Actual time	%age of responses w.r.t. Time			%age of responses w.r.t. Price				%age of responses w.r.t. Quantity			%age of responses w.r.t. Quality			
		Monthly	2 – 3 months	3 – more than 3 months	Actual Price	Rs. 1/- extra	Rs. 2/- extra	Rs. 3/- more than 3 extra	Yes	No	Don't Know	Very Good	Good	Average	Poor
Rice	Every Month for all commodities	100	00	00	07	74.75	18.25	00	37.50	53.25	09.25	00	43.50	56.50	00
Atta		00	40.75	59.25	5.50	56.50	38.00	00	20.25	45.50	34.25	00	21.25	78.75	00
Sugar		43.50	47.50	09	00	10.50	65.50	24	12	67.25	20.75	00	26.75	73.25	00
K. Oil		03.00	61.25	35.75	00	9.50	66.50	24	29.50	31.25	39.25	00	18.00	75.50	06.50

Source: Field survey based data

According to Table 5.1 above, all respondents (100%) answered that the rice commodity is entitled to the beneficiaries on a monthly basis. 74.75 % of the beneficiaries' sample responds that an extra charge of Rs. 1/- is being levied on rice, 18.25 % responded that an additional charge of Rs. 2/- is being paid on rice, and only 07 % responded in favour of the actual price of rice. According to 53.25% of respondents, the quantity of rice distributed is less than the real quantity. For PHH and AAY categories, one kilogram (kg) of rice is provided less than the actual scale, i.e., 4 kg of rice instead of 5 kg, regardless of the months in which Atta is not provided. 37.50 % of beneficiaries accepts that rice is distributed on the reasonable scale. Remaining 09.25 % are unaware of the exact scale of quantity. 43.50 % believe the quality of rice is good, while 56.50% responded that the quality of rice is average.

Table 5.1 also mentions that 59.25 % and 40.75 % of beneficiaries agree that ration of Atta is given to families after 2-3 months and more than 3 months, respectively. According to 56.50 % and 38 % of respondents, the price of Atta is taken more to Rs.1/- and Rs.2/- by Storekeepers than the actual price to PHH and AAY Rationees respectively. Under the NFSA and JKFES Schemes, the NPHH category receives an exact quantity of rice commodity as per scale/ roaster.

The PHH and AAY categories are provided less quantity of one kg. Rice continuously every month without distributing Atta to them each month. When Atta is provided to recipients (PHH & AAY Categories), it is limited for that one month and is not provided for the months that have been missed. Approximately, 21.25 % of respondents say that Atta's quality is good, while 78.75 percent answer it as average.

Further, the table 5.1 reveals that Sugar was distributed to RC holders on a monthly basis until December 2018. According to data acquired from field survey, 43.50

% of beneficiaries' responded to monthly distribution, 47.50 % replied after 2-3 months, and only 09 % responded more than 3 months for sugar delivery to households. Similarly, around 10.50 %, 65.50 %, and 24 % of beneficiaries said that storekeepers charged an additional price of Rs.1/-, Rs.2/-, and Rs. 3 – more than 3/- per kg of sugar commodity. Storekeepers and assistant storekeepers are not distributing sugar according to the government-established scale of 500 grams per soul. According to 67.25 percent of respondents, storekeepers are not distributing sugar in the exact amount as specified in the roaster and designed by the government. Only 20.75 % are aware of the scale of the sugar quantity as per roaster, and only 12 % replied to the delivery same as per the scale. Sugar delivery of average quality is supported by 73.25 %, while good quality is supported by 26.75 %.

Sugar commodity has been distributed to the families of RC holders in Kashmir Division just once (one) from the beginning of the year 2019, that is on the Day of Eid-ul-Fitre for PHH and AAY categories. Despite the fact that there has been a consistent demand from the public for the provision of sugar on a monthly basis, the government has closed the item without taking into account the public's best interests. Recently, in the month of September 2019, cooperative societies in J&K granted authority to distribute sugar to the public at possibly lower prices. However, these societies avoided the same authority because the price of sugar was consistently hiked every month. Now when the same item is distributed by private authority, there is very little control on both the pricing and the scale of the quantity of sugar.

Table 5.1 depicts that 61.25 % and 37.35 % of the entire sample percentage responded that kerosene oil (K. oil) is distributed after 2 - 3 months and 3 - more than 3 months, respectively. While only 12% answered to the delivery of K. oil within the specific time period. It also suggests that 66.50 %, 24 %, and 9.50 % of consumers

believe that K. oil is delivered at an additional cost of Rs.2/-, Rs.3/-, and Rs.1/-, respectively. Regarding the quality of K. oil, 75.50 % of recipients think it is average, 18 % say it is good, and just 06.50 % react it is poor. Similarly, 39.25 percent of RC holders in the sample from beneficiaries are unaware of the Roaster and scale of kerosene oil distribution, 31.25 % disregard the distribution of the same product according to determined scale, and 29.50 % accept distribution on the basis of real scale.

So, by examining the accountable and responsible parameters of the NPS model under the NFSA and JKFES Programmes of the FCS&CA Department, it can be evaluated that there is a lack of accountability in public service delivery in rural areas of Kashmir. Based on the data obtained from the field survey and analyzed in table 5.1, there is also a lack of effectiveness in terms of time, price, quality, and quantity for the implementation of these Schemes.

Citizens' Charter and Roasters

All the employees of the FCS&CA Department claim that only Roasters are accessible in Ration depots and Tehsil supply offices at the village and circle levels, respectively. As a result, there is little evidence supporting the use of the Citizens' Charter at the grass roots level in rural regions.

Utilization of Roasters for Public Distribution System in Rural Areas:

For the analysis of Roasters based on field responses given by beneficiaries, public servants and executives to the usage of these Roasters is shown in the 5.1 below

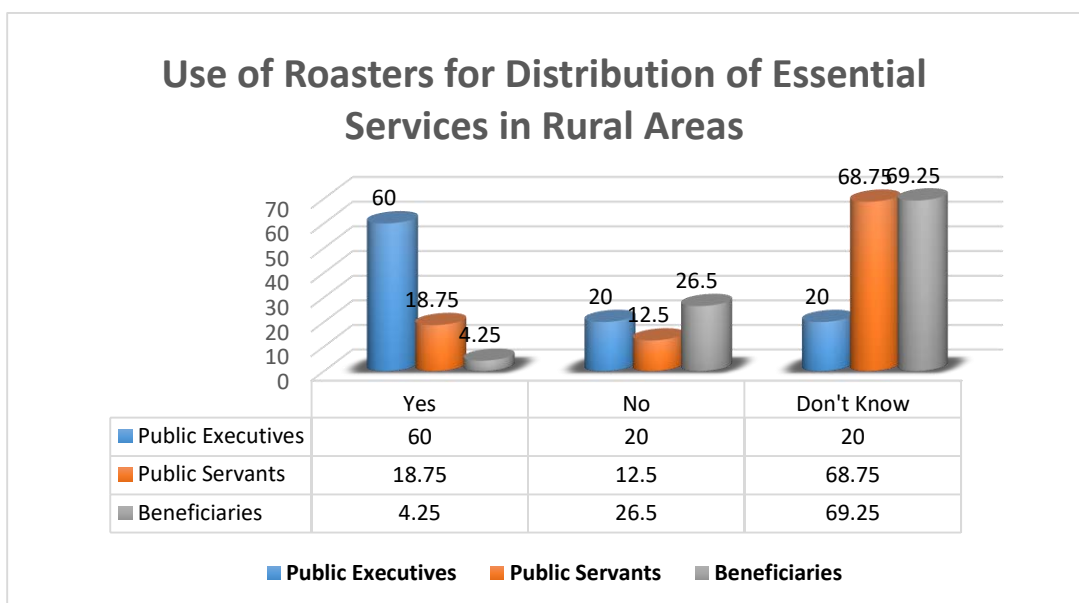


Fig. 5.1: Use of Roasters for Distribution of Essential Services in Rural Areas

It is stated in figure 5.1 that the essential services are distributed to people in accordance to the Roaster prepared by the Dept. of FCS&CA. According to responses of the entire sample size of the study area, 60 % of public executives, 18.75 % of public servants, and mere 04.25 % of beneficiaries answered that the essential services are provided in accordance to the roasters. Further, 20 % of public officials 12 % of public servants and 26.5 % of customers argued that the basic commodities mentioned under study are not provided as per roasters. While as, 20% of field level executive official, 68.75 % of public servants and 69.25 % of beneficiaries agree that they are neither utilize these roasters nor have any information about the scale of these ration items as per roaster.

Moreover, in total of 08 ration depots of the sample area, Roasters were not placed on any notice or display boards, although the roasters were seen within the ration depots' stores. Roasters for kerosene oil delivery are not publicized on any notice board and are not even available at kerosene oil distribution points in the sample region. Despite the fact

that ration goods such as rice, Atta, sugar, and kerosene oil are allocated against Roasters in terms of time, quantity, price, quality, and availability, as indicated in table 5.1 under the NFSA and JKFES schemes.

Issuance of Ration Cards (RCs)

To issue RCs for existing families under PDS and new families applied for issuance of RCs after implementation of NFSA & MMSFES of 2016 have observed under certain confrontations:

- ❖ The RCs were issued to families in 2015 and 2016. According to the 2011 Census, these RTs were valid until December of 2018. New RCs for existing families have not been granted since 2018. The ration only allows entrance based on their existing invalid RCs. According to Government Order No. 46-FCS&CA Of 2018 dated 20.02.2019, the validity of ration cards has been extended till December 2019 without any modification in the sale rates of basic commodities of food grains. But, the validity was eventually extended until December 2020 without the issuance of new Ration Cards.
- ❖ Under the provisions of the NFSA, new RCs/RTs must be issued to needy families who apply for them, based on field reports of monitoring and vigilance committees that support the issuance of new RCs, as well as the recommendations of a four-member committee led by the Deputy Commissioner at the district level. The details of issuing new RTs for newly applicant families have not been made available by the relevant authorities at the field and district levels to the researcher. However, according to responses from executive officials at the Tehsil and District levels of the research sample area, no new RTs have been provided/issued since 2016. The Department of FCS&CA does not allow the split of a family and the issuing of a new RC to the newly separated family. Again as per the responses of public executive, the

government of Jammu & Kashmir has not provided the additional quota of rations cards to FCS&CA Department for newly applied applicants. As a result, no new RTs have been granted since 2018 till December 2020.

Ration Cards under Jammu & Kashmir Public Service Guarantee (PSG) Act.

To examine the 2nd parameter of NPS Model for meeting the needs and interests of people, the Govt. of J&K has taken two important citizen-centric administrative initiatives i.e. Public Services Guarantee (PSG) Act and Back to Village (B2V) Programmeme. The FCS&CA Dept. comes under the coverage of these two initiatives and is analyzed here.

The main objective for the implementation of PSG Act in J&K is to provide various services by the different organizations/Department to common citizens within the stipulated time. After implementation of NFSA and JKFES Programmes, the Department of Food and Civil Supplies also implemented the same Act. Under this Act various elements have been analyzed based on field survey regarding Ration Cards and services provided within its premises.

The percentage –wise responses of beneficiaries and public servants and executives with regard to awareness of public service guarantee Act are represented in two pie charts or figures separately below.

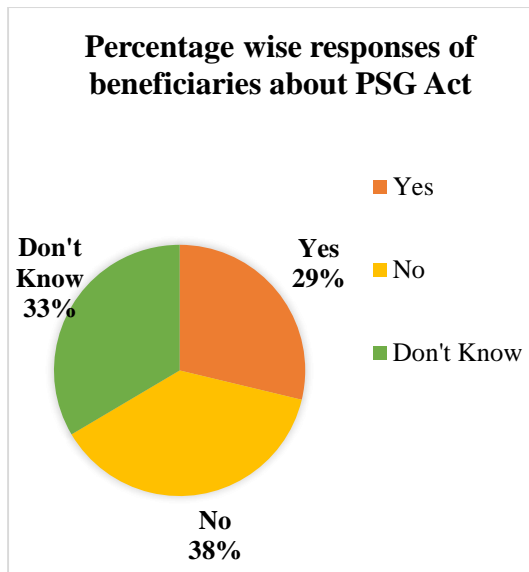


Fig. 5.2.1: Percentage wise responses of beneficiaries about PSG Act

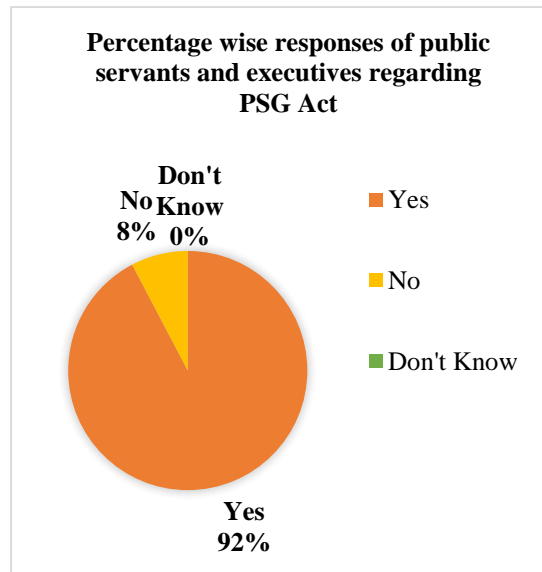


Fig. 5.2.2: Percentage wise responses of public servants and executives regarding PSG Act

In the above two figures, fig. 5.2.1 represents the responses of beneficiaries in percentage wise and chart 5.2.2 shows responses of public servants and executives. According to fig. 5.2.1, Approximately 37.75% (38 %) of beneficiaries are not aware about the Act and about 33.50% (33 %) don't have idea regarding it. Also only approximately 28.75% (29 %) are aware about the same. Similarly, figure 2 represents that Approximately 92.308% of public servants and field officials are aware, and only about 7.692% are unaware about it.

In aggregate, approximately 71.25% of beneficiaries and about 7.692% of public servants are either unaware or don't have any information about of the JKPSG Act.

The different aspects of PSG Act under FCS&CS Department are mentioned below in Figure 5.3.1 and 5.3.2 and are based on responses from the field under study.

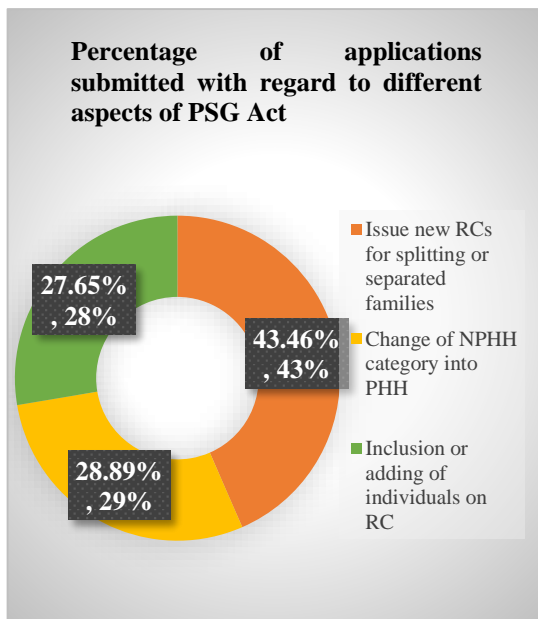


Fig.5.3.1: Percentage of applications submitted with regard to different aspects of PSG Act

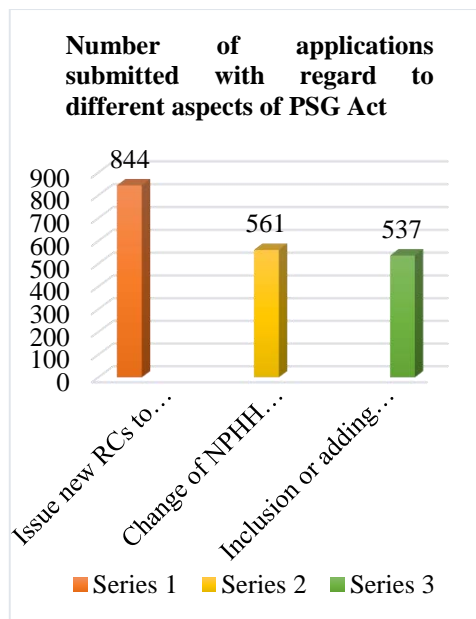


Fig. 5.3.2: Number of applications submitted with regard to different aspects of PSG Act

The two figures above illustrate two analytical graphics: Fig. 5.3.1 indicates the applications submitted with respect to different issues of beneficiaries in terms of percentage, and Fig. 5.3.2 displays applications submitted in numbers covered by the PSG Act. Both figures show that in 1942, 844 (43.46 % approx.) of applications on demands received for the issue of new RCs to splitting families; 561 (28.89 % approx.) were for the change of NPHH into PHH Category; and 537 (27.65 % approx.) were for the inclusion of individuals on RCs.

Figure 5.4 shows feedback from field level beneficiaries as well as public executives in rural areas of the study about different services delivered by the Department of FCS&CA within the timeframe specified by the PSG Act.

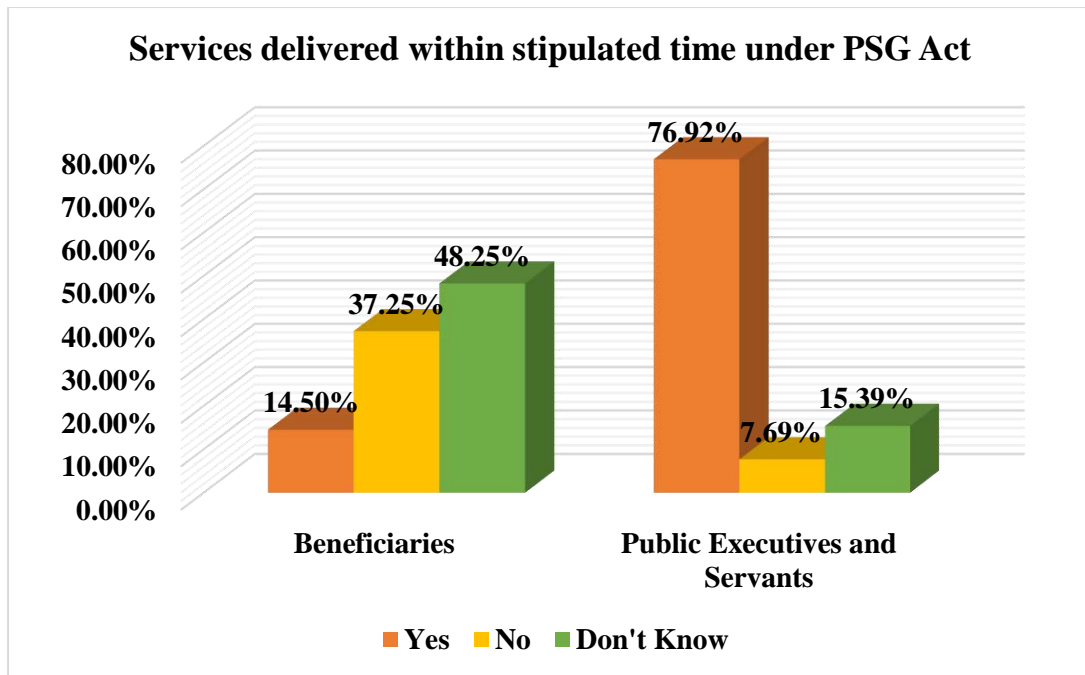


Fig. 5.4 Services delivered within stipulated time under PSG Act

The above figure 5.4 reveals that 48.25 % of beneficiaries are not aware of the stipulated time or the services offered under the PSG Act. In addition, 37.25 % are aware but said that services are not delivered within the specified timeframe. Instead, just 14.5 % are familiar with services, which are given to consumers within the given timeframe by the Act. Furthermore, as shown in the same figure, 76.92 % public workers and executives are aware, 7.69 % are not aware, and 15.39 % are neither made aware nor have any sort of information related to services given under the same Act within the stipulated time.

As a consequence, it was revealed that 85.50 % of beneficiaries and 23.08 % executives and employees responded that services covered under the provisions of the JKPSG Act are not delivered to beneficiaries within the time frame specified by the Act.

In addition to the above facts, regarding the efficiency of the JKPSG Act implementation in rural Kashmir, the following observations have been made:

1. The majority of applications were submitted by concerned storekeepers and Assistant Storekeepers and very meagre or limited number sent directly to executive offices. Furthermore, it has been observed that the majority of the beneficiaries in the sample area are unaware of the location and contact information for the Tehsil Supply Office.
2. Despite the fact that applications or requests were submitted by people in concerned executive offices on a variety of subjects or issues such as the issuance of new Ration Cards to splitting or separated families, the change of NPHH category into PHH, and the inclusion or addition of individuals on RC, the response was unsatisfactory for the following reasons:
 - i) From 2016 to 2020, the FCS&CA Department has restricted the issuance of new RCs for split or separated families.
 - ii) All requests to change the NPHH category to PHH are pending in the relevant offices because the Food Department has not received additional quota from higher authorities after the 2011 Census; and
 - iii) Not any individuals or soul has been added to the RC after the implementation of NFSA in J&K because ration is only distributed to the previously specified family members, according to the 2011 Census.

Additionally, after 2011 Census, no other initiative has been taken yet till 2020 for new Census and all such applications were not being taken into consideration.

Back to Village Programmeme

Back to Village Programme was launched in June 2019 for the UT of J&K with the goal of assessing people's needs and interests as well as monitoring the implementation of different rural development Programmes and schemes. As the research is being conducted on the FCS&CA Department in the rural area of district of Baramulla,

certain aspects or elements of the B2V Programme have been evaluated as indicators in Figure 5.5 below based on beneficiary responses.

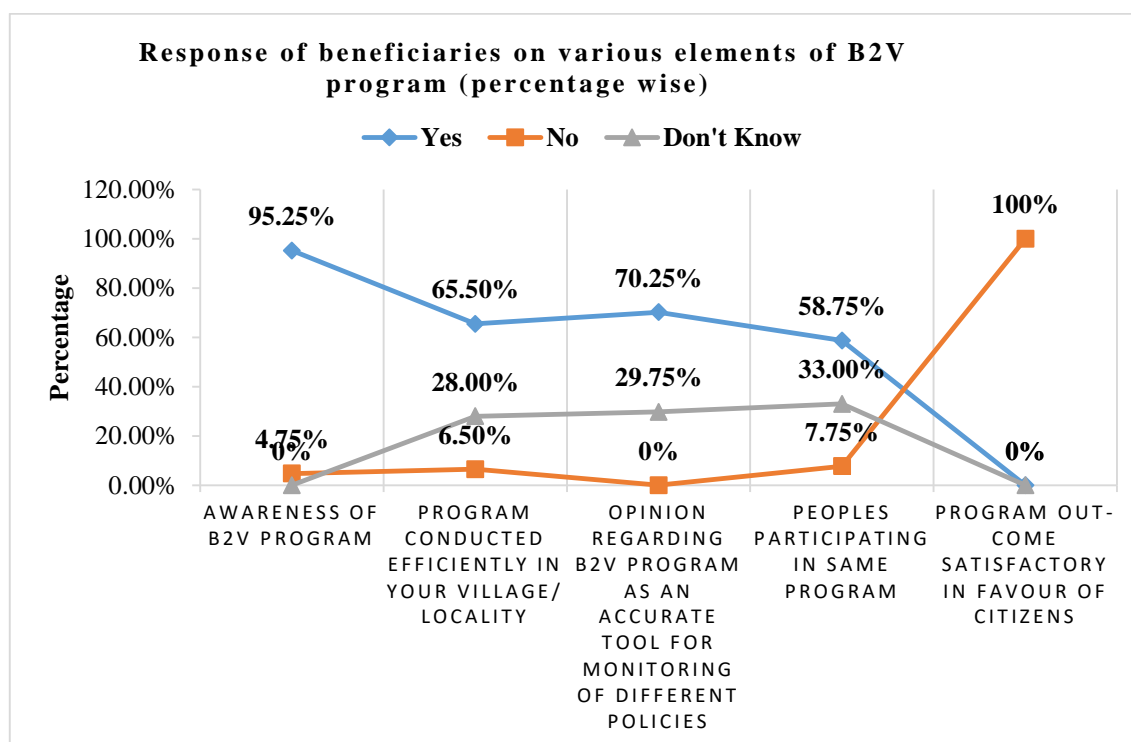


Fig. 5.5: Response of beneficiaries on various elements of B2V Programme

The Figure 5.5 above illustrate the response for various elements of B2V Programme which are studied in following points:

- ❖ Approximately, 95.25% of beneficiaries are aware about the B2V Programme held in rural areas of study arena and only 04.75% are not aware.
- ❖ About 65.50%, 06.50%, and 28.00% of respondents answer Yes, No, and Don't Know respectively for conducting the Programme efficiently in their villages/locality.
- ❖ About 70.25 % of beneficiaries believe the B2V Programmeme will prove to be an accurate tool for monitoring various developmental policies, Programmes, schemes, and Acts in the rural arena of J&K, while only 29.75 percent of respondents had no view about the same.

- ❖ As represented in Figure above, 58.75% answer Yes, 07.75% say No, and 33.50% respond Don't Know for the participation of people in the Programme.
- ❖ Approximately, 100 % of beneficiaries are dissatisfied with the outcomes of such Programmes because the Food and Civil Supplies Department has not produced a satisfying outcome after submitting reports on the same.

Similarly, the responses of field-level public servants and executives in the study District's rural areas to various elements of the B2V Programme were collected and analyzed in table 5.2 below.

Table 5.2
Response of public executives and servants about various elements of B2V Programme.

S. No.	Response on various elements of B2V Programme	Response of public servants and executives (in percentage)			Total Percentage (%)
		<i>Yes</i>	<i>No</i>	<i>Don't Know</i>	
1	Aware about Back to Village Programme	100	00	00	100%
2	Programme conducted efficiently in your village/ locality	100	00	00	100%
3	Opinion regarding B2V Programme as an accurate tool for monitoring of different policies, Programmes, laws, and acts in rural areas	76.923	00	23.077	100%
4	Peoples participating for same Programme in large scale/numbers	80.770	19.230	00	100%
5	Satisfactory out-come of B2V Programme in favour of citizens	00	65.385	34.615	100%

The table 5.2 above presents about various elements of B2V Programme for achieving the needs and interests of people under PDS of rural areas. The table reveals that all public servants and officials are aware of B2V initiatives and their implementation in their community. About 76.923% of the sample's public employees

believe that such initiatives may be beneficial for accurate monitoring of various policies, Programmes, legislation, and schemes in rural regions, while 23.077% had no view. Again 80.770% executive personnel said that rural residents participate in these Programmes at a huge scale, whereas 19.230% stated that rural residents participate in these Programmes on a very small scale. Similarly, from the sample of public employees, 65.385% say that the outcome of the B2V Programme is unsatisfactory in the context of the FCS&CA Department, and 34.615% do not react to the question of whether the outcome is satisfactory or unsatisfactory.

The 2nd factor of NPS model relevant to meeting the public needs and interests by public administrators have been examined under the above-mentioned two citizen centered administrative initiatives. Because of the unsatisfactory results of the Jammu & Kashmir Public Service Guarantee Act and Back to Village Programmeme, it may be assessed that Citizen centric initiatives in rural areas of Kashmir are inefficient in terms of achieving the people's needs and interests.

Consumer Rights Awareness Programmes

To examine the 3rd parameter of the Model i.e. contribution of administration for buildup shared public interest, conducting awareness Programmes of Consumer Rights and B2V Programme has been analyzed in the study.

In earlier chapters, a description of consumer rights and consumer rights awareness Programmes were given. The analysis of such Programmes has to be considered in this section. The percentage wise analysis in table 5.3 below has occurred based on the responses obtained from beneficiaries regarding consumer rights and consumer rights awareness Programmes conducted in rural regions of the field survey.

Table 5.3
Percentage wise response about Awareness of Consumer Rights and Awareness Programmes

S. No	Aspects of Consumer Rights	Percentage of Responses from Beneficiaries			Percentage of Responses from Public Servants and Executives		
		Yes	No	Don't Know	Yes	No	Don't Know
1.	Awareness of Consumer Rights and Programmes	22.25%	32.75%	45%	100%	00%	00%
2.	Consumer Rights Awareness Programme conducted at:						
	i) Village level	00%	100%	00%	00%	100%	00%
	ii) Tehsil/Block level	8.25%	00%	91.75%	79.25%	00%	18.75%
	iii) District level	66.25%	00%	33.75%	100%	00%	00%
3.	Citizens participation at large scale in such Programmes	00%	67.75%	32.25%	56.25%	25%	18.75%

Source: Field survey data

The following points have been analysed based on responses from beneficiaries and public executives and servants about various elements of consumer rights and consumer rights awareness Programmes:

- Only 22.25 % of beneficiaries are aware of consumer rights and Programmes related to these rights, while the remaining 77.75 % are either unaware or have no idea. In contrast, 100% of public executives and servants are aware of both consumer rights and awareness Programmes.
- Approximately, 100% of beneficiaries, as well as public workers and executives, agree that consumer rights awareness Programmes are not conducted at the village level in rural areas. Regarding similar Programmes held at the Tehsil/Block level, 8.25 % and 91.75 % of beneficiaries, and 79.25 % and 18.75 % employees and executives, respectively, responded Yes and Don't Know respectively. Furthermore,

66.25 % of beneficiaries and 100 % public executives and servants believed that the awareness campaigns were carried out at the district level. While 33.75 % of beneficiaries are unaware of it.

- In terms of the large number of citizens participating in such Programmes in their vicinity, 67.75 % and 32.25 percent of beneficiaries respond No and Don't Know, respectively, while 56.25 % of public servants and executive officers respond Yes, 25 % reply No, and 18.75 % react Don't Know.

Additional Points Regarding Consumer Rights Awareness Programmes:

In addition to the facts stated above, two additional things were observed during a field survey of the study area in regard to consumer rights and Programmes, such as:

- i. There are various means of communication to aware common citizens such as camp-based awareness Programmes, radio and television means, and internet-based awareness. However, according to all beneficiaries, public workers, and officials, not a single camp-based awareness Programmeme was organized at the village or halqa panchayat level in the sample region under study.
- ii. That all public employees and public officials in the sample area agree that the National Day of Consumer Rights is celebrated once a year on December 24th at the tehsil/block and district levels. Furthermore, with the collaboration of the Departments of Legal Metrology and FCS&CA, World Consumer Day and State Consumer Day have been commemorated on the 15th of March and the 29th of August every year, most infrequently at the Divisional level and very rarely at the District level. However, the same Days are neither celebrated nor aware to common people at village/panchayat level in rural areas of Kashmir.

In order to build up the shared public interests among citizens, the above emphasized two administrative efforts were examined. Due to unattainable demands of B2V Programmeme and not conducted consumer rights awareness Programmes at Village or Halqa/Panchayat level, it can be analyzed that public administrators lack efficiency for build up the shared public interests among people.

Monitoring and Vigilance System of FCS&CA Department

Two significant citizen-centric administrative initiatives for Public Service Delivery in rural regions are being analyzed to observe the 4th parameter of collaboration building and shared leadership among people based on the aforementioned Model. These initiatives are:

1. Monitoring and Vigilance Committees, and
2. Public Grievance Mechanism for FCS&CA's Public Distribution System.

For the FCS&CA Department, several designated authorities have been selected to achieve the goal of monitoring functions or duties conducted through personnel inspections and tours.

These appointed authorities carry out their monitoring responsibilities or duties on a daily or weekly basis by performing personal inspections or tours within their jurisdictional regions. During the monitoring process, the concerned authorities are conducting FP shop level Camps and checking various aspects of the NFSA and MMSFES/JKFES schemes.

The FCS&CA Department Senior Officials have been assigned field level monitoring duties and are carrying them out through inspections as followed in Table 5.4

Table 5.4
Monitoring Duties for Designated Officials of FCS&CA Department

S. No.	Designated Authority of FCS&CA Dept.	No. of Inspections (Weekly/Daily)	Percentage of Checking/Monitoring
1.	Joint Director	03 inspections in a week	10%
2.	Deputy Director	04 inspections in a week	15%
3.	District Assistant Director	04 inspections in a week	20%
4.	Chief Inspector	02 inspections daily	25%
S5.	TSO/Area Inspector	02 inspections daily	30%

Source/Ref: Govt. Order No. of 65 CAPD of 2016 and dated 29.03.2016, Dept. of FCS&CA, Govt. of Jammu & Kashmir.

Also, in accordance with the same Government Order No., the responsible Director must execute two (2) percent of the checks to ensure the authenticity of digital data in the Department.

Monitoring and Vigilance Functions of FCS&CA Department at Grassroots Level

On the basis of responses from field survey, some important facts have been analyzed regarding monitoring and vigilance system in the study of rural areas. The facts are as under:

1. Approximately, 94.75% of beneficiaries have no idea or not aware about the constitution and membership of the Vigilance and Monitoring Committees at Halqa Panchayat/Village level.
2. There has been no Programme or information provided at the village level by the FCS&CA Department on the formation of these Committees. However, the committees remained valid continuously since 2016, instead of their validity for one year as per the Govt. instructions provided to the Department.
3. Based on field observations, the Village Level Vigilance & Monitoring Committees sign and issue Utilization Certificates to Storekeepers/Assistant Storekeepers and kerosene oil Dealers without conducting appropriate checks on the distribution of

essential commodities in terms of time, price, quality, and quantity. Also, common citizens are not informed of the utilization certificate granted to field-based public servants based on effective delivery of public services.

4. About 100% of beneficiary in the sample acknowledges that since the introduction of the NFSA and JKFES Schemes (in 2016), no visits or camp-based monitoring and vigilance tours have been made by the Department of FCS&CA in their respective villages.

5. Of the 04 TSOs in the sample, 02 are designated as In-charge TSOs who are not graded. These in-charge TSOs are engaged in and assigned the task of ration distribution as well as the duty of Storekeepers of their particular sale centers. The same person is in charge of both monitoring and foodgrains distribution works. As a result, an appropriate monitoring function becomes ineffective.

6. According to the public executive respondents, due to lack of manpower in the Department, there is hardly any function of inspection/monitoring to the ration sale centers and kerosene oil depots of villages on daily bases.

Role of Legal and Metrology Department in Monitoring of Weights and Measures for Public Distribution System

The monitoring executives of the Legal Metrology Department play a vital role in the monitoring and inspection of weights and measures for FCS&CA Department employees working in rural areas employed in the delivery of public services. These governmental officials are selected to monitor and penalize personnel who use weights and measures illegally during the delivery of essential products to PDS beneficiaries. The penalty imposed during checking and monitoring of weights and measures has been

evaluated using data obtained from the office of the Assistant Controller of District Baramulla, Dept. of Legal Metrology, as shown in table 5.5 below.

Table 5.5
Penalty Imposed by the Legal Metrology Department for Misappropriation of Weights and Measures in PDS

S. No	Year	No. of Single Enforcement Cases	Penalties through Single Enforcement Cases	No. of Camp Enforcement Cases	Penalties through Camp Enforcement Cases	Total No. of Cases	Total Penalty
1	2016	05	2500	00	00	05	2500
2	2017	19	3300	04	6100	23	9400
3	2018	02	1500	11	3200	13	4700
4	2019	03	1600	00	00	03	1600
Total		29	8900	15	9300	44	18200

Table 5.5 above depicts that from 2016 to 2019 (four consecutive years), 29 single enforcement cases in district Baramulla were enforced, with a penalty of Rs. 8900 imposed. In addition, 15 camp enforcement cases were filed, with a penalty of Rs. 9300 imposed. In total of 44 cases were registered, and Rs. 18200 were collected as a penalty from violators of weight and measures from the same time period mentioned above.

It has been determined that every year on an average penalty enforcement cases registered from 2016 to 2019 are:

$$\frac{44}{4} = 11 \text{ (Eleven cases per year)}$$

Based on the data gathered from the study's field area, all of the respondents from the eight ration Sale Centers said that there is no evidence of inspection and checking of Weights and Measures in their villages from last five years.

Availability of Manpower

The total strength of manpower or human resource in district Baramulla for Department of Legal Metrology is Nine (09) including:

- One (01) Assistant Controller who controls the overall administrative functions within the district.
- Two (02) Inspectors (revenue based) posted at two main towns i.e., Baramulla and Sopore.
- Two (02) Manual Assistant (Grade-I), working at the district office of the Department of Legal Metrology.
- Two (02) Manual Assistant (Grade-II), functions under the supervision of each Inspector and assists them in day-to-day activities.
- Two Class-IV employees, one works at the office of Inspector and another works at district level office.)

Lack of Efficient Monitoring in Rural Areas

The prime reason for the lack of efficient monitoring process for public distribution system in rural areas is the lack of manpower in the Department of Legal Metrology of District Baramulla. Lack of manpower makes accessibility and control of the Department very ineffective during the inspection and checking of weights & measures in rural areas as per response taken from the public executives of Legal Metrology Department.

Redressal of Public Grievances at Grass-roots Level

In each Department, the Jammu and Kashmir government established a suitable redressal system for public grievances. The Department of Food and Civil Supplies followed the same pattern by establishing public grievance offices at various levels using various means. The nature and means of public complaints for an efficient public distribution system have been examined in this area.

The chart 5.6 below represents the nature of various kinds of public grievances submitted by general citizens of the study district against public employees of the FCS&CA Department. The figure illustrates the nature of these public complaints in percentage terms.

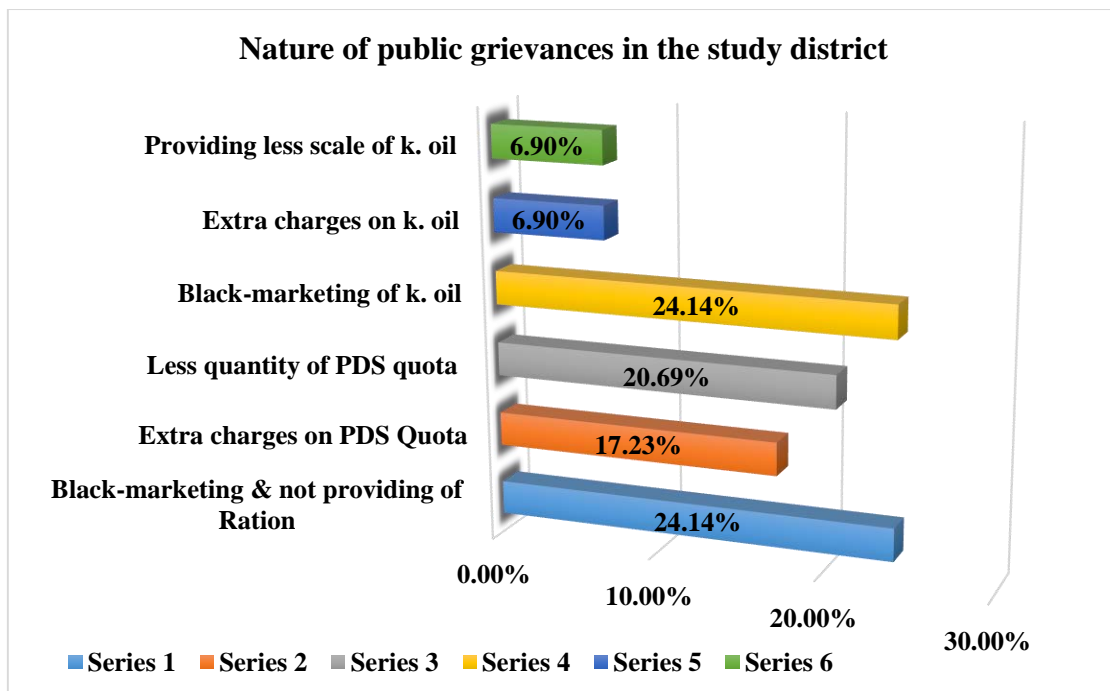


Fig. 5.6: Nature of public grievances in the study District

It is evident from Figure 5.6 that there are several kinds of nature for public complaints made by the residents of the study district in the FCS&CA Dept. The bar chart demonstrates the data as that 24.137 % among all grievances are related to Black-marketing, 17.241 % regarding extra charges on ration items, 20.689 % to less quantity of ration, 24.137 % for Black-marketing of kerosene oil, 6.896 % regarding extra charges on kerosene oil, and 6.896 % to less scale of kerosene oil distribution.

Its overall analysis of grievance redressal status shows that 89.655 % of all recognized complaints have been redressed or disposed, 6.897 % are pending, and 3.448 % have been submitted to higher appellate authority for efficient redressal.

Fig. 5.7 depicts the percentage-wise analysis of means and the status including grievances registered, disposed and pending to the Department of FCS&CA.

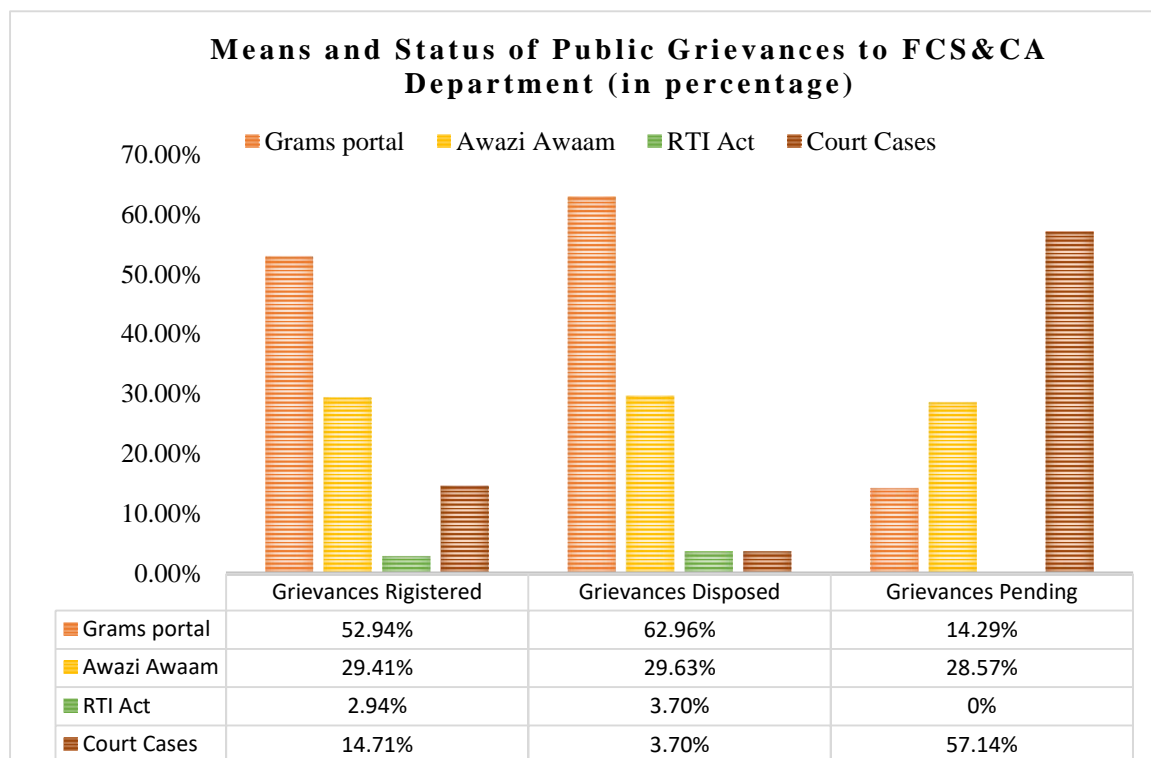


Fig. 5.7: Means and Status of Public Grievances to FCS&CA Department (in percentage)

Chart 5.7 above shows in graphical form that different means of public grievances, such as Grams portal, Awazi Awaam, RTI, and court cases, comprise 52.941 %, 29.411 %, 2.942 %, and 14.706 % of complaints registered, respectively. However, the percentages of complaints resolved or disposed include 62.962 %, 29.630 %, 3.704 %, and 3.704 % for Grams Portal, Awazi Awaam, RTI, and Court cases, respectively. Instead, the FCS&CA Department has 14.286 % of Grams Portal, 28.572 % of Awazi Awaam, and 57.142 % of court case complaints pending till December 2020.

Based on this result, we can predict that around 79.411 % of complaints have been resolved, while approximately 20.589 percent are still pending for redressal.

It is interesting to note here that the Dept. of Food and Civil Supplies has created a separate grievance portal for general public having open access for all citizens. The

Departmental website for grievance portal is “feastjk.gov.in/jkgrams/”. But it has been observed that not a single complaint has been lodged on the same portal by the beneficiaries of the study sample till the end of the year 2020. Its main reason has been observed that beneficiaries are not aware about the same.

The table 5.6 below shows the various kinds of public complaints, as well as the number and percentage of each kind of grievance in the study area.

Table: 5.6
Nature, number and percentage of public grievances to PDS of district Baramulla

Nature of public grievance	No. of Grievances	Percentage of Grievances
Less quantity of ration commodities	08	25%
Extra charges on distribution of essential items	07	21.875%
Black-marketing of ration and k. oil	17	53.125%
Total	32	100%

Source: Office of the Assistant Director Dept. of FCS&CA, Baramulla

In the Table 5.6 it reveals that out of total 32 complaints 08 i.e. 25% are related to providing less quantity of Ration commodities distributing by public employees in rural areas of the sample. While as 07 i.e. 21.875% complaints and 17 i.e. 53.125% grievances are regarding to taking extra charges and black-marketing and shortage of ration items and kerosene oil products for the citizens.

It has been analysed that instead of very meager percentage i.e. 8.5% of beneficiaries are aware about the redressal system of public grievances, there are some evidences of complaints such as proving less quantity, taking extra charges and black-marketing and shortage of essential items found in rural areas of Kashmir in respect to FCS&CA Department.

Moreover, according to 58.33 % and 41.67 % of beneficiary complainants, when they registered complaints against public employees about the problems of PDS, the reaction was satisfactory and unsatisfactory, respectively. However, 100% of complainants claim that the response is no longer satisfactory due to a lack of continuous checking and monitoring by higher authorities on a daily or monthly basis at village sale centers.

The NPS Model's last component is gaining people' trust through effective delivery of public services by public executives or administration. This parameter was analyzed by examining the overall picture of public satisfaction in terms of needs, demands, interests, and participation in administration. As a result, the overall outcome of the PSG Act, the B2V Programmeme, and citizen participation in the monitoring process of public service delivery have been examined here in aforementioned sections.

The FCS&CA Department's grievance redressal system, as well as its vigilance and monitoring system have been explored for buildup collaboration and shared leadership among rural people of Kashmir. Based on the outcomes of these efforts, it is possible to conclude that there is a lack of awareness and utilization of these measures in the study area's rural regions, making it difficult to build and share collaboration and leadership among citizens.

Availability of Manpower for Efficient PDS in the Study Area

It has been observed from field information of the Tehsil Supply Offices, about 50% of TSOs at the Circle level are In-charged by either Storekeepers (SKs) or Assistant Storekeepers (ASKs), and 83 no. of Government Sale Centers and Internal Adjustments are handled by 37 no. of SKs or ASKs (Assistant Storekeepers). As a result, each SK/ASK must be functionalized to 03 (three) number of sales centers on an average. In

addition, for all the government Sale Centers and internal Adjustments as well as 04 Circle offices, there are only 09 Watchman, 18 Helpers, and 02 Depot Assistants. Furthermore, not a single kandaman or Orderly has been available on the field level in rural areas.

Table 5.7
Availability of Manpower with respect to Staff Sanctioned, Effective and Vacant

Sanctioned Staff		Post Effective		Posts Vacant	
Numbers	Percentage	Numbers	Percentage	Numbers	Percentage
525	100%	275	52.381%	250	47.619%

Source: Office of Assistant Director, District Baramulla, Dated on 7th Feb. 2020

According to the analysis of data collected from the office of the Assistant Director Baramulla, food and Civil Supplies Department, in total of 525 (100 %) sanctioned staff strength, only 275 (i.e. 52.381 %) of sanctioned staff posts are effective in the entire District and 250 (i.e. 47.619 %) of staff posts are vacant, causing inefficiency in the process of public service delivery in rural areas of J&K, as shown in table 5.7.

Again, only 05 (27.778 %) of the 18 (100 %) TSOs operating in the field are Graded, 10 (55.555 %) are In-charge TSOs designated as Storekeepers, and 03 (16.667 %) are In-charge TSOs designated as Assistant Storekeepers.

As per the data mentioned in Table 5.7 of the following chapter, based on a field survey for the availability of manpower strength in rural areas of the sample under study, only two Tehsil Supply Officers (TSOs) are graded, whereas the remaining two are In-charge TSOs with the designation of Storekeeper and Assistant Storekeeper, respectively.

Furthermore, there are only five Storekeepers and 32 Assistant Storekeepers in each of the four Circles. While the number of government Sale Centers and Internal Adjustments for ration distribution are 83. Only in two Circles i.e. Circle-Sopore and Circle-Tangmarg, each have one Depot Assistant, whereas the other two do not. There is no Kandaman or Orderly functioning at the field level. On the study area's field levels, there are only 09 Watchman and 18 Helpers for all 04 Circles.

Human resource is considered as the cornerstone and core of Personnel administration, hence first and foremost importance may be given to it. Based on the field information, it has been analyzed that the available staff strength for PDS at ration depots and Circle offices in rural areas is very less. Because of this reason efficiency of PDS suffers directly and which suffers beneficiaries indirectly.

Computerized Public Service Delivery or e-PDS in District Baramulla

It is already mentioned in the proceeding chapter of the thesis that for the electronic initiative of public distribution system or e-PDS, the Department of FCS&CA took steps for Aadhaar linkage of ration cards, online provision of different services, use of electronic weights and measures, and Payment on Sale (PoS) devices installation. Here, these initiatives were considered for the analysis of e-PDS in rural areas of the study.

In the below two figures/charts, Fig. 5.8.1 represents percentage of Aadhaar Seeding RCs and souls completed with respect to NFSA and Non- NFSA; and Fig. 5.8.2 reflects percentage of RCs and souls pending Aadhaar link with regard to NFSA and Non-NFSA.

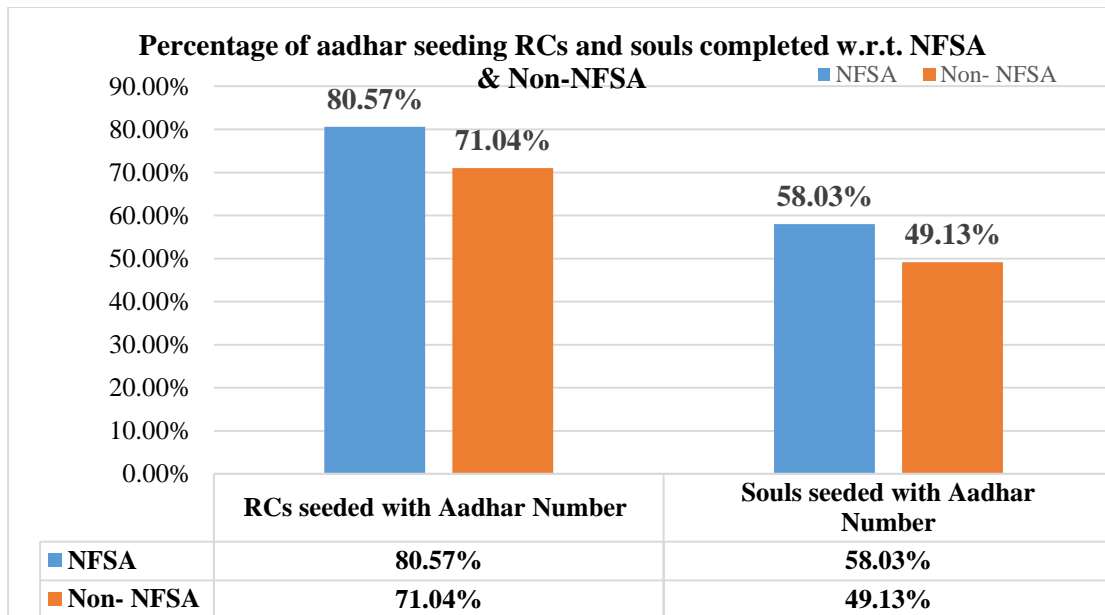


Fig. 5.8.1: Percentage of Aadhar seeding RCs and souls completed w.r.t. NFSA & Non-NFSA

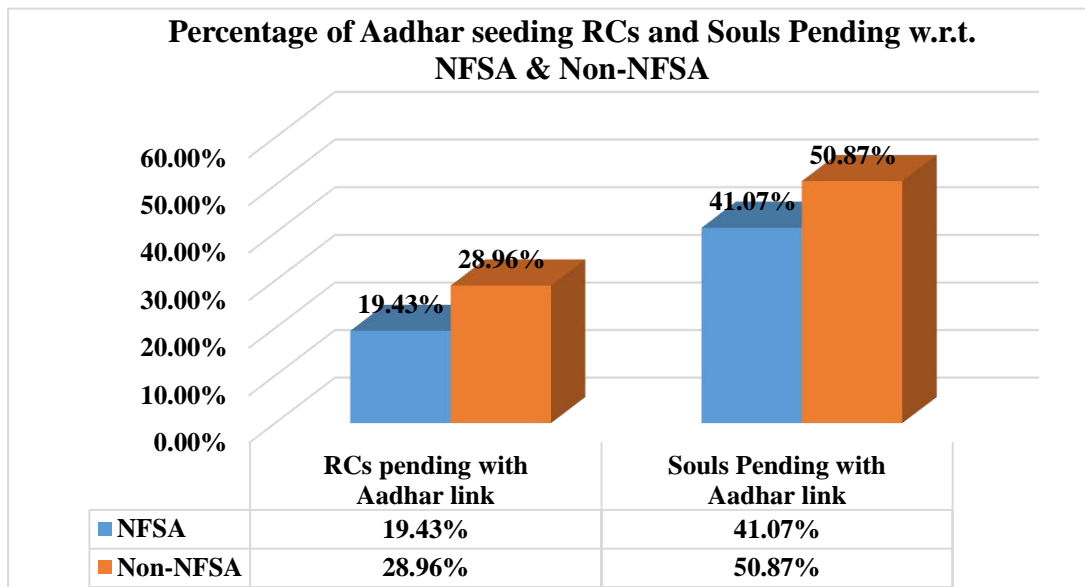


Fig. 5.8.2: Percentage of Aadhar seeding RCs and Souls Pending w.r.t. NFSA & Non-NFSA

According to Fig. 5.8.1, in the Baramulla district, 80.57 % of RCs covered by NFSA and 71.04 % of RCs covered by Non-NFSA have completed Aadhar no. linked with online mode of distribution for Ration details through Food and Civil Supply Department. In addition, 19.43 % of RTs and 28.96 % of RTs under NFSA and Non-NFSA, respectively, are still pending Aadhar seeding till the end of the month of June 2019 in the same district, as shown in Fig. 5.8.2.

Fig 5.8.1 indicates 58.03 % and 49.13 % of souls for NFSA and Non-NFSA, respectively, have been connected with Aadhar numbers for ration distribution digitalization. Instead, according to chart 5.8.2, 41.07 % of souls under NFSA and 50.87 % of souls under Non-NFAS are pending.

Further, from August 2019 to December 2020, the Department's Aadhar seeding function in the district under consideration has been delayed or disrupted, either due to unavoidable communication issues or the emergence of Covid-19 Disease.

Initiatives for Computerized Services Delivery

Three elements for computerization of PDS in rural parts of Kashmir have been evaluated in Fig. 5.9, including the accuracy of uploaded data, the use of e-devices, and complaints registered through online means facilitated by the Department.

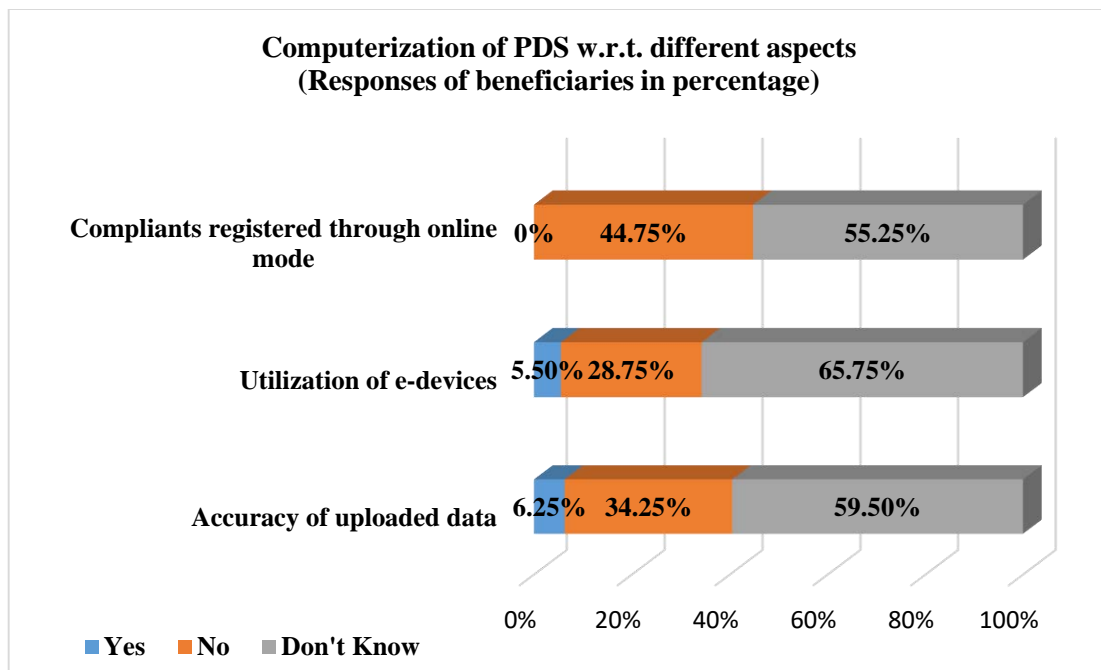


Fig.

5.9: Computerization of PDS w.r.t. different aspects (Responses of beneficiaries in percentage)

The figure 5.9 above represents that 6.25%, 34.25%, and 59.50% of beneficiaries gave Yes, no, and Don't know Response on the accuracy of uploaded data at Departmental website/portal.

It is evidenced in the graph that only 5.50% of beneficiaries said Yes, 28.75% answer No, and 65.75% responded Don't Know about the utilization of e-devices for availing the digital devices of the Food Department. However, there are 44.75% of respondents and 55.25% of beneficiaries who replied for No and Don't know regarding the complaints registered through online means facilitated by the Department. But not a single person i.e. 0% of beneficiary have registered such complaints through the same means and mode.

Loopholes/Limitations of Computerized PDS (e-PDS)

In addition to the above data, some critical information has been obtained based on field observations. The researcher discovered certain significant loopholes in digital PDS, which are listed below:

- i.** Up-to-date information on existing vs. newly issued ration cards is not available district - wise.
- ii.** The size of ration card holders is not comparable to their actual size. Either the number of family members shown on ration cards is more than or fewer than the real number.
- iii.** The number of licenses granted and their status after applying via various government schemes for the Department is not published.
- iv.** There have been no awareness efforts for individuals (especially rural people) to easily utilize the online services provided under different Programmes accessible on Departmental websites and portals.

Use of Electronic Weighing Scale at PDS Sale Centers

The Department of FCS&CA has ordered the installation of electronic weighing scales at all Fair Price Shops, Government-owned stores, and sale centers under

Government Order No. 113-FCS&CA- of 2018, which was issued on March 12, 2018. Based on field reports and personal observation, 62.50 % of FP shops and Govt. Sale Centers use Electronic Weighing Scale measurement, whereas the remaining 37.50 % do not. Reasons given by public servants in the field include: most of the time, electronic scales are not functional due to a technical error or damage, and the process of overhauling takes more time; the process of reinstalling new E-weighing measurements is lengthy; and there are very few technically sound people in the Department for efficient installation or reinstallation of these Scales, and so on.

Installation of PoS (Payment on Sale) Devices/ Machines

To make the PDS transparent, Govt. of J&K took an initiative of installing PoS Devices at every Sale Center (SC) functioning under Food Civil Supplies & Consumer Affairs dept. In this context the Table 5.8 indicates the installation of PoS devices in all Circles of Baramulla district under the coverage of same Department.

Table 5.8
Installation of PoS (Payment on Sale) Devices in District Baramulla

Name of Sale Center	No. of Sale Centers	No. of PoS Devices		Percentage of PoS Devices	
		Installed	Pending	Installed	Pending
Govt. Sale Center	189	186	03	98.413%	1.587%
Internal Adjustment	124	86	38	69.335%	30.645%
FP Shop	230	171	59	74.348%	2.652%
Total	543	443	100	242.116%	57.884%

Source: Assistant Director office, Baramulla, Dept. of FCS&CA

It is shown in the Table above that in total of 543 Sale Centers (including 189 govt. Sale Centers, 124 internal adjustments, and 230 FP shops), 443 Sale Centers have installed PoS devices and also 100 Sale Centers have not installed or pending yet.

In other way there are 98.413% of Govt. sale centers, 69.355% of internal adjustments, and 74.348% of FP shops which have been installed the same devices. Instead of this, there are still 1.587%, 30.645%, and 26.652% of govt. sale center, internal adjustment, and FP shops respectively pending PoS machines.

In a nutshell, the total percentage of Ration sale centers installed PoS devices is:

$$\frac{242.116}{3} = 80.705\%$$

And total percentage of Pending the same Devices is:

$$\frac{57.884}{3} = 19.295\%$$

As per the responses given by public servants and Executives, due to non-availability of communication system or internet facility from August, 2019 (after revocation of Article 370 & 35-A of the Indian Constitution) the work of Aadhar seeding to rationees and installation of PoS (point of sale) devices at ration depots has stopped. Therefore, PoS machines are not activated or effective yet (till March, 2020) on sale centers of the sample area.

Conclusion

One of the most important parameters of NPS model is to gain trust among people. This can be achieved for the present research by examining the overall functions and responsibilities of an organization. In this chapter, the overall functions and responsibilities of the Department of FCS&CA like the implementation of NFSA and JKFES Programmes; Issuance of Ration Cards; Use of Citizens Charters/ Roasters; Implementation of JK Public Services Guarantee Act; Conducting of Back to Village Programmeme; Efficiency of the Redressal System of Public Grievance, Constitution and Efficiency of Monitoring and Vigilance Committees; Awareness of Consumer Rights and Conducting Awareness Programmes; Efforts for Computerizing Services of Public

Distribution System; and Availability of Manpower or Human Resource for Efficient PDS in Rural Arenas of Kashmir were addressed. These all initiatives have been evaluated in this chapter in a purposeful manner to analyze the overall effectiveness of public services delivery in rural Kashmir.

Chapter 6

Conclusion

Generally, the growth and success of any public organization is measured by the satisfaction level of beneficiaries. People's satisfaction is based on the effectiveness of organization's policies, Programmes and initiatives, which is further dependent on the achievement of aims and objectives of organizations toward its beneficiaries. So the success of any public organization or Department can be assessed by achieving the effectiveness of its aims and objectives. Therefore, in the present research, the researcher analyzed the effectiveness of public service delivery by justifying the research objectives through the empirical study of the Department of the Food Civil Supplies & Consumer Affairs (FCS&CA) in the District Baramulla of rural Kashmir.

The primary objective of this research is to analyze the effectiveness of public service delivery rural Kashmir based on New Public Service (NPS) Model. The NPS model has been analyzed in the study by examining the Five (05) Parameters of the Model for Effective Public Services Delivery. These parameters were examined using the citizen- centric administrative initiatives for effective delivery of public services.

Based on the findings and analysis of the research, to observe the First Parameter of NPS Model, it has been realized that there is lack of accountable and responsible administration for effective implementation of NFSA and JKFES Schemes in rural areas of Kashmir with regard to community values and interests. However, there is continuous demand from the community to make the Schemes more efficient by distributing Ration on actual price and quantity basis every month.

Also on examining the Second Parameter of NPS Model i.e. meeting public needs and interests by observing the PSG Act and B2V Programme initiatives, it was evaluated

that there is very low satisfaction level of citizens or beneficiaries regarding to meeting the same. Therefore, the citizen centric efforts implemented under the PSG Act and the B2V Programme to meet and satisfy public needs and interests are proving more inefficient.

Further based on the findings of the study regarding Third Parameter i.e. contribution of administration in building shared public interests through awareness Programmes of Consumer Rights and Back to Village, it was observed that public administration at bottom level of rural areas is ineffective when it comes to educating the people about their rights as consumers/citizens. Beneficiaries were aware about B2V Programme but not satisfied with its outcome. While as awareness Programmes were not held at village level and consumers were unaware even about their rights as mentioned above in findings of the study. Hence, it can be analyzed that administration is not efficient or successful for building up shared public interests through awareness Programmes.

Again for building collaboration and shared leadership among people, the Fourth Parameter of NPS model was evaluated. With the collaboration of general administration, Dept. of FCS&CA, Legal Metrology Dept. and involvement of common citizens, the Vigilance and Monitoring committees and the Grievance Redressal mechanism in rural areas of Kashmir were taken under consideration of analysis. On evaluating the findings given below, it can be sum up that lack of awareness regarding the constitution and membership of vigilance and monitoring committees at different levels and also lack of information about how to use of public grievance redressal system has made collaboration and shared leadership less effective among people, and more ineffective to PDS in rural areas.

Lastly, by examine the Fifth and last Parameter of NPS Model and based on the above findings, it can be generalized that public administrators have not achieved trust among citizens because of unsatisfactory responses on public demands, interests, needs, and involvement under B2V Programme, PSG Act and biased constitution of Vigilance and monitoring committees. Therefore, it can be justified that public executives have lost their trust among people for effective delivery of public services in rural areas of Kashmir.

Based on the study of all five factors of the New Public Service (NPS) Model for the analysis of effective public service delivery stated above, it has been concluded that public service delivery in rural Kashmir is ineffective.

As we know, several citizen-centric administrative initiatives have been adopted in the Union Territory of Jammu & Kashmir to ensure efficient public service delivery. The Department of FCS&CA and the Government of J&K have taken several initiatives, including the implementation of the Public Service Guarantee Act, a consumer rights awareness Programmeme, a public grievance redressal system, a back to village Programmeme, computerization of the PDS, and the establishment of a Vigilance and Monitoring Committee mechanism to ensure the efficiency of the Public Distribution System. The current research provides an overview of these initiatives. Based on the findings of the study, the public needs, interests, and demands under PSG Act, and B2V Programme were not fulfilled; lack of awareness Programmes of consumer rights at grass-root level of rural areas; lack of awareness and inefficiency of vigilance and monitoring committees at different levels; meagre usage of public grievance redressal mechanisms; incompleteness of Aadhar linkage, PoS and e-weighing devices not effective; and failure in gaining trust among people, it can be concluded that there is

inefficiency in citizen centric administrative initiatives aimed for effective delivery of public services in rural areas of Kashmir.

In present research two important Schemes as National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES) were analyzed. The Implementation of these Schemes in rural Kashmir has been analyzed in terms of Time, Price, Quality and Quantity. According to present study's findings or results, except for Rice, all other three items like Wheat/Atta, Sugar and Kerosene oil are not distributed on monthly basis; extra price of Rs. 1 – 3/- is charged on these items, but vary from commodity to commodity; less quantity of all items is provided than actual quantity; and average to good quality of these commodities is delivered to all categories of Ration Card families under NFSA and JKFES schemes.

Hence it can be concluded that, except from the quality of essential items like Rice, Atta/Wheat, and Sugar, there is lack of effectiveness in the implementation of National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES) and distribution of Kerosene oil with respect to Time, Price and Quantity in rural areas of Kashmir.

Though the two significant Schemes of National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES) have been implemented in Jammu & Kashmir since 2016, various citizen- centric administrative initiatives have been taken for efficient administration and governance of effective delivery of public services in the Union Territory of Jammu & Kashmir. But the overall conclusion of the research can be summarized that there is a lack of effective implementation of National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES), inefficiency of

citizen-centric administrative initiatives, and above all, lack of effectiveness for public service delivery in rural areas of Kashmir.

In the Dictionary of Public Administration, Gagan Raj defined "public service" as "an agency or organization that serves the needs of the general public." The effectiveness of public service delivery means that people get satisfied after taking benefit of different services provided by public organizations timely and in an efficient manner. Donhardt and Donhardt's seminal book "The New Public Service: Serving, Not Steering" introduced the New Public Service Approach as the most recent approach in the study of the public administration discipline.

The researcher explored the concept of public service delivery in a theoretical perspective. Here, the retrospect and prospect of public service delivery have been explained through different theories or approaches developed for the public administration discipline. On one hand, some approaches which have an antagonistic nature to delivery of public services through government organizations or agencies like Public Choice Approach, Critical Approach, State V/s Market Approach and New Public Management Approach were discussed. While on other hand, some vital approaches such as New Public Administration Approach, Administrative Moral or Ethical Approach, Discourse Approach, and New Public Service Approach have positively influenced the role of government agencies in the delivery of public services. However, the impact of the New Public Service Approach grew the concept of public service delivery in an effective manner proposed by Donhardt and Donhardt. They developed seven principles of the new public service approach outlined in the chapter, which may be used to improve the effectiveness of public service delivery through government agencies or institutions. This research contains a review of relevant literature, a research statement, research objectives, research hypotheses, research methodology, thesis Chapterization, and a conclusion as

described in the first chapter. Research methodology of any research makes an understanding of numerous research aspects necessary for his/her contribution. The research methodology used for the present research includes research problem, research approach, research method and research model; sampling type, area and size; data collection tools; and analytical tools and techniques.

In this regard, the researcher has highlighted the citizen centric administration in this thesis. The researcher has given a rosy picture related to Citizen- centric administration and defined Citizen Centric Administration may be referred to as an administration having close relationship with the people by serving them through various policies and Programmes of the government. Administration should to put forth all the demands, needs and general interests of common people through the efficient structures and effective policies. In any country, for making administration citizen oriented, there is need to reform the administrative structure and functions. Under this context, various administrative efforts were initiated throughout the globe. Some important citizen-centric administrative initiatives which influenced all democratic countries like India after the economic reform of 1991. These initiatives include establishment of citizens' charter; concept of good governance; right to information Acts; and e- governance initiative. The researcher also discussed some important executive as well as legislative citizen friendly measures for effective public service delivery in India. The executive initiatives include Chief Secretaries Conference of 1996; Action Plan for Responsible and Effective Administration -1997, Citizens Charter in India, the Sevottam Framework/Model, the Review of Administrative Laws Commission – 1998, e-governance in India and Second Administrative Reform Commission on Citizen Centric Administration. Furthermore, some legislative laws were enacted for the same such as Right to Information Act of

2005; Public Service Guarantee Act – 2011; Citizens' Charter and Public Grievance Redressal Act of 2011; and Consumer Protection Act of 1986 (Amended in 2019).

The Public Distribution System of India has adopted several initiatives throughout the years, particularly after the 1990s, such as Revamped Public Distribution System in 1992, Targeted Public Distribution System in 1997, Antyodaya Anna Yojna in 2000, Annapurna Scheme in 2000, and National Food Security Act in 2013. These efforts were implemented to attain the goal of providing food security to every needy human being in the nation. The Government of India attempted to achieve success in the distribution of ration items to the poor, hungry, disadvantaged, deprived, and other segments of society with these efforts. These initiatives were also adopted in the Union Territory of Jammu & Kashmir in different time periods for strengthen the PDS. In this context, these initiatives were elaborated in the national as well as the Union Territory of Jammu & Kashmir. As a consequence, the impact of different policies, plans, and laws, on the efficient and effective public distribution system in the Jammu and Kashmir has been described.

After data collection, there is need to compile the data collected from the field survey in an appropriate method so that the objectives of the research topic may get justified. Consequently, the research started with the emphasize on the compilation of data based on empirical study collected from a field survey. It covered the profile of the study area, which comprises the brief profile of the confined District and the selected Department under study. In this research, various elements of the study area were presented to justify the research objectives, which include general information about beneficiaries of the study sample; Implementation of NFSA and JKFES schemes; Utilization of Citizens' Charter and Roasters; Issuance of Ration Cards; Redressal of Public Grievances at Grassroots Level; Monitoring and Vigilance System of FCS&CA Department; Manpower availability for the Delivery of Public Services in the

Department; Computerized Public Service Delivery or e-PDS; Monitoring of Weights and Measures; Back to Village Programmeme: Peoples' Demands for the FCS&CA Department; and Consumer Rights Awareness Programmes.

In this study, one of the most important parameters of NPS model is to gain trust among people. This can be achieved for the present research by examining the overall functions and responsibilities of an organization. Under this research thesis, the overall functions and responsibilities of the Department of FCS&CA like the implementation of NFSA and JKFES Programmes; issuance of ration cards; Use of citizens charters/Roasters; implementation of JK Public Services Guarantee Act; conducting of Back to Village Programmeme; efficiency of the Redressal System of Public Grievance, constitution and efficiency of Monitoring and Vigilance Committees; Educating of Consumer Rights and conducting Awareness Programmes; efforts for Computerizing Services of Public Distribution System; and Availability of Manpower or Human Resource for Efficient PDS in rural arenas of Kashmir were addressed. These all initiatives have been evaluated in this study in a purposeful manner to analyze the overall effectiveness of public services delivery in rural Kashmir.

Findings of the Study

1. Table 5.1 examined the accountable and responsive parameter for effective implementation of the NFSA and JKFES Schemes in rural areas of Kashmir. The same Schemes were analyzed in terms of Time, Cost, Quality, and Quantity. According to beneficiary responses, there is a lack of administrative accountability and responsiveness for effective implementation of such Programmes, such as only rice being distributed on a monthly basis and the remaining three items of Wheat/Atta, Sugar, and Kerosene oil not being facilitated on a monthly basis. Around 93 % of beneficiaries on rice, 94.5 % on atta, and 100 % for sugar and K. oil accept an extra

price of Rs.1 – 3/- is taken over the actual price as determined by the roaster. 62.50 % of Rice recipients, 79.75 % of Atta beneficiaries, 88 % of Sugar beneficiaries, and 70.50 % of K. oil beneficiaries respond that the real quantity of these commodities is either not distributed or they are unaware of the specific quantity to be provided as per Roaster. Almost all beneficiaries agree that the quality of such essential ration items is average to good, with the exception of 6.50 percent who say the quality of K. oil is poor.

Additionally, it has been assessed through oral communication of public executives in the field that a deficient quantity of rice has been given to the Department of FCS&CA from August to December 2019, i.e. for the past five months, without any valid justification under the JKFES Scheme. According to public officials, around 40 - 50 % of the inadequate rice quantity has been awarded and delivered to the people of J&K during the previous five months beginning in August of 2019.

As a result, it has been observed that there is a lack of effectiveness in the implementation of NFSA and JKFES in terms of Time, Price, Quality, and Quantity of Ration and K. oil items in rural areas of Kashmir.

2. Based on the analysis of responses from beneficiaries, public servants, and executives, it has been found that 71.25 % of beneficiaries and 7.692 % of public employees are either unaware of the Public Services Guarantee Act or don't have information about the aspects covered by the Act. According to data collected from 04 (four) Circle or Tehsil Supply Offices in the study area, in total of 1942, i.e. 100 % of applications on various aspects of the PSG Act, 43.46 % deals with the issuance of new Ration cards to splitting families, 28.89 % for the change of NPHH category to PHH category, and 27.65 % related with the inclusion of individuals on RCs. It has

also been found that 85.50 % of beneficiaries and 23.08 % public servants and executives, as illustrated in fig. 5.4, do not get services covered by the PSG Act within the stipulated time. The study analyzed that the response to applications or requests submitted under the PSG Act in terms of the above-mentioned aspects or issues was unsatisfactory for the following reasons:

- i. The food and supplies dept. has not allowed to issue new RCs for splitting or separated families from 2016-2020;
 - ii. All the requests with regard to change of NPHH category into PHH are pending in the concerned offices because the Food Department has not sanctioned extra quota from higher authorities after the Census of 2011; and
 - iii. After 2011 Census not any individual has been added on RC because ration is distributed only to previous mentioned family members as per the same Census.
3. Further it has analyzed that 14 demands in Back to Village (B2V) Programme of Phase-I held in June 2019 and 74 demands in B2V Programmeme of Phase-II conducted in November 2019 have been put up for the Department of FCS&CA in the study area. These demands were registered by the common citizens from the villages of the district Baramulla on their needs and interests regarding various aspects of Public Distribution System. However, it is extremely remarkable that the Department has not fulfilled or taken off a single demand based on the needs and interests of people in both stages of the B2V Programmeme until December 2020.
4. Consumer rights awareness Programmes and B2V Programmes were investigated in order to assess the contribution of public administration to the building of shared public interests among the citizens or consumers of the Department. According to the study's respondents, about 77.75 % of beneficiaries are unaware of their rights as consumers, and about 100 % of the sample size agree that such awareness

Programmes are not conducted at the village level in rural areas. These Programmes were held at the Block/Tehsil and District level. Instead, 33.75 % of beneficiaries do not have information relevant to these Programmes, and around 41.25% of beneficiaries and 43.75 % public servants and executives answer that citizen participation in these Programmes is very meagre.

As shown in Figure 5.5, approximately, 95.25 % of beneficiaries are aware of the Back to Village Programme, and 65.50 % say that such Programmes were conducted in their community. The same figure revealed that 70.25 % of beneficiaries believe the Back to Village Programme Programme will be an effective tool for monitoring rural development Programmes, and 58.75 % have participated in such initiatives. However, the outcomes of these Programmes were unsatisfactory because public requests were not met till December 2020.

5. In the study, researcher examined the efficiency of monitoring and vigilance committees and public grievance redressal mechanism of PDS based the on analysis for enhancing people's collaboration and shared leadership. Some important facts about these initiatives have been explored:

- ❖ 94.75% of beneficiaries are neither aware nor provided any information regarding the constitution and membership of Vigilance and Monitoring Committees at Halqa Panchayat/village level.
- ❖ It has been observed that Utilization Certificates are signed by village level vigilance and monitoring committees and issued by the Departmental authorities without appropriate checking and without informing common citizens for appropriate distribution of essential commodities in rural areas.
- ❖ The Department of Legal Metrology works in collaboration with the Department of FCS&CA to monitor and verify weights and measures. It has been estimated

that on an average the Dept. of Legal Metrology registered only 11 (Eleven) penalty enforcement cases every year (in both the single and the camp enforcement cases) instead of the total no. of villages are 524 in the Baramulla district.

- ❖ 100% of beneficiaries from the sample area responded that not a single visit or evidence for monitoring and vigilance of PDS and checking weights and measures has pertained from the FCS&CA and Legal Metrology Departments at village level or their residential places since 2016.
 - ❖ On analyzing the data collected from the office of Assistant Director Food Department, from 2016 to 2020, the nature of public grievances was related to Black-marketing; extra price and less quantity of Ration items and K. oil commodity. Also it has been found that there are four (04) means for registering public grievances availed by the Govt. of J&K including Grams portal, Awazi Awaam, RTI and Court cases. Further, according to the analysis, that 79.411% of public grievances have disposed or redressed, while 20.589% are still pending in the Department for redressal.
 - ❖ Moreover, only 8.5% of beneficiaries from sample are aware about the mechanism for registering public grievances and the rest 91.50% are not aware about the same.
6. As mentioned in the earlier chapter 5, there are a total of 88 (Eighty-Eight) demands pertained in 2019 by rural people of district Baramulla in both the phases of B2V Programme. But till December 2020 not even a single demand based on the needs and interests of citizens was fulfilled. Similarly, under PSG Act of J&K, in the study sample area, in total of 1942 applications were submitted by the people to responsible authorities of Food and Civil Supplies Dept. It was found that no request or

application was taken into consideration because of different reasons as mentioned in Table 5.2 of previous chapter.

7. Also some eminent persons from each village are engaged as members in the constitution of monitoring and vigilance committees at the village or grass-root level of rural areas to ensure efficient PDS. However, it has been analyzed that 94.75% of beneficiaries are not aware about the constitution of such committees and Utilization Certificates are signed and issued to public employees without appropriate verification of PDS and communicating people.
8. It is evidenced in the field study that 34.25% of beneficiaries respond the data uploaded at Departmental website is inaccurate. Only 5.50% of respondents utilize e-devices for availing digital services of the Department and 100% of beneficiaries' response that they did not register any complaint through online means and mode. So far, no Departmental awareness campaign or Programme has been organized in rural areas to make e-PDS services more accessible and in usage.
9. According to data derived from Figure 5.8.2, from February 2016 to June 2019, 19.43 % of RCs and 41.07 % of souls for NFSA and 28.96 % of RCs and 50.87 % of souls for Non-NFSA are still pending for Aadhaar linkage. Furthermore, from August 2019 to December 2020, the Department's Aadhaar seeding function in the district under research has been delayed or disrupted, either due to unavoidable communication issues or the emergence of COVID-19 Disease.
10. It was also found that 80.705 % of total sale centers or sale outlets have installed payment on sale (PoS) devices and remaining 19.295 % are still pending. But due to the unavoidable communication situations after Abrogation of Article 370 and 35-A and the advent of COVID – 19 diseases in J&K, the functions of Aadhar linking, and installing PoS devices became non-functional or discontinued.

11. In addition, it has been observed that 62.50 % public servants in the study area use electronic weighing devices/balances to provide exact quantity to consumers, whereas 37.50 % do not. Technical inadequacies/errors, a lack of motivation to use these instruments, or importance of self-interest are main reasons why public servants do not use these e-weighing machines.

Hypotheses Validity

Based on the examination of all the five parameters of New Public Service (NPS) Model for the analysis of effective public service delivery described above, it is concluded that there is lack of effectiveness in public services delivery in rural areas of Kashmir. Thus, the First hypothesis that, based on observance of the NPS Model, there is lack of effectiveness in public service delivery of rural Kashmir has been validated, hence stands for the Null Hypothesis (H_0).

According to a general evaluation of citizen-centric administrative initiatives studied in present research, it was found that the functionalization of citizen-centric initiatives is inefficient for ensuring effective delivery of public services. Consequently, the Second hypothesis of research i.e. the citizen-centric administrative initiatives are efficiently operating for effective public service delivery, proved invalid, thus stands for the alternative hypothesis (H_1).

Though the NFSA and JKFES Schemes were implemented in UT of J&K from time to time. But based on the findings of field survey in rural areas of Kashmir, it has been analyzed that except quality of essential commodities, there is lack of effectiveness in public distribution system under NFSA and JKFES Schemes with respect to price, time, and quantity as per the Roasters. The Roasters are prepared by the Dept. of FCS&CA. Hence, the 3rd hypothesis that, there is a lack of effectiveness in the

implementation of National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES) in terms of time, price, quality and quantity in rural areas of Kashmir, was found to be partially-valid and might represent either the null (H_0) or alternative (H_1) hypothesis.

Limitations of the Research

- 1. Non-availability of Data:** Researcher attempted to find out more and more information about all aspects of public distribution system functioning through the Department of FCS&CA in rural areas. Certain minor elements like category wise new ration cards issued, obtaining data from the district consumer forum regarding PDS issues faced by customers, details of licenses issued and applications pending, could not be examined because the data has not availed by the responsible authorities of the Department. Therefore, exploring every facet of PDS in rural Kashmir was difficult for the researcher.
- 2. Unavoidable Circumstances during field survey:** Due to prevailing of some unforeseen events like abrogation of Article 370 and 35-A and also the emergence of Covid-19 disease, during field survey of the research period made difficulty to the researcher to obtain data timely.
- 3. Data compilation and analysis approach:** Researcher used the holistic approach for data compilation and analysis and did not apply the minute or detailed approach based on gender, category, age, education, and other variables.

Implications of the Study

Since the beginning of the 21st century, there has been a fast transformation of public services in the economy and society across the world. The dynamic and rapid transition in public service delivery has an influence on India's democratic administrative structure. With the advent of the "New Public Service" approach of public administration

in the United States, administrative systems in all developed and developing nations accelerated their efforts to quick transformation for improvement in public services and socio-economic development. India also emphasized the need of efficient efforts, corruption-free, and citizen-centric administrative changes in the service delivery, so that the country considers itself as satisfying the demands of its citizens. Reviving public administration for the delivery of public services and restoring sound governance have become more important in developing-country societies like India.

The researcher describes the current research's justification in terms of two major study implications:

Study implication 1: The Study would benefit society as a whole

The primary aim of the research is to analyse the public services provided by government agencies and other entities under the jurisdiction of the state for the benefit of society as a whole. The study has a significant influence on the well-being of people and the welfare of society at large in any country.

This research provides a clear picture of the application of public service approach and its impact on the administration's efficacy in terms of giving benefits to the society of J&K State at large. The study will be valuable to society by exposing the issues and opportunities that arise during the execution of public service delivery policies and Programmes. It may be advantageous for both society and administration to make improvements where inadequacies or restrictions exist and to acquire knowledge regarding the need of improvement for successful delivery of public services process. The research may make recommendations to the citizen-oriented administration on the best initiatives and strategies employed in other countries for efficient, economic, and

effective public services. In addition, the finest initiatives and practices implemented within the state/country may benefit society.

Study Implication 2: The study is significant to policy making.

Policy science is concerned with the formulation of high-level policy in government or business, as well as an approach to understand and solve problems. Policies are formulated at the local, regional, national, international, and supranational levels to protect society's shared interests. The majority of a state's or country's policies are of a developmental nature, in one form or another. As we all know, the state is dynamic in its role, nature, and development goals. The primary goal of administration in modern democracies is to offer efficient and effective public services to citizens.

The current study has a significant influence on day-to-day politics and administration, and is more important to policymaking aspects in modern democracies. The study is significant for policy making in terms of making policies by a state or country's government for the effective delivery of public goods and services, as well as taking initiatives regarding citizen centric administration. In recent times, particularly following the economic reforms of the 1990s, every country's government has concentrated on accelerating the fulfilment of its citizens' requirements through effective policy making and result-oriented decision making. Different policies and initiatives have been implemented globally in various nations. The current study seeks to evaluate the effect and relevance of policies, legislation, and initiatives developed by the Department of FCS&CA to provide basic services to rural people of Jammu and Kashmir. The study will have an influence not only on the policy-making stage, but also on the entire policy-science approach, which includes policy-making, implementation, monitoring, analysis,

and policy evaluation. So, in a nutshell, the study is significant to the policy-making of modern democracies for the efficient delivery of public services.

Suggestions:

1. In order to make the NFSA and JKFES Schemes effective in rural Kashmir, the government of Jammu & Kashmir should closely observe the distribution of all essential commodities on a monthly basis at the actual price, quality and exact quantity as specified by Roasters.
2. The FCS&CA Department should establish monitoring and vigilance committees at all levels and make them efficient and effective by informing the public about their composition. This can be done by involving more common citizens in membership of these committees.
3. All demands, needs, and interests of common citizens in rural areas should be fulfilled in priority under the Jammu and Kashmir PSG Act and B2V Programmes.
4. The Department of FCS&CA shall provide a satisfactory response to beneficiaries requests or applications submitted at various aspects of Public Distribution System within the stipulated time mentioned under PSG Act.
5. The FCS&CA Department in collaboration with other Departments working at the grass-root level in rural areas, must educate citizens about the consumer rights, the use of public grievance redressal mechanisms, the constitution and roles of vigilance and monitoring committees.
6. The government of Jammu and Kashmir should aware and assist people to understand and implement e-initiatives for effective public service delivery, such as the completion of Aadhar seeding, the installation and activation of PoS devices, and the utilization of specific Departments websites and portals.

7. The availability of manpower or human resources should be prioritized by filling all vacant positions in all Departments engaged in delivering essential public services to the rural areas.
8. All the public administrators from the bottom to the top should be held accountable and responsible for effective implementation of citizen centric administrative initiatives.
9. Lastly, public officials operating in rural regions should gain the public's trust by meeting the goals and provide satisfactory outcomes on the promises made in different laws, policies, Programmes, and schemes meant for public services delivery. Also common citizens should be involved in implementation of such Programmes, make them free to access to government offices and pertain to public demands, needs and interest.

Further Scope of the Research

As it is assumed that nothing in this world is complete and that there is always further scope of improvement in every activity. Similarly, there is always the possibility of future study in the research field. In this context, the researcher conducted the present research based on his study objectives in the broader concept of the public service delivery and Citizen Centric Administration in the research field of rural Kashmir. Here, the researcher attempted to determine the further scope of the same research field where there is a need for improvisation of research as:

1. There is scope to improve the research in all rural areas of the Jammu & Kashmir Union Territory.
2. A comparison study of rural and urban areas is possible.
3. It is possible to apply the NPS model to a variety of disciplines in social science because it has a multidisciplinary approach.

4. The present research has a national and international comparative scope by comparing the rural regions of different states or Union Territories in India as well as various democratic countries across the globe.
5. The current research has implications for all developmental Departments that works for the welfare of citizens in rural areas, including education, health, public works, cooperative societies, and other state or national Departments.
6. The research has also scope in the analysis of various state and national level Laws, Policies, Schemes, and Programmes meant for rural areas.
7. Finally, there is scope for improvement in terms of citizen satisfaction and administrative behaviour by examining the results of citizen-centric Programmes for effective delivery of public services under various schemes of the Government of J&K and India.

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List of Abbreviations/Acronyms

AAV	Antyodaya Anna Yojna
AD	Assistant Director
ANPS	Annapurna Scheme
APL	Above Poverty Line
ARC	Administrative Reform Commission
ASK	Assistant Store Keeper
B2V	Back to Village
BPL	Below Poverty Line
CAPD	Consumer Affairs & Public Distribution
CRAP	Consumer Rights Awareness Programme
CPA	Consumer Protection Act
DAR&PG	Department of Administrative Reforms and Public Grievances
DLM	Department of Legal Metrology
e- PDS	Electronic- Public Distribution system
FCI	Food Corporation of India
F&CS	Food and Civil Supplies
FCS&CA	Food Civil Supplies and Consumer Affairs
FPS	Fair Price Shop
F&PD	Food and Public Distribution
GSC	Government Sale Centre
ICT	Information & Communication Technology
IMF	International Monetary Fund
JKFES	Jammu & Kashmir Food Entitlement Scheme
JKPSGA	Jammu and Kashmir Public Service Guarantee Act
K. oil	Kerosene oil
LM	Legal Metrology
LPG	Liberalization, Privatization and Globalization
MKS	Meter, Kilogram and Second
MMSFES	Mufti Mohammad Syed Food Entitlement Scheme

NFSA	National Food Security Act
NGO	Non Government Organization
NPA	New Public Administration
NPHH	Non Priority Household
NPM	New Public Management
NPS	New Public Service
PCA	Public Choice Approach
PDF&CA	Public Distribution, Food and Consumer Affairs
PDS	Public Distribution System
PHH	Priority Household
PoS	Payment on Sale
PSD	Public Service Delivery
PSGA	Public Service Guarantee Act
RC	Ration Card
RPDS	Revamped Public Distribution System
RTI	Right to Information
SK	Store Keeper
TPDS	Targeted Public Distribution System
TSO	Tehsil Supply Office/Officer
UC	Utilization Certificate
UNDP	United Nations Development Programme
UT	Union Territory
WB	World Bank

Interview Schedule – I

Interview Schedule for the Public Executives of the Public Distribution System

I. General Information.

1. Name:
2. Gender: a) Male b) Female
3. Designation:
4. Posting at:
5. District: Baramulla

II. For Citizen Centric Administrative Initiatives.

i) Citizens' Charter and Roasters

1. Are you aware about Citizens' Charter and Roasters?
a) Yes b) No c) Don't Know
2. What are the elements of Citizens Charter?
a) Known b) Unknown c) No Idea
3. Are the Citizen Charters and Roasters utilized in your Department, especially at Ration Depots?
a) Yes b) No c) Don't Know

ii) Public Service Guarantee Act (PSGA)

1. Are you aware about PSGA?
a) Yes b) No c) Don't Know
2. What are the services under PSGA, delivered by the Food, Civil Supplies & Consumer Affairs Department?
a) b) c)
3. Are the services delivered at exact time-bound under JKPSGA by the Department?
a) Yes b) No c) Don't Know

iii) Grievance Redressal Mechanism

1. How many grievances have filed at district level in this department?
Mention Nos.
2. What was the nature of such grievances?
Mention item-wise

3. How many have redressed at the place of district appellate authority?

Nos.

4. Time taken for redressal of grievance and mention reason for delay?

Time & reason for delay:

5. How many forwarded for higher appellate authority?

Nos.

6. How many rejected and what were the reasons?

No. and reason:

7. Are citizens satisfied with the efficiency of grievance redressal mechanism from the concerned department?

a) Yes b) No c) Don't Know

8. If not, mention reason?

Reason:

iv) E- governance or Computerized Public Distribution System (e-PDS)

1. What is e-governance? Or e-PDS?

a) Known b) Not Known c) No Idea

2. What types of services are delivered by the department through computerized processes?

Mention services:

3. Is the website/portal of the department for e-PDS accessible for all citizens and employees?

a) Yes b) No c) Don't know

v) Back to Village Programme/Scheme

1. Are you aware about Back to Village Scheme?

a) Yes b) No c) Don't Know

2. Is the Scheme implemented efficiently?

a) Yes b) No c) Don't Know

3. Is the scheme assumed as accurate tool for monitoring of different policies, programs, laws, and acts, for example; NFSA, PSGA, MMSFS, etc.?

a) Yes b) No c) Don't Know

4. Are the people participating in the same programme?

a) Yes b) No c) Don't Know

5. After submitting the reports of the same scheme, what was the out-come in favour of citizens?

- a) Satisfactory b) Not Satisfactory c) No Response

III. National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES)

1. Are these Schemes implemented through the department efficiently?

- a) Yes b) No c) Don't Know

2. Are public taking benefits under these Schemes regularly?

- a) Yes b) No c) Don't Know

3. Are the appropriate quantities of entitlements of food grains are provided to beneficiaries?

- a) Yes b) No c) Don't Know

4. Are you monitoring these Schemes regularly in your area/sphere of authority?

- a) Yes b) No c) Don't Know

5. Any complaint regarding inefficiency of public servants during implementation of these Schemes

- a) Yes b) No c) Don't Know

6. What was your reaction/response against these complaints?

- a) Satisfactory b) Not Satisfactory c) No Response

IV. Consumer Rights Awareness Programs

1. Are you aware about the consumer rights awareness programs?

- a) Yes b) No c) Don't Know

2. Are you conducting these programs in rural areas of your sphere of authority?

- a) Yes b) No c) Don't Know

3. If yes, how many programs you conducted in a year?

Mention Nos.

4. At which level and means of communication these programs are conducted?

- a) Village b) Block/Tehsil c) District

Means:

5. Are people participating in these programs in a large number?

- a) Yes b) No c) Don't Know

6. Are you registering the interests of public needs?

- a) Yes b) No c) Don't Know

V. Availability of Human Resource and Training

1. Availability of human resource for operating the public distribution system and delivery of public services in the district?

No. of FP shops or ration depots:

No. of available Manpower:

VI. Monitoring and Vigilance Programs

1. What types of monitoring and vigilance programs operated at different levels in the district from the concerned department?

Mention here:

2. Which officials/ executives are involved for monitoring?

Name them:

3. Are the local citizens participating in these programs?

- a) Yes b) No c) Don't Know

4. To whom the reports of monitoring are submitted?

Authority:

5. What is the response/reaction from the department after submit of monitoring reports?

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Any other response/suggestion:

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Interview Schedule – II

Interview Schedule for the Public Servants of the Public Distribution System

I. General Information.

1. Name:
2. Gender: a) Male b) Female
3. Designation/ Occupation:
4. Posting at:
5. District: Baramulla

II. For Citizen Centric Administrative Initiatives.

i) Citizens Charter and Roasters

1. Are you aware about Citizens' Charter and Roasters?
a) Yes b) No c) Don't Know
2. What are the elements of Citizens Charter?
a) Known b) Unknown c) No Idea
3. Are the Citizen Charters and Roasters utilized in your Department, especially at Ration Depots?
a) Yes b) No c) Don't Know

ii) Public Service Guarantee Act (PSGA)

1. Are you aware about PSGA?
a) Yes b) No c) Don't Know
2. What are the services under PSGA, delivered by the Food, Civil Supplies & Consumer Affairs Department?
a) b) c)
3. Are the services delivered at exact time-bound under JKPSGA by the Department?
a) Yes b) No c) Don't Know

iii) E- governance or Computerized Public Distribution System (e-PDS)

1. What is e-governance? Or e-PDS?
a) Known b) Not Known c) No Idea
2. What types of services are delivered by the department through computer processes?

Mention services:

3. Is the website/portal of the department for e-PDS accessible for all citizens and employees?

a) Yes b) No c) Don't know

4. Are you utilizing the website for making public service delivery effective?

a) Yes b) No c) Don't known

iv) Back to Village Programme/Scheme

1. Are you aware about Back to Village Scheme?

a) Yes b) No c) Don't Know

2. Is the Scheme implemented efficiently?

a) Yes b) No c) Don't Know

3. Is the scheme assumed as accurate tool for monitoring of different policies, programs, laws, and acts, for example; NFSA, PSGA, MMSFS, etc.?

a) Yes b) No c) Don't Know

4. Are the people participating in the same programme?

a) Yes b) No c) Don't Know

5. After submitting the reports of the same scheme, what was the out-come in favour of citizens?

a) Satisfactory b) Not Satisfactory c) No Response

III. National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES)

1. Are these Schemes implemented through the department efficiently?

a) Yes b) No c) Don't Know

2. Are public taking benefits under these Schemes regularly?

a) Yes b) No c) Don't Know

3. Are the appropriate quantities of entitlements of food grains are provided to beneficiaries?

a) Yes b) No c) Don't Know

4. Any complaint regarding inefficiency of public servants during implementation of these Schemes

a) Yes b) No c) Don't Know

5. What was your reaction/response against these complaints?

- a) Satisfactory b) Not Satisfactory c) No Response d) Any Other

If Other Mention:

IV. Consumer Rights Awareness Programs

1. Are you aware about the consumer rights awareness programs?

- a) Yes b) No c) Don't Know

2. Are you conducting these programs in rural areas of your sphere of authority?

- a) Yes b) No c) Don't Know

3. If yes, how many programs you conducted in a year?

Mention Nos.

4. At which level and means of communication these programs are conducted?

- a) Village b) Block/Tehsil c) District

Means:

5. Are people participating in these programs in a large number?

- a) Yes b) No c) Don't Know

6. Are you registering the interests of public needs?

- a) Yes b) No c) Don't Know

Any other response/suggestion:

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Interview Schedule – III

Interview Schedule for the Beneficiaries of the Department of Food, Civil Supplies & Consumer Affairs.

I. General Information.

1. Name:
2. Gender: a) Male b) Female
3. Marital Status: a) Married b) Unmarried
4. Age: a) 18-25 years b) 26-35 years c) 36-50 years
 d) 51-60 years e) 61 years Above
5. Category: a) General b) RBA c) SC
 d) ST e) Others
6. Educational level: a) Illiterate b) Primary c) Middle
d)10th e)12th f) Under Graduate g) PG h) Others
7. Residence:
8. District: Baramulla

II. For Citizen Centric Administrative Initiatives.

i) Citizens' Charter and Roasters

1. Are you aware about Citizens' Charter and Roasters?
a) Yes b) No c) Don't Know
2. Are the Citizen Charters and Roasters utilized at Ration Depots of your locality/village?
a) Yes b) No c) Don't Know

ii) Public Service Guarantee Act (PSGA)

1. Are you aware about PSGA?
a) Yes b) No c) Don't Know
2. What are the services under PSGA, delivered by the Food, Civil Supplies & Consumer Affairs Department?
a) b) c)
3. Are the services delivered at exact time-bound under JKPSGA by the Department?
a) Yes b) No c) Don't Know
4. If No, did you register any complaint regarding Ration Card?

- a) Yes b) No c) Don't Know

5. To whom you approached and what was the response?

Mention Authority:

- Response: a) Satisfactory b) Not Satisfactory c) No Response

iii) Grievance Redressal Mechanism

1. What sort/type of complaints you filed/ registered in the FCS&CA Department?

Nature of complaint:

2. Where you filed?

Mention authority:

3. What was the response?

- a) Satisfactory b) Not Satisfactory c) No Response

4. Time taken for redressal of grievance and mention reason for delay?

Time & reason for delay:

5. If not responded well, did you approached to higher appellate authority?

- a) Yes b) No c) Don't Know

6. What was the response from higher appellate authority?

- a) Satisfactory b) Not Satisfactory c) No Response

iv) E- governance or Computerized Public Distribution System (e-PDS)

1. What is e-governance? Or e-PDS?

- a) Known b) Not Known c) No Idea

2. What types of services are delivered by the department through computerized processes?

Mention services:

3. Is the website/portal of the department for e-PDS accessible for all citizens?

- a) Yes b) No c) Don't know

4. What was the response of the Department regarding such services?

- a) Satisfactory b) Not Satisfactory c) No Response

5. Did you register any complaint through online mode?

- a) Yes b) No c) Don't know

v) Back to Village Programme/Scheme

1. Are you aware about Back to Village Scheme?

a) Yes b) No c) Don't Know

2. Is the Scheme implemented efficiently?

a) Yes b) No c) Don't Know

3. Is the scheme assumed as accurate tool for monitoring of different policies, programs, laws, and acts, for example; NFSA, PSGA, MMSFS, etc.?

a) Yes b) No c) Don't Know

4. Are the people participating in the same programme?

a) Yes b) No c) Don't Know

5. After submitting the reports of the same scheme, what was the out-come in favour of citizens?

a) Satisfactory b) Not Satisfactory c) No Response

III. Distribution of Ration items and Kerosene oil under National Food Security Act (NFSA) and Jammu & Kashmir Food Entitlement Scheme (JKFES)

1. From which category you belong to

a) AAY b) BPL c) PHH d) NPHH

2. Respond the table below:

Table: Distribution of Ration items and kerosene oil under NFSA and JKFES

Item Name	Time		Price		Quality				Quantity	
	Actual Time	Delivery Time	Actual price	Paid price	Excellent	Good	Average	Poor	Actual Quantity	Quantity Provided
Rice										
Wheat/Atta										
Sugar										
Kerosene Oil										

3. Did you register any complaint regarding the above mentioned items?

a) Yes b) No c) Don't Know

4. If yes, whom you approached and what was the response?

Approached authority:

Response: a) Satisfactory b) Not Satisfactory c) No Response

IV. Consumer Rights Awareness Programs

1. Are you aware about the consumer rights?

a) Yes b) No c) Don't Know

2. Are the consumer rights awareness programs conducted by the department of FCS&CA in your village/locality?

- a) Yes b) No c) Don't Know

3. If yes, how many programs have conducted in a year?

Mention here:

4. Did you participate in these programs?

- a) Yes b) No c) Don't Know

6. Are the departmental officials registering the interests of public needs in these programs?

- a) Yes b) No c) Don't Know

V. Monitoring and Vigilance Programs

1. What types of monitoring and vigilance programs operated at village level from the concerned department?

Mention here

2. Which officials/ executives are involved for monitoring?

Name them:

3. Are the local citizens participating in these programs?

- a) Yes b) No c) Don't Know

4. To whom the monitoring reports are submitted?

Mention the authority

5. What is the response/reaction from the department after submitting the monitoring reports?

- a) Satisfactory b) Not Satisfactory c) No Response

Any other response/suggestion:

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