



Global Advanced Research Journal of Management and Business Studies (ISSN: 2315-5086) Vol. 6(7) pp.199-207 November, 2017  
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## *Full Length Research Paper*

# **A Comparative Study of Public Distribution System in the States of Haryana and Punjab**

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Accepted 27 October 2017:

**This research is about studying Public Distribution System (TPDS) of Haryana and Punjab for the period 2002 to 2014. It includes allocation and offtake of PDS items, specifically wheat, under Target Public Distribution System (TPDS) in these States. Both primary and secondary data has been used for this study. Consumers from all the categories of society like APL, BPL and AAY were interviewed through questionnaires. It is found from the study that maximum allotment in Haryana was found for the year 2004 followed by 2003 and which is 1342.78 and 1335.87 thousand tonnes respectively and maximum percent offtake is found in the year 2010 and 2011, followed by 2014 and which is 89.5 percent, 83.4 percent and 81.7 percent respectively. In the state of Punjab, maximum allotment was found for the year 2005, followed by 2004 and which is 2372.74 and 2239.33 thousand tonnes respectively and maximum percent offtake is found for the year 2009 and 2010, followed by 2008 and which is 76.06 percent, 68.47 percent and 65.89 percent respectively. A comparative account of allotment of wheat for the period 2002-2014 in Haryana and Punjab indicated that Punjab has allotted wheat in more quantity as compared to Haryana in all the years and there is a drastic difference in the years 2003, 2004, 2005 and 2009. Offtake of wheat is also more in Punjab as compared to Haryana during these years (2002-2004), but the percent offtake of wheat is more in the state of Haryana as compared to Punjab except for the year of 2002, 2008 and 2009. There is zero allocation and offtake of wheat during the year 2013 and onwards for BPL and AAY categories in both the states, as after the NFSA 2013, these categories received wheat under NFSA category.**

**Keywords:** AAY, CBPL, SBPL, OPH and Public Distribution System.

## **INTRODUCTION**

The public distribution system is a rationing instrument that enables households to have specified quantities of selected commodities at subsidized prices. It was first started in 1939 as a war-time rationing measure. The British government introduced it in Bombay and later on extended it to six other cities and a few other regions. The drought and food shortage of mid-sixties highlighted the

need for strengthening and continuing with a system of food distribution and the PDS was made a universal scheme in 1970s. Thus, from its inception as a rationing scheme in big cities during World War II, it was converted into a universal programme for the provision of cheap food and was made a component of the strategy to alleviate poverty.

Today, the country is facing a paradoxical situation. The stock of foodgrains available with the government agencies as on 1-7-2001 was 61.96 million tons, which constituted 22.75 million tons of rice and 38.92 million tons of wheat. This level of stock was well above the buffer stock norms prescribed by the government. Thus, the problem today on the food front is not one of scarcity but that of managing the surplus. While the FCI godowns are overflowing with grains. It is now recognized that availability of foodgrains is not a sufficient condition to ensure food security to the poor. According to Sen (1981), the poor are vulnerable because they do not have adequate means or entitlements to secure their access to food even when food is available in local or regional markets in abundance. In addition to availability of foodgrains, it is also necessary that the poor have sufficient means to purchase food. The capacity of the poor to purchase food can be ensured in two ways. You can either raise the level of income of the poor or you can supply foodgrains to these at subsidized prices. Employment generation programmes for the poor try to ensure that the poor have sufficient purchasing power. PDS supplies foodgrains to the poor at subsidized prices through a huge network of FPS which can play a more meaningful role only if the system translates the macro level self-sufficiency in foodgrains achieved by the country into micro level i.e. by ensuring availability of food to the poor households.

Literature on PDS and related areas was reviewed and some of the relevant findings, comments and other details are mentioned below:

**Ghose (1999)** elaborated that the history behind introduction of the PDS in India is rooted in famines and food scarcities during the entire period of British colonial rule in India. The first one was the Bengal famine of 1770. **Gautam (2000)** elaborated the importance of consumer and co-operative regarding distribution of essential commodities under PDS. **Swaminathan (2000)** analysed the relevance and importance of food security i.e. the policy of food distribution as implemented by PDS in a land with millions of poor and undernourished persons as well as the threat to food security in the present situation of liberalization, structural adjustment and associated weakening of the welfare systems etc. **Taimni (2001)** stated that the rationale behind the PDS in its phase from 1945-1970 was evolved from the bitter experience of Bengal famine of 1943. The objectives of PDS were rather limited and short term during its nascent phase. **Pandey (2002)** elaborated the various problems faced by the consumers under PDS. **Hubbardfifi (1938)** described about the availability of consumers for capitalist and supply of goods to a particular type of consumers. **Samuelsons (1947)** identified the Le Chatlier principal characterize the reduction in price elasticity of non-rationed items when rationing is introduced. **James and Houthakker (1952)** elaborated in their study, theories of rationing in the light of some empirical evidence in the

post-war period. **Krishna (1967)** laid emphasis on the effectiveness of the Government's food grain operations and found that share of the PDS was only of the order of 10 per cent of the total demand which could meet only a very small portion of the needs of the economically vulnerable sections. **Khusro (1973)** mentioned that the PDS is a mean to protect the vulnerable sections of the society by including them in the distribution network. **Amte (1980)** assessed the PDS based higher price differentials, greater degree of levy evasion, declining cereal production and the un-remunerative procurement price offered by the State Government. **Suryarayana (1985)** studied the operations of PDS in Vizagapatnam District of Andhra Pradesh and showed that off take under PDS declined as the income of the households increased but income elasticity of rice was low. **Poduval (1988)** analysed the functioning of the Public Distribution System in the context of certain important issues in the Agricultural Scenario of Tamilnadu. **Bapna (1990)** examined the characteristics of PDS as an institution that is now so controversial but a major breakthrough came in 1964-65 with the establishment of two institutions: the Food Corporation of India and the Agricultural Prices Commission (now Commission on Agricultural Costs and Prices). **Indrakant and Rao (2003)** suggested that technological improvement can be a tool for making PDS more efficient. **Paul (2004)** studied about the public services in India from a user prospective and provides a set of benchmarks for future comparison. **Nayyar (2005)** has elaborated the differences in poverty in rural India. It focused on inter-state differences in economic growth and analyzed the policies and institutional effects on poverty reducing impact of growth. **Khera (2006)** analyzed the government's interventions for food security during a severe and prolonged drought in Rajasthan. **Feagan (2007)** elaborated that re-localization is the key in achieving more sustainable food systems. **Swaminathan (2008)** stated about the narrow targeting, households that should be entitled to basic food security through the PDS have been left out. **FAO (2009)** stated that Security (Food and Human) is one of the major challenges confronting the world today. **Sutradhar (2010)** elaborated that modern retail is quickly becoming an important driver of change in food markets in developing countries. **Singh and Kumar (2011)** discussed that the PDS has linear relationship with anti-poverty issue. **Goli (2012)** emphasized about the key issues and provided evidences based Indian Human Development Survey (2004-05) for all the Indian states and major socio-economic groups. **and Prichard (2015)** studied the PDS of Bihar State to curb leakages and coupon system was introduced in this state from 2007 for beneficiary households.

The foregoing review of relevant literature revealed that majority of the studies have been conducted in the states such as Kerala, Andhra Pradesh, Maharashtra and in few other states. There have been fewer studies in the context of Haryana and Punjab. Therefore, the present study titled

**Table 1.** General Information about States of Haryana and Punjab according to National Population Census of 2011.

Information of the States	Haryana	Punjab
Land Area (mi <sup>2</sup> )	17,070	19,445
Total Population (lakh)	253.5	279.8
BPL Population	17.5 percent	11.77 percent
Population Density (km <sup>2</sup> )	573	551
Districts	22	22
GSDP Rate (percent)	7.8	5.7
Contribution to national GDP	3.5	2.8
Total Ration cards (lakh) under BPL (CBPL and S AAY OPH APL Total	8.72 2.67 16.26 33.52 61.1	9.30 3.05 23.78 34.67 70.80
Total number of FPS	10847	17815
Number of Cards /FPS	600	350
Cooperatives to help TPDS	22	1193
Commodities under TPDS	Wheat, Rice, Coarse Grain, Sugar, SKO and Pulses	Wheat, Rice, Coarse Grain, Sugar, SKO and Pulses

(Source: <http://www.ndma.gov.in/en/haryana-sdma-office.html>, <http://www.ndma.gov.in/en/punjab-sdma-office.html>)

“A Comparative Study of Public Distribution System in the States of Haryana and Punjab” is a fit case for proposing the ways and means for bridging the gap of the existing problems in food distribution system and tackling this problem through effective implementation of PDS.

#### METHODOLOGY:

In the present study to assess the effectiveness of PDS, an attempt has been made to analyze the present PDS system in Haryana and Punjab States. For this investigation, both the primary and secondary data has been used. The primary data was collected through interviews and questionnaire from consumers, fair price shop (FPS) owners, officials of Government of India, Food Corporation of India, State Government of Haryana and Civil Supplies Departments. The respondents were selected on the basis of multi stage sampling. A sample of 100 consumers, 100 fair price shop owners/dealers and 100 (50 from each state) officials of Government of India, Food Corporation of India and State Governments of Haryana and Punjab were taken for conducting the survey. The secondary data was collected for a period of 13 years i.e. 2002-2014 from journals, magazines and statistical reports published by the Planning Commission of India, Ministry of Food and Consumer Affairs, State Governments of Haryana and Punjab (Food and Supplies Departments), Annual Budgets, Economic Surveys, Plan Documents, Policy Notes, Committee Reports, etc. Annual Reports of the Food Corporation of India and states of

Haryana and Punjab Supplies Corporation besides earlier studies on PDS.

In this study, the PDS of Haryana and Punjab is analysed for the period from 2002 to 2014. Allocation and Offtake (to beneficiaries including APL, BPL and AAY) of wheat under Target Public Distribution System (TPDS) from 2002 to 2014 in Haryana and Punjab has been studied and the % offtake was calculated. District-wise allocation of FPS and beneficiaries (of various categories) attached with them under Target Public Distribution System (TPDS) were also studied. Consumers from all the categories of society including APL, BPL and AAY were interviewed and the questionnaires were prepared. Their opinion was also sought out to know level of satisfaction about the process of getting ration cards and obtaining PDS items.

Secondary data was also collected from various journals, magazines and statistical reports published by the Planning Commission of India, Ministry of Food and Consumer Affairs, State Governments of Haryana, food and supplies departments as well as NGOs on the PDS system in India and Haryana for standardising this study. On the basis of this study, the inference was sought and compiled under result and discussion.

#### RESULT AND DISCUSSION:

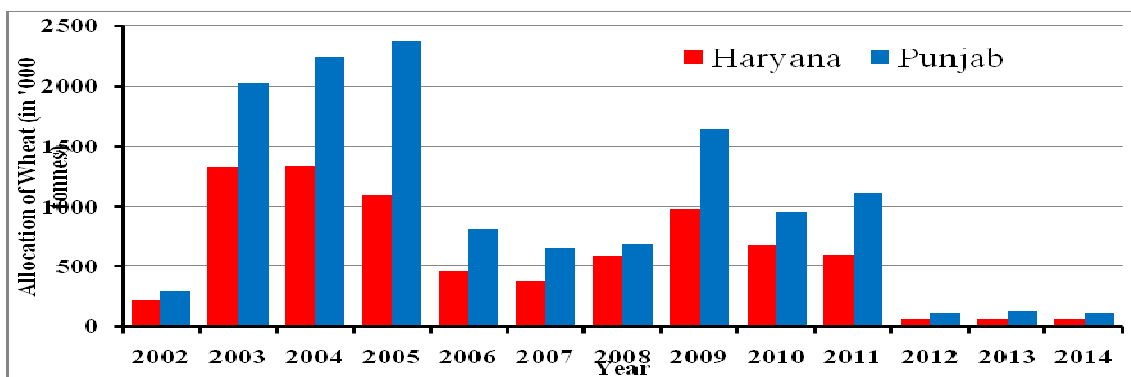
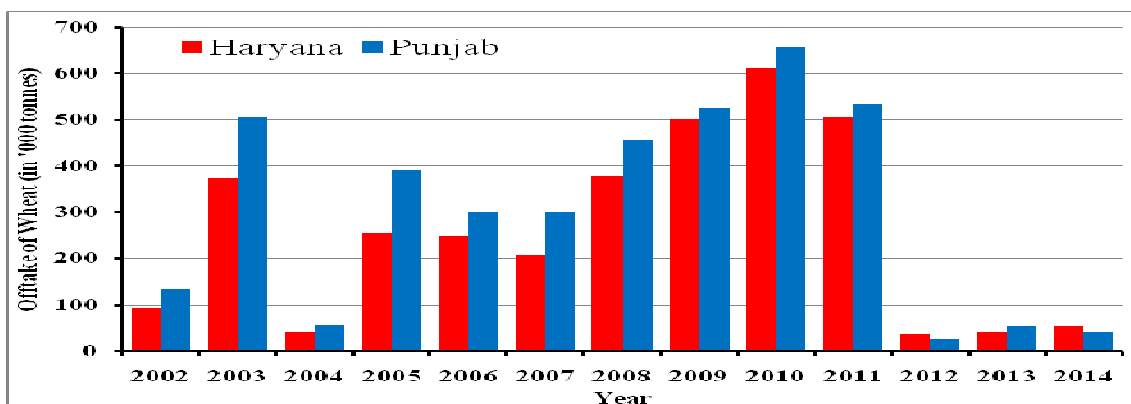
##### PDS in Haryana and Punjab

Both Haryana as well as Punjab are the northern states of

**Table 2.** Allocation and Offtake of wheat from 2002-2014 under PDS.

Year	Allocation of Wheat (in '000 tonnes)		Offtake of Wheat (in '000 tonnes)			
	Haryana	Punjab	Haryana		Punjab	
			Offtake	Percent Offtake	Offtake	Percent Offtake
2002	218.527	289.83	94.004	43.0	134.71	46.23
2003	1335.87	2022.75	373.217	27.9	504.65	24.94
2004	1342.78	2239.33	42.253	3.12	56.098	2.50
2005	1093.23	2372.74	257.03	23.5	391.40	16.49
2006	463.72	817.75	248.722	53.6	300.30	36.72
2007	382.197	654.79	208.602	59	298.73	45.62
2008	591.753	692.82	377.191	63.7	455.87	65.89
2009	980.472	1642.85	501.671	51.2	526.96	76.06
2010	685.242	958.69	613.097	89.5	656.43	68.47
2011	606.42	1115.26	505.636	83.4	533.49	47.83
2012	63.001	119.83	36.648	58.2	26.00	21.69
2013	65.278	136.9	40.376	51.3	55.53	40.56
2014	66.25	113.09	54.097	81.7	42.22	37.33

(Source: Compiled from various Official Sources (Deptt. of Food and supplies, FCI, CONFED, Statistic of Haryana) and Rajya Sabha Unstarred Question No. 4059, dated on 14.05.2012.)

**Figure 1.** Comparative Account of Allotment of wheat from 2002-2014 in Haryana and Punjab States.**Figure 2.** Comparative Account of offtake of wheat from 2002-2014 in Haryana and Punjab.

India with a land area of 17070 Mi<sup>2</sup> (mile square) and 19445 Mi<sup>2</sup> respectively and also having population density of 573 km<sup>2</sup> and 551 km<sup>2</sup> respectively. Total population of Haryana and Punjab is 253.5 lakhs and 279.8 lakhs respectively and their BPL population is 17.5 percent and 11.77 percent respectively as per 2011 census as shown in Table 1. The state of Punjab has 22 districts and

Haryana has 22 (21 before 2014) administrative districts. The states of Haryana and Punjab are the food baskets of India as these states are producing about 60 percent of wheat and 40 percent of rice on cumulative bases which accounts for about 20 percent and 10 percent of total country's production respectively in terms of wheat and rice. Thus, both of these states are major procuring states

**Table 3.** Categorie-wise allocation of wheat from 2002 to 2014 under TPDS.

Year	Allocation (in '000 tonnes)							
	BPL		AAY		APL		Total	
	Haryana	Punjab	Haryana	Punjab	Haryana	Punjab	Haryana	Punjab
2002	182.541	221.03	27.346	51.46	8.64	17.34	218.527	289.83
2003	274.004	371.10	47.664	85.01	1014.204	1566.64	1335.87	2022.75
2004	257.04	403.01	71.532	145.99	1014.204	1287.32	1342.78	2239.33
2005	195.819	259.09	86.056	172.09	811.356	1682.56	1093.23	2372.74
2006	152.026	305.05	109.394	201.76	202.300	309.94	463.72	817.75
2007	139.092	209.09	122.82	222.88	120.285	222.82	382.197	654.79
2008	196.992	298.06	122.82	205.06	271.941	422.82	591.753	692.82
2009	208.572	309.98	122.820	210.07	649.080	1122.80	980.472	1642.85
2010	208.572	312.99	122.820	211.99	353.850	522.80	685.242	958.69
2011	173.810	313.98	102.350	198.98	330.280	602.30	606.42	1115.26
2012	17.38	31.02	10.235	22.56	35.385	66.25	63.001	119.83
2013	16.027	30.88	12.123	23.89	37.128	82.13	65.278	136.9
2014	0	0	0	0	66.25	113.09	66.25	113.09

(Source: Compiled from various Official Sources (Deptt. of Food and supplies, FCI, CONFED, Statistic of Haryana) and Rajya Sabha Unstarred Question No. 4059, dated on 14.05.2012.)

**Table 4.** Categories-wise Offtake of wheat from 2002 to 2014 under TPDS.

Year	Offtake (in '000 tonnes)							
	BPL		AAY		APL		Total	
	Haryana	Punjab	Haryana	Punjab	Haryana	Punjab	Haryana	Punjab
2002	71.349	99.02	22.655	35.688	0	0	94.004	134.71
2003	228.889	325.88	45.804	68.78	98.524	109.99	373.217	504.65
2004	34.753	42.68	7.387	12.76	0.113	.658	42.253	56.098
2005	166.220	299.06	72.820	98.56	17.990	23.78	257.03	391.40
2006	142.980	172.76	102.921	123.55	2.821	3.987	248.722	300.30
2007	105.675	155.43	83.677	113.42	19.25	29.88	208.602	298.73
2008	187.164	235.67	112.235	123.65	77.792	96.55	377.191	455.87
2009	184.958	198.88	111.564	119.98	195.149	208.098	501.671	526.96
2010	208.278	223.89	119.619	129.99	285.200	302.55	613.097	656.43
2011	190.106	202.09	98.427	109.52	217.103	221.88	505.636	533.49
2012	17.535	26.66	9.013	14.36	10.100	14.98	36.648	26.00
2013	18.850	29.55	10.321	16.76	11.205	19.22	40.376	55.53
2014	0	0	0	0	54.097	72.22	54.097	42.22

(Source: Compiled from various Official Sources (Deptt. of Food and Supplies, FCI, CONFED, Statistic of Haryana) and Rajya Sabha Unstarred Question No. 4059, dated on 14.05.2012).

for wheat and rice and having a good GDP (Haryana has 7.8 percent and Punjab has 5.7 percent) and a grand contribution towards the GDP of country (Haryana has 3.5 percent and Punjab has 2.8 percent). Government is ensuring security for food through Food Security Act. National Food Security Act 2013 was implemented in Haryana in September 2013 and in Punjab in December 2013. PDS has evolved as a system of management of scarcity and for distribution of food grain at the affordable prices. PDS in Haryana and Punjab is operated by ration

cards and FPS are the shops where rationing is done with these ration cards. In NFSA, total ration cards under various categories of BPL, AAY and APL in Haryana are 57.14, 8.70, 2.68 and 61.1 lacs respectively and are 70.08, 64.35, 2.89 and 1.79 lacs in Punjab respectively. Total number of FPS in Haryana and Punjab are 10847 and 17815 respectively. Total number of ration cards under a FPS in Haryana and Punjab are 624 and 361 respectively. In Haryana and Punjab, commodities under TPDS are wheat, rice, coarse grain, sugar, SKO

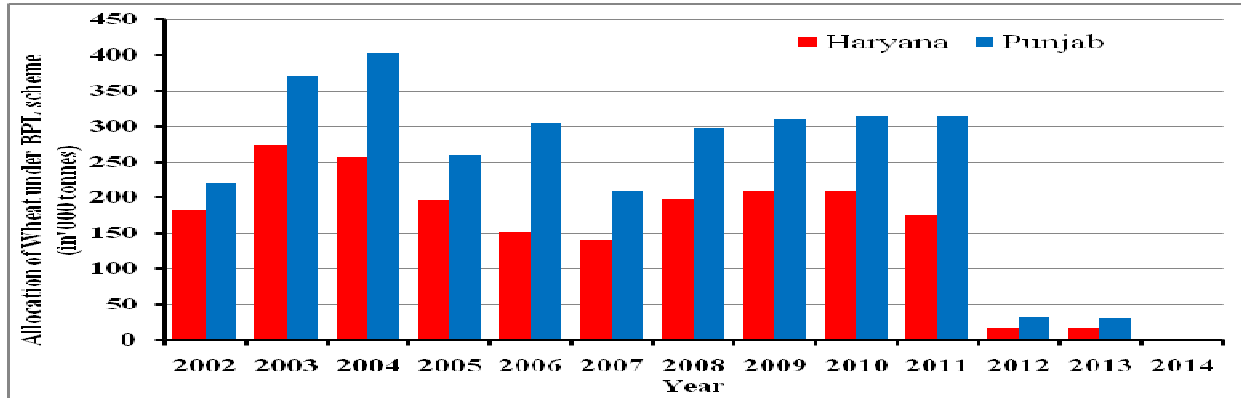


Figure 3 (a): Comparative Account of Allocation of Wheat under BPL Category from 2002-2014 in Haryana and Punjab.

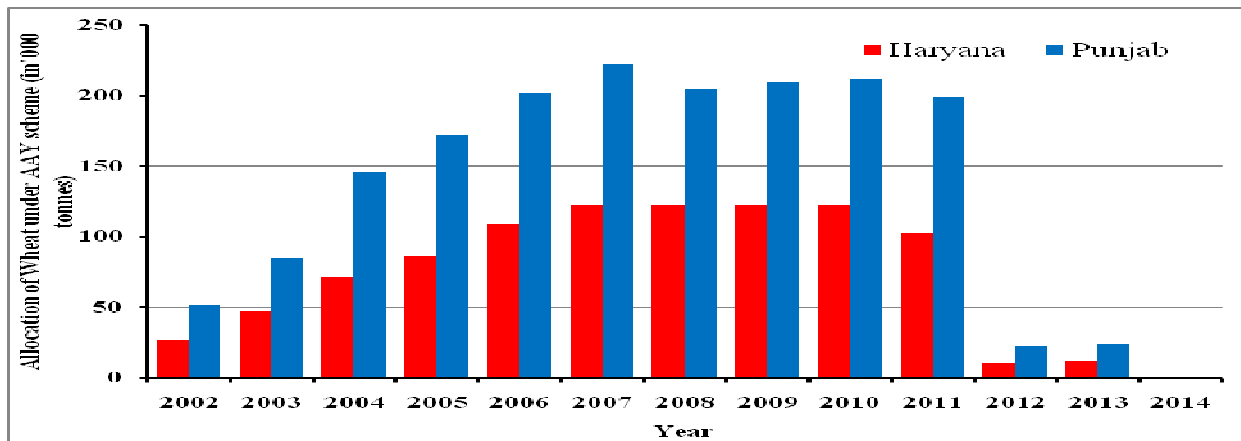


Figure 3 (b): Comparative Account of Allocation of Wheat under AAY category from 2002-2014 in Haryana and Punjab.

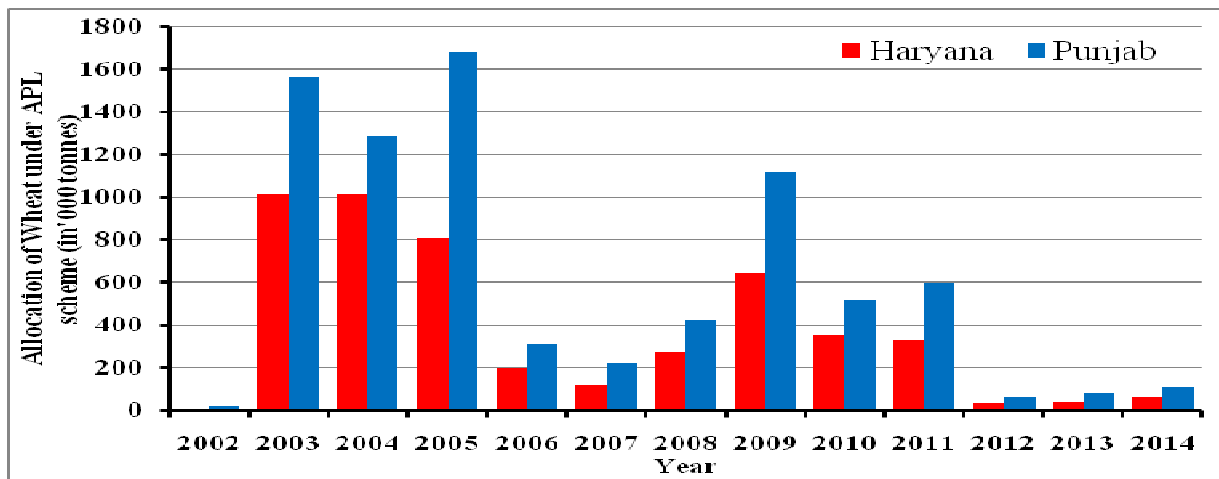


Figure 3 (c): Comparative Account of Allocation of Wheat under APL Category from 2002-2014 in Haryana and Punjab.

(subsidized kerosene oil) and pulses as shown in Table 1. Under the Public Distribution System in Haryana (Licensing and Control) order, the license of a fair price shop shall be granted for a minimum number of 600 ration cards not exceeding 1200 ration cards, but a village shall be treated as one unit in rural areas for this purpose and as such the license for the fair price shop may be issued

even for less than 600 ration cards of the village. But, the license of a fair price shop shall be granted for a minimum number of 350 ration cards not exceeding 500 ration cards in Punjab, but a village shall be treated as one unit in rural areas for this purpose and as such, the license for the fair price shop may be issued even for less than 350 ration cards of the village. Hisar district has the highest percent

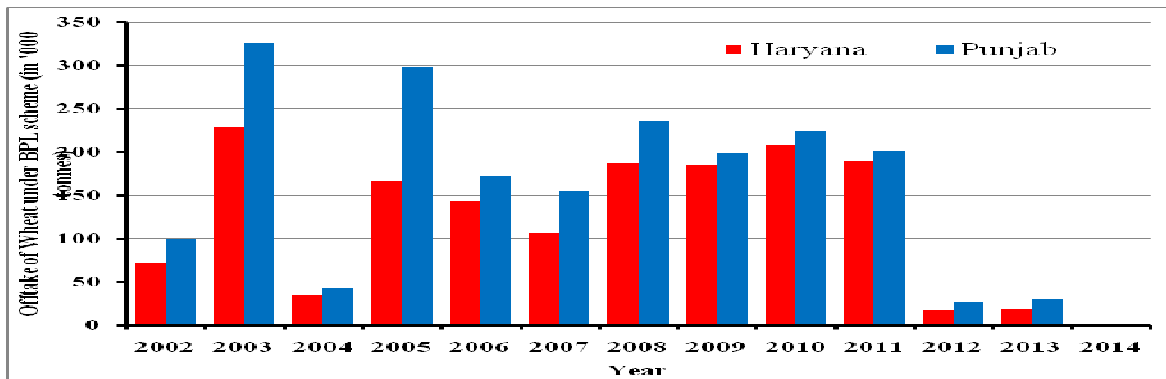


Figure 4 (a): Comparative Account of Offtake of Wheat under BPL Category from 2002-2014 in Haryana and Punjab.

(Source: Compiled from Various Official Sources (Deptt. of Food and Supplies, FCI, CONFED, Statistic of Haryana and Punjab.)

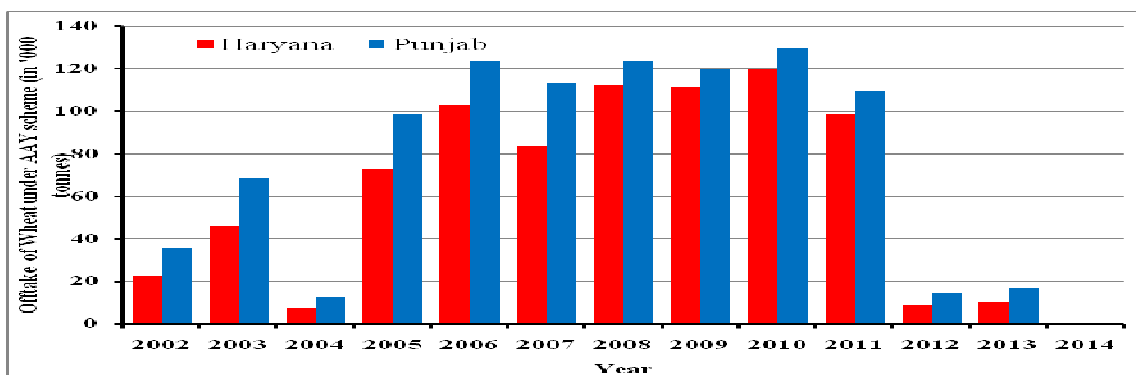


Figure 4 (b): Comparative Account of Offtake of Wheat under AAY Category from 2002-2014 in Haryana and Punjab.

(Source: Compiled from Various Official Sources (Deptt. of Food and Supplies, FCI, CONFED, Statistic of Haryana and Punjab.)

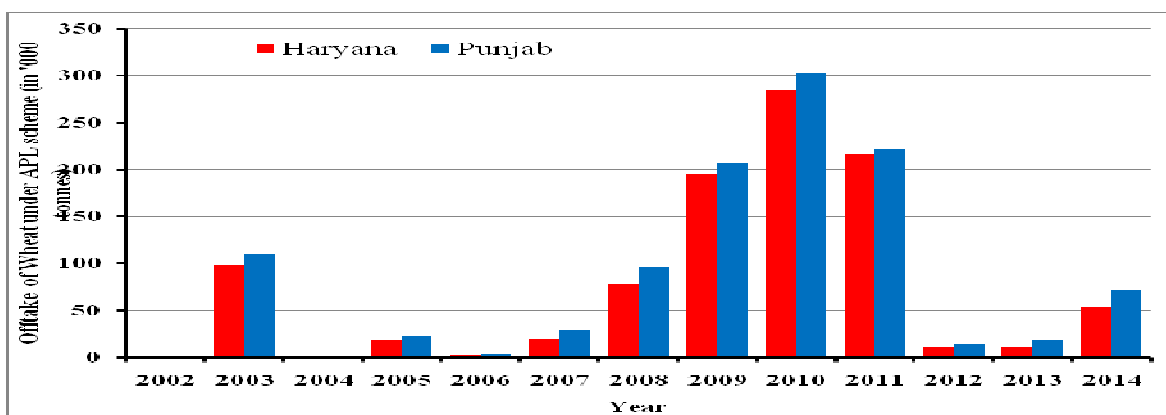


Figure 4 (c): Account of Offtake of Wheat under APL Category from 2002-2014 in Haryana and Punjab.

(Source: Compiled from Various Official Sources (Deptt. of Food and Supplies, FCI, CONFED, Statistic of Haryana and Punjab)

share (7.66) in the state's FPSs, followed by Faridabad and Bhiwani which have 7.13 and 7.04 per cent of total FPSs respectively and Panchkaula has minimum number of FPS e.g. 190, which are due to population size and

number of ration cards in these districts. In Punjab, maximum number of FPS are in Amritsar (4544), followed by Ludhiana (1724), Fazilka (1557) and Jalandhar (1243) and Minimum in Mohali (416).

## Wheat under PDS

The allocation of PDS items is guided by overall availability in the state, stocks with central government, relative demand and price situation in the respective states. As wheat is the staple food in the states of Haryana and Punjab and in this study, allocation and lifting (offtake) of wheat has been studied from 2002 to 2014.

## Allocation and Offtake of Wheat

On the basis of the study of PDS in Haryana and Punjab regarding allocation/allotment and offtake of wheat (to beneficiaries including APL, BPL and AAY) under TPDS from 2002 to 2014, it is found that maximum allotment in Haryana was found for the year 2004 followed by 2003 and which is 1342.78 and 1335.87 thousand tonnes respectively and maximum percent offtake is found in the year 2010 and 2011, followed by 2014 and which is 89.5 percent, 83.4 percent and 81.7 percent respectively. In the state of Punjab, maximum allotment was found for the year 2005, followed by 2004 and which is 2372.74 and 2239.33 thousand tonnes respectively and maximum percent offtake is found for the year 2009 and 2010, followed by 2008 and which is 76.06 percent, 68.47 percent and 65.89 percent respectively as shown in Table 2.

A comparative account of allotment of wheat for the period 2002-2014 in Haryana and Punjab is shown by Figure 1, which indicated that Punjab has allotted wheat in more quantity as compared to Haryana in all the years and there is a drastic difference in the years 2003, 2004, 2005 and 2009. Offtake of wheat is also more in Punjab as compared to Haryana during these years (2002-2004) as shown in Figure 2, but the percent offtake of wheat is more in the state of Haryana as compared to Punjab except for the years 2002, 2008 and 2009 as shown in Table 2. Category-wise (BPL, AAY and APL) allocation of wheat in the states of Punjab and Haryana is shown in Table 3 and it is clear that Punjab state has more allocation than Haryana State in the entire study period (2002-2014).

Also a comparative account of allocation of wheat for the states of Punjab and Haryana is shown in Figures 3 (a), 3 (b) and 3 (c) respectively for the categories of BPL, AAY and APL and study revealed that under BPL, AAY and APL categories in all the years, Punjab state had more allocation as compared to Haryana state. Also the category-wise (BPL, AAY and APL) offtake of wheat for the states of Punjab and Haryana is shown in Table 4 and it is clear that, Punjab state has more offtake than Haryana State in the entire study period (2002-2014). Also a comparative account of offtake of wheat for the states of Punjab and Haryana is shown in Figures 4 (a), 4 (b) and 4 (c) respectively for the categories of BPL, AAY and APL

and study revealed that under BPL, AAY and APL, Punjab state had more allocation as compared to Haryana state in all the years. But in both the states, there is zero allocation and offtake of wheat for BPL and AAY categories as after the NFSA 2013, these categories received wheat under NFSA category.

The average frequency of the complaints (%) received from consumers considered under present study regarding rationing items were comparatively similar in both the states of Punjab and Haryana. FPS owners/dealers of both the states were found satisfied regarding behaviour of staff of Food and Supplies/Government officials with them but majority of them were highly dissatisfied from their present monthly commission and they expected that it should be three times/four times as compared to present rate and is quite similar in both the states. Dealers opinion regarding the future of public distribution system was uncertain in both the states and very much similar. As viewed by the officials and their responses, the PDS policy was evolved due to poverty, lack of distributive justice, drought, famine & war condition, market imperfections, price distortions in the market and inflation in both the states. Officials were of the opinion that problems surface in PDS due to irregular and inadequate supply of stock, lack of proper allotment of ration items, inadequate commission, poor quality of goods, excessive paper work and lack of supervision and control in both the states and is quite similar in nature.

Although there is a provision for checking of FPS by the inspectors and other Government officials to ensure quality and quantity of the goods sold at FPSs and to avoid post procurement adulterations and pilferages of some ration items under PDS. But during the study, it was revealed that many a times surprise visits were leaked. So, there is a need to increase the secrecy of the checking system. There is shortage of warehouses and godowns, the state governments are not in a position to lift the full-allotted quota of PDS commodities from the Centre Government. Therefore, it is essential that more warehouses/godowns should be constructed in the states so that full allotted quota of different commodities may be distributed among the poor people by constructing more godowns under Public Private Partnership (PPP) Model or Public Entrepreneurial Godowns (PEG) scheme.

## CONCLUSION

It is concluded from above study that Public Distribution System for providing subsidised wheat in Haryana and Punjab to targetted group has largely been successful in both the States of Punjab and Haryana. In this study, it was found that most of the consumers studied were satisfied with the present operating system of PDS except the timely supply of rationing items. Regarding dealers opinion about the future of public distribution system, they

were uncertain about its future. Officials were of the opinion that problems occur in PDS also due to irregular and inadequate supply of stocks, lack of proper allotment of ration items, inadequate commission, poor quality of goods, excessive paper work and lack of supervision & control. The present study will be useful to ensure availability of essential commodities to the poor and the deprived segments of the society through a heavy outgo in the form of subsidies from the public exchequer both at the Central and State Government levels. This study would be helpful to identify the discrepancies in the system, finding the ways to remove the anomalies and to make the delivery mechanism more effective. The results of the present study will also be useful to the policy makers in the state government in their efforts to improve the working of the present system. It will be useful to the academicians and students in their study of the present system. Finally, the results of study may be useful for comparison with the results of similar studies in other states of the country also.

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