

UNDERSTANDING FOOD SECURITY IN SIKKIM

A Case Study of BPL Families in Tathanchen Shyari Ward

Thesis submitted to Sikkim University

for the partial fulfilment of award of the degree of

MASTER OF PHILOSOPHY

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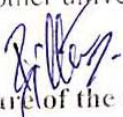
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DECLARATION


I declare that the thesis entitled "Understanding Food Security in Sikkim: A case study of BPL families in Tathanchen-Shyari Ward" submitted to Sikkim University for the award of the degree of Master of Philosophy, is my original work. This thesis has not been submitted for any other degree of this University or any other university.


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Certificate

This is to certify that the thesis entitled “**Understanding Food Security in Sikkim: A case study of BPL families in Tathanchen Shyari Ward**” submitted to the **SIKKIM UNIVERSITY** in partial fulfilment of the requirements for the degree of **Master of Philosophy (Social Sciences) in Department of Peace and Conflict Studies and Management**, embodies the results of *bona fide* research work carried out by **Mr. BITU SUBBA** under my guidance and supervision. No part of the thesis has been submitted for any other degree, diploma, associate-ship, fellowship.

All the assistance and help received during the course of the investigation have been duly acknowledged by him.

Dr. Nawal K. Paswan

(Supervisor)

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Abbreviations:

AAV	Antodaya Annadan Yojana
APL	Above Poverty Line
AWC	Angan Wadi Centre
BPL	Below Poverty Line
CC	Connectivity path
DESME	Department of Economics, Statistics, Monitoring and Evaluation
DONER	Ministry of Development of North-Eastern Region
DWCRA	Development of Women and Children in Rural Areas
EGS	Employment Guarantee Scheme
FAO	Food and Agricultural Organisation
FCI	Food Corporation of India
FPS	Fair price shop
GDP	Gross Domestic Product
GHI	Global hunger index
GPUs	Gram Panchayat Units
HDI	Human Development Index
HDR	Human development report
HYV	High Yielding Varieties
ICDS	Integrated Child Development Scheme
IFPRI	International Food Policy Research Institute
IRDP	Integrated Rural Development Programme
LPG	Liberalisation, Globalisation and Privatisation

MBC	Most Backward Class
MDM	Mid day Meal
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MMAAY	Mukhya Mantri Antodaya Anadan Yojana
MMKSA	Mukhya Mantri Khadya Suraksha Abhiyan
MSP	Minimum Support Price
NAM	Non Aligned Movement
NFWP	National Food for Work Programme
NGO	Non Governmental Organisation
NSSO	National Sample Survey Organisation
OBC	Other Backward Class
PDS	Public Distribution System
PRI	Panchayati Raj Institutions
RISAT	All Radar Imaging Satellite
RTI	Right to Information Act
SC	Schedule Caste
SCS	Special Category States
SGRY	Sampoorna Grameen Rozgar Yojana
SGSY	Swarnjayanti Gram Swarozgar Yojana
SHGs	Self Help Groups
SITRA	Supply of Tool Kits in Rural Areas
SNP	Supplementary Nutrition Programme
SOM	Sikkim Organic Mission
SSRY	Swarnajayanti Sahari Rozgar Yojana

ST	Schedule Tribe
TPDS	Targeted Public Distribution System
TRIPS	Trade Related Intellectual Property Rights
TRYSEM	Training of Rural Youth for Self Employment
UNDP	United Nations Development Programme

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Chapter 1

Introduction

CHAPTER 1

INTRODUCTION

Some of the major security issues of the 21st century are human security, environmental security, food security, health security and so on which were previously overshadowed by state security. “The concept of human security is anything but neutral from a political or an intellectual point of view, as it implies a renewed look at existing paradigms and responsibilities” (Tadjbaksh and Chenoy, 2007) which is a shift from traditional notion of security that is from military, borders, sovereignty etc. towards more human centric approach for human development (physical and psychological) and progress towards a more suitable living condition (free from violence, hunger, exploitation etc.)

Human Development Report is one of the significant reports which emphasizes on Human Security and how it varies from country to country (UNDP, 1994). For United States human security after 9/11 has focused on terrorism whereas for African and Asian countries. Human security stands for basic needs like adequate amount of food, health and eradication of poverty. However, one common factor that binds these issues is the central focus upon human being. It identifies seven categories for ensuring human security in the form of Economic Security, Environmental Security, Food Security, Political Security, Community Security, Personal Security and Cultural Security.

Food security is considered as an important aspect of human security. The World Food Conference of 1974 emphasized on the “global food security is a responsibility for all nations” and World Food Summit, Rome of 1996 headed by Food and Agricultural Organisation defines food security as “when all people, at all times, have physical and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life.” (FAO, 2008) This also recommended for Economic, Social and Political leadership for providing basic requirements of food to all Individuals.

In order to achieve food security in the new millennium coordination and cooperation among International organizations, countries (developing, developing and underdeveloped), NGO's/Civil Societies (Self Help Groups), Individuals especially focusing on women were found to be inevitable. Thus inclusion of women, traditional agricultural practices at

International forum was the major focus “Food security is the people’s right to define their own policies and strategies for the sustainable production, distribution and consumption of food that guarantees the right to food for the entire population, on the basis of small and medium-sized production, respecting their own cultures and the diversity of peasant, fishing and indigenous forms of agricultural production, marketing and management of rural areas, in which women play a fundamental role.” (Final Declaration of World Forum on Food Sovereignty, 2001)

There requires a strong revival of the next Green Revolution which could sustain the farmers and vulnerable section of society by strengthening it through major policies and strategies by private public partnership and civil societies and which should be implemented in the grass root level. Strong coordination is required from agricultural scientist in the research institute to the farmers at the field accompanied by the women to ensure food security.

In Indian agriculture system and its impact by Green Revolution in past during 1960’s had brought tremendous impact it made India ~~form~~ food deficient state to food self-sufficient state i.e. from food importer to food exporter in International level where it exported to countries like West Asia, Africa, South east Asia etc., all such development was a major milestone in technological advancement in the field of agricultural sciences.

Indian state strongly needs once again a next Green Revolution which should be more indigenous in its approach that is having clear picture of the ground realities and the emerging problems especially in agricultural production and productivity to the sustenance of foodgrains for longer duration. Such development is important because the production in past ten years has remained stagnant compared to its production during 70’s and 80’s adding serious problems to its food insecurity.

Millions of people in India suffer from chronic poverty¹ and inequality leading to deprivation in availing proper nutritious food and moreover an absence in systematic distribution of Central and State schemes worsen the situation. One of the major concerns for this region has been its growing population where issues like food insecurity proving to

¹ In 2011 World Bank Report estimated 40% people of India comprising of Below Poverty Line, World Bank Development report <http://vivekitam.wordpress.com/2011/01/14/a-paperback-analysis-of-nacsfood-security-proposal-part-2/>.

be one the upcoming challenges. The present functioning of Public Distribution System has left large dents in the form of irregularities, errors of Inclusion and Exclusion, leakages etc. These further affecting the people at the grass root level the most. These loopholes raise strong questions on the policies of the government framed by the Central Government and its execution by the various State Governments.

About 1.75 billion people across 160 countries suffer from deprivation like health, education and average standard of living which are the three dimensions of Multidimensional Poverty Index (HDR, 2010) There are 920 million people living under 1.25 dollar per day (World Bank 2008) and estimated 925 million people suffering from chronic hunger (MDR, 2010) Developing countries account for 98 percent of the world's undernourished people. Two-thirds live in just seven countries (Bangladesh, China, the Democratic Republic of the Congo, Ethiopia, India, Indonesia and Pakistan) and over 40 percent live in China and India alone (FAO, 2010)². Nearly half of the world population belonging to undernourished children under age five belongs to South Asia. (MDR, 2010).

According to Prof. Lama “elements like availability, accessibility, affordability and acceptability” in a sustained manner are underlying factors in ensuring food security to the common people in general and poor people in particular which also shows a balancing act between supply and demand sides (Lama, 2010). India ranks 67th among 81 countries in Food Security one of the major challenges for a food self sufficient state (GHI, 2011), ranks 122nd among 138 countries in Gender Inequality Index (HDR, 2010) equality of women plays an important role in minimizing food insecurity, ranks 66th among 88 countries in ‘alarming hunger’ and it accounts for 40% of total malnourished children in the World (IFPRI, 2008) which shows that serious limitations in balancing act. In India, states like Bihar, Madhya Pradesh, Rajasthan Jharkhand, Orissa, Karnataka, Uttar Pradesh, West Bengal and Chattisgarh are most affected by poverty, hunger, malnutrition and unemployment primarily due to corruption and lack of effective governance.

To ensure Availability, Affordability and Accessibility for food production and consumption, the Government of India initiated Public Distribution System (PDS) in 1939,

² www.fao.org/hunger: ESA-Publications@fao.org or write to: Agricultural Development Economics, Food and Agriculture Organization of the United Nations (FAO), Viale delle Terme di Caracalla, 00153 Rome, Italy.

Green Revolution in 1960's which made India a self sufficient state in food production and distribution making it to "Universalize the PDS"³ to the Indian population. Targeted Public Distribution System (TPDS) in 1997 for food security and Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) in 2005 for providing work in rural with minimum wage, for the poorer sections of rural and urban areas.

Sikkim was the third state in the Indian Union to come up with its own Human Development Report in the year 2001 which centered on peoples' development. The report overall highlighted sustainable development in Sikkim focusing upon issues like improvement in gender equality, women empowerment, organic farming, strengthening of various small scale industries and so on.

It is one of the small state of Indian Union comprising total area of 7096 sq. km, its total population consist of 6,07,688 persons and about 75.03% of the population resides in rural areas⁴ (Census, 2011). Agricultural enterprises constitute 11.6 percent and non-agricultural enterprises account for 88.4 percent of total enterprises where 23.2 percent from latter are engaged in public administration and defence (DESME, 2005). It Ranks 4th among 28 states for percentage of people living Below Poverty Line (BPL) and 40.04 % of state population lives in Below Poverty Line (Percentage of People Below Poverty Line: 1999-2000 Planning Commission Government of India), therefore making it the highest ranking state of percentage share of BPL population among North eastern states (Lama, 2001). Therefore the Government in order to alleviate people from poverty has initiated many plans focusing on food security, education, rural development, communications etc.

The History of Sikkim, its geographical location and its settlement (majority rural) makes its population to heavily depend on state government where mass awareness of centre and state initiated schemes and human empowerment are basic requirements which needs to be critically looked into. Sikkim like most of India also has a huge share of educated unemployed young population looking for jobs. Government though has invested huge amounts in education but has failed to create required employment opportunities.

³ Indian Union after being successful in Green Revolution adopted Universal PDS to cover the entire population to give food grains at subsidized rate. However the state abandoned the policy of universalisation as it was taking a heavy toll on government budgets according to planning commission officials making them to switch to TPDS in 1997 aimed to provide food for the BPL families of the state.

⁴ In 2001 total population of Sikkim stood at 5, 40,851 where 88.93% constituted the rural areas.

In Agriculture sector the state due to its difficult terrain it practices terrace farming for food security where crops like paddy, maize, wheat, millets etc are cultivated. Rice constitutes the staple of diet for the people living in this region but maize has been state major production. In the past crops were sufficient to use within the state for domestic consumption but due to rise in population⁵, unequal land distribution/inadequate land reform and low investment in Agriculture sector is being a major obstacles for state in being food sufficient state (Chakrabarti, 2010).

In terms of food security the state is not self-sufficient in food production in two ways first of all due to limited land availability for agricultural practices and secondly due its terrain (inaccessibility, fragility and marginality etc) which makes it to be poor in agricultural sphere (Subba, 2011). Thus all such limitations has made Sikkim to be declared as a 'Food Deficit State' one of the major concern which makes the "state to rely heavily on import of PDS" (Lama, 2001) and at the same time over the years the state government investment on agricultural activities has been low accompanied with low production.

PDS in Sikkim is one of the important schemes for people to get ration at minimum prices at a subsidized rate and to enable food security. TDPS in 1997 was launched by the government of India which was simultaneously also introduced in Sikkim which is meant for BPL families. For the poorest among poor families, there is a scheme called *Antodaya Annadan Yojna* (AAY). Under these schemes people get rice, at subsidized rates.

The government of Sikkim has initiated self sponsored scheme of giving 35kgs of rice at the rate of Rs. 4per kg under *Mukhya Mantri Khadya Suraksha Abhiyan (MMKSA)*. Under free of cost rice is distributed to 9,914 families coming under *Mukhya Mantri Antodaya Yojana (MMAAY)*. The State of Sikkim has issued 430547 'Above Poverty Line' (APL) ration cards and 43428 BPL ration cards. Allotments of these cards have been highest in East Sikkim and lowest in North Sikkim. (Food and Civil Supplies and Consumer Affairs Dept, 2011).

⁵ Distribution of cultivable lands within the family members has also effected the agricultural production as some of the family members are not willing to engage oneself into farming occupation they sell it to access easy money and in some cases the individual gets govt. jobs which makes them to sell their land to build pucca house or move into urban areas.

Apart from PDS, the state government has also implemented MGNREGA⁶ (Mahatma Gandhi National Rural Employment Guarantee Act) in rural areas which can support the people to fetch their basic needs. The living conditions of many BPL households are very much unsatisfactory throughout the country. Many initiatives were taken by the Government which is mostly top-bottom approach but there is a serious need for bottom-top approach where one can really try to bring some sort of homogeneity and every poorer section would be accounted and their grievances could be absorbed.

1.1 REVIEW OF LITERATURE

Although the literature on food security covers a wide variety of theories and issues, this review will focus upon four major themes. These themes are human development, human security, food security and poverty, agrarian reforms and government intervention in India in general and Sikkim in particular. Although the literature engages these themes in different purposes and contexts, this research will use the theoretical and practical orientations of these themes in the context of food security in Sikkim.

Roland (2007) looks at United Nations Human Development Report critically and compares it with sustainable development where he emphasises that every person wants it but doesn't have the clear meanings. The scholar also states that human security is too broad and vague a concept to be meaningful. He also states that human security should be a distinct branch of security studies where it can be specifically deal with humans and their adaptability with various phenomena affecting its life.

Shaw and Mclean (2006), argue that emphasis should be on "freedom of want" in comparison to "freedom of fear" as former emphasises on dignity of life, environment issue, migration, poverty etc. whereas the later focuses on direct violence i.e. war inter/intra state,

⁶ MGNREGA was brought by the coalition government of UPA headed by Congress Party in 2005 which aims to provide 100 days of guaranteed work for the people living in rural areas only in order to provide money and work for the people during off season of agricultural activities.

nuclear holocaust, genocide etc. They argue for a new multilateralism in human security which have the inclusion of NGO's and other private agencies in providing safety, protection, and human development not confined to states and state affiliated institutions as deprivations of basic necessities trigger major conflict causing a spillover effect to the whole globe where the role of new multilateralism becomes important in global governance.

Franceschet, (2006), looks at human security from a legal point of view and emphasises on how human security is more a legalistic approach apart from social and economic perspective. He also emphasizes that sovereignty of state is conditional or depends on the human security and "legalism adds flesh to the bones of human security" (global legalism and human security, Antonio Franceschet, pg 34) He argues that human security has been used as a 'tool by the great powers to legitimize its action' (ibid pg 36) and human security can be effective if it is recognized more legally.

Schittecatte Catherine (2007) emphasises on how global governance should be executed from local level to the global where human security i.e. freedom from want is also closely included. The author tells us how the concept of human security has been widely promoted by the NGO's but at the same time how NGOs and other informal institutions which were emphasizing on freedom from want are being sidelined by Intergovernmental organizations like the IMF, World Bank and WTO etc. the author criticizes the global economic governance which is headed by the neo-liberal institutions whereas at the same time NGOs which promote freedom from fear are widely welcomed.

The article also talks about Trade Related Intellectual Property Rights (TRIPS) where many NGOs were able to challenge and stop the privatization or patents of many indigenous native plants rich in medicines of third world countries. The article overall gives an idea about the NGOs that are in favor of the anti globalization movement which further effects human security.

However, Caroline (2007) emphasises faith in institutions in promoting human security other than the states and puts a logical question how one can improve human security and in what way human security can be security for the humans of whole world etc. The author distinguishes human security in qualitative and quantitative aspects where former is linked with human poverty i.e. illiteracy, unemployment, food security etc. and later is linked with income poverty i.e. US one dollar a day and below. The article also

states that Human Security is the child of sixteenth century capitalist economy which has been vehemently promoted by today's global structure.

Sagaren (2001) tries to link theory which deals with emerging security issues like human security in the African continent. It takes the fundamental arguments and justifications of two theories that is of neo-realist approach and post-modernist approach towards human security where former gives importance to the state in providing and maintaining human security in state where as latter wants a minimal or no role of the state but large role of NGO's and private institutions. The author at the end wants a much larger role of state in Africa when it comes to human security in such areas. However the author though calls for larger role of state which is no doubt exist in many African states but there is poor human security due to inherent weakness in the state government and lack of human empowerment and civil society participation and awareness campaign from the grass root level.

In the context of global human development, Buzan and Hansen (2007) emphasis that over the years the very notion of security has been challenged by the changing world scenario from local level to global level which demands for new security issues i.e. human security to be incorporated and should be given top priority as early as possible before it becomes too late by the state government, intergovernmental organization and NGO's etc. They are of the view that security may vary from one region to another but one commonness which encompasses them is human life and dignity.

The report has identified two aspects of human security i.e. safety from chronic threats and protection from sudden and hurtful disruption in the patterns of daily life and similarly it also identifies two components i.e. freedom from fear and freedom from want. When there is equilibrium between the two components enduring peace can be achieved. However, the meaning of human security has been contested by many scholars and many consider the usage of the concept as meaningless and vague and ask for specific or narrower definitions in order to study the phenomena of human security vis-a-vis the contemporary world situation.

Ananya (2010) argues for a more Universalist approach in food distribution system but also suggests that it will not be an end of the problem of hunger and malnutrition. The author tries to promote sovereignty in food production system where people engaging in agricultural activities are given freedom to do what they believe is the best and not constrained by governments and cooperates.

The article shows the various advantages and disadvantages of a system which hunts the Indian society when it comes to food security. The author provides some measures which can be closely looked to tackle hunger and poverty for instance the example of *Kudumbashree* farmers of Kerala which not only makes them independent farmers but at the same time empowers women's position in public sphere.

Mahendra S (1996), has compared Maharashtra and West Bengal and tries to see whether Public Distribution System (PDS) is more significant than Employment Guarantee Scheme (EGS) or vice versa. The author at the end argues that both of the schemes play important role but at the same time there should be inclusion of schemes like poverty alleviation programme and welfare schemes like handicap, old age pension, and health facilities etc. as all play an important role in ensuring food security.

Sainath (2010) looks critically at the scenario of food security policy in India specifically at the term universalisation and how it paves for diversion, poor targeting, insufficient supply and inadequate works etc. The poor policy allows grain to be rotted in godowns and wasted through export and selling at low prices to private dealers, failing to reach the hungry and poor people who need most for the survival. The article emphasises on one universal programme which encompasses Indian nation as a whole covering nutrition, work, health and education. However such programme to be executed at the ground level needs good governance, communication, reliability, honesty etc., from various political and bureaucratic levels which is highly deficient in contemporary Indian states.

Sainath(2010) shows the reality of food security of Indian states where food shortages exist in a huge scale though there is abundant presence of food grains stored in various godowns with pathetic conditions making thousands of people to go hungry. Article 47 of the Indian constitution promotes state to raise the level of nutrition and the standard of living and improve public health but the present policies of centre (Universal PDS) and states (Maharashtra Act No. XL of 1963) raises a strong eyebrows questioning is it really helping the poor and hungry people of India.

Sukhdeep (2010) asserts that food is one of the important daily diets for human beings were availability, accessibility, affordability and applicability becomes an important aspect. Tons food grain are being wasted through poor grain storage facilities in times of food

insecurity. He argues that there is a strong need for Indian government to build world class granary for storage instead of experiencing losses in crores in rotting of food grains and selling at floor prices to Industries, cow feed etc. It can preserve the quality of food grains which can be built in different parts of country with the help of states government by providing lands accompanied with responsible civil servants.

Appu P.S. (2010), argues that poverty is one of the major factors haunting the Indian democracy though it has reached the status of “Rising Power House” of the world with expected growth rate of 8-9 percent of Gross Domestic Product. The article is a critic to the half hearted approach of Independent India policies towards removing poverty at social, economic and political level as the government has failed to directly change the social structure the government are in process of changing it indirectly and slowly by applying schemes like Universal PDS, Right to Education and Mahatma Gandhi National Rural Employment Guarantee Act 2005. However no doubt such schemes will bring changes but lot depends on its execution in the lowest level and so far there has been both positive and negative effects, negative mostly due to massive corruption and poor governance from bureaucracy to ministerial level classic examples are Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh (BIMARU) states accompanied by Jharkhand, Orissa, Chhattisgarh etc. In such cases poverty directly has its serious impacts on human security which is no doubt at the basic level Food Security for survival.

In the context of human security in India, Lama (2010) Looks at the emerging nontraditional security issues by focusing on food security, environmental security and energy security which are the basic needs of the nation state in general and human beings in particular. The author argues that food security is provided by the state but its loopholes cannot be ignored the books highlights it and at the same time cites different success stories in the form of ‘Self Help Groups’ at the grass root level for ensuring food security.

Chakrabarti (2010) critically focuses on the agriculture sphere of the state of Sikkim, its past history and future challenges. The author elaborates the overall picture of agriculture scenario in Sikkim with statistics and documents from 1975-2006. Survival of agriculture and food requirements of growing population needs strong intervention from government and NGO’s etc. It has to come up with innovative ideas and technologies to sustain and upgrade the agricultural farming (terrace) esp. paddy (rice) and wheat cultivation. Sikkim is heavily

dependent on PDS, thus one has to strengthen its weakness by applying correct policy at the right time.

Mishra S.K., Barik R.K., Singh P.K. (2010), The report gives a picture of Public Distribution System working in the Indian state where there has been huge inclusion and exclusion errors accompanied by ghost cards which deprives the person who needs the most. It shows the ground reality where the forces of open market and corrupt Individuals manipulate their powers by using unfair means to misuse the PDS scheme ultimately weakening the welfare policy of Indian state.

The book by Singhdeo, etal.(2011), is one of the important steps towards understanding the concept of Human Security at the practical level, the case of Orissa and North eastern states (excluding Sikkim) brings the real picture of conflict taking place in the Indian Union. The authors have emphasised the lack of governance, massive corruption and lack of land distribution system accompanied by iron grip of land lords which raises the questions of human security. The book also comes up with the techniques like conflict mapping and HSIA methodology (Human Security Impact Assessment) which helps to know the conflict zones better and to come up with potential solution which can be used universally.

The report published by Food & Civil Supplies and Consumer Affairs Department Govt. of Sikkim (2011), tries to give the information regarding centrally sponsored schemes and state sponsored schemes on food security to the poor in the form of PDS, TPDS where schemes like Antadoya Annadan Yojana, Mukhya Mantri Antodaya Annadan Yojana, Annapurna, Mukhya Mantri Khadya Suraksha Abhiyan etc. are implemented accompanied with sugar, kerosene oil and wheat.

The report also covers various information regarding number of fair price shops, price of rations, name of distributor and dealer of LPG and kerosene oil and Petroleum, total list of BPL and APL cardholders of Sikkim. However the report would have been more finer if it had include families under TPDS and Mukhia Mantri Khadya Suraksha Abhyan, at the same time if possible highlighted about fake BPL cards and also written about Consumer rights including BPL and APL people and where they can query and question. Lama (2001) gives substantial information and analysis of human development scenario in Sikkim including food security and has highlighted various challenges faced by the people in Sikkim and the methods to mitigate these insecurities.

1.2 Rationale and Scope of Study

Sikkim in its agricultural sector over the years has low public investment and reforms in conventional crops like paddy cultivation due to geographical constraints and less expansion of land under cultivation. Due to such constraints it is heavily dependent on the PDS/TPDS and imported rice from the open market and for other essential commodities. The state ranks 4th among 28 states for percentage (40.04 %) of people living Below Poverty Line (Planning Commission, 1999-2000) and most of its population i.e. 4,55,962 resides in rural areas. Thus it is one of the states where Targeted welfare schemes like TPDS and MGNREGA are implemented.

Its indigenous food habits are slowly dying out which may have substantial impact upon food security in the state. East Sikkim has the highest number of BPL households in the entire state and most of them belong to ST category (State Socio Economic Census 2006). In which Tathanchen Shyari Ward in Sikkim has 54.63 per cent of ST population (ibid, Ward Profile 2005-06).

Such research would help in understanding of human security and related issues in the state. It would not only help to analyse the socio economic situation of BPL families. But it would also help to highlight the nature of food security in relation to gender and children in the study area vis a vis learning about the merits of indigenous food habits.

1.3 Research Questions

- Is there a lack of Government initiative in providing effective food security measures?
- Does lack of effective PDS policy increase food insecurity in Sikkim?
- What are the major outcomes of lack of access to food upon livelihood and well-being of people?
- Would reviving indigenous food habit be a solution for the state in times of food insecurity?

1.4 Objectives of the Study

- To study the socio- economic profile of BPL families in the Tathanchen Shyari Ward of Sikkim.
- To analyse major obstacles regarding availability, accessibility and affordability of food amongst the BPL households.
- To study the socio-economic criteria of the beneficiaries availing PDS/TPDS facilities and find out which section of society is most effected by food insecurity.
- To analyse the impact of TPDS/MGNREGA schemes on women within BPL households.
- To study the importance of indigenous food habit and its major challenges in food production system.
- To analyse the policies of state intervention towards food insecurity issues.

1.5 Hypothesis

- Overdependence on PDS/TPDS decreases investment on paddy cultivation.
- Delays in TPDS ration generate credit crisis in BPL families.
- MGNREGA facilitates purchasing capacity of PDS rations.

1.6 Methodology

- Both quantitative and qualitative methods will be used for the proposed study.
- Study would be based on both Primary and Secondary sources.
- Secondary source will include available literature, publications, documents (Govt. and NGO's) etc. on issues related to food security, poverty and hunger which will help in dealing with the objectives of the study. Relevant information from various sources related with the topic would be extracted.
- Primary source: The area of study selected is *Tathanchen Shyari Administrative Ward of East Sikkim*. Questionnaires (Close Ended and Open Ended) based on the availability, accessibility, affordability and applicability of food will be used to interview BPL households, Panchayat members, Fair Price Shop dealers, and Government officials within the study area.

The purpose of such a study is to identify critical issues relating to food security in Sikkim by conducting a case study of *Shyari* Block in the East District of the state as the research area fulfills most of the criteria for study as the place has a both mixture of urban and rural settlement, due to its sloping hills terrace farming is practiced where maize, ginger, potato are grown with minimum paddy cultivation due to shortage of water, most of the study area is populated by Schedule Tribe (ST) belonging to Bhutia, Lepcha and Tamang community along with few numbers of Chettri, Bahun and Limboo community where most of the people are engaged in dairy farming who supplies their milk and vegetables products in nearby towns and bazaars of Deorali, Tadong and Gangtok.

Most of the people who are settled in these areas have been living on a land which has been leased by the land owners for them to look after the land and if possible cultivate the lands and give 50 percent of whatever the farmer has cultivated from crops to vegetables etc., to the land owner or give minimum annual rent which ranges between Rs. 500 – 1500.

Chapter 2

Food Matrixes:

Production and Consumption in India and Sikkim

CHAPTER 2

FOOD MATRIXES: PRODUCTION AND CONSUMPTION IN INDIA AND SIKKIM

Introduction

India as a state has been widely dependent on primary activity in the form of agriculture and allied activities where majority of its population is engaged in such activities. It provides support in the form of employment to 67% of total workforce and provides material to several industries (Planning Commission, Govt. of India).

Indian Independence had ended the long domination of colonial rule on one hand and broken the shackle from the Zamindari System and bonded labourer on the other making them masters of their own destiny. Post Independent India nearly two third of labour are engaged in primary activity.

The abolition of the Zamindari System through land reforms legislations like tenancy reforms, ceiling on land holdings etc, which was passed by the state in post Independence era, paved the way for many landless labourers to become land owners and start dedicating their lives to the farming profession. "The Kisan or the peasant, whether as a landless labourer or a laboring proprietor comes first. He is the salt of the earth, which rightly belongs or should belong to him not to the absentee landlord or Zamindar" (Gandhi, 1944).

Green Revolution has a significant place in history of Indian agriculture, making the state to be a self sufficient in foodgrain production especially with the discovery of High Yielding Varieties (HYV) seeds of wheat and rice aided with scientific tools and techniques. But over the last few decades the stagnancy in productivity, negative impacts on environment through Green Revolutions had been widely criticized.

In one side there has been a serious criticism of the Green Revolution due to its negative impacts which is slowly destroying the environment whereas on the other side Hunger, malnutrition and undernourishment have engulfed the food sufficient state of India.

Thus it would deal with an overview of Indian agricultural system, the effectiveness of Green Revolution in India and in turn being self sufficient state. It also focuses on Agricultural

Production (growth in overall foodgrain production) in India and Sikkim (district level) their growth over a period of time and similarly their level of consumption (average intake of food).

2.1 Overview of Green Revolution in India

Agriculture is the backbone of Indian economy thus proverb like “if it sneezes the latter gets cold” would be most appropriate, as it provides formidable share in a country Gross Domestic Product (GDP) and also it provides major support to agricultural based Industries (Paswan, 2003). Strong and healthy agriculture not only lifts Indian economy but also provides employment for the uneducated and educated people of the country.

India in the past faced the Bengal Famine in 1943 where millions of people lost their lives and later partition of India in 1947 where most of the fertile land of Punjab and Bengal was divided, lack of adequate knowledge and specific policy in raising agricultural production which made agriculture to remain stagnant and further created an acute food shortage, which started to become the major problem for newly the Independent Indian state.

Indian government under the leadership of Pt. Nehru started the Five Year Plan (1st five year plan 1951-56) which aimed to improve the status of people and fulfill their basic needs by utilizing the nation's resources via building industries and dams which was termed as temples of modern India. Such new developments was initiated in order to build the economy of newly formed state by harnessing the energy of water to produce electricity, to provide irrigation and various factories were set up to extract the raw materials for trade, export etc,

First and Second five year plan (1956-61) focused minimum in promotion of agriculture as it focused on rehabilitation of agricultural workers who were landless, financial allocation for soil conservation and the land redistribution system in order to bring social and economical equality. However equality in the form of land reforms cannot be achieved wholly in many parts of India due to a strong hold on land and influencing role in regional politics (Planning Commission, Govt. of India)

However the initial two five year plans were unable to solve the problem of food insecurity, the state had to rely on the foreign states for import of foodgrains. India had to face the politics of

Cold War between the two super power, the capitalist United States and the Socialist Soviet Union, wherein developing states like India chose an alternate way through Non Aligned Movement (NAM)¹ to get equal aid in the form of technological support, food aid etc., from both the super powers.

The major breakthrough in agriculture was provided in the third five year plan (1961-66), although the initial three year plans provided a base for upcoming reforms, where it aimed to increase the agriculture production in order to make a self sufficient state. Land reforms were taking place and more area was being included under agricultural utilization accompanied by High Yielding Varieties (HYV) seeds, fertilizers, pesticides etc, and the traditional method of cultivating the crops were replaced by the new methods in order to boost the production which was the major thrust of the Green Revolution² (Planning Commission, 2002-07).

Table 2.1

Increase in Area (Million Ha), Production (Million tons) and Productivity (Kgs Ha) due to Green revolution

Agricultural Crops	<u>Pre- Green Revolution</u>			<u>Post- Green Revolution</u>		
	Area	Production	Productivity	Area	Production	Productivity
Rice	34.1	35.1	1013	42.9	79.6	1855
Wheat	12.9	11.1	851	25.1	62.6	2493
Maize	4.4	4.6	926	6.0	9.4	1570
Jowar	18.4	8.8	533	11.5	9.6	8.34
Bajra	11.5	3.9	286	9.4	5.4	575
Total Foodgrains	115.6	81.0	710	123.5	85.1	1499

Source: *Economic Survey of India, Ministry of Finance, 1996-97* in Paswan K. Nawal (2003), *Agricultural Trade in South Asia: Potential and Policy Options*, published by S.B. Nangia, A.P.H. publishing corporation, New Delhi, p. 63, 2003.

¹ NAM was a third block of newly formed independent countries mostly comprising of third world state of Asia, Africa and Latin America. It was founded by Pt. Nehru of India, Nasser of Egypt and Tito of Yugoslavia to remain outside and not to favour any super powers.

² Green Revolution is often known in rapid growth of production in foodgrains in short duration especially rice/paddy and wheat in mid 1960's due to advancement in science and technology in United States of America.

The impact of Green Revolution 1960's (1967-1968) and 1980's (1983-84) on the Indian agriculture system has been tremendous, as it made India a food self-sufficient state from a food deficient state to i.e. from food importer to food exporter at an International level. Where it exported to foodgrains to countries like West Asia, Africa, South East Asia etc., all such development was a major milestone in technological advancement in the field of agricultural sciences.

The success of Green Revolution can be seen from two levels: firstly the International level, where the success of Green Revolution in the United States wherein new method of advance scientific technology was used in the form of fertilizers, pesticides, machineries etc. which was adopted by Indian especially Mexican wheat HYV seeds Norin-10 developed by Norman Borlaug³, Mexican semi-dwarf varieties, Lerma Rojo 64A and Sonora 64 and in HYV rice Taichung Native 1 (Japanese origin), IR8 and Jaya where implemented (ICAR, undated).

Secondly the domestic policies of India which appointed agricultural scientists like M.S. Swaminathan and B.P. Lal as leaders to execute the Green Revolution. The Policy also incorporated the inclusion of more area to be used under crop cultivation, implementation of the advance scientific technology in selected parts of the country⁴ which had adequate facilities.

The new technology of high yielding varieties of seeds, led to starts of research institutes in the form of Indian Council of Agricultural Research, National Seeds Corporation, Agricultural universities etc, helped in developing the field and boosting agriculture and allied sectors from the end of 1960's till today.

2.1.1 Challenges in sustaining Green Revolution

Though the Green Revolution has brought significant changes in the food production and helped many developing countries to feed their populations by avoiding catastrophes like famines. But over the years the agriculture production in India has been weak as compared to higher growth

³ An American plant scientist also known as "father of Green revolution" provided a major breakthrough in discovering HYV seeds wheats and rice which can produce high yields the first test of seed was done on Mexico which was later on followed on rest of the third world states in 1960's. he was honoured by Noble Peace Prize in 1970 for "Green Revolution"

⁴ Indian government selected fertile lands of Punjab, Harayana, West Bengal, Bihar, Assam etc. which had adequate irrigation facilities for Green Revolution.

foodgrain production which was seen in the 1980's due to lack of expansion in cultivated area (Vaidyanathan, 2000).

There are formidable challenges in sustaining Green Revolution especially in the yield factor compared to early 1980's as its major inputs were fertilizers, pesticides, proper irrigation facilities however the overuse of such inputs has virtually degraded the quality of soil and depleted the water table of many farming lands.

The shrinkage of net sown area of food grains also led to a fall in the food production during 1990's this was mostly due to advancement of industries, factories, commercial complex etc (Paswan, 2003). Encroaching on agricultural fields created shortage and loss of fertile lands. Though the government tried to compensate by incorporating additional land but such land was mostly owned by low income farmers and depended on monsoon rains making it vulnerable to the natural calamities and were inefficient in fulfilling basic needs like irrigation and modernized inputs financially.

The major aims and objectives of Green Revolution in 1950's-60's was to provide food security and to avoid famines and hunger situation in many parts of Latin America and Asia especially Mexico, Pakistan, China, India, South East Asian states and to provide benefits to farmers however it created rich and poor farmers⁵, rural impoverishment, displacement of vast numbers of farmers from their land (Shiva, 1991) and farmer suicides.

Thus sustaining Green Revolution in 21st century especially in India would be a challenging task, as the program should encompass all social, economic, political dimensions of human security issues by inclusion of more agricultural fields in net sown area, food production in dry lands through rain water harvesting and irrigating the fields with sprinklers which would conserve the water and provide irrigation adequately, discovery of agricultural inputs which would provide food security not only to farmers but also to consumers (Planning Commission, Govt. of India).

The setting up of food processing plants in various states in order to increase the longevity of food products, building up of scientific warehouses at the district levels with adequate staffs for

⁵ In India the impact of Green Revolution was consequential though it provided food sufficiency but on the other side it divided rich and poor farmer wherever the places the revolution was successful it created few hands of rich farmers whereas it left majority of farmers poor. Thus the program was targeted and not universal which benefitted the farmers who can afford the new inputs which in turn undermine the social dimension.

its maintenance in order to keep buffer food stocks which would reduce the cost of transportation.

The launch of RISAT-1 (all weather earth observation satellite) has made it to move one step further in sustaining Green Revolution by keeping a closer look to agriculture sector where foodgrains crop progress would be closely monitored and according to its development policy would be framed. Inclusion of such scientific inputs is must which boost Indian agriculture.

In order to achieve such objectives both central and state government engagement is must and financial responsibility must be shared equally. The government should come up with more innovative schemes for the welfare of its people who should be adequately supported by the central government.

2.1.2 India's Agricultural (Food grains, Live stock and Animal products) Position in the World

In the Eighth Five Year Plan (1992-97) New Economic Policy also known as the Post 1991 reforms was implemented in India under the leadership of Narasimha Rao. It aimed to promote Liberalisation, Globalisation and Privatisation (LP.) in order to integrate the Indian economy with the world economy wherein restrictive measures like license permit raj was abolished, privatization of national owned industries which were failing continuously and going in losses. Similar "reforms were also initiated in agricultural sector where restrictions on rice (Basmati and high quality common rice), wheat (durum) were lifted and exported in the world market" (Paswan, 2003).

India has maintained agricultural position in the world over the years though it has only 329 million hectares (mn. ha.) of total area. It has about 2.4% share of total land area in the world but it ranks second in the arable land (159 mn. ha.) next to the US. It has 472 mn economically active populations out of which 262 mn actively participates in agriculture making it to be in a second in position next to China (FAO, 2008) which also shows the dominant agrarian nature of the Indian society.

India ranks first in pulses (15 million tones "mt"), jute and jute like fibers (2.02 mt), buffaloes in livestock (105 million heads "mh"), milk in animal products (109000 mt), ranks second in wheat

(79 mt), rice/paddy (148 mt), groundnut in oil seeds (7 mt), Vegetables and melons (90 mt), Fruits (67 mt), Potatoes (35 mt), Onion (14 mt), Sugar cane in commercial crops (348 mt), Cotton (0.26 mt), Cattle in live stock (175 mh), Goats (126 mh), ranks third in Rape seed in oil seeds (6 mt), Tea in commercial crops (0.81), Tobacco leaves (0.52), Sheep in live stock (65 mh), Eggs in animal products (3060 mt), fifth in Chicken (584 mh), total Meats (4353.1 mt) and seventh in Coffee in commercial crops (0.26) in the world (FAO, 2008). India coming on top five in live stock, animal products, also shows the growing demand and supply in such products both within and outside the country.

It also highlights in the changes in pattern of consumption in India both in rural and urban areas. The availability and sustainability of such products at all times of season also paves for potential public and private investment for development in such sectors which can help in ensuring food security (ibid, 2003).

Table 2.2

India's position in world agriculture during the period of 1997-2008 in the Food and Agricultural Organizations (FAO) Report

Item	<u>FAO 1997</u>		<u>FAO 2008</u>	
	India	India's Rank	India	India's Rank
Total Area (Million Hectares)	329	7	329	7
Land Area	297	7	297	7
Arable Land	163	2	159	2
Economically Active Population	541	2	472	2
*Wheat (Million tonnes)	69	2	79	2
*Rice	123	2	148	2
*Pulses	15	1	15	1

**Groundnuts	8	2	7	2
**Rapeseed	7	2	6	3
#Vegetables	54.97	2	90	2
#Fruits	37.13	3	67	2
#Potatoes	19	6	35	2
##Sugar cane	265	2	348	2
##Coffee	0.21	9	0.26	7
##Jute & Allied Fibers	1.72	1	2.02	1
##Cotton	2.86	3	3.77	2
##Tobacco leaves	0.56	3	0.52	3

*Cereals, **Oil seeds, #Fruits & Vegetables and ##Commercial Crops

Source: Paswan, Nawal K. (2003), *Agricultural Trade in South Asia: Potential and Policy Options*, APH. Publishing corporation, New Delhi, p. 62. and FAO, 2008 *Regional Office for Asia and Pacific*, Bangkok

In comparison to 1997 FAO statistics of India there has been significant changes in 2008 data as in most of the cases there has been increase in production as well as increase in position especially in commercial crops (coffee and cotton) and fruits & vegetables (potatoes and fruits). There has been depletion of arable land from 163 million hectares to 159 million hectares during 1997-2008. There has been a loss of 4 million hectares of arable land which is one of the serious concerns for growing the population of India rather than exclusion there should be more inclusion of arable land for agriculture production and productivity.

2.1.3 Food Production in India and Sikkim

India after Independence vowed to strengthen its agricultural system for providing food security for its millions of population and support its agrarian society (Planning Commission, Govt. of India). Many parts of India are rain fed areas which heavily depends on the monsoon season, a

good monsoon means a good harvest for the hard working Indian farmer, in some instances due to arrival of late monsoon the farmers got a serious setback in agriculture production.

However agricultural production in India was significantly improved by the onset of the Green Revolution technology (irrigation facilities, fertilizers, pesticides, tractors etc.) which helped India turn itself into a self sufficient state by the end of 1970's, due to its consistent improvement in positive increase of foodgrains production (Planning Commission, Govt. of India).

Table 2.3 gives us a picture of how over the years there has been an improvement in the agricultural sector, overall helping in the growth of the Indian economy. The pre and the post Green Revolution period have shown remarkable improvements in the overall production of food grains, which shows an increase of 57.6%. The period between 1950-51 (pre Green revolution) and 1970-71 (post Green revolution) in food grain production shows the increase of 57.6 % in foodgrains production.

Table2.3

Production of Major Crops: 1950-51 to 2001-02.

(million tonnes)

Crops	1950-51	1970-71	1980-81	1990-91	2001-02*
Foodgrains	50.82	108.42	129.59	179.39	211.32
Rice	20.58	42.22	53.63	74.29	91.61
Wheat	6.46	23.83	36.31	55.14	71.47
C. Cereals	15.38	30.55	29.02	32.70	34.72
Pulses	8.41	11.82	10.63	14.26	13.52

Source: Agricultural Statistics at a Glance, 1997, Min. of Agriculture in Ninth Five Year Plan (1997-2002), Planning Commission/Tenth Five Year Plan (2002-07), Planning Commission, Government of India, 1997.

However in 1990's there has been a period of stagnation in foodgrains production it has not been able to repeat the massive production of 1960's and 80's in the agricultural sphere and at the same time there has been increase in population creating an urgency in providing food security.

- The upcoming challenges in terms of food production and rise in population have been serious concerns.

Table2.4

Growth of Population and Food Production in India 1950 - 2000

Period/Year	1950	1960	1970	1980	1990	2000
Foodgrain Production (mt)*	50.8	82.0	108.4	129.5	179.4	201.6
Foodgrain Import (mt)	4.8	10.4	7.5	0.8	0.3	---
Buffer Stock (mt)	---	2.0	---	15.5	20.8	40.0
Population (million)	361	439	548	683	846	1000

*mt-Million Tonnes

Source: Indian Council of Agricultural Research (ICAR), Government of India, 2010.

The growth of food production from 1990's -2000 has been very unsatisfactory though it has been able to keep the adequate amount of buffer stocks in various central godowns. Food Corporation of India (FCI) warehouses and depots is one of the important steps taken by the central government in order to achieve food security. However the stocks would not be enough for the population which is increasing tremendously.

The slow growth rate in 1990's in the foodgrain production has been seen in excess use of fertilizers, degradation in soil fertility due to intensive cropping pattern, lack of adequate irrigation facilities due to depletion of water table (IFPRI, 2002 & Shiva 1991), encroachment on fertile lands with upcoming private and state owned development projects, inclusion of less fertile lands etc. There is a serious need for next green revolution which can sustain our agriculture sector and which in turn would help to reduce hunger, malnourishment and poverty (Swaminathan, 2010).

It has been important to measure the progress of agricultural production in foodgrains as the period of 1990's showed the symbol of stagnancy causing serious decrease in production. Thus table 2.5 highlights the production of foodgrains for the last decade and it is interesting to note that overall production of food grains has shown an increasing trend. Although there have been minor fluctuations in the production of rice and coarse cereals which reduced from 97 Million tons to 89 million tones and 41 million tons to 32 million tons between 2007-08 and 2009-10 respectively.

There has been a significant improvement in the production of wheat from 70 million tons in 2000-01 to 81 million tons in 2009-10. However the production of overall foodgrains represents a fluctuating trend with the largest differentials in decrease between 2007-8 and 2009-10, where the overall production fell from 231 million tons to 218 million tones. This overall decline could mainly be attributed to decrease in production of rice and coarse grains.

Table 2.5
Showing agricultural production of Foodgrains of India from 2000-2010
(million tons)

Year	Rice	Wheat	Coarse Cereals	Pulses	Total Foodgrains
2000-01	84.98	69.68	31.08	11.07	196.81
2003-04	88.53	72.15	37.60	14.91	213.19
2005-06	91.79	69.35	34.06	13.39	208.59
2007-08	96.69	78.57	40.76	14.76	230.78
2009-10	89.13	80.80	33.55	14.66	218.11

Source: Ministry of Agriculture, Government of India, 2011.

Table 2.6 represents the State wise average production of foodgrains between 2000-2010. Andhra Pradesh, Madhya Pradesh, Haryana, Punjab has shown an increasing trend in share of total food grain production in All India level due to its better production. Similarly Bihar, Karnataka, Rajasthan and Tamil Nadu are slowly declining in their foodgrain production leading

to fall in total share of foodgrain production in All India level. It is one of the concerns as these states provides major cushion for Indian state in terms of foodgrain production and in providing major chunk of stock in PDS.

Table 2.6
State wise percentage Share of total production of Foodgrains

(thousand tons)

State/Union Territories	2000-01	2003-04	2005-06	2007-08	2009-10
Andhra Pradesh	7.58	6.29	7.81	8.81	9.07
Arunachal Pradesh	0.11	0.11	0.12	0.11	NA
Assam	2.13	1.90	1.77	1.50	1.78
Bihar	6.16	5.27	4.13	4.68	4.74
Chhattisgarh	1.48	3.04	2.75	2.71	2.20
Goa	0.08	0.09	0.08	0.06	NA
Gujarat	1.30	3.09	2.96	3.54	2.73
Haryana	6.80	6.20	6.25	6.60	7.09
Himachal Pradesh	0.57	0.66	0.66	0.67	0.33
Jammu & Kashmir	0.57	0.72	0.71	0.68	0.68
Jharkhand	1.03	1.36	0.99	1.80	0.95
Karnataka	5.62	3.08	6.49	5.26	4.77
Kerala	0.39	0.27	0.31	0.23	0.28
Madhya Pradesh	5.21	7.50	6.35	5.21	6.37
Maharashtra	5.18	4.85	5.81	6.55	5.80
Manipur	0.20	0.18	0.19	0.18	NA
Meghalaya	0.11	0.11	0.09	0.10	NA
Mizoram	0.06	0.07	0.06	0.01	NA
Nagaland	0.16	0.19	0.20	0.20	NA

Orissa	2.55	3.36	3.54	3.51	3.41
Punjab	12.95	11.62	12.11	11.56	12.28
Rajasthan	5.13	8.45	5.51	6.93	5.07
Sikkim	0.05	0.05	0.05	0.05	NA
Tamil Nadu	4.40	2.07	2.95	2.84	3.61
Tripura	0.27	0.25	0.27	0.27	NA
Uttar Pradesh	21.84	20.78	19.44	18.15	19.78
Uttarakhand	0.88	0.81	0.77	0.77	0.80
West Bengal	7.06	7.52	7.51	6.92	7.24
Union Territories	0.12	0.12	0.12	0.10	1.02
All India	100.0	100.0	100.0	100.0	100.0

Source: Ministry of Agriculture, Government of India, 2011.

However there has also been some progress in the production of foodgrains in the state of Andhra Pradesh 7.5 % (2000-01) to 9.0% (2009-10) and Haryana 6.8% (2000-01) to 7.0% (2009-10). The data of 2000-10 in state wise percentage total food grain production is very much matter of deep concern as major producing state are either in stagnant point or decreasing, the sign of progress through increase is very much minimum.

Uttar Pradesh (19.78%); Punjab (12.28%), Andhra Pradesh (9.07%), Haryana (7.09%), West Bengal (7.24%) and Madhya Pradesh (6.37%) are the major contributors of foodgrains at the All India level. It shares are more than 50 percent (61.83%) when combined. Thus a lot depends on their agricultural productivity when it comes to ensuring national food security.

Many states of India are food deficient states (Jammu and Kashmir, Kerala, Himachal Pradesh, Jharkhand, Goa, North East state excluding Assam and Union Territories), therefore they have to depend on the Central government for the support food grains. On the other hand the Central government also has to depend on the major foodgrain producing states for the supply, who in turn are also suffering from the setbacks of low production after successful productions in past like Punjab, Bihar, Uttar Pradesh, Rajasthan etc (table 2.6).

Like India, the state of Sikkim also has an agrarian economy, where a majority of its population (64%) is engaged in agricultural activities⁶. The overall contribution of foodgrain production by Sikkim when compared to other states is negligible (table 2.6). Though in terms of food security Sikkim does not contribute to the national food stockpile, but rather is dependent on the Central Government for a major stock of food grains.

Over the years agriculture in Sikkim has remained stagnant especially when it comes to major foodgrains like rice and wheat. Some of the major problems identified for this low production were its steep and slope lands, content of high acidic brown soil, high/heavy rainfall leading to washing of valuable nutrients required by crops, limited irrigation facilities⁷, traditional method of farming, low use of high agricultural inputs, lack of adequate seed storage facilities for entire state⁸, low public investment in agriculture sector, Insufficient post production storage, market and transport for farmers (Sikkim Development Report, 2008).

Sikkim is one of the food deficient states of the Indian Republic, it has been declared a “food deficit” state by scholars like J.R. Subba (1984), Mahendra P. Lama (2001) and Anjan Chakrabarti (2010). The per capita availability of rice in the state is 158 gms/ day which is far below the National average of 417 gm during 2001-02 (Economic Survey, 2006-07). In order to secure the state from food insecurity, it is heavily dependent in Public Distribution System (PDS) and private agency/traders for the import of rice.

Table 2.7

Agricultural production of Foodgrains of Sikkim 2000-2010

(million tons)

Year	Rice	Wheat	Cereals	Pulses	Total Foodgrains
2000-01	21.4	10.1	66.5	5.1	103.1

⁶ Government of Sikkim on its various reports: Sikkim Human Development Report 2001, Economic Survey 2006-07, Sikkim Development Report 2008 and Food Security and Agriculture Development Dept. annual progress report 2010-11 acknowledges were majority of its population depends on agriculture for sustaining daily needs.

⁷ For successful agricultural production irrigation is an important part but in hills of Sikkim it lacks proper irrigation facilities firstly due to its landscape and secondly due to inadequate supply of water.

⁸ J.R. Subba (1984) “Agriculture in the Hills of Sikkim”, pb by Shree Mahavir Books Depot, Delhi. the author also talks about how farmers in the hill has to consume high calories compared to its companion in plains at the same time it has higher and costlier standard of living due to its climate as they have to expend more on their outfits/clothes and food in order to keep them warm and alive.

2003-04	21.2	8.1	63.8	6.8	99.9
2005-06	21.5	9.0	63.7	6.1	100.3
2007-08	22.9	4.5	72.6	11.6	111.6
2009-10*	20.9	4.7	74.8	6.1	106.5

Source: Ministry of Agriculture, Government of India / *Food Security & Agriculture Development Department, Government of Sikkim, 2011.

In foodgrains production Sikkim has remained stagnant it had the highest production in 111.6 million tons (mt) in 2007-08 and lowest 99.9 mt in 2003-04. Rice is the staple food of consumption in the state which is continuously decreasing from 21.4 mt (2000-01) to 20.9 mt (2009-10) and similarly in wheat 10.1 mt (2000-01) to 4.7 mt (2009-10). But there has been tremendous increase in Cereals 66.5 mt to 74.8 mt from 2000-10 the increase in cereals can also be seen from the “successful production of maize in past few years” (Food Security & Agricultural Development Department, 2011)

There has been low production or no growth in agricultural sector especially on paddy/rice See table 8 which is the staple diet of the locals. It also shows the overdependence in PDS/private agency for the fulfillment of the requirements. A strong agriculture policy for the state is required where inclusion of more lands are dedicated for paddy cultivation, agricultural inputs in the form of sprinklers⁹ would provide an adequate irrigation, special programs for promotion of paddy cultivation should also be initiated, private and state development projects should not encroach the agriculture fields which provides food security at minimum level.

Table 2.8

District-wise foodgrains production in Sikkim 2000 -2009

(thousand tons)

District	2000-01	2003-04	2005-06	2007-08	2009-10
East	28.4	26.4	30.6	24.0	30.1

⁹ An agricultural input which helps to irrigate the crops similar to a natural rainfall it can be used in slope, terraces, and dry lands. Supply of water could be connected through harvested rain water tanks, natural streams tap in reservoir /tanks (FAO). Sprinkler system can save over 20% of water then flood irrigation method
www.savewater.com

North	8.9	6.6	5.7	5.4	8.5
South	29.2	28.3	29.5	37.4	34.4
West	36.6	37.9	40.7	25.0	33.4

Source: Food Security & Agriculture Development Department, Government of Sikkim, 2011.

The district wise production of foodgrains has also not been encouraging. Among four districts in Sikkim the West district showed an increase in 2005-06 with a production of 40.7 thousand tons but however significantly declined to 25.0 thousand tons in 2007-08. North District which is the largest in size compared to other districts, but most of its area is rocky and a mountainous, thus minimum agricultural practice is possible. Although cardamom is the major cash crop grown in North district it has failed to cross the double digit in food production.

Similarly the scenario of East and South district has remained stagnant though latter has tried to increase its performance producing 37.4 thousand tons of food grains (2007-08) but reduced to 34.4 thousand tonne (2009-10). Due to low yield farmers are switching towards cash crops (ginger, maize, cardamom, etc) over traditional crops (rice, wheat, millets etc).

The overall production of food grains being very less, it is mostly consumed by the farmers themselves. Therefore a miniscule share reaches the market, therefore contributing very little to the food security within the state. Secondly most of the fields are owned by landlords, where a major share of the yield has to be given to these landlords by the land tenants. Thus lands reforms in true sense have never occurred in the state “ the kazis/landlords still hold considerable amount of land and many Kazis are reported to have 1,500 acres of land even today” (Chakrabarti, 2010) .

In district-wise production of foodgrains, the West district has been the most productive district between the periods 2000 to 2006, but however the South district has had a higher production between periods 2007 to 2010. The East district has showed little changes in production, whereas North district due to its geographical limitations has minimum cultivation and production of food grains.

The poor performance especially in conventional crops and stagnancy accompanied by geographical constraints has made the state to rely on PDS for the consumption of rice. The state of Sikkim belongs to West Bengal regional zone in FCI allocation of rice and wheat.

In the month of January allocation of Grade A (APL and MMKSA) and common rice (BPL, MMAY and EXAAY) was allocated to the state of Sikkim. There are two FCI state depot in Sikkim i.e. Rangpo and Jorethang the former covers East, North and parts of South whereas later covers West and remaining parts of South Sikkim. In February due to lack of common rice in Rangpo FCI depot and late delivery of common rice from West Bengal FCI, grade A rice was given in replace to fulfill the monthly allocation requirements of the state.

Table 2.9

State Monthly Allocation and Off-Take of Foodgrains from FCI, FSD Rangpo, Sikkim

(in thousand quintal)

RICE						WHEAT	
Above Poverty Line		Below Poverty Line		Antodaya Anna Yojana		Above Poverty Line	
Allocation	*Off-Take	Allocation	*Off-Take	Allocation	*Off-Take	Allocation	*Off-Take
19200	12270	9420	6031	5780	3398	2450	2450

Note: * off take from FSD Rangpo

Source: FCI, District Office: Gangtok, 2012

The state monthly (January-March 2012) allocation of rice for APL, BPL and AAY stood at 19200 quintal, 9420 quintal, 5780 quintal respectively and allocation for wheat was 2450 quintal. However apart from 100% off-take of Wheat, there was less off-take of rice of various categories for instance APL 12270 quintals gap of 9780 quintals, BPL 9420 quintals gap of 3389 quintals, and AAY 3398 quintals gap of 2382 quintals were not lifted (fig 2.2).

The total gap between off take and allocation stood at 12701 quintal. The reasons behind the low off-take can be due to minimum storage capacity of various state district godowns, to avoid the damage of foodgrains due to lack of scientific storage facilities and late lift off from various FPS of the districts making the state district godown to demand less foodgrains.

2.2 All India and Sikkim Food Consumption

Over the years there has been a significant change in food consumption, which can be attributed due to changes in per capita income levels. In order to highlight such changes the data from the National Sample Survey (NSS) has been taken, to reflect on the per capita monthly expenditure, as it is based on household survey and it also gives a picture of consumption.

Similarly data of recently published Human Development Report of Northeastern States in December 2011 by Ministry of Development of North-Eastern Region (DONER) has also been taken in order to know the per capita expenditure on consumption of food and non food items for the state of Sikkim and All India.

Per capita income of Sikkim (Table 2.9) in 1993-94 was Rs 8402 which was above the all India average of Rs 7690 which significantly increased to Rs 48937 in 2009-10 showing a rise of Rs 40535 which is one of the positive developments in economic attainment and well being of a state. Such an increase in per capita income gives more potential of purchasing power

Table 2.10

Per capita Income of Sikkim and India 1993-2010

State	(Rupees)			
	1993-94 (1993-94 base)	1999-00 (1999-00 base)	2004-05 (2004-05 base)	2009-10 (2004-05 base)
Sikkim	8402	14890	26693	48937
India per capita NNP	7690	15839	24143\$	33731\$

\$The figures pertain to Net National Income (NNI)

Source: CSO, State Domestic Product (State Series), Ministry of Statistics & Programme Implementation CSO in Human Development Report of Northeastern States, Ministry of DONER, Government of India, 2011.

During the period (table 2.10) of 1993-94 and 1999-2000 in Sikkim per capita expenditure on consumption were Rs. 321.12 and Rs. 559. 50_ which was low as compared to All India level of 328.18 and 590.98 but there was gradual increase from Rs. 321.12 (1993-94) to Rs. 738.52

(2004-05) which was above the All India level of Rs.700.33 (2004-05) which also shows the purchasing power has also increased leading to higher level of expenditure on food/non food item for consumption.

Table 2.11
Monthly per capita Consumption Expenditure

State	(Rupees)		
	1993-94	1999-2000	2004-05
Sikkim	321.12	559.50	738.52
All India	328.18	590.98	700.33

Source: NSS 38th, 50th, 55th & 61st Round on Household Consumption Expenditure in Human Development Report of Northeastern States, Ministry of DONER, Government of India, 2011.

Sikkim being a mountainous state mainly comprises of rural areas (73.05%) and the urban areas which mainly consist of the capital town and Gangtok and a few other smaller towns which are located along the National Highway to Gangtok. Most of these urban areas are located in the East district of the state. In this context it becomes significant to know the differentials in rural and urban consumption and expenditure, further to understand the gap in purchasing power.

Compared to the all India averages of monthly per capita consumption expenditure, the status of Sikkim in both rural and urban areas is high in different periods i.e. from 1993-2005, reflecting on the economic well being of the people especially in consumption level. However there is a huge gap within the state in terms of expenditure which is gradually increased between the rural villages and urban towns from Rs.220.04 (1993-94) to Rs.418.26 (2004-05) respectively.

Table 2.11
Rural and Urban Monthly per capita Consumption Expenditure in Sikkim and All India
(Rupees)

State	1993-94		1999-2000		2004-05	
	Rural	Urban	Rural	Urban	Rural	Urban
Sikkim	298.72	518.44	531.68	905.69	688.53	1106.79
All India	281.40	458.00	486.08	854.96	558.78	1052.36

Source: NSS 38th, 50th, 55th & 61st Round on Household Consumption Expenditure in Human Development Report of Northeastern States, Ministry of DONER, Government of India, 2011

2.2.1 Pattern of Consumption on Food and Non-Food items

Significant changes has been brought by Post 1991 reforms where the role of private sector has had a dominant influence, where consumers are attracted to various food and especially non food items. It shows the mark of 21st century Globalisation where a product lunched in London, New York, New Delhi, Tokyo and Paris are easily available in capital of Sikkim.

Over the years (1993-2005) Sikkim's share of food and non food items in pattern consumption have changed significantly within rural and urban areas.

In 1993-94 the percentage share of consumption of food and non food items within rural areas where 65.65% and 34.35% respectively whereas in 2004-05 the share of consumption changed for food it stood at 54.16% and for non food was 45.84% showing (+) 11.49% increase in non food items and (-) 11.49% decrease in food items. Similarly within urban area share of consumption of food items and non food items were 55.18% and 44.82% (1993-94) respectively which gradually changed into 41.98% (food) and 58.02% (non food) in 2004-05 which made 13.5% increase in non food items and 13.5% fall in food items.

The share of consumption between rural and urban areas in food items during 1993-94 was 65.65% and 55.18% and in non food items were 34.35% and 44.82% (difference of 10.47%). Similarly share for non food items between rural and urban areas during 2004-05 was 45.84% and 58.02% and in food items were 54.16% and 41.98% (difference 12.18%). Within Sikkim the rural area consumes more food items as compared to urban areas, but there is a slow increase in share of non food items also whereas in the urban area there has been significant shift of consumption from share of food items to non food items.

The Comparison of share of consumption of food and non food items in both rural and urban areas between all India and Sikkim from 1993-2005 (table 2.12) shows a better position of Sikkim in comparison to all India in terms of consumption of food and non food items¹⁰.

¹⁰ In 1993-94 in non food items the share of All India (36.82%) was more compared to Sikkim (34.35%) and in 2004-05 share of food items of All India 55.05% was high then to Sikkim 54.16% while comparing position of rural areas.

Table 2.12

The share of Food and Non-Food items in consumption Expenditure in Sikkim and All India

State	<u>RURAL</u>				<u>URBAN</u>			
	1993-94		2004-05		1993-94		2004-05	
	Food	Non Food	Food	Non Food	Food	Non Food	Food	Non Food
Sikkim	65.65	34.35	54.16	45.84	55.18	44.82	41.98	58.02
All India	63.18	36.82	55.05	44.95	54.65	45.35	42.51	57.49

Source: Human Development Report of Northeastern States, Ministry of DONER, Government of India, 2011

The above figure shows that if there is an increase in per capita income there is significant increase in purchasing capacity creating more demand for food and non food items in both rural and urban areas. Data also highlights that in Sikkim over the years there has been an increase in per capita income in both rural and urban areas (table 2.10 & 11) but share of consumption in food items have slowly reduced and has been gradually overtaken by the non food items (table 2.12) it also shows the effect of PDS which has fulfilled the need of food items requirements which in turn is making the people gradually increase their expenditure on non food items.

The state has also witnessed the change in pattern of food consumption, with a chain of fast food centers in urban areas, availability of non foodgrains like meat, fruits, dry fruits, chocolates, ice cream etc. abundantly in urban area and also some parts of rural area are widely consumed. Similarly both at the urban and rural area people consumes eggs, chickens, meat and meat products in the form of *sacchu*, *saekwa*, *geema* etc, milk and milk products like *churpi*, butter and fermented foods like *gundruk*, *sinki*, *kinama* etc, wild plants like *ningro*, *sisnu*, *simrayo*, *tabha*, *gar traul* and *baan tarul* etc, in their daily lives .

But most importantly these food items are delicacies which are consumed with rice most of the time. In past daeroo¹¹ happened to be an important meal for consumption which was consumed and had equal status like rice. But in past few decades it has been totally substituted with rice. It has been the main staple diet which is consumed daily and its average intake of rice is two times a day by the locals, making the import of rice more significant.

Due to its physical and climatic conditions it has to concentrate more on cash crops rather on traditional crops to earn money and in turn buy the foodgrain with that earned money (Subba, 2011) but however with such perceptions one has to totally depend on outside “Don’t think your money is going to secure your food or make it safe. Having apples in a country during off-season or in a country where it is not grown doesn’t mean food security” (Mathew, 2010).

Thus the state has to rethink in its approach on depending much on PDS and private agencies/traders for the requirements in order to ensure food security for its people. A balance approach is required to strengthen the people living in below poverty lines and its agriculture sector where majority of people are engaged.

¹¹ An indigenous product made up of with the grains of maize and millets. It is grinded into fine particles, which is very rich in proteins and nutrients compare to polished rice.

Chapter 3

Central and State's Schemes

CHAPTER 3

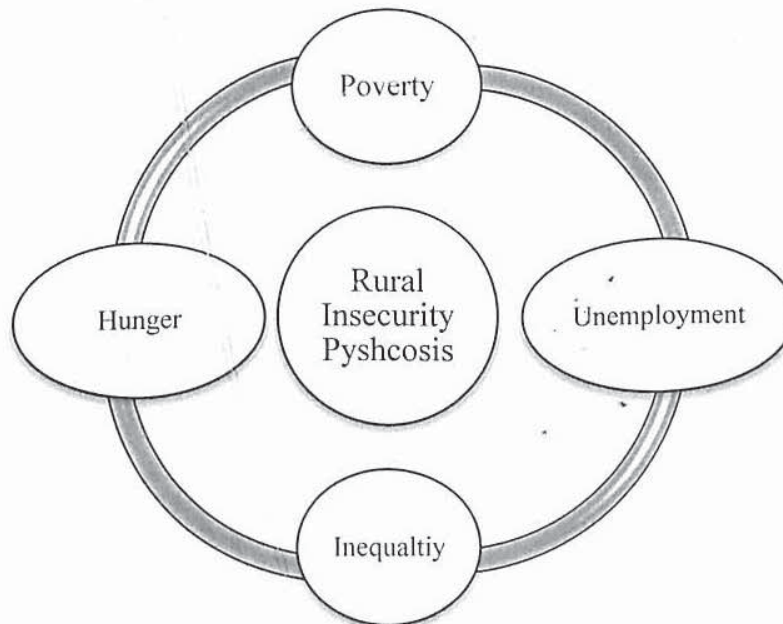
CENTRAL AND STATE'S SCHEMES

Introduction

The previous chapter looked into the patterns of production and consumption of food grains. It also examined the effects of Green Revolution on the Indian agriculture system which revolutionarised the production of foodgrains in India and made it a self sufficient state. This self sufficiency in food ensured food security to many food deficit sates of India including the state of Sikkim.

Major challenges in the 21st century for all countries of the world are poverty, unemployment, inequality among the masses, increasing gap between the haves and have not's, hunger and malnourishment etc. India being one of the developing states has been profoundly surrounded by such challenges especially poverty, creating hunger and malnourishment an environment of food insecurity. It is a place having world largest number of people living in poverty, home to one-fourth of world poor residing in far flung corners located in remote, inaccessible and hostile space (Radhakrishna and Rao, 2006).

Figure 3.1
Major factors of Rural Insecurity Pyschosis



Urbanization in this country is mainly due to acute poverty in rural areas rather than due to the economic opportunities in urban areas (Yesudian, 2007), which could be attributed as one of the perceptions of poverty at large. Migration from rural to urban areas takes place in bulk annually due to push factors in the rural areas like hunger, poor standard of living, unemployment, inequality (in the form of caste, religion, economy) etc all cumulate to form the “rural insecurity psychosis” cycle/chain (fig 3.1).

People move out from their ancestral place (country side/villages) to town/cities simply because in this globalised world development is glorified and this development is western oriented. The private sectors, market, industries, multinational companies etc, are the hopes and urbanization is the symbol of prosperity. Hyped by movies, daily soaps, markets etc., portraying an image where all aspirations of life could be met with.

For better economic opportunity and better standard of living they get out from the “rural insecurity psychosis” by selling their lands and ancestral property to reach the urban areas. However due to lack of educational and other vocational skills demanded by 21st century makes them to work as scavengers, manual labourers etc, making them to be additional urban poor living in urban slums¹.

At the same time “pull factors” from rural to urban areas like better economic opportunities, infrastructure, technology, health facilities etc promotes migration process. Thus the general attitude of rural people, climate, less opportunities in villages through primary activity, growing cost of living, pressure on resources and many problems related to rural areas lead to this insecurity along with the urbanization pressure

Thus the major task of the Central and State governments are to solve such issues of insecurity. This can be done by prioritizing the rural areas and providing them with basic needs, through innovative schemes where they can feel secure and help to build a strong self reliant and village economy. Schemes like PDS, MGNREGA, ICDS, Mid day Meal are important for providing food and livelihood security at the lowest level. Each scheme targets to benefit the individuals belonging to various ages.

¹ Slums are inhabited by poorest of poor people living in urban area. The people are the victims of displacement due to development projects of state and private agencies in one hand and migration of people from rural-urban and urban -urban.

3.1 Major Central Schemes for Food Security

India today is one of the most populated countries of the world with a population 1.21 billion. Of which 833,087,622 (68.84%) persons reside in 6,40,867 villages (Census 2011). These rural residents need strong, effective and efficient policies targeted towards the development of rural areas by removing the “environment of insecurity”, which can be done by bringing economic security and confidence among the rural youth and people. Helping them to engage in activities through which they can earn some money. This mode of occupational security can/is mainly supported by central and state innovative schemes.

So, in order to ensure alleviation from poverty, hunger and employment especially in rural areas the Government of India has initiated many centrally sponsored schemes which are implemented at an All India level, with the cooperation from the state governments to ensure livelihood security. Some of the important schemes of Indian government to ensure food security are as follows:

Table 3.1
Government of India/Central initiatives to ensure food security

Schemes	Year	Objectives	Beneficiary
*Public Distribution System (PDS)	1939	a wartime rationing measure to ensure foodgrains availability and distribution in urban areas of Bombay	Urban population of Bombay
Essential Commodities Act	1955	to ensure easy availability of commodities and to protect consumers from exploitation by traders	Communities
Integrated Rural Development Programme (IRDP)	1978	to increase the source of income by providing subsidy and bank credit, training, etc.	Rural Population
Integrated Child Development Scheme (ICDS)	1975	to provide early child development via taking care of lactating women, child and adolescent girl through nutrition, health and education	Child, adolescent girl and women
Targeted Public Distribution System (TPDS)	1997	to provide foodgrains (10kg per month per family) to the people belonging to Below Poverty Line (BPL) at a subsidized rate	Family belonging to BPL household
Swarnajayanti Sahari Rozgar Yojana (SSRY)	1997	to alleviate poverty from urban areas	Urban population
Annyodaya Anna Yojana (AAY)	2000	to provide food security at the lowest level at the lowest rate	Poorest of Poor family
Sampoorna Grameen Rozgar Yojana (SGRY)	2001	providing employment generation in 150 most backward areas (agriculture productivity per worker, agricultural wage rate and ST/SC).	Rural population
National Food for Work	2004	providing additional resource to SGRY where	“ “

Programme (NFWP)		foograins are provided for work, to generate employment and provide food security in backward areas	
Mid Day Meal (MDM) Scheme	2004	to provide food in the form of mid day meal to increase enrollment and attendance in schools	Children
Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)	2005	to ensure 100days of guaranteed work with minimum wage to sustain the livelihood.	Rural population
National Food Security Mission (NFSM)	2007	to increase production and productivity of foodgrains (rice, wheat and pulses) for food security in the state	Farming communities

*Note *- British Raj*

Source: Economic Survey 2004-2005, Govt. of India, Tenth Five Year Plan, Planning Commission, Govt. of India, Millienium Development Goals (2005), Ministry of Statistics and Programme Implementation, Govt. of India 2005.

Post independent India started to implement innovative policies in the form of welfare schemes and some schemes were taken from erstwhile British legacy for instance the Public Distribution System (PDS) of 1939 which was later on more enhanced according to the changing scenario. These new policies aim to support the general people. However such initiatives were more or less targeted towards urban India and the people who were educated like for instance Essential Commodities Act 1955 which was though for the welfare of communities it mainly got useful for some portion of urban classes leaving mass population.

One of the major breakthroughs in policy initiatives for poverty alleviation which covered the most rural areas came during the Sixth Five Year Plan initiated in the form of Integrated Rural Development (IRDP) in 1978-79 aimed to empower the small farmers owing marginal lands and farms aim was to create self employment through subsidized credit, vocational trainings, etc.

IRDP later was replaced by Swarnjayanti Gram Swarozgar Yojana (SGSY) in 1999 in order to improve the weaknesses presented in earlier scheme. It aimed to promote Self Help Groups (SHGs) comprising from consisting of 10-20 members mostly belonging to poor category (Economic Survey, 2004-05) which allowed open and direct participation of beneficiaries by taking subsidized bank credits, technology and vocational trainings.

The four major initiatives of central government has been the basic insurance of food security in India: Firstly, Public Distribution System (PDS) providing subsidies rations at cheapest rate compared to open markets it is a safety net to protect the poor from volatility of uncertain changes in market prices it stands to be a producer price-support-cum-consumer-subsidy

programme (Krishnan and Rao, 2006) where Minimum Support Price and Market Intervention Scheme aims to provide cushion to farmers through not letting the price rate to fall below stipulated levels (Lama, 2010).

Secondly, Integrated Child Development Scheme (ICDS) through Angan Wadi Centre (AWC) is one of the effective schemes if implemented responsibly by the state which targets lactating women, adolescent girl child and young children through the adequate nutritional calorie intake with pre-school teachings to children such schemes not only creates employment but also provides free time for mother to do work in the household.

Thirdly, Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) where schemes like Food for Work Programme and Sampoorna Grameen Rozgar Yojana (SGRY) were merged and incorporated in MGNREGA is wage employment scheme in the form of manual labourers at the rural areas. Its main objective is to provide source of income to the rural people in one hand and to strengthen Panchayati Raj Institution by developing the village infrastructure on the other. It promotes 100 days of guaranteed work in form employment in off season where one person from each family is eligible.

Fourthly, Mid day Meal (MDM) scheme initiated out of National Programme of Nutritional Support to Primary Education (NP-SE)² 1995. It aims to provide nutrition in the form mid day meals (hot meals) to child in order to increase the enrollment by providing nutritious food for children. It provided incentives to the families to send their children to school not only to get education but also get adequate food.

The calorific value of a mid-day meal at upper primary stage was fixed at a minimum of 700 calories and 20 grams of protein by providing 150 grams of foodgrains (rice/wheat) per child/school day. In 2009-10 8.41 crore Primary students and 3.36 crore Upper Primary Students (a total of 11.77 crore students) are estimated to benefit from MDM scheme (IFMR, 2009).

Apart from various direct schemes in the form of wage employment, self employment, subsidized rations and nutritional programmes for ensuring food security to the general public indirect policies like Right to Information Act (RTI) of 2005 plays an important role in providing food security as the general public can extract information and data of the above schemes from

² NP-SE started in 1995 which aimed to increase enrollment in Primary education by providing raw foodgrains in the form of nutritional support.

top most level of bureaucracy to the lowest level of municipals/panchayats from the concerned departments by filing RTI application to Public Information Officers of respective departments.

The RTI Act also has provision for below poverty line families where they can file an application without paying any amount and at the same time PIO's of respective department are instructed to write the letter for the people who cannot write according to their verbal grievances.

Such welfare schemes and policies of Government of India in ensuring food security were also implemented by the state of Sikkim as it became the part in 16th May 1975 as a 22nd state of Indian Union.

State scheme to ensure food security

Sikkim Organic Mission (SOM) – SOM was initiated in the year 2003, to sustain the nutrients of soils by use of organic agriculture in form of traditional manures and scientific methods. To provide high income return to the farmers engage in organic farming and also to assist in providing the organic certificate to farmers.

3.2 Implementation of Central and State schemes to ensure Food Security

Insufficient Agricultural Production, Poverty, Unemployment are highly interrelated which can affect the food security at the national and at local level. In order to maintain a food secure scenario balance between the three components is important either in urban or rural areas. The state of Sikkim comes under Special Category States (SCS) which has always depended on centre for its development in the form of grants and aids.

It may be observed that against the all-India average of Rs 683.94 the per capita Central assistance, in the NEER was Rs 2574.98 in 2006–07. It may be observed that per capita Central assistance is the highest in the State of Sikkim (Eleventh Five Year Plan Vol. I, Planning Commission) It has always accepted the central projects for strengthening its socio, economic and political development in turn it has also been able to come up with its own innovative schemes.

3.2.1 Public Distribution System (PDS)/Targeted Public Distribution System (TPDS)

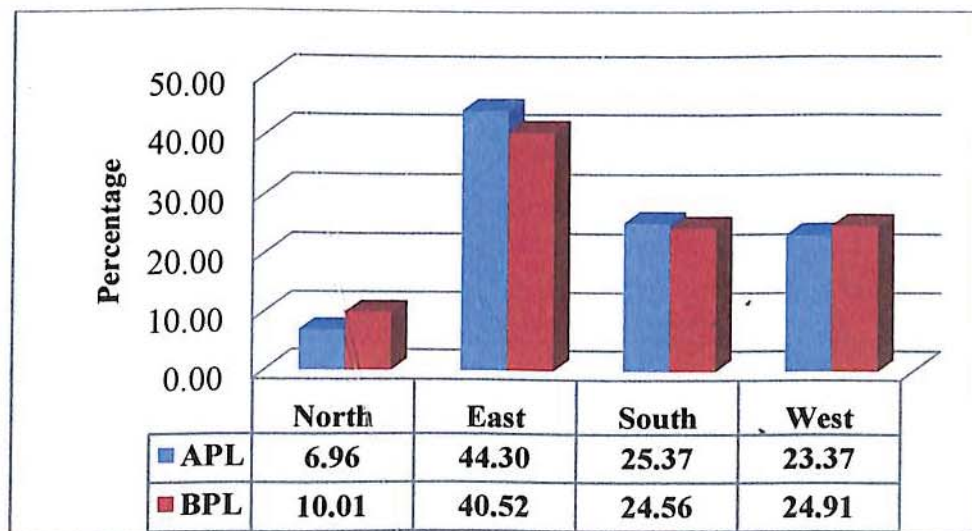
Public Distribution System is one of the important sources of food security to the state of Sikkim. It has issued 4,30,547 'Above Poverty Line' (APL) ration cards and 43,428 BPL ration cards till 2011. Allotments of these cards have been highest in East Sikkim and lowest in North Sikkim. (Food and Civil Supplies and Consumer Affairs Dept, 2011).

The main functions of Food & Civil Supplies & Consumer Affairs Department are:

1. Procurement of food-grains covered under Targeted Public Distribution System (TPDS) from Food Corporation of India as per allotment.
2. Transportation, storage and distribution of food-grains and other essential commodities in the state through a chain of Govt. Food Grain Godowns, Identified Fair Price Shops/Retail Shops, MPCS and Consumer Co-operative Societies (CCS).
3. Ensure regular availability of food grains and other essential food commodities.
4. Provide ration cards to the residents of the state (ibid, 2011).

Figure 3.2

District wise distribution of APL and BPL ration card holders



Source: Food and Civil Supplies and Consumer Affairs Dept, 2011

The percentage of APL and BPL ration card is highest in the East district and lowest in the north district (fig 3.2). South and West district has average ration card holders i.e. from 23%-

25%. The reasons might be due to geographical constrains, migration pull and push factors making distribution of population unequal.

Food security has been of immense significance to the people of State both because of geographical inaccessibility and economic affordability. The State government has always been consciously addressing the issue with great sense of involvement and responsibility. In order to make food and other provisions easily accessible, the State Government has over the years developed a range of infrastructural facilities (Economic Survey, 2006-07).

There were 25 food grain godowns in 2005-06 which increased to 27 food grains godowns in 2011, located in several parts of all the four districts. There are 1414 Fair Price Shops located at different parts of the State to benefit the consumers.

State introduced Individual Digitized ration cards with photographs to all eligible residents of the states which reduced the number of cardholders from nine lakhs to around four lakhs at present (IPR, Govt. of Sikkim, 2009) such initiatives proved useful as it helped to exclude bogus cards and ghost cards. It helped state to exclude dead person name and give PDS benefit to living person.

Table 3.2

Scheme wise rate and scale of Essential Commodities under PDS/TPDS

Commodity	Rate	Scale
BPL Rice	Rs.4/kg	35kgs/family/month
5+ family@	Rs. 4/kg	50kgs/family/month
MMAAY Rice#	Free of Cost	35kgs/family/month
EAAAY Rice#	Rs. 3/kg	35kgs/family/month
MMKSA Rice#	Rs.4/kg	35kgs/family/month
Welfare Institute Rice#	Rs.4/kg	5kgs/person/month
Annapurna Rice#	Free of Cost	10kgs/person/month

APL Rice	Rs.9/kg	2kgs/person/month
Atta	Rs.8.92/kg*	1kgs/person/month
Sugar	Rs.25.40/kg*	1kgs/person/month
Kerosene Oil	Rs.15-16.20/ liter*	1.25ltr/person/month (R) 1ltr/person/month (U)

Note: * represents 2010-11 prices, @-BPL having five and more family members, #- TPDS, R- Rural and U- Urban

Source: Food and Civil Supplies Department, Govt. of Sikkim, 2011.

State has range of PDS/TPDS schemes to provide food security to its population which has been greatly supported by the central government. State has been able to implement its own schemes like MMKSA and 50kg³ rice for those “BPL family having 5 and more families” to provide food at free of cost and subsidized rate respectively.

Such innovative schemes are limited to rice only which is one of the major initiatives of the state to provide food security to its people by providing those adequate foodgrains but also an example for other states where there is food insecurity

3.2.2 Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

National Rural Employment Guarantee Act 2005 rechristened as Mahatma Gandhi National Rural Employment Guarantee Act 2006 is one of the important wage employment scheme for the rural people of Sikkim⁴ as it provides 100 days of guaranteed unskilled manual work.

³ The scheme was initiated by the Dept. of Food and Civil Supplies on Nov-Dec 2011 which was targeted to the BPL families having 5 and more peoples living jointly. The beneficiary started to get 50kg of rice from January 2012 onwards.

⁴ According to provisional Census 2011, it has four lakh fifty five thousand nine hundred and sixty two (455962) persons about 73.05% residing in rural areas out of six lakh seven thousand six hundred and eighty eight (607688) person.

Table 3.3

Status of MGNREGA in Rural Sikkim

Progress Indicator	2006-07	2007-08	2008-09	2009-10	2010-11
No. of Districts under MGNREGA	North	North, East & South	North, East, South & West	North, East, South & West	North, East, South & West
No. of Blocks	4	18	24	26	27
No. of GPUs	23	110	163	163	163
No. of Job cards Issued	4498	30907	52006	54156	56401
Households provided employment	4107	19787	52006	54156	56401
Women Participation	26%	42%	38%	51%	47%
Payment through accounts	0%	0%	24%	84%	99%
Total no. of Works taken up	159	514	632	2137	2314
No of Works Completed	103	201	564	1432	1534
Total number of Persondays generated (lakhs)	2.42	8.6	26.33	43.27	48.13
Total Funds available (crore)	8.32	15.81	49.50	102.56	83.47
Total Expenditure (crore)	2.69	10.55	38.08	64.08	85.25

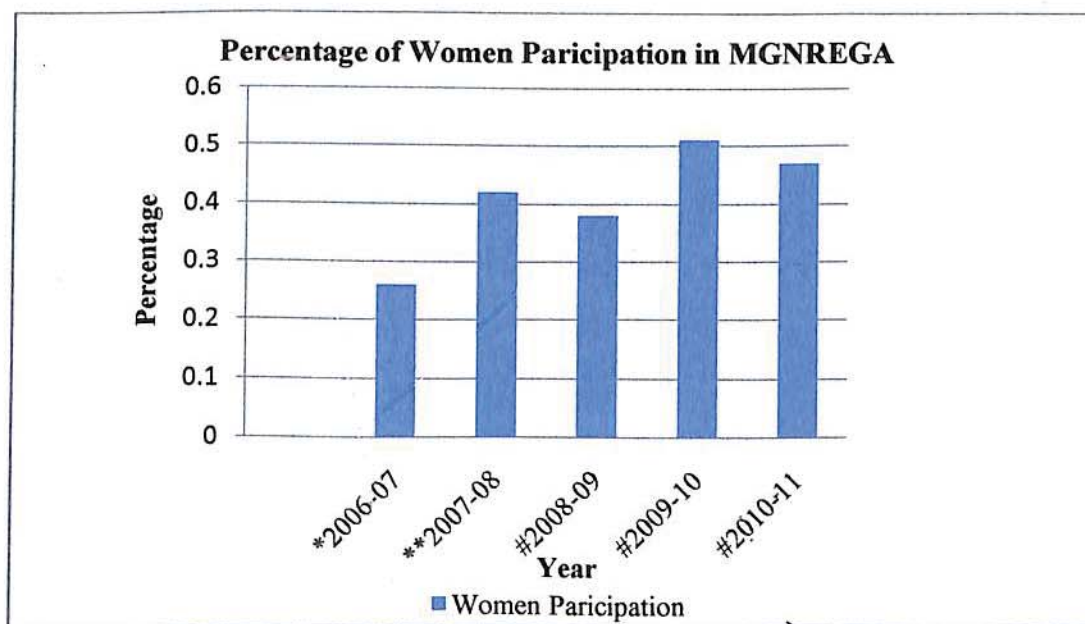
Source: Rural Management Development Department, Govt. of Sikkim, 2012.

The state NREGS-Sikkim was implemented from 2nd February, 2006 in North District and, from 1st April, 2007 in South and East districts of the state. The NREGS, a demand-driven scheme, has its focus on works relating to water conservation, drought proofing (including afforestation/tree plantation), land development, flood-control/protection (including drainage in waterlogged areas) and rural connectivity in terms of all-weather roads (RMDD, Govt. of Sikkim, 2007-08).

There has been significant increase in issuing of job cards from 4,498 in 2006-07 to 73,575 in 2010-11 (Table 3.3). However it has unable to provide employment in the fullest level it has left out 17174 households though it has job cards. The state has been unable to finish its most of its works on time which is a serious concern as such delay would affect the progress of the work on the hand and secondly it would highlight the mismanagement done from the concerned department.

Figure 3.3

Percentage of Women Participation in Wage Employment Scheme



Note: * North District, ** North, East and South Districts, # North, East, South and West Districts

Source: RMDD, Govt. of Sikkim, 2012.

The participation of women are overwhelming the percentage of women in employment scheme raised from 26% (North only) from 2006-07 to above 40% (North, East, South and West

combined) in 2009-2011 (fig 3.3) the rise can be seen due to MGNREGA work implemented in remaining three districts which also shows that maximum no of women has now an access to account through wage payment. Financial independence through possession of capital is one of the important aspects of empowerment especially when it comes to women empowerment. Such wage employment is a major boon for food security for the Individual and for its family.

3.2.3 Integrated Rural Development Programme (IRDP)/ Swarnjayanti Gram Swarozgar Yojana (SGSY)

The Swarnajayanti Gram Swarozgar Yojana (SGSY) is a major ongoing programme for the self employment of rural poor. The programme was started in 1995 after restructuring IRDP and allied programmes i.e. Training of Rural Youth for Self Employment (TRYSEM), Development of Women and Children in Rural Areas (DWCRA), Supply of Tool Kits in Rural Areas (SITRA). This is a holistic programme of Self Employment and covers all aspects of self employment of the rural poor namely organization of the poor into Self Help Groups (SHGs)⁵ and their capacity building, training, selection of key activities, planning of activity clusters, infrastructure build up, technology and marketing support (IPR, Govt. of Sikkim, 2005)

Under IRDP 8165 beneficiaries had been provided subsidies to take up various economic activities for self employment since 1994 to 31.3.1998 for which Rs. 321.36lakhs had been given training on various trades with the financial expenditure of Rs 57.97 (IPR, Govt. of Sikkim, 2009)

Similarly 44 DWCRA groups were formed from 1994-1998 with financial assistance of Rs 67.49 lakhs. The scheme had been restructured into SGSY from 1999 where 1410 SHG's had received Revolving Fund of Rs 113.62 lakhs from 1410 SHG's 563 had taken up economic activities for Self Employment for which subsidy to the tune of Rs 549.88 lakhs had been spent (ibid, 2005)

SGSY has been an important central government sponsored scheme to ensure and strengthen the purchasing capacity through self employment in the rural area which has been implemented by the state government through its various schemes (cash crop cultivation, homemade food and non food products, handlooms and handy crafts etc) rural upliftment program which not only

⁵ SHG's can have the member ranging from 5-20 peoples belonging from rural areas.

helps in ensuring food security but also securing long term profit by experiencing vocational trainings.

3.2.4 Integrated Child Development Scheme (ICDS) / Anganwadi Centres (AWC): Providing Health Care for Women and Children

Integrated Child Development Scheme (ICDS) which runs through Anganwadi Centers (AWC) is one of the important channels through which food security is ensured to the vulnerable section of our society i.e. lactating/pregnant women, children belonging to six years and below and adolescent girls.

In Sikkim 988 Anganwadi Centers (AWC) were sanctioned as on September 2006 in which all 988 AWC are operationalised making 100% working of AWC (Ministry of Women and Child Development, Government of India, 2007). The children are given preschool education along with other related services. There are 55,442 children below six years and 7559 pregnant women and nursing mothers are being provided with take home food (IPR, Govt. of Sikkim, 2009)

Table 3.4

Immunisation Coverage of Sikkim and All India

State	Immunisation Coverage (% of 12-13 months children who have received all recommended vaccines)	
	NFHS-2 (%) (1998)	NFHS-3 (%) (2006)
Sikkim	47	70
All India	42	44

Source: NFHS 1998 & NFHS 2006

The state of Sikkim has been able to provide adequate health package apart from nutritional programmes. ICDS centre act as a polio centre in World Polio Day. Through its ICDS centre it has been able to execute its immunisation programme from 47 % it has taken a giant step by 70% in 2006 compared to All India which has merely taken a small stride of 2% which is of great concern.

For a small state like Sikkim 70% is a positive progress but in reality by taking its small geographical area and moderate population it has to cover more than 90% in coming years.

On the status of malnutrition rate it has been able to outperform all India level but in children age below 5 months exclusive breast feeding is very low compared to all India level (table 3.5) which should be urgently expressed through health workshops and different AWC. Such might hamper the health status of a newly born baby.

Table 3.5
Malnutrition Rate of Children in Various Age Groups

State	Children age 0–5 months exclusively breastfed (%)	Children age 6–9 months receiving solid or semi-solid food and breast milk (%)	Children under 3 years who are underweight (%)
Sikkim	37.2	89.6	22.6
All India	46.3	55.8	45.9

Source: Eleventh Five Year Plan Vol. II, Planning Commission Govt. of India, 2008.

It has 22.6% of children 3 years underweight which means significant amount of children would be in serious danger if infected by diseases especially communicable diseases and water borne diseases. Thus important initiatives should be taken to further strengthen the Supplementary Nutrition Programme (SNP).

On 14th August 2009 launched hot meal programme and aiming to expand the ICDS from 988 to 1233 centers. Nonetheless Nutritional Programme through ICDS scheme is important milestone in providing targeted food security to the state of Sikkim.

3.2.5 Sikkim Organic Mission (SOM)

The state of Sikkim due to its geographical constraints was not able to fully utilize the agricultural inputs promoted by Green Revolution excluding HYV seeds. However in recent past the increasing negative effect of pesticides, fertilizers and other chemicals in the soil, water and environment. It has made Sikkim to be in a safer side as the input of fertilizers and chemicals were negligible compared to all India level.

State government banned agricultural inputs like fertilizers and chemicals. It turned 6000 hectares of area of agricultural land into organic farm and aiming to convert the remaining land of 50,000 in phase wise i.e. 18,000 hectare 2013, 18,000 hectare 2014 and 14,000 hectare 2015.

It aims to provide organic products to its citizens in one hand and high income return to farmers involving in the organic farming in the other. Such process would help to preserve soil and environment. It's natural life time insurance for the people of the state especially to those who are engaged in agriculture for their livelihood.

It proposes to completely turn Sikkim into Organic State by 2015. However the focus is on horticultural crops and has to depend on import of rice from outside state like Punjab, Haryana, and Chandigarh etc. where the use of chemicals are rampant to increase the productivity.

3.3 Poverty in Sikkim

The measurement of poverty in India has traditionally adopted a nutritional norm specified in terms of an average daily energy intake measured in calories. which has been divided between urban 2100 kcal per capita and rural 2400 kcal per capita nutritional intake in India (Patnaik, 2005).

The controversies on the estimate of poverty at the national level have affected even a smaller State like Sikkim. There are a number of estimates available on the State of poverty in Sikkim. These estimates are based on different methodologies including income, consumption expenditure and calories intake. In many cases the estimates are arrived at using the common ratio of Assam which is highly objectionable and unacceptable (Economic Survey 2006-07).

Sikkim located in the foothills of Eastern Himalaya is rich in biodiversity where most of its population resides in rural areas⁶. Due to its small geographical area, it makes it easy for the state government to implement schemes sponsored by both the central and state governments more comprehensively. As Sikkim has only four districts and north being the largest, but has lowest population primarily due to its rocky terrain, as compared to the other three districts.

The state on a total has four hundred and forty five villages, of which the North district has fifty four villages which is the lowest (table 3.6). The South district has the highest number of 145 villages and the East has 133 villages.

Table 3.6

Total no of subdivisions and villages in Sikkim (the table tries to show the village distribution and to give evidence to the above statement)

State/Districts	Sub divisions	No. of villages	
North	Chungthang	8	
	Mangan	46	
	Total	54	
West	Gyalshing	71	
	Soreng	51	
	Total	122	
South	Namchi	98	
	Rabong	47	
	Total	145	
East	Gangtok	83	
	Pakyong	28	
	Rongli	20	
	Total	131+2*=133	
Sikkim Total	4	9	454

Note *- There are 2 uninhabited villages

Source: Census 2001 in Sikkim Development Report 2008.

The state because of a higher proportion of rural population spends about 70% of its budget share on rural development (Economic Survey, 2006-07). The state often depends on central schemes

⁶ According to the provisional census of Sikkim 2011 73.05 % of the state population resides on rural areas.

and budgets for its welfare schemes. However there are also various schemes which are sponsored by the state for the welfare of its people.

Due to its geographical constraints and late merger with the Indian Union its progress rate has been low compared to the other states leading to “socio-economic deprivation, politico-cultural alienation, inaccessibility to State resources and technology” (Economic Survey 2006-07) at the same time low productivity and low investment in agriculture sector has been a worrying factor.

There has been a steady decline in persons living below poverty line between Sikkim and All India (average) however the poverty in state of Sikkim in last two periods 1993-94 and 1999-2000 has remained high compare to all India level (table 3.7). The highest recorded percentage in Sikkim was in the year 1977-78 with 55.89% whereas lowest was 36.06% in 1987-88.

Table 3.7

Percentage of Population living Below Poverty Line

State	1973-74	1977-78	1983	1987-88	1993-94	1999-2000
Sikkim	50.86	55.89	39.71	36.06	41.43	36.55
All India	54.88	51.32	44.48	38.86	35.97	26.10

Source: Tenth Five Year Plan Vol. III, Planning Commission, Govt. of India, 2002.

Fig 3.8 highlights the differences between the population living below poverty in Sikkim and All India average. There has been considerable decline in the proportion of people living below poverty at the all India level wherein in 1973-74, 54.88 % of the population lived below poverty as compared to 26.10% in 1999-2000. However Sikkim represents a fluctuating trend it had a 50% and 55% in 1973-1974 and 1977-78 respectively which dropped to 39% in 1983. But significantly rise to 40% in 1993-94 and again went down to 36% in 1999-2000. One of the major reasons for deviations in figure of poverty might be due to the usage of poverty ratio of Assam in calculating the poverty of Sikkim and secondly due to the inclusion and exclusion error where majority of non poor are included and potential poor fulfilling the criteria of BPL are excluded.

According to the Ministry of Food and Civil Supplies Department, Govt. of India orders FCI to release allocated quota of PDS to the state according to their necessities and requirements. The quota of PDS/TPDS is allocated according on the basis of APL and BPL ration cards in such circumstances for food deficit state like Sikkim where its most of its rural population are poor it requires strong PDS support with the help of BPL cards.

Table 3.8
Percentage of People living Below Poverty Line 1999-2000

State	Rural	Urban	Combined
Sikkim	40.04	7.47	36.55
All India	27.01	23.62	26.02

Source: Socio-Economic Indicators of Northeast and India (Annexure 7.2.1), Eleventh Five Year Plan Vol. 1, Planning Commission, Govt. of India, 2008.

The state of Sikkim is well beyond the state of India in rural settlement. However though it has rural settlement in form of villages most of settlers are mostly living in lands of big landlords which also shows the weakness of the adequate land reforms in Sikkim and State unwillingness to redistribute the land or to take over the land and give to the individuals who can actively participate in farming.

Rural-Urban Dilemma has been the most concerning issue in the era of Globalisation in which so called western development model has been the role model followed by the many of the third world countries. The village has been seen as traditional and old and towns/cities as modern and new. The main aim throughout the five year plan has been to develop villages to transform into towns and cities rather than keep the basic amenity of rural settlement intact by providing basic facilities like hospitals, education, water, electricity, roads, bridges etc. which would flourish the village and villagers and promoting the next Green Revolution rather than to transform it into towns and cities. It also shows that state of Sikkim has to implement more welfare measures to improve the standard of living especially in rural areas.

3.4 Problems and Challenges of State and Central Schemes

Since Indian independence the central government has come out with various poverty alleviation programmes which has been frequently changed, restructured and merged by incorporating new schemes due to its shortfalls or even due to change in governments in centre which has been a case of confusion for the rural people.

The Government of India has focused significantly towards direct poverty alleviation programme, annually it spends about Rs 11000 crore to centrally sponsored schemes and Rs 28000 crore to the public distribution system (Radhakrishna and Rao, 2006) despite of its such initiative India ranks 67th among 81 countries in Food Security one of the major challenges for a food self sufficient state (GHI, 2011), ranks 122nd among 138 countries in Gender Inequality Index (HDI, 2010) women and children are most vulnerable group of society thus equality of women plays an important role in minimizing food insecurity, It ranks 66th among 88 countries in 'alarming hunger' and it accounts for 40% of total malnourished children in the World (IFPRI, 2008) which shows that serious limitations in balancing act.

In India, states like Bihar, Madhya Pradesh, Rajasthan Jharkhand, Orissa, Karnataka, Uttar Pradesh, West Bengal and Chhattisgarh are major states which are affected by poverty, hunger, malnutrition and unemployment primarily due to corruption and lack of effective governance. The state of Assam, Uttar Pradesh, Jharkhand, Madhya Pradesh, Chhattisgarh, Bihar and Orissa ranks (between 128-132) with low Human Development Index (HDI) showing severe shortages in education, health, , income, inequality etc (HDI, 2011)

Fundamental problems which are inherent in a centrally sponsored programme is the rigid guidelines, which may not fit into local conditions. By the time it reached the poor, it passed through the central government, State government, *panchayat* and the beneficiary. At every level, there is red tapism and delays leading to underutilization of funds (Yesudian, 2007).

In such process there is rampant corruption and malpractices in every step where there is leakage and diversion of funds. The funds which are purely meant for the affected person are substantially reduce to half or even never reach to the person. In some states central funds are been showed utilized 100% in different state schemes in "White Paper" but in reality not

even a single work had been implemented, pushing people to disempowerment by depriving them from self employment, wage employment, free and subsidized rations etc.

Some of the major loopholes in Central and State sponsored food security schemes are as follows:

In IRDP which was later restructured as SGSY targeted towards rural areas and selection would be done through basis of income of the household. According to Dreze "Indeed since the main criterion of eligibility is income and since incomes in rural India are extremely hard to observe, the door is wide open to abuse" (Dreze, 1990)

Secondly the massive corruption in the form of bribe taken from each individual to be enlisted in IRDP beneficiary by the Panchayats and its members virtually deter the real poor from the benefits which a person is fundamentally entitled to according to the central scheme provision (ibid, 1990)

Thirdly the banks were reluctant to release the credit towards the extremely poor people and allocated to the loan/credit to those person who they found credible and could return their loan. It helped to only that portion of poor who were top most portion of poor. Such initiatives fundamentally went against the norms set by Government of India.

Fourthly when IRDP (Individual farmer/ rural person) renamed as SGSY (self help groups 5-20 members living in rural area) aims to alleviate the poor but the problem remains the same who has more influence and money they are first entitled in the list of beneficiary. It has been unable to economically protect the farming community the total number of suicides up to 2004 was over five thousand (Patnaik, 2009)

In PDS/TPDS which has been stated as backbone of India's food security has been infested with irregularities, corruption and mismanagement. A system which has been handicapped and unable to serve the consumers as it was suppose to do where both central and state government are closely linked in corruption.

Firstly the actual stocks of quality foodgrains never reach to the beneficiary it would be replaced by low quality of foodgrains. Thousands and tons of foodgrains rots in open sky whereas millions of people suffer from hunger and malnutrition (Sainath, 2010) and others die due to insufficient intake of daily required diet.

Secondly the rate and quantity which has been fixed by the Central government for APL and BPL rice never reaches to that rate in the hands of the consumers either rate is increased or quantity is decreased sometimes both are done failing the purpose of the PDS. Such incidents occur in far flung areas away from centre. Such incidents are totally hidden out from the White Paper.

Thirdly concerned state departments responsible for the free flow of PDS are unable to check the malpractices done from its own government centers i.e. food godown to FPS where there is rampant diversion and leakages done by truck drivers, concerned officials and FPS owner. Such mismanagement would affect the allocated quota to various centres which ultimately impacts the most vulnerable poor families of societies.

MGNREGA is one of the major sources of food security through wage employment but it has inherent problems like: Firstly it provides unskilled work which has been diluted by taking the household as the unit, where only one member is entitled to work, and by providing the options of setting the wage below the statutory minimum wage (Patnaik, 2009). Secondly the delay of delivery of wage to the job card holders is another problem. The wage is reached in a gap of 2-3 months which virtually makes a beneficiary to depend on mercy of private moneylenders and private rations shops for its daily needs. Thus making a person to take credit a vicious cycle of debt crisis where a person earns money but fails to alleviate itself from poverty.

Thirdly the wages allocated under the MGNREGA schemes is way below the rate provided to manual labours within the state making people to join the high wage rate provided by working as private labourers. Such high and low wages not only create shortages in labour power but also create hindrances in completion of total works aimed by a state.

Fourthly mismanagement in MGNREGA is rampant firstly by doing first class work in paper and in reality doing nothing in grounds. Secondly as MGNREGA clearly states no to contractors an engaging contractors virtually means legally going against the Act, but there is involvement of contractor in MGNREGA especially in making all weather Connectivity (CC) path in its initial job card holders are presented but after that contractors take over's that work.

ICDS has been the centre of nutritional programme which tries to keep away the vulnerable from malnutrition, hunger and undernourishment. However major limitations were found after review done by, many private and government research institutions

Firstly, it has still not been able to aware the vulnerable sections of society living in remote places. It strongly needs an educated person who is well versed and adapted to the concerned remote place and is well trained by the state government concerned departments⁷.

Secondly more than 50% of women and 75% of children in India are anemic. A pregnant Indian woman gains only 5kg, whereas the world average gain is 10kg. This is a leading cause of babies being dangerously underweight, and high infant and mother mortality rates (Saxena, 2009).

Thirdly Between 1998 and 2006 there was virtually no change in the statistic that 47% per cent of children (0-3 years old) were underweight (ibid, 2009). Since ICDS had been implemented in 1975 it has not been able to bring much change in hunger and malnourishment of children and protection adolescent girls and lactating women from major diseases like anemia.

Fourthly the ICDS centers should be regularly monitored and evaluated which has not been done appropriately in national level. Such checks and balances would help in better functioning of the Anganwadi Centres.

In all above schemes the role of PRI (Panchayati Raj Institutions) in which Panchayat, Gram Panchayat members, Gram Sabha would be one of the important platform making people to register their grievance and suggestion bringing more awareness which would in turn help in the further development of the projects. PRI was the dream of Mahatma Gandhi where every village would be a model ideal village by being self sufficient. It aimed for Ram Rajya where village headmen/Panchayat would do its duties to fullest for the welfare,of its rural people.

The 73rd Amendment Act of Indian Constitution led to the establishment of Panchayati Raj system. The Panchayats were given special powers to empower the grass root level and being the voice for the rural people. However the major problem faced by the many parts of rural India is the lack of adequate function done by the Panchayat at the grassroot level. The role of Panchayats has changed significantly they work for their self interest by involving into corruption and malpractices in partnership with bureaucrats and ministers.

⁷ As there are bureaucrats in departments who hesitate to go to remotest place even if they go they visit only the outer level falling to visit the area indepth.

Chapter 4

PDS in Tathanchen

Shyari Ward:

Central/State Schemes

CHAPTER 4

PDS IN TATHANCEN SHYARI WARD: CENTRAL AND STATE SCHEMES

Introduction

The Previous chapter looked at the various schemes sponsored by the central and the state governments in Sikkim. These schemes have been initiated in order to alleviate poverty and to provide livelihood security to all in the state of Sikkim. Such initiatives would directly help to ensure food security by providing individuals with minimum purchasing power to ensure daily intake of the required calories.

In order to understand the reach and effectiveness of the central and state sponsored schemes a field study was conducted to understand and analyze the policies framed on white paper and its execution at the grass root level.

The field study was conducted in the Tathanchen Shyari Ward in the East district of Sikkim. The purpose of such a study was to identify critical issues relating to food security in Sikkim Shyari Block was selected as the study area because it fulfills most of the criteria set for the study, and has both urban and rural settlement.

The field survey consisted of Shyari, Tathanchen and Rongek Villages/Gram Panchayats. The areas consist of hills, forest, terrace fields, some of the villages are located in between the slope of the hills whereas some are located near by the river Busuk also known as Busuk Khola. Areas of Shyari i.e. Middle Shyari and Lower Shyari are located on army compounds

In caste status the study area is populated by Schedule Tribe (ST) belonging to Bhutia, Lepcha, Limboo and Tamang community along with few numbers of Chettri and Bahun community. The settlement is dispersed where name of the village are based on community namely Lepcha gaon, Bhota gaon, Tamang gaon, Dhungel gaon, Gurung gaon, etc.,

The agricultural practices are limited in the region primarily being dominated by a hilly terrain. Although maize, ginger and potato are grown and there is minimum paddy cultivation due to shortage of water. The economic activities of the people include mainly government jobs, manual labour, farmers engaged in dairy farming and vegetable

cultivation. The proximity to urban areas like Deorali, Tadong and Gangtok creates a market for the products of these farmers.

Most of the people who are settled in these areas for more than 10 years and have been living on a land which has been leased by the land owners for them to look after the land and if possible cultivate the lands and give 50 percent of whatever the farmer has cultivated from crops to vegetables etc., to the land owner or give minimum annual rent which ranges between Rs. 500 – 1500.

4.1 Socio Economic Profile of the Study Area

The profile tries to highlight the general population of the ward, household structure, sex ratio, community, poverty wise distribution in the study area. It would not only help to know the socio economic status of the study area but also provides a platform where proper policies could be framed to develop the areas.

The study consist of three major area which has been divided on the basis of direction (East and West Rongyek) and altitude (Upper, Middle and Lower Tathanchen and Shyari) covering six Gram Panchayat Units (GPUs) and two Municipal ward. It had a total population of 10571 in the State socio economic census conducted by Department of Economics, Statistics, Monitoring and Evaluation in 2006.

Table 4.1

Gender wise Total Population

Area	Male	Female	*BPL	*APL	Population
Shyari	1864	1869	364	3374	3733
Rongyek	1319	1268	254	2346	2587
Tathanchen	2224	2027	339	3921	4251
Total	5407	5164	957	9641	10571

Source: DESME 2005-2006 Ward Profile. *Dept. of Food and Civil Supplies Department, 2005.

The area of Rongyek and Shyari has many migrants population who settled for more than 10 years¹ who mostly came from neighbouring country of Nepal and West Bengal districts of Darjeeling, Kalimpong etc. Such pattern of migration has also made hindrances in overall rural development in this area by favoritism, deprivation and one sided development for political gains which would be discussed later.

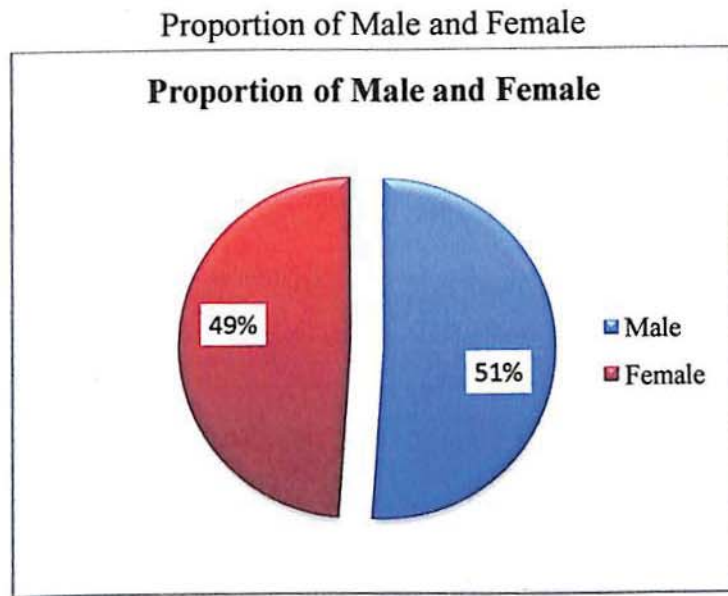
The total BPL population is low compared to APL population (table 4.1) which makes the study to focus on the minority category and its well being. To analyze the implementation of central and state schemes on the minority BPL population. The area has number of families which fulfills the BPL criteria but has been excluded due to inclusion and exclusion error and some with political reasons.

4.1.1 Male and Female Population

The male (5407) and female (5164) population is almost equal, the gap is merely of 8% (fig 4.1). This equality among gender can also be seen due to the community settlement as the area is heavily dominated by ST population and majorities are Buddhist families. The marriage ritual which is followed in Buddhist social costumes in the state is that men should give dowry to female families. Thus such traditional customs promotes equality among girl and boy child and there is negligible female feticide.

¹ Some people of these areas have been settled during monarchy for more than 20 years. Where their kids were born, married and have child. But at the same time majority of its population consist of migrant population.

Figure 4.1



Source: DESME 2005-2006 Ward Profile, 2005.

4.1.2 Caste Composition

As earlier stated the study area has been heavily dominated by ST community. The communities belonging to ST population are Lepcha, Bhutia, Limboo and Tamang community whom are majority Buddhist and few Limboo are both Hindus and Buddhist. The area of Tathanchen has mixture of Lepcha and Bhutia population, the area of Rongyek also has Bhutia population, the area of Upper, Middle and Lower Shyari has Lepcha and Tamang population respectively. The presence of Limboo population is sparsely populated all the study area.

The presence of OBC and MBC are higher in the region next to ST in the area of Shyari, Rongyek. The people belonging to this category are Bahun, Chettri, Pradhan, Gurung, Rai, Mangar, Sunwar, Thami, Jogi, Dewan, Bhujel followed by SC belonging to Kami, Damai, Sarki. Maji, Sanyasi. The settlement of OBC, MBC and SC population in these areas brought significant change in agricultural practices where animal rearing was established and dairy farming was introduced which was never practiced before. The people sell the

dairy products to nearby bazaars and towns of Ranipool, Tadong, Deorali and Gangtok respectively.

Table 4.2

Percentage of caste wise distribution of population

Category	Area		
	Shyari	Rongyek	Thatanchen
ST	49.32	57.44	57.59
SC	5.25	1.78	3.58
MBC	19.93	23.58	11.01
OBC	21.70	16.00	10.07
Others	3.80	1.20	17.76
Total	100.00	100.00	100.00

Source: DESME 2005-2006 Ward Profile, 2005.

The Others mostly termed to plainsmen comprises in the areas of Thatanchen as it was closed to the town Gangtok and most importantly to Kings Palace. The coming of Others community flourished business in form of pan shops and private shops which sold rations and essential commodities used in daily life.

The percentage of Others in Shyari and Rongyek areas is low (3.80% & 1.20%). It might be due to its harsh and sloppy terrain and these areas are sparsely populated compared to the area of Tathanchen which is densely populated and close to town providing opportunities to easily access towns and do business.

4.1.3 Employment Status

The occupation of most of the people in the study area belongs to the Others group. It consist of more than 50% (table 4.3) are engaged which signifies that people are involved in agricultural activities like crop, vegetable cultivation, animal rearing, and dairy farming due to its rural settlement, manual and unskilled labourers due to less focus in education and

small portion of people are engaged in businesses like running of private and govt FPS which makes the case study more significant.

Table 4.3
Percentage of Employment Status

Occupation	Area		
	Shyari	Rongyek	Thatanchen
Employed	35.07	36.14	35.24
Unemployed	8.52	8.04	11.48
Others	56.42	55.82	53.28
Total	100.00	100.00	100.00

Source: DESME 2005-2006 Ward Profile, 2005.

Secondly the people who are employed are mostly engaged in state government service compared to central government service and private employs. This may be due to lack of exposure and awareness of job opportunities coming from outside state same goes to unemployment.

4.1.4 Household Structure

The majority of the house structures are Semi Pucca (more than 40%) followed by Pucca houses (above 35 %) and lastly by Kutcha house (below 25 %). This is closely related with close proximity to towns and bazaars and its geographical settings. The area is located in sloppy hills thus people settled near to roads have Pucca house whereas settlement in low lands nearby Busuk River has Semi Pucca and Kutcha house.

Table 4.4
Percentage of Household Structure

House Structure	Area		
	Shyari	Rongyek	Tathanchen
Pucca	35.61	37.18	63.65
Semi Pucca	41.52	43.04	29.27
Kutchha	22.86	19.78	7.08
Total	100.00	100.00	100.00

Source: DESME 2005-2006 Ward Profile, 2005.

Most Pucca house is concentrated in urban areas of Upper Shyari and Tathanchen. The later has highest Pucca house (63.65%) followed by Rongyek and Shyari (table 4.4). It is important to note that settlement of house structure can be understood if the area is analysed through horizontal division of hills in three parts i.e. top hill, middle hill and lower hill. Pucca and Semi Pucca are concentrated in top and middle hills and Semi Pucca and Kutchha are located in lower hills

4.2 Area covered under Field Study

Introduction

The East District of Sikkim has the most number of BPL households and most of them belong to ST category (DESME, 2006). Similarly the Shyari Administrative Block has 54.63% of ST population (DESME: Ward Profile 2005-06) comprising of Lepcha, Bhutia, Tamang and Limboo community. The areas like Tathanchen and Upper Shyari are urban areas and places like Rongyek, Lower Tathanchen, Middle Shyari and Lower Shyari comprise of rural areas especially the latter two areas once an agriculturally dominated area has been over the years transformed into an army compound.

The study area though vertically divided starting from Rongyek, Thathanchen and Shyari has been divided horizontally in three parts top hill, middle hill and lower hill in the field

survey. This was done in order to understand and analyse the plight and problem faced by people living in low lying areas where connectivity is possible with footpath.

The area would give a platform to understand and analyze the food security in both urban and rural areas of Sikkim as it has both the features of settlement. Thus, field survey was conducted in areas of Upper Shyari, Middle Shyari, Lower Shyari, Tathanchen and Rongyek where 85 respondents were interviewed with questionnaire and 15 respondents without questionnaire from March-April 2012. The study covered the monthly visit of 12 Fair Price Shops (FPS) of the study area, FCI State depot of Rangpo, Gangtok food godown at 5th mile Lhumsey, Rangeet Flour Mill at 5th Mile, SNOD petrol pump at Deorali, Gangtok, Dept. of Food and Civil Supplies, with authorization letter from Food dept, (Annexure III) Food Security and Agriculture Development Dept, FCI District Office: Gangtok and Block Development Office, Gangtok.

4.2.1 Household Surveyed

The field survey was conducted with structured and semi structured questionnaire in 12 FPS, APL, BPL and AAY beneficiaries of study area. The study especially focused on the BPL beneficiaries. In field survey sometimes interaction with respondents was carried out without questionnaire and later on the responses of respondents was interpreted in dairy on daily basis whichever day the field survey was conducted (Annexure I and II).

Table 4.5
Total Household Surveyed

Items	Respondents		Community			
	Male	Female	ST	SC	OBC	MBC
Structured & Semi Structured Questionnaire	46	39	62	4	14	5
Without Questionnaire	7	8				
Total	52	48	62	4	14	5
Grand Total	100		85			

Source: Field Study, March-April 2012.

Interaction with the respondents without questionnaire was more fruitful and realistic compared to the structured and semi structured questionnaire as the respondents were responding in an optimistic way. They were sharing their experiences and problems faced in the state and central financed schemes. But however the problem of such interaction was that it lacked comprehensiveness which was unhelpful in entering valuable data like monthly income, monthly lift off of PDS rations, their consumption and expenditure pattern etc. Sometimes the interaction went out of topic and into their personal life and hardship faced by their children.

Overall more than 100 respondents were covered from different backgrounds belonging to community, class, gender and institution. However 100 respondents were taken out of which 85 respondents response and opinions was entered into data excluding 12 FPS owner's and 3 godown incharge of FCI and State depot incharge Rangpo and Assistant Manager State District godown Gangtok response.

The five areas were selected for field survey (table 4.6) as each area had a significant reason to be selected. Firstly, the study aimed to study and analyze the urban and rural perception on the scheme of PDS and its workings. Secondly, some of the areas were once an agricultural field under one landlord popularly known as "Libing Kazi" but later on transformed into army area. It made people to shift from uphill's to low hills nearby river Busuk.

Table 4.6
Area wise distribution of Respondents in Gender

Gender	Area				
	Tathanchen	Upper Shyari	Middle Shyari	Lower Shyari	Rongyek
Male	11	12	12	9	8
Female	9	8	8	11	12
Total	20	20	20	20	20

Source: Field Study, March-April 2012.

Thirdly, it also tries to study the civil military relations on the specified area and analyze their conflict and cooperation. Fourthly and most important was to analyze the implementation of rural development scheme on ensuring food security to rural area and especially to women and child of BPL families. Thus every possibility was kept in mind to keep the balance between the male and female respondents (table 4.6) to account their views and opinion.

As stated earlier due to its geographical location and sparsely populated settlement constraints. The field survey tried to reach and account the expression of voices from every corner of study area irrespective of community, caste, class, gender etc.

4.2.2 APL and BPL categories: Average Income

The main focus of the study was to analyze food security through working of PDS which could be best understood through BPL families. It would also help to understand in the indigenous food habits consumption among rural BPL and APL families. Total 64 respondents (including 8 AAY) belonging from BPL category was interviewed (table 4.7) and similarly 36 respondents belonging to APL category was chosen to know the perception in working of PDS and other rural development schemes.

Table 4.7
Respondents belonging to APL and BPL categories

Category	Area				
	Tathanchen	Upper Shyari	Middle Shyari	Lower Shyari	Rongyek
APL	8	8	6	6	8
BPL	10	10	13	14	9
AAY	2	2	1	-	3
Total	20	20	20	20	20

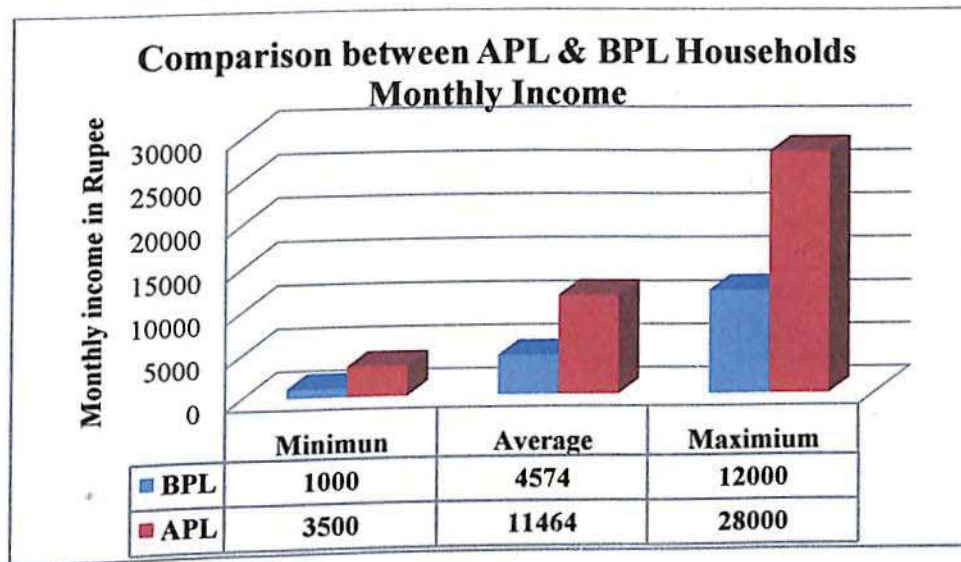
Source: Field Study, March-April 2012.

The monthly income between APL and BPL households varies from 1000 to 28000 where the average monthly income of BPL household is Rs. 4574 whereas APL household stands at Rs.

11464 (fig 4.2). Out of 57 BPL household one household had Nil monthly income the person age was 88 years had wife of 66 years the elder and younger son separated and had a poor status. Out of 28 APL household one household had Rs. 86,000 monthly income where head of the family was a retired government officer and run a small business in the form of ration shops and all members of family were employed in government and private sectors

Figure 4.2

Average Monthly Income of BPL and APL Households



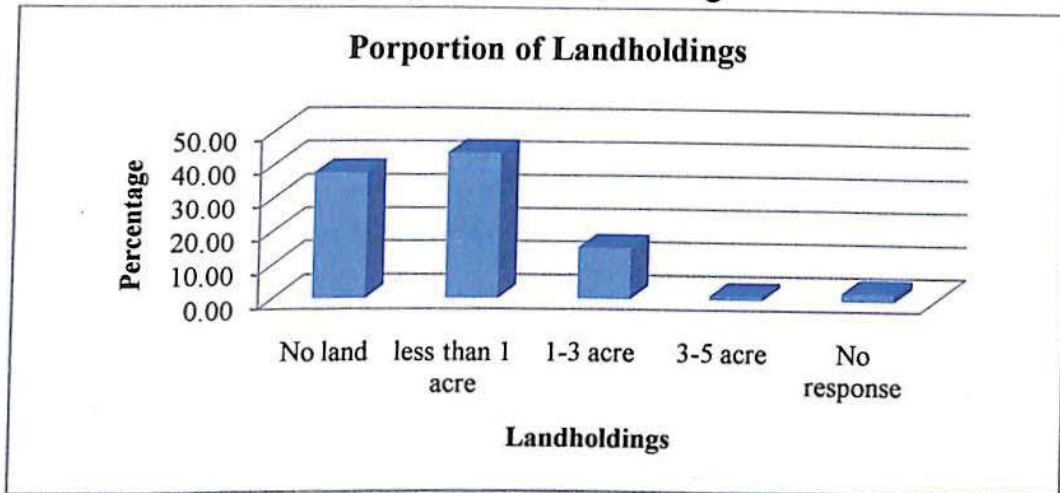
Source: Field Study, March-April 2012.

4.2.3 Landholdings

Most of the population in the study area has no land of their own.(fig 4.3). This may be due to the majority of land in these area are owned by few people and many people have settled in these area on lease for more than 10 years and are migrants. But majority of people (more than 40%) has less than 1 acre of land to do productive cultivation. There is less percentage of people owing more than 3acres of land.

Figure 4.3

Proportion of Landholdings



Source: Field Study, March-April 2012.

Maize, potato, ginger, millet and vegetables are mostly cultivated and taken into nearby markets and small bazaars for sales. Minimum focus has been given on cultivation of conventional crop like paddy due to scarcity of water and low income return.

4.2.4 Lifting details of FPS

The field survey was conducted in 12 FPS of the Shyari Block from February to May 2012 and RTI was filed on Food and Civil Supply Dept. Govt. of Sikkim against two FPS due to the non cooperation shown by FPS owners in accessing data (Annexure IV and V). The visit to FPS with questionnaire (Annexure I) was done in every end week of initial month and 1st week of Second month as the register were incomplete due to slow lifting of PDS rations from FPS by beneficiaries and less availability of PDS in 1st week of the month. As many FPS lifted rations from godown in mid week and last week.

Table 4.8

Lifting details of Commodities wise by 12 Fair Price Shop Shyari Block

(In quintal)

Commodities lifted from Gangtok Godown	Categories	Rice			Atta			Sugar			Kerosene Oil		
		Jan	Feb	Mar	Jan	Feb	Mar	Jan	Feb	Mar	Jan	Feb	Mar
M/s Pamu Tamang PS, Shyari	AAV												
	BPL	23.5	23.5	23.5									
	APL		1.5	1.5									
	Total	23.5	25	25	Nil	Nil	Nil	2	1	1.5	260	260	260
M/s Bhagawati Radhan FPS Rongek	AAV												
	BPL	29.60	29.60	29.60									
	APL	10.40	10.40	10.40									
	Total	40.00	40.00	40.00	3.6	0	4.5	6	6	6	750	750	750
M/s T.W. Enterprise PS Upper Shyari	AAV	2.8	2.8	2.8									
	BPL	53.2	53.2	53.2									
	APL												
	Total	56	56	56	Nil	Nil	Nil	2.25	2.25	2.25	450	450	450
M/s Geeta Tamang PS Lower Shyari	AAV	0											
	BPL	43	43	43									
	APL	5	5	5									
	Total	48	48	48	Nil	Nil	Nil	0.5	2		Nil	"	"
M/s C.C.C.S Ltd. Upper Shyari	AAV												
	BPL												
	APL												
	Total	Nil	Nil	Nil	Nil	Nil	Nil	15	15	15	2700	2700	2700
M/s Ganga Ram Radhan FPS Upper Shyari	AAV												
	BPL												
	APL												
	Total	Nil	Nil	Nil	Nil	Nil	Nil	1.5	1.5	1.5	600	600	600
M/s S.D. Denzongpa PS Tathengchen	AAV												
	BPL	10.15	10.15	10.15									
	APL	5	5	5									
	Total	15.15	15.15	15.15	Nil	Nil	Nil	3	3	3	200	200	200
M/s Mingma Lhamu PS Tathengchen	AAV												
	BPL	30	30	30									
	APL	10	10	10									
	Total	40	40	40	4.95	4.95	4.95	6	6	6	1500	1500	1500
M/s Middle Shyari Consumer Co-op	AAV												
	BPL	16.8	16.8	16.8									
	APL	5	5	5									
	Total	21.8	21.8	21.8	Nil	Nil	Nil	2	2	2	200	200	200
M/s Tshering Doma PS Tathangchen	AAV												
	BPL	39	39	39									
	APL	10	10	10									
	Total	49	49	49	Nil	Nil	Nil	5	5	5	1350	1350	1350
M/s M.P.C.S Ltd. Tathangchen	AAV												
	BPL	29	29	29									
	APL	20	20	20									

	Total	49	49	49	1.8	2.47	2.47	5	5	5	1800	1800	1800
Dicheling C.C.S geek Lifted	AAY												
	BPL	20	20	20									
	APL	13	13	13									
	Total	33	33	33	2.70	0	4.50	7	7	7	1980	1980	1980

*Note: * - FPS/Cooperative where (Right to Information Act) RTI application was filed in order to access information.*

BPL and AAY (TPDS) beneficiaries of Sikkim only gets rice. They have to pay equal rate similar to APL for Atta, Sugar and Kerosene oil.

Source: Field Study, February and April 2012.

All FPS lifted rations from Gangtok Godown (Lhumsey, 5th mile tadong) and majority of FPS lifted their allocated quota (table 4.8) with few exception from some FPS where they were unable to lift their allocated quota due to unavailability of commodities and their quota was added in next month allocation. The transport cost were all bear by FPS which makes them to add transport charge on the PDS commodities when the beneficiaries lifted their rations from FPS.

Almost all FPS lifted Rice, Sugar and Kerosene oil. However Atta was not frequently lifted, it was lifted after 1 month gap this was due to low off take from FPS by the beneficiaries. One of the significant points to be noted while conducting survey on the FPS was that the majority of FPS (75%) never lifted Atta and when tried to get the monthly allocated quota of Atta from Food dept. to various FPS of study area. There were no such allocation as compared to the other PDS commodities like sugar, rice and kerosene oil as it had fixed monthly allocation. It only had receipt received from flour mill about distribution of Atta to various FPS.

One of the major problems identified was that though sometimes Godown was unable to provide the allocated quotas to FPS but added the quotas in next month allocation. But FPS was not providing the quotas to beneficiaries by dusting out by simply stating that there is no commodity in Godown. Such incidents were possible due to the rules and regulations framed by FPS with consensus among villagers for instance some FPS has rules that rations should be collected before 31st of every month which is justified but the rations are lifted from Godown at mid week of the month (20th -25th) which is unjustified.

Some FPS though opened for whole day has strict rules not to give rations after 4 p.m. though it gave rations to those who purchase it through market rate.. The state of Sikkim gives only Rice

to TPDS group i.e. for BPL and AAY and has to buy other PDS rations in APL rate which is to some extent justified. Due to its inclusion and exclusion errors but there is a serious need for correct verification of potential BPL and AAY categories and provide them with subsidized rate even in Kerosene oil and sugar.

4.2.5 Lifting details of commodities by beneficiaries

There are 39 AAY, 768 BPL and 6483 APL (table 4.9) beneficiaries availing PDS rations in the 12 FPS of study area. All 39 AAY were able to lift their monthly quota of rice from January to March in FPS register. Many of BPL was unable to lift their allocated rice in monthly basis and similarly majority of APL beneficiaries were not lifting their rations (table 4.9) of 2kg per person.

In TPDS BPL and AAY category are only eligible for lifting of rice at subsidies rate only whereas for lifting Sugar, Kerosene oil and Atta they have to pay the APL rate (table 4.9 no. of cardholders lifting of PDS commodities like k. oil, sugar and Atta).

At the same time major proportion of AAY, BPL and APL beneficiaries are debarred from tasting the PDS Atta due to reasons from FPS and Beneficiaries alike of i) low demand and ii) poor quality they were unable to lift the commodity, buy or consume the Atta.

Table 4.9
The Total number of Ration Card Holders and their lift off

Names of FPS and lifting details	Categories	Month		
		Jan	Feb	Mar
M/s Pamu Tamang, Shyari- No. of Cardholders	AAY	7	7	7
	BPL	48	48	48
	APL	217	217	217
No. of cardholders lifted Rice	AAY	7	7	7
	BPL	48	48	48
	APL	64	120	56
No. of cardholders lifted Atta	AAY+BPL+APL	Nil	Nil	Nil
No. of cardholders lifted Sugar	AAY+BPL+APL	64	120	149
No. of cardholders lifted Kerosene oil	AAY+BPL+APL	135	117	140
M/s Bhagawati Pradhan Rongek-No. of Cardholders	AAY	8	8	8
	BPL	68	68	68
	APL	217	217	217
No. of cardholders lifted Rice	AAY	8	8	8
	BPL	68	49	43
	APL	133	132	126
No. of cardholders lifted Atta	AAY+BPL+APL	N.A	N.A	N.A

No. of cardholders lifted Sugar	AA Y+BPL+APL	123	117	122
No. of cardholders lifted Kerosene oil	AA Y+BPL+APL	145	144	153
M/s T.W. Enterprise Upper Shyari- No. of Cardholders	AA Y	8	8	8
	BPL	112	112	112
	APL	500	500	500
No. of cardholders lifted Rice	AA Y	8	8	8
	BPL	112	112	110
	APL	Nil	Nil	Nil
No. of cardholders lifted Atta	AA Y+BPL+APL	Nil	Nil	Nil
No. of cardholders lifted Sugar	AA Y+BPL+APL	32	41	42
No. of cardholders lifted Kerosene oil	AA Y+BPL+APL	43	45	44
M/s Geeta Tamang Lower Shyari- No. of Cardholders	AA Y	Nil	Nil	Nil
	BPL	112	112	112
	APL	145	145	145
No. of cardholders lifted Rice	AA Y	Nil	Nil	Nil
	BPL	109	105	105
	APL	145	145	145
No. of cardholders lifted Atta	AA Y+BPL+APL	NIL	Nil	Nil
No. of cardholders lifted Sugar	AA Y+BPL+APL	100	100	100
No. of cardholders lifted Kerosene oil	AA Y+BPL+APL	N.A	N.A	N.A
M/s C.C.C.S Ltd. Upper Shyari- No. of cardholders	AA Y	Nil	Nil	Nil
	BPL	Nil	Nil	Nil
	APL	1800	1800	1800
No. of cardholders lifted Rice	AA Y	Nil	Nil	Nil
	BPL	Nil	Nil	Nil
	APL	Nil	Nil	Nil
No. of cardholders lifted Atta	AA Y+BPL+APL	Nil	Nil	Nil
No. of cardholders lifted Sugar	AA Y+BPL+APL	14080	14080	14080
No. of cardholders lifted Kerosene oil	AA Y+BPL+APL	1800	1800	1800
M/s Ganga Ram Pradhan Upper Shyari- No. of Cardholders	AA Y	Nil	Nil	Nil
	BPL	Nil	Nil	Nil
	APL	440	440	440
No. of cardholders lifted Rice	AA Y	Nil	Nil	Nil
	BPL	Nil	Nil	Nil
	APL	N.A	N.A	N.A
No. of cardholders lifted Atta	AA Y+BPL+APL	N.A	N.A	N.A
No. of cardholders lifted Sugar	AA Y+BPL+APL	440	429	435
No. of cardholders lifted Kerosene oil	AA Y+BPL+APL	440	429	435
M/s S.D. Denzongpa Tathanchen- No. of Cardholders	AA Y	Nil	Nil	Nil
	BPL	29	29	29
	APL	200	200	200
No. of cardholders lifted Rice	AA Y	Nil	Nil	Nil
	BPL	29	29	29
	APL	65	65	150
No. of cardholders lifted Atta	AA Y+BPL+APL	Nil	Nil	Nil
No. of cardholders lifted Sugar	AA Y+BPL+APL	64	64	154
No. of cardholders lifted Kerosene oil	AA Y+BPL+APL	64	150	150
M/s Mingma Lhamu Tathengchen- No. of Cardholders	AA Y	6	6	6
	BPL	76	76	76

	APL	666	678	678
No. of cardholders lifted Rice	AAV	6	6	6
	BPL	76	76	76
	APL	640	645	655
No. of cardholders lifted Atta	AAV+BPL+APL	640	645	655
No. of cardholders lifted Sugar	AAV+BPL+APL	640	645	655
No. of cardholders lifted Kerosene oil	AAV+BPL+APL	640	645	655
M/s Middle Shyari Consumer Co-op- No. of Cardholders	AAV	Nil	Nil	Nil
	BPL	48	48	48
	APL	35	35	35
No. of cardholders lifted Rice	AAV	Nil	Nil	Nil
	BPL	48	48	48
	APL	66	67	67
No. of cardholders lifted Atta	AAV+BPL+APL	66	67	67
No. of cardholders lifted Sugar	AAV+BPL+APL	66	67	67
No. of cardholders lifted Kerosene oil	AAV+BPL+APL	66	67	67
*M/s Tshering Doma Tathangchen- No. of Cardholders	AAV	Nil	Nil	Nil
	BPL	60	60	60
	APL	675	675	675
No. of cardholders lifted Rice	AAV	Nil	Nil	Nil
	BPL	Nil	Nil	Nil
	APL	Nil	Nil	Nil
No. of cardholders lifted Atta	AAV+BPL+APL	N.A	N.A	N.A
No. of cardholders lifted Sugar	AAV+BPL+APL	N.A	N.A	N.A
No. of cardholders lifted Kerosene oil	AAV+BPL+APL	N.A	N.A	N.A
*M/s M.P.C.S Ltd. Tathangchen- No. of Cardholders	AAV	Nil	Nil	Nil
	BPL	50	50	50
	APL	638	638	638
No. of cardholders lifted Rice	AAV	Nil	Nil	Nil
	BPL	N.A	N.A	N.A
	APL	N.A	N.A	N.A
No. of cardholders lifted Atta	AAV+BPL+APL	N.A	N.A	N.A
No. of cardholders lifted Sugar	AAV+BPL+APL	N.A	N.A	N.A
No. of cardholders lifted Kerosene oil	AAV+BPL+APL	N.A	N.A	N.A
M/s Dicheling C.C.S Rongek- No. of Cardholders	AAV	2	2	2
	BPL	53	53	53
	APL	450	450	450
No. of cardholders lifted Rice	AAV	2	2	2
	BPL	53	53	53
	APL	250	250	310
No. of cardholders lifted Atta	AAV+BPL+APL	155	155	110
No. of cardholders lifted Sugar	AAV+BPL+APL	250	250	340
No. of cardholders lifted Kerosene oil	AAV+BPL+APL	350	380	380

Note: * - FPS/Cooperative where (Right to Information Act) RTI application was filed in order to access information to the concerned department.

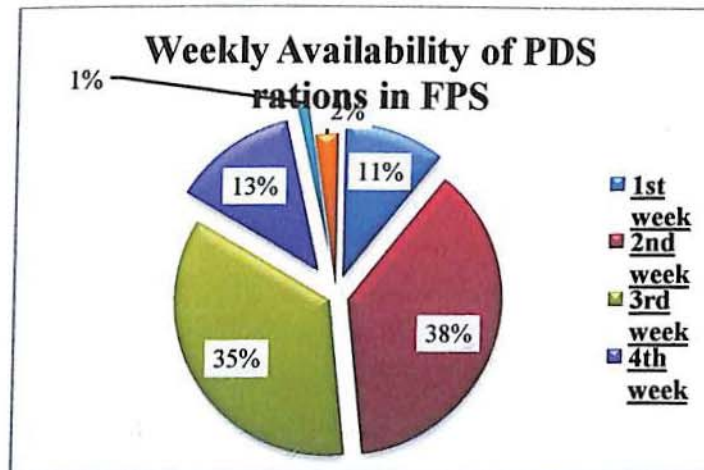
Source: Field Study, February to April 2012.

The AAY and BPL beneficiaries are mostly depended on the allocation of rice and kerosene oil compared to sugar and Atta from PDS. Some of the beneficiaries don't consume sugar and Atta as compared to rice. Many beneficiaries consume Atta from open market.

In the field survey opinion of people on the availability of rations in FPS in the 1st week of month was low (fig 4.4) but in 2nd week 38% believed that rations was available. However 35% of people plus 13% of people state that rations availability in 3rd and 4th week which is a serious issue as it would make beneficiaries to move towards open market for their essential commodities in higher rate which virtually raises the questions on the aims and objectives of PDS and TPDS scheme.

Figure 4.4

Weekly Availability of PDS rations from FPS in percentage



Source: Field Study, March-April 2012.

The table 4.10 highlights that BPL are mostly dependent in Rice and Kerosene oil as their primary commodities for purchase. The kerosene oil is the major source of fuel aided by wood as for cooking food which has to some extent replaced wood as a major source of fuel for cooking. This is due to higher cost of rice, kerosene oil and sugar in open market. The lift off of Atta is low among both APL and BPL households due to FPS not keeping PDS Atta in their stock.

Table 4.10

Lifting details of PDS commodities by the APL and BPL respondents

(In kgs and liter)

Commodities	Month			
	Jan	Feb	Jan	Feb
	APL		BPL	
Rice	74	74	2250	2330
Atta	5	5	17	23
Sugar	40.5	48.5	100	99
K.oil	55.5	55.5	119	120

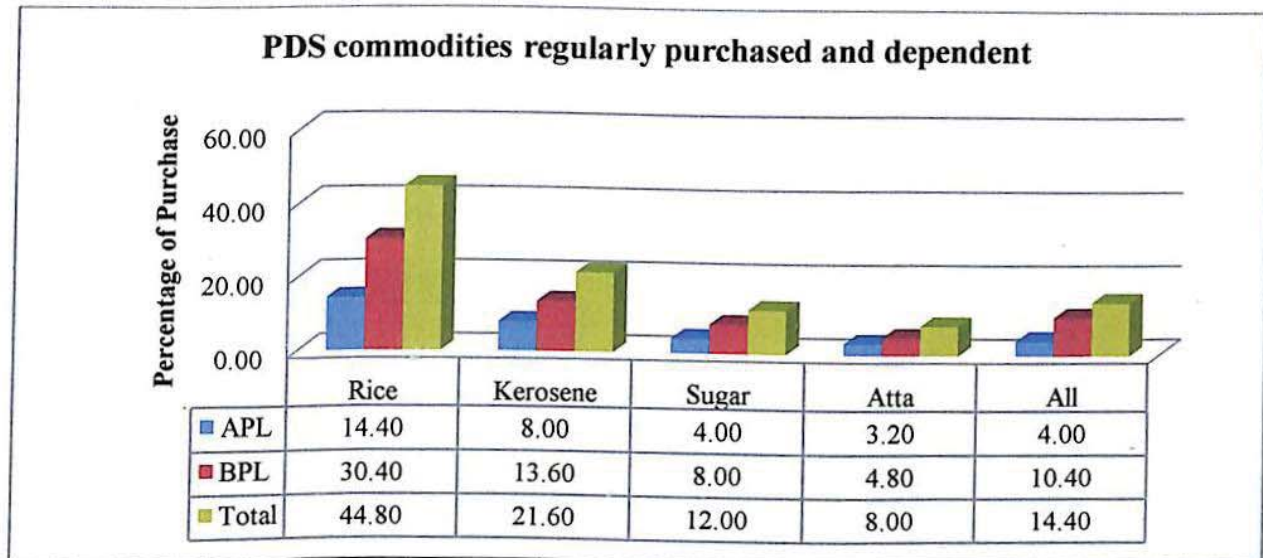
Source: Field Study, March-April 2012.

For APL beneficiary's major item of purchase has been rice followed by Kerosene oil and Sugar (fig 4.3). Their purchase of kerosene oil is low compared to BPL household due to the use of liquefied Petroleum Gas (LPG) as their major source of fuel for cooking food. The kerosene oil is mostly used as reserve for LPG in times of its unavailability or in case of shortages.

The PDS commodities like Rice, Kerosene oil and Sugar are mostly purchased and dependent by both the categories (fig 4.5). Atta is the only commodity which is purchased on a less frequent basis by both beneficiaries. Out of total percentage 14.40% of people emphasis that they purchase all four PDS commodities whereas 44% and 21% of people are dependent on Rice and Sugar respectively.

Figure 4.5

Quantity of Commodities purchased by APL and BPL households



Source: Source: Field Study, March-April 2012.

Due to various reasons like number of family members, social acceptability/applicability of rice rather than other foodgrains and cereals, low rate, less dependence on wood for a formidable period etc. the dependence is high on Rice and Kerosene oil.

4.2.6 APL and BPL households: Consumption and Expenditure Pattern

The consumption and expenditure pattern of household are one of the important indexes for measuring food security which shows economic and social well being of household or individuals. The average monthly food items (i.e. rice, Atta, sugar and dal) consumption by the APL household is 64.82 kgs/month whereas BPL household is 70.82 kgs/month (fig 4.5).

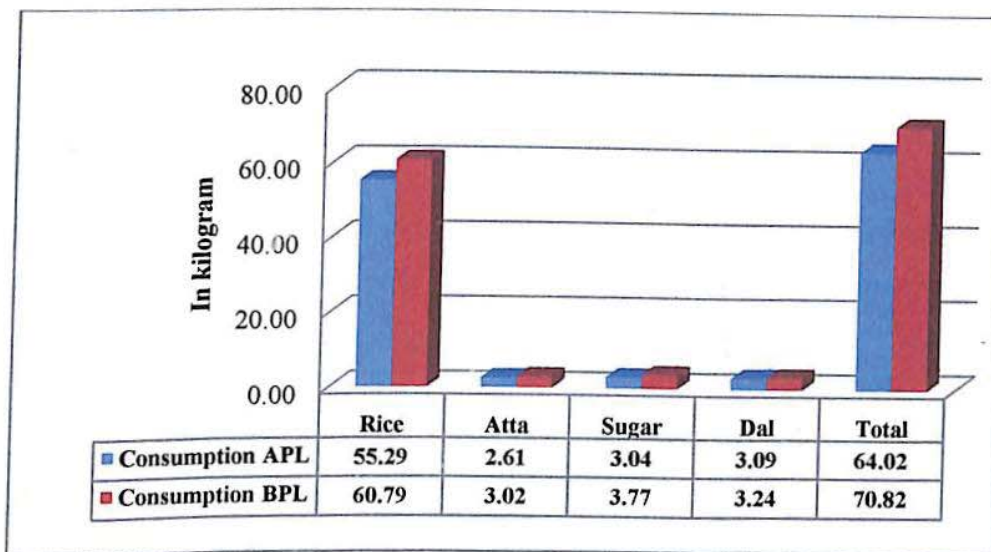
In consumption pattern both APL and BPL household depends on rice followed by dal, sugar and Atta. However BPL households consume more due to their type of work and number of family

member. The consumption and expenditure on sugar is high among BPL household as they utilize in replace of pastries, pudding etc by mixing sugar with “dai-chuerra”² making it as a pudding.

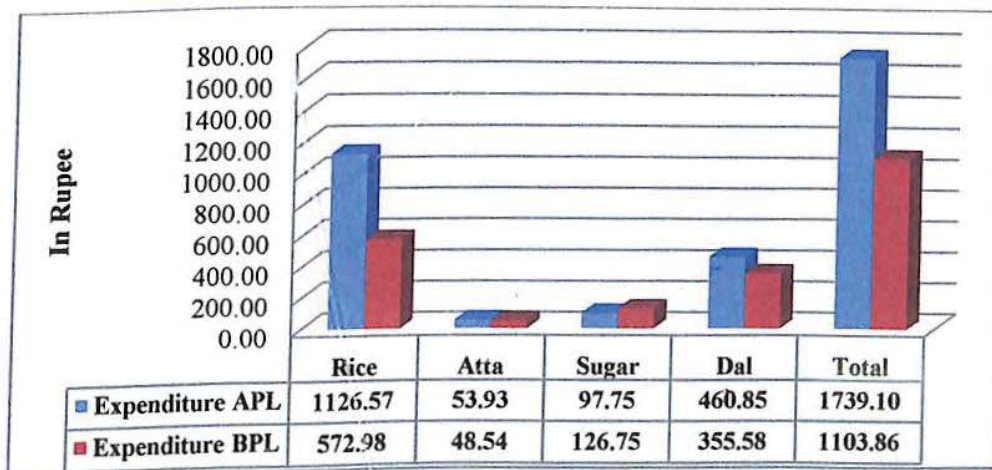
Figure 4.6

Average monthly Consumption and Expenditure of APL and BPL households

Consumption



Expenditure



Note: Consumption and Expenditure includes PDS commodities

Source: Field Study, March-April 2012.

² Dai (yogurt) mixed with (chuerra) rice which is boiled smashed and dried. It is mixed with sugar and often no sugar before consuming. It is highly nutritious and protein food item.

In expenditure though APL household consume less rice compared to BPL household, it has to expend more due to purchase from open market rate and at the same time many APL household doesn't consume PDS rice as they prefer high grade rice. The BPL households are provided with TPDS where rice is available at subsidies rate where they have to spend less.

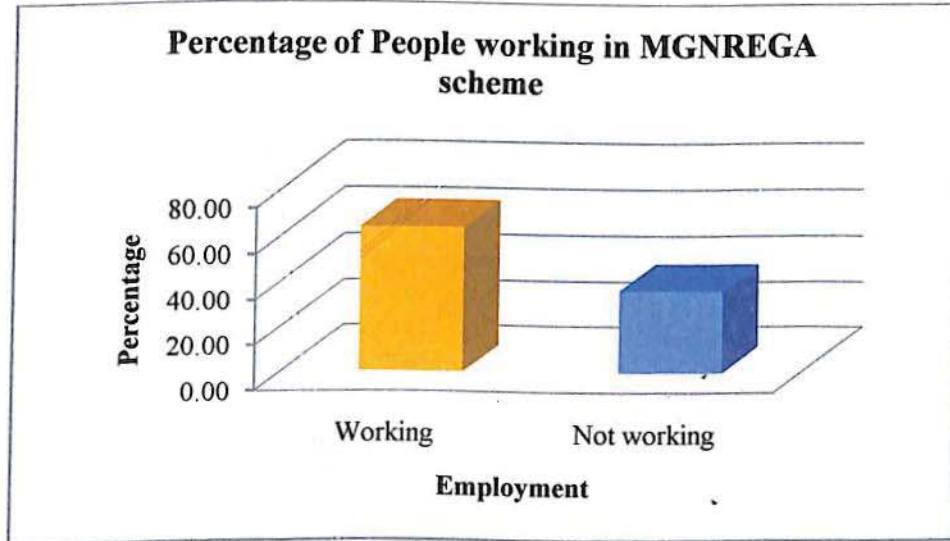
Overall average monthly expenditure of APL and BPL household are Rs 1739.10 and Rs 1103. The only item BPL expends more compare to APL is sugar (fig 4.6) compared to APL. However it is important to note that other essential food items like vegetable oil, vegetables, non veg food products, fruits, dry fruits and non food items are not included in consumption and expenditure.

4.2.7 Employment through MGNREGA

The majority of study area consists of rural areas which makes them to actively engage in Central scheme of wage employment through MGNREGA which provides 100days of guaranteed work as manual laborers. More than 45% of people (fig 4.7) in the area are engaged in the rural development programme to build and develop their village and society.

Figure 4.7

Percentage of People engage in MGNREGA for employment



Source: Field Study, March-April 2012.

t provides a major source of employment to the people of rural areas especially women. Similarly there are people (more than 20%) who are not working in such scheme due to reasons like i. low wage payment, ii. living in urban areas, iii. Migrant population who doesn't have

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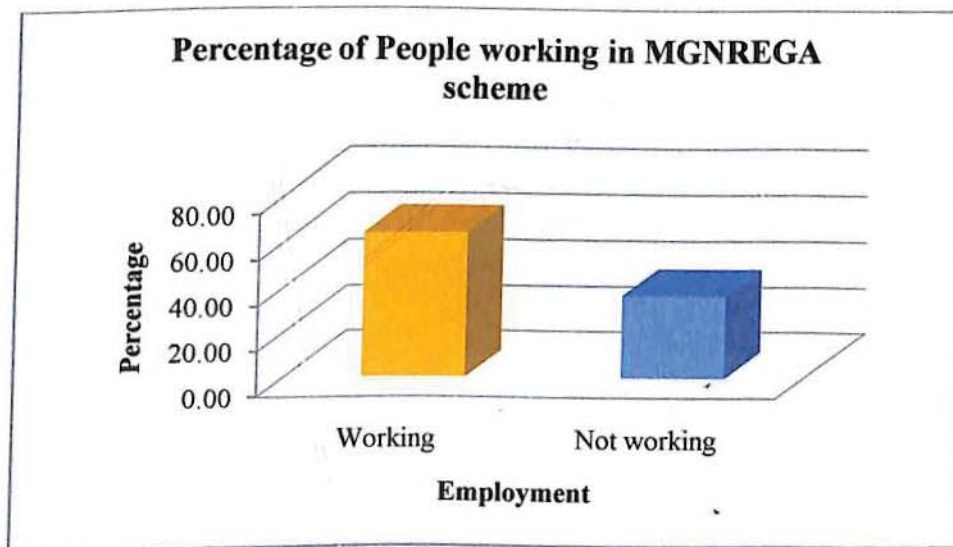
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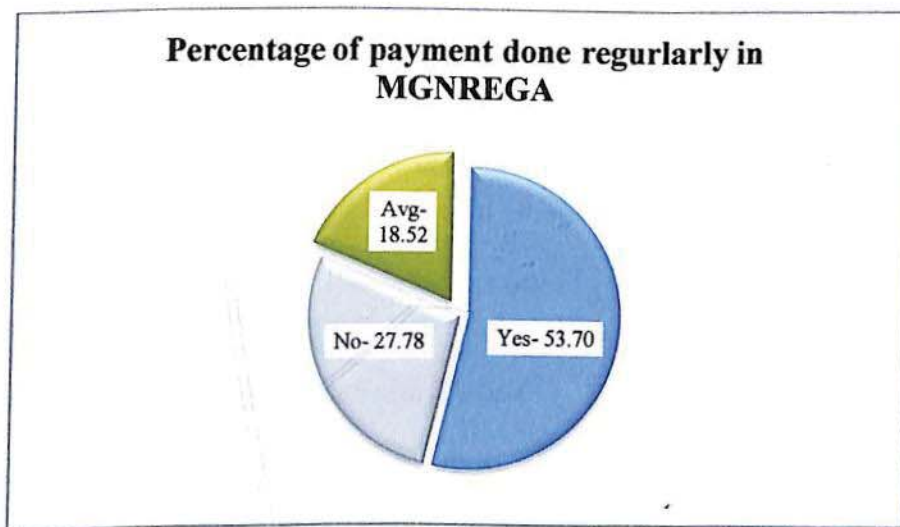
proper identification, iv) people not given job card due to strain relations with village Panchayat etc. MGNREGA is severely crippled by i. low wage employment, ii. delay/irregularity in wage payment iii. cheap and low class materials. However the irregularity of payment in MGNREGA is widely criticized by the workers.

Out of total 53% of people working in MGNREGA states that payment is done regularly whereas 27.78% (fig 4.8) expresses that payment are delayed ranging from 1month to 3month. Similarly 18% of people as average view stating that sometimes they get regularly and sometimes there is delay.

Many women work in MGNREGA scheme for employment which provides a major source of income to their families. The views express in 27% and 18% are not less it deprives the family from food security and other livelihood security.

Figure 4.8

Regularity of payment done in MGNREGA



Source: Field Study, March-April 2012.

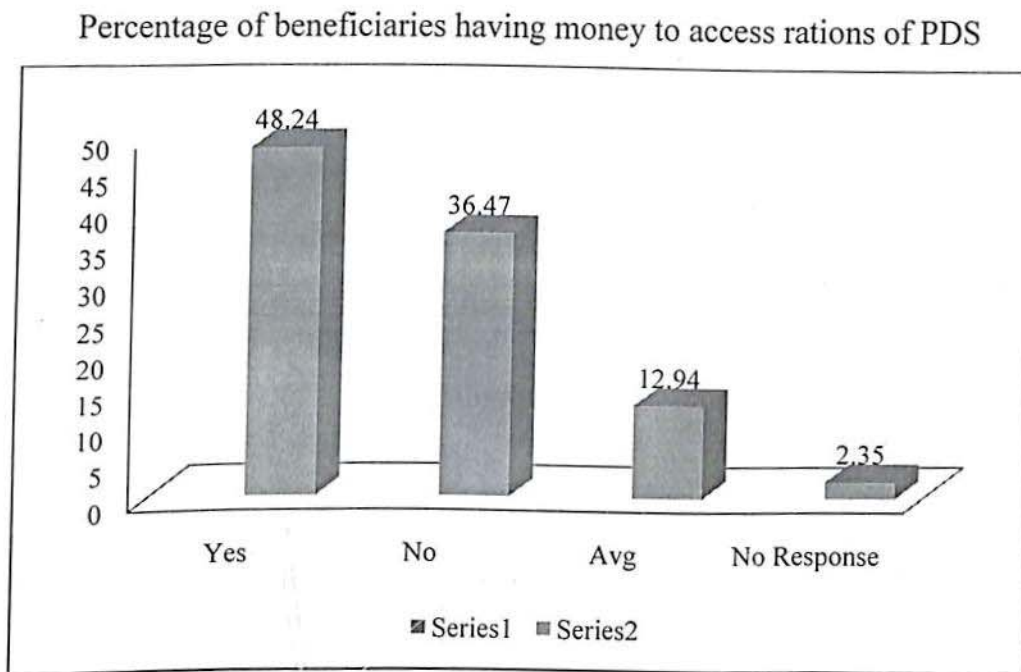
MGNREGA and PDS provide a major source of food security and economic security at the rural areas. Its timely allocation and payment would ensure for development of people by saving their daily earnings by buying subsidized rations.

As earlier data showed the of availability of rations in FPS in weekly basis which also stress to analyse the availability of money while accessing rations of PDS (fig 4.9) more than 47% people

have money to access rations from PDS whereas more than 30% people have not enough money to access PDS rations and 13% and 2% people have average response (i.e. people sometimes have and sometimes they don't have money) and no response respectively.

The reasons for less adequate money might be due to i.late arrival of PDS rations in FPS, ii. delay in wage employment scheme iii. already essential commodities have been taken from open market for higher price.

Figure 4.9



Source: Field Study, March-April 2012.

4.2.8 Credit crisis

Due to the late arrival of PDS in FPS and low wage and delay in wage employment scheme pushes majority of population to depend on credit for accessing for PDS rations. Though PDS rations are available at subsidized rate it late arrival at mid week of month makes beneficiaries to buy essential commodities from open markets 1st week of month at higher prices.

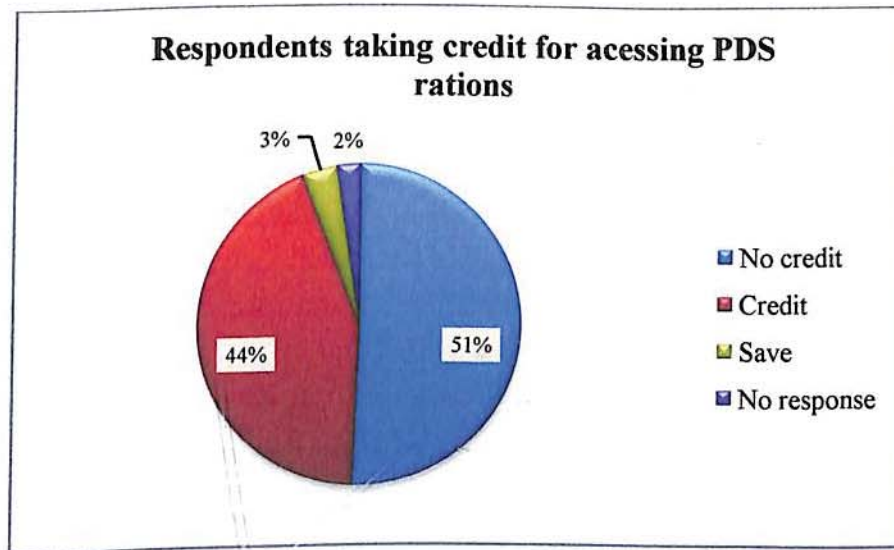
The beneficiaries has to procure PDS rations from FPS also in mid week as they are ineligible to lift his quota next month due to rules framed by FPS selling it on open market price rate. At the

same time they have to lift quota form FPS as there is fear when they visit FPS next month to lift their quota of next month there is fear of FPS owner scolding or even threatening to reduce their quota.

Out of 100% percent respondents (44%) are taking credit to access PDS rations (fig 4.10) from FPS where small amount of i.e. 3% people save for accessing rations from the FPS. Such debit crisis on purchase of food items would seriously undermine the development of BPL categories and to alleviate them from poverty.

Figure 4.10

Credit for accessing PDS rations



Source: Field Study, March-April 2012.

Many rural populations are totally depended on Panchayats as their first hearing authority in solving their problem (fig 4.11). Panchayats plays an important role in solving problem at the grass roots level but its responsible execution totally depends on the honesty of the Panchayats.

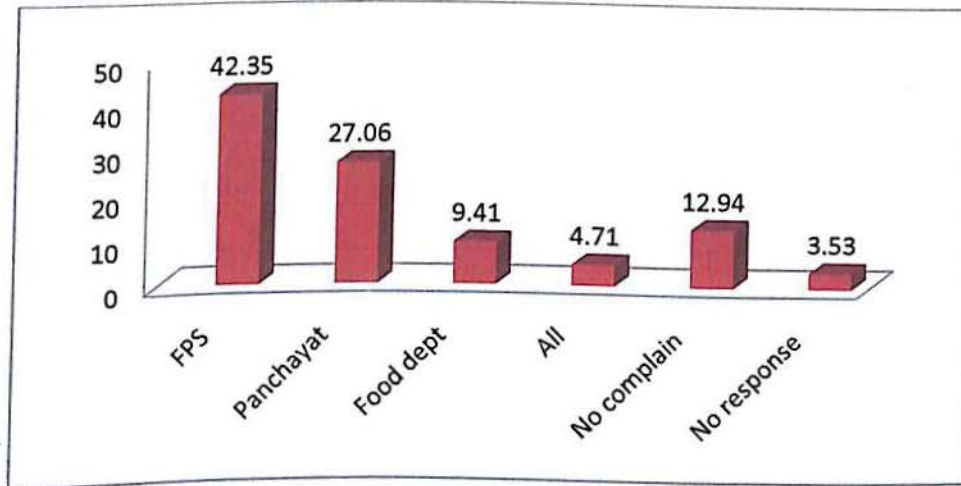
4.2.9 Quality and Quantity of PDS rations

In case of problem with poor quality and quantity of PDS rations (fig 4.11) majority of the people i.e 42% of the surveyed area would contact FPS followed by Panchayat and Food dept whereas most dissatisfying scenario was that 12.94% and 3% people would neither complain or don't do anything as they feared that it might not cancelled their monthly PDS rations from FPS.

Such stand of people in dealing with rations issues has provoked FPS to come up with their own rules and regulations. There is merely 9% and 4% who dared to complain to Food Dept and all institutions which are better way to appeal their grievances as FPS directly comes under the authority of Food dept.

Figure 4.11

Authority of Redressal



Source: Field Study, March-April 2012.

Most of the people 48% opines that their problem would be taken and looked seriously whereas 22% and 21% says no and average respectively whereas 5% and 4% has no complaint and no response which highlights that people believe in the institutions which are governed for ensuring food security. At the same time there are 9% of people who remain silent and do not take serious action for their right.

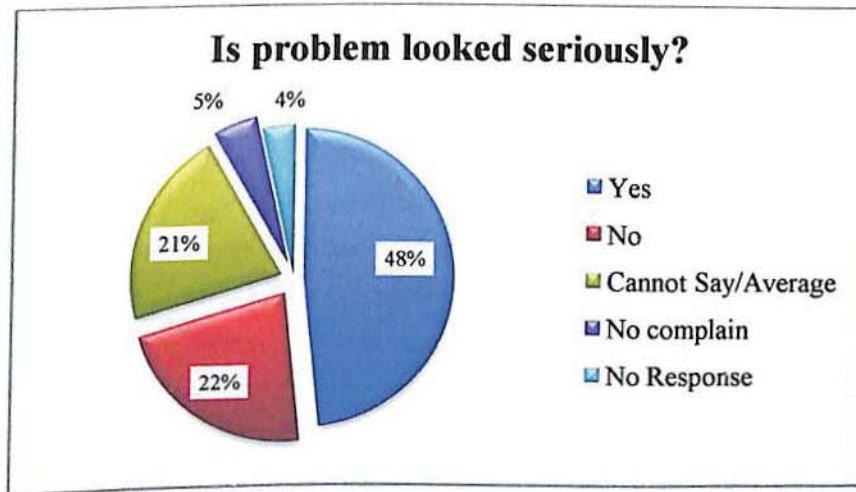
However it also shows that more consumer awareness programme through Gram Sabha is required to uplift the mentality of the beneficiaries' class. Such initiatives would not only help to benefit the consumers but it would also help in better functioning and effectiveness of implementation of PDS.

Most of the people 48% of them believed that the concerned institution and individuals would look their problem seriously (fig 4.12). It is important to note that majority of them have never filed complaint in their life so far. However 22% of people didn't believe their problem would be looked seriously as they had complaint earlier, whereas 21% of people had mixed response

because some of them had complaint but their complaint were not taken seriously and some of them had complaint where necessary action were taken and some didn't know whether they would look at the problem seriously.

Figure 4.12

The seriousness of problem looked by various institutions



Source: Field Study, March-April 2012.

The 9% of people didn't have anything to say as they were unwilling to response even though they were facing problem in the development programme. Most probably the reasons were fear of cancellation of benefits, these has been the major cause for less complaint and lack of awareness leading to low response in quality and quantity of PDS commodities to FPS and Panchayats or even reaching to higher officials for grievance which is same with other poverty alleviate programs.

Thus proper channeliastion of policies accompanied with adequate grievances centers facilities should be the immediate priority of the state government in order to break corruption, monopoly of few self interested individuals and institution. Beneficiaries should be directly connected with higher officials of concerned department for effective working of PDS or any other welfare schemes.

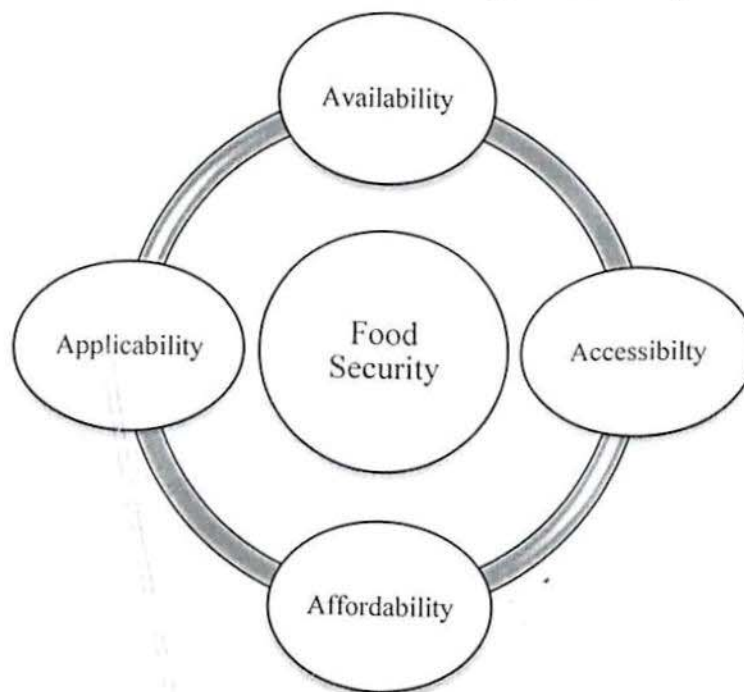
4.3 Some key finding from the field Study

In ensuring food security “elements like availability, accessibility, affordability and acceptability in a sustained manner are underlying factors” (Lama, 2010). The 4 A’s are an important elements of food security to analyze the scenario of food security in any parts of the world and absence of any one element creates a scenario of food insecurity.

- i. Availability- presence of food stocks at all times, ii. Accessibility- ability and financial capability to acquire food, iii. Affordability- minimum economic purchasing potential and iv. Applicability- social acceptability and preference of food.

Figure 4.13

The Four elements in ensuring food security



Firstly, the major thrust in the case study was to find the four elements of Availability, Accessibility, Affordability and Applicability in ensuring food security through PDS. Some of the findings during the field survey were

- i. Most of the time there were late arrival of PDS commodities in FPS due to unavailability of rations in State godown and kerosene oil dealers and sometimes due to non-functioning of weighing device. The reason is the late arrival of food stocks in state godown from FCI. Such irregularities made delay of a day or two from each stop i.e. State depot, district godown and FPS making delay of week and more in lift off from FPS by beneficiaries.
 - ii. People living in middle and lower parts of hills and those living in far flung rural areas were unaware of the availability of rations in FPS.
 - iii. The people living in the distant places whenever asked for the arrival of PDS footstock in the FPS they were return empty handed with reasons like unavailability of allocated quota of FPS due to insufficient stock in food godown and commodities not bought in FPS due to shortage of money, stock finished due to late arrival of beneficiaries.
 - iv. Many times people have to bear the transport charge of FPS which is the sole work of state government through concerned department and FPS. It made the people not to lift their rations due to economic reasons like unavailability of money in mid week of month especially belonging to BPL category. The state government implements innovative schemes like “Free of Cost Rice” to those targeted beneficiaries who are destitute, old age persons and people who don’t have any source of income. But they also had to pay certain amount of money which fundamentally demolishes the schemes of “Free of Cost” which aims to ensure food security to deprive.
 - v. The rice which is allocated for BPL and AAY families is common rice also known as Bakni which is short, bold and its average size is below 1.6 mm. which requires great attention while cooking and consuming. Thus it makes BPL to prefer to consume Grade A rice also known as LS which are allocated to APL which is easy to cook and soft while consuming compared to hard and rough Bakni rice. -
- Secondly the people of the state prefer to consume Atta in place of wheat. Thus the state government in partnership with private mills turns wheat into Atta for the PDS. However the field survey conducted among FPS and various households’ results is unsatisfactory of quality of Atta. Thus there is a dilemma regarding the applicability factor in one hand

BPL and AAY prefers to eat LS rice due to good quality but they are not entitled whereas APL and BPL are entitled for Atta but they don't consume due to poor quality.

It is important to note that in the early month of January-February 2012 where complaint was filed against FPS of Shyari block to Food dept. head office for the irregularity in the distribution of PDS commodities including that of quality. However immediate meeting of Gram Sabah was taken place where officials of Food dept. were present with the complaint application and signature were taken from all the beneficiaries in order to match the handwriting and to catch the person who complains at the same time the food officials openly stated that they would not reimburse the transport cost and FPS are eligible to hike the price with consensus with the villagers.

Such response of officials of food dept. gave a negative signs as the beneficiary would be thinking twice or thrice before complaining and demanding for their rights in future. The complaint letter was openly leaked in public and with FPS owner they try to catch the person with his/her handwriting which is undemocratic and shows the sign of separation towards the poorer section of the society.

Such incidents raises strong question on the working of PDS and loopholes in availability, accessibility, affordability and applicability. It requires frequent participation and interaction among Beneficiaries, Panchayats, FPS and Food Dept for its proper functioning. Here interaction and participation should be on one equal, common platform irrespective of class and ranks rather than top to bottom approach.

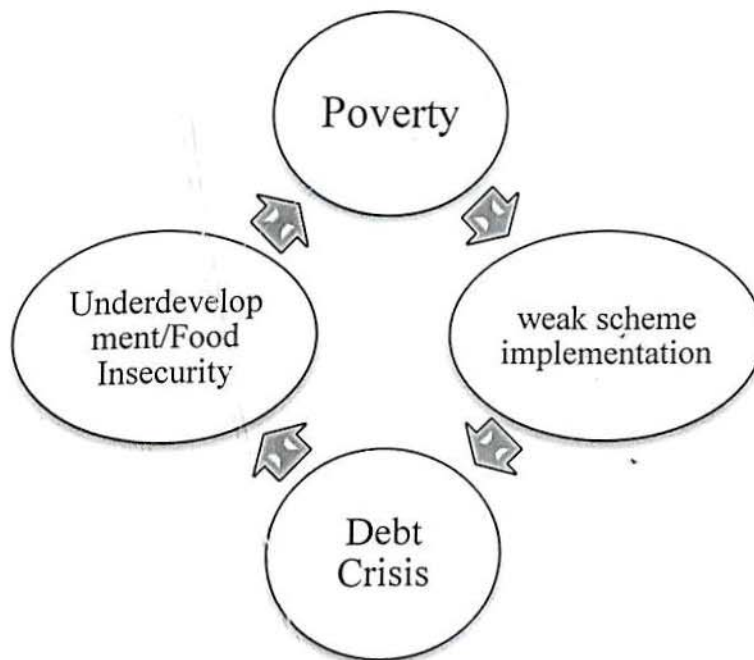
Secondly, poverty line and food insecurity through consumption expenditure in the state of Sikkim should be clearly identified as many BPL and excluded BPL households who works as agricultural labourers, housekeepers etc are dependent on credits for their monthly expenditure of their family. They have to give back the money they had earn to the money lenders, shop keepers etc. In addition to it many poverty alleviating schemes like MGNREGA and PDS/TPDS schemes fails to work effectively making them to remain in BPL category.

4.3.1 Problem of Underdevelopment and Poverty

One of the major problem faced by the BPL categories of rural areas are the weak implementation of central and state schemes. For instance delay in wage employment and allocation of rations. Such welfare schemes were supposed to reach to the beneficiaries at 1st week of the month. However due to delay it makes the poorest of poor to borrow credit and expend it to open markets for consumption were rate is higher when NSSO survey or any other survey takes place they try to know the consumption expenditure done in various month rather than surveying the hardships and credit taken by poor families and pushing them to APL category and debarring them from many welfare schemes.

Figure 4.14

Problem faced by rural population especially by BPL categories.



Source: Field Study

Many times BPL households have to buy rations twice in a month from open market and FPS even though they have already got rations from private shops with credits simply because they fear that their allocated quota in FPS might be misused. Secondly fearing of cutting their names from BPL list and thirdly fearing that FPS owner might scold them for not lifting their allocated rations and stop their allocations of next month as the FPS also depends on their money to lift rations for next month.

Again they have to borrow credit at mid and end of the month from various sources and utilize the money they have earn repaying the credits making them to use little in their development. Thus the cycle of Poverty continues and they prefer to remain poor as the development schemes are not implemented well in the grassroots.

Thirdly, the central government through Planning Commission has fixed universal calorie intake of 2400 kcal per capita for rural areas and 2100 kcal per capita for urban areas for all over India. But however there is significant difference between the hills and plains calorie intake due to geographical settings and climatic conditions. Hills due to its rough terrain and cold weather climate make people to consume more and wear warmer clothes affecting in their expenditure.

Its calorie intake is high at the same time its consumption expenditure in non food items are higher compare to plainsmen. Thus serious attention should be required in including separate calorie intake for the hills and proper division should be made between urban hill areas and rural hill areas in their calorie intake as it would not accidentally include food insecure population into above poverty line and deny the welfare schemes.

Fourthly, the status of women and children of BPL families, most of the women belonging to the BPL families works equally as men in agricultural laborers, manual laborers in private construction, and as MGNREGA workers. They are more open and fluent in expressing their problems compared to middle class housewives in urban and rural areas though they are uneducated. They have a strong sense to save money which they earn to utilize it in the education of their children and for their development. It is important here to note that central government scheme of Right to Education Act has played an important role in promoting education to children of BPL families, Central scheme of TPDS and MGNREGA. At the same time state government has strong labour law. Such schemes provide a platform for development and alleviate from poverty.

But some of the major hurdles are i. additional hike in price and the slow delivery of PDS and TPDS especially the latter makes the people to buy rations from open market which effects in their saving. ii. Delay wages in scheme like MGNREGA makes people to borrow credits from money lenders, neighbours and shop owners who add interest.

iii. The state government though it has strong labour laws but in major works of private and government sectors in the state they hire labours from outside states. These labours are cheap compared to local labours, but not due to lack of experiences creating artificial unemployment. iv. At initial stage they are able to educate their child but when child starts to grow and reach the teenage stage it's hard to fulfill their wishes. The wishes which is hi-fi and private market oriented making to expensive for the parents of BPL families, results majority of children belonging to BPL category drop out from schools due to peer pressure and sometimes work to fulfill its dreams.

Fifthly, Indigenous food habit, overall many people consume the traditional foods especially the green leafy vegetables and fermented foods like ningro, sisnu, gundruk, sinki, simrayo, kinama etc with rice but however the indigenous food like daeroo (which is made up of maize and millet) and roti made up of fafer and millet which were one of the major protein and high calorie diet of the hilly people are slowly replaced by rice and roti made up of wheat.

When asked about the consumption about the indigenous food like daeroo and roti made up of millet and fafer the response was "Paila ko jamana ma po khantheo ta ailey ta paya po khanu" which meant that in past there were consumption but now such things are unavailable. Similarly when farmer was asked about the cultivation of traditional crop they responded that it has low income return, shortage of water which has made them to switch towards cash crops.

Sixthly, Civil military relations in middle and lower shyari- The people living in these area are mostly engaged in dairy farming where they supply milk to the army quarters residing in Libing areas and in return they earn money, many childrens of these area are learning in Central school Libing. But however there is absence of good will gesture like once a year free medical checkup and passes to buy groceries in subsidies rate in army canteen especially to the BPL categories. As they were the people who left the upper hills and shifted to lower areas for the cause of defence purposes.

There was a strain relation between the army and civilians due to misbehavior done by the youths of the concerned area in early January 2012. Such incidents made army to close the gates and they were rumor of closing the army compounds once the construction of road which connects Ranipool with Deorali is completed. Such decisions would severely affect the civil military relations as it would cut accessibility of close market of Tadong and have to visit Ranipool and Deorali which are far from the area.

Army should also take in mind that demarcation of borders within the territory would bear hatred and animosity, at the same time civilians should also be responsible citizens working for the development of society. Thus mutual respect from each side is necessary to strengthen such relations a task which is to be achieved.

Lastly, many rural development projects in these areas are not properly executed as stated earlier many people residing in these area are migrants. The area where most migrants are settled the connectivity foot parts are poor. At the same time the areas where domiciled holders are living the connectivity foot paths are maintained all round the year. The people who had grown up in that area but failed to have voters card are deprived of rural development schemes which aims for poverty alleviation.

At the same time schemes of MGNREGA are given to contractors rather than giving it to rural people possessing job cards. Such action severely violates the rule of the Act. As they justify that the particular area has low domicile population making Panchayat to give it to private contractors of the same village who has domicile.

4.3.2 Food Security at the grass roots level

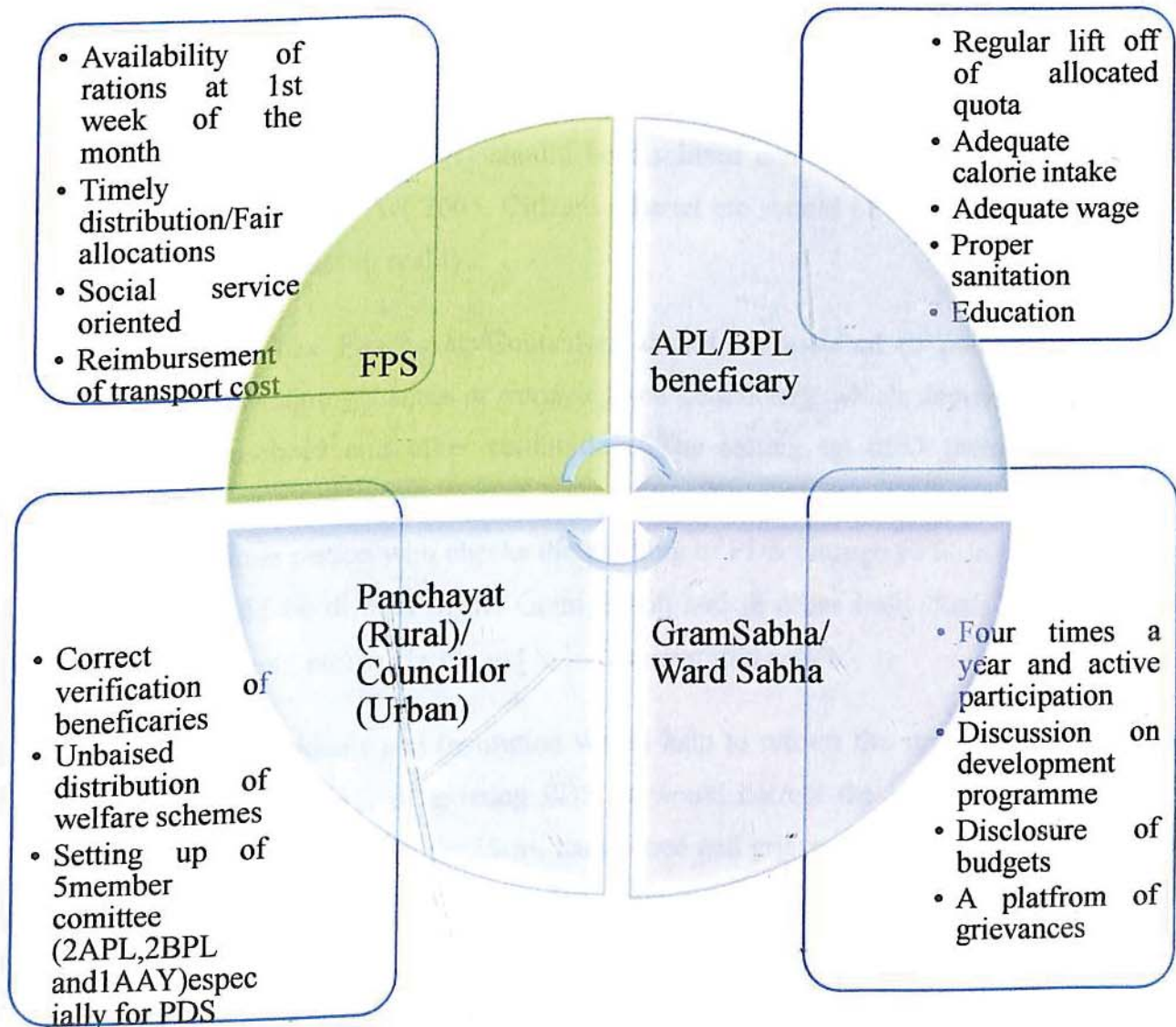
In order to ensure food security at grass roots level Individuals and Institution like FPS, the beneficiary i.e. APL and BPL, Gram Sabah and Panchayat (rural)/Councilor (urban) has a significant role to play. Each individual and institution has an important role to manage and execute for strengthening and sustaining PDS/TPDS.

FPS is one of the important and initial agencies of the grass roots where the PDS is allocated. It has to fulfill the element availability by providing food to the people at the lowest level, it should be social service oriented rather than private own shop whose

main motive is profit. The allocations of rations should be fair with proper measurement objects and devices. The availability of ration should be at the 1st week of every month where rate board should be clearly maintained which shows the rate of PDS and open market rations. The reimbursement of transport should be made at the earliest by concerned department without much delay.

Figure 4.15

Food Security at Grass root level



Source: Field Study

Secondly the beneficiary itself comprising of APL/BPL individuals/households should be able to regularly purchase their allocated quota without much delay. It would not only help to consume adequate intake of calorie but at the same time help them to save some amount of their money for development. Food Security is incomplete until and unless proper sanitation of household, adequate wage for the family and education for children is not Attained. Thus the priority should be set to achieve the best to Attain Food Security.

The third most important part is the Gram Sabah which is the platform of speech and expression for the people of the lowest level. It should be made mandatory and minimum four times a year starting at every 1st week beginning of every 3rd month. It is not necessary to held meeting at Panchayat Bhawan only rather than any place within the village should be the venue. It should function as a platform where active participation and discourse should be promoted, in which development projects and its budget should be disclosed and suitable action plan should be initiated. Awareness of RTI Act 2005, Citizens Charter etc should be made theoretically to the people and promote its uses in reality.

Fourthly Individuals like Panchayats/Councilors should be unbiased or politically motivated while distributing welfare schemes or verifying the beneficiary which deprives and excludes potential BPL household and other cardholders. The setting up of 5 members Grievance Committee should be set up in every ward, where it members would belong to APL, BPL, AAY, MMKSA and destitute person who checks the working of PDS through FPS. In case of problem or complaint it could be discuss in the Gram Sabah and to other Individuals and institutions (Food dept, Rural Dept., etc) to clarify and to initiate required action.

Such workings of Individuals and Institution would help to reform the structure by identifying the problems in the workings of existing PDS. It would correct the loopholes and make the system effective. The inclusion of the ideas, experience and grieyance of people belonging from the grass roots would help in the effective policy making as they are the once to whom the policy is to be implemented.

Chapter 5

Conclusion

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CONCLUSION

Food Security is one of the most important aspects of human security in the form of nontraditional security. Thus securitisation of such aspects is the fundamental duties of the state to its people, international organizations, NGO's etc towards the people of the world. Millions of people die from famine, hunger, and malnourishment. People suffer from acute poverty failing to fetch the adequate daily calorie intake. Agricultural production, productivity, proper storage facilities with adequate technologies and effective distribution mechanism is one of the solutions.

In terms of agriculture production and productivity the Indian state has been able to hold its position with the aid of scientific agricultural inputs like fertilizers, pesticides, tractors, pumps etc. which has been critically looked by environmentalist, NGO's on the impact on soil, water and environment. At the same time there is lack of adequate storage facilities and weak public distribution system. Thus it becomes important to study food security in the periphery of Indian Union like Sikkim. It has limited agriculture area for cultivation of conventional crops making majority of people to depend upon PDS/TPDS.

In food production and productivity it has lost momentum as compared to Green Revolution in addition to it lacked adequate storage facilities for foodgrains making million tonnes of foodgrains to rot in open field, school compounds etc. Apart from such defects it has been fundamentally crippled by policies in which money is spent in double transport of foodgrains where foodgrains are shifted from destination A to B and again from B to A, causing lost of valuable times. It requires proper planning where foodgrains centers are set up in major states of India in the form of zones rather being dependent on foodgrains centre of Punjab.

Secondly "Mission Next Green Revolution" a policies extension to dry land areas by channeling the MGNREGA scheme to build lakes, ponds, water tank etc to harvest the rain water for irrigation. It is one of the most innovative schemes helping to promote agriculture and support agricultural workers across the states.

Thirdly Minimum Support Price (MSP) for agricultural production to farmers/labourers has been low as input cost is high. The farmers are heavily dependent on fertilizers, pesticides and monsoon to produce more in order to own profit but most importantly to overcome their debt and credit taken from various sources. In failure of crop production means no way out for farmers leading to suicides and migration. Thus MSP should be the tool helping the farmers.

Fourthly in the state of Sikkim due to lack of correct verification of BPL the actual poor has been excluded. Partiality and favouritism in selection of BPL has led to general notion that there is no real/actual BPL in the state. It should also be important to note that the central government should interfere through policies to check and identify the poorer section of the population. As they are not getting the adequate facilities as the rich are taking their share of welfare schemes which is rampant and unchecked creating divisions between haves and have not's. Such a build up would lead to urban and rural gap and possible tension in the form of conflict in near future.

Due to PDS/TPDS it has helped people to consume more on non-food items. At the same time it has also helped Government to promote more on cash crops over traditional crops. It has made state to focus on horticulture and floriculture on an organic way where farmers are likely to get high income return and help to import other essential commodities. Traditional foods habits have been delicacies rather than a staple food. Thus through organic farming may help to bring traditional food habits in the form vegetables but still it has to depend on import of rice.

Suggestions and Recommendations -

Central Level:

- More inclusion of arable land for agriculture production and productivity. The land should be clearly protected from the encroachment of unnecessary development projects of private and government institutions. The requirement of arable land would be prominent if state agricultural system alternates organic farming.
- To increase minimum support price for farmers helping them to fetch the cost of agricultural inputs and their labour. The MSP should be a platform which helps farmers to earn reasonable gains for its hard work put on the field rather being just a minimum support.

- Setting up of Food Quality and Safety department to check and measure the chemical content on daily consuming food items which are brought in the open markets. Focus should also be given in building more storage facilities and setting up of food processing unit's factories to stretch the longevity of food items.
- Use of MGNREGA workers in building pucca sanitation at rural areas. Though government gives money to build sanitation to the beneficiaries the allotted amount never reaches to the beneficiaries and the amount which is reached to the beneficiaries is shared most of the time as they are unable to build the proper sanitation with the money. Thus by implementing MGNREGA workers in such scheme will not only provide accountability of government policy of "Nirmal Bharat" but also provide benefits to rural poor in true spirit.
- Serious attention should be required in including separate calorie intake for the hills and the plains. By closely considering the geographical factors, climatic conditions and market accessibility including transport cost etc. As its measurement in dividing APL and BPL would accidentally include food insecure population into above poverty line and deny the welfare schemes. Similarly apart from consumption and expenditure pattern in verifying BPL the credit and debit issues should also be recorded.

State Level:

- Proper land verification for building scientific storage facilities for district godown having proper parking facilities for trucks in order to maintain quality and efficient flow of food security in the region. The infrastructure development of food godown should be selected in such a way that it co exist with environment and minimum cutting of trees takes place.
- Setting up of 2 weighing device for trucks in Rangpo and Jorethang FCI Depot. There have been instances where supply of foodgrains to district food godown being disrupted due to nonfunctioning of the weighing device affecting distribution process. Thus, in case of first weighing device not working well, second device can be used in order to save the time and proper flow of PDS at the right time.
- Similarly setting up of weighing device for truck in state district godown for better accountability of trucks which transport PDS from State FCI depot and from private dealers (sugar and wheat/atta). At the same time putting two electronic weighing devices helping in smooth distribution of PDS to various FPS.

- Active participation is required from administrative side to give information and guidelines to Fair Price Shop (FPS) owners and public not only in Consumer Awareness Day but also in Gram Sabha meeting. Establishment of separate grievances cells in Food Dept. in every district especially for FPS owners and Above Poverty Line (APL) & Below Poverty Line (BPL) beneficiaries in order to bring accountability, transparency and responsibility.
- Inspection of various FPS has been very low making them to exploit situation and divert PDS commodities into open market, so frequent inspection is required to bring accountability and transparency. Thus Effectiveness of Department can only be achieved through:
 - i. Frequent and thorough checking of FPS by Dept. officials
 - ii. Strict penalties against the FPS if found guilty
 - iii. Mandatory field visit of food inspector and supporting officials to every FPS especially in mid month on rural areas
 - iv. Visiting people one to one in the form of field visit minimum four times in a year
 - v. Meeting people in Gram Sabha minimum four times in a year.

Such meetings would not only help to know the actual problem in the grass roots level but also the volume of inclusion and exclusion error of people availing PDS. In iv and v they could be achieved more effectively by meeting the people and interacting just being an ordinary people rather than by being as officials.

- The transport cost of some of the FPS from godown ranges from 1300-1500 plus labour charge extra. The government withdrawing itself from transport reimbursement policies has broken the back of FPS dealers as they are not getting the half of the amount in new policy¹. Reimbursement of transport charge if valid bill is shown. It would help in better functioning of Public Distribution System (PDS) in extreme parts of rural areas. As carriage charge are included by most of FPS owners while distributing rations which solemnly breaks the purpose

¹ The circular dated 01.04.06, Ref no 01/FCS&CA notified that reimbursement scheme of transport charge would be withdrawn and initiated inbuilt system (price of rice would be revised in the whole sale rate). However from the day till present there has been a huge hike in transport cost and the relief which the FPS are getting from inbuilt system are very low i.e. half then actual cost. Due to such policies FPS hike the price while distribution of rations and monopoly rules and regulations of FPS to leak and divert the PDS commodities in open market.

of BPL and free of cost rice schemes as some beneficiaries due to these charge cannot lift their rations.

- Though many FPS of state are open for whole day still there are cases where beneficiaries living far-away places have to face problems as they are unaware of the day of distribution making them to return empty handed and losing their valuable time. In order to restrain such problem for both FPS and beneficiaries The FPS can fix date comprising of six or seven days where beneficiary can get their rations and remaining days they can as usual run their shops and sell PDS and other items to beneficiaries and others, fixing date will help beneficiaries living far-away places.

- Due to terrain priority should be given to those beneficiaries living in far-away places i.e. low lying areas as they are unaware of the availability of rations in FPS, their allocated rations should be given. In most of the cases beneficiaries are debarred from lifting the rations of previous month and not added in next month as they were failed to collect the rations due to certain problems.

- Rations in FPS should be distributed to the beneficiaries for maximum 1 month (extending plus 1 week for those living in faraway places) from the date when ration is being started to be distributed to beneficiaries form FPS.

- There has been serious crisis in managing of rations cards in PDS in Sikkim as person belonging to BPL has also APL card which fundamentally raises the question mark and in some cases BPL are denied of sugar, kerosene oil and atta simply as they don't have APL card. In order to resolve such problems BPL card should also incorporate list of kerosene oil, atta and sugar. Atta should be included in place of items "other" in ration cards.

- In order to bring accountability and transparency setting up of Local Vigilance Committee in each Gram Panchayat Unit (GPU) comprising of 5-6 members belonging to APL, BPL categories i.e. 2 teachers (APL), 2 BPL, 1 destitute and 1 Mukhia Mantri Khadiya Suraksha Yojna (MMKSA) who avail PDS from same GPU. In time of distribution at the average date (7 days) fix by FPS. Keeping of biometric machine for finger prints in order to keep record of the beneficiaries lifting of their allocated rations which should be check by staff of food dept. who have undergone training for such work. In case of people moving from one district to another the Individual should be responsible enough to contact with Food dept. and

simultaneously transfer the ration cards to the new FPS where the grievances cell plays an important role and new biometric information can be stored and connected via internet.

- In the state of Sikkim the people prefers to consume atta/flour rather than whole wheat. In Shyari Block almost more than 80 % of beneficiaries i.e. APL and BPL don't get allocated quota of their ration cards due to the reasons like poor quality and low demand which is going on for more than two years. In order to solve such problem 1. The state in concerned with mill should make atta finer and whiter. 2. Making people more aware about the nutritional facts in existing atta through Consumer Awareness Programme or through Gram Sabha. 3. Atta allocated to urban areas should be given to bakeries owned by local people to make bread and biscuits which is made up of atta selled at subsidized rate. 4. The state allocated quota of wheat could be exchanged with rice with those states which requires more wheat. 5. It can stop import of wheat from FCI and used the concerned budget in aiding the beneficiary to get PDS rice (BPL and APL) in its actual rate and person availing free of cost rice not have to pay a penny.

- In times of monsoon there is a serious problem in the quality of sugar, which is totally wet thus, in order to get minimum damage sugar should be put in white plastic bags and wrap by another plastic bags before it gets stuffed in jute bags and covered by double trampoline when it is put in trucks.

- In most of the study area there has been cases where APL has been wrongly included in BPL list the potential candidate are excluded and within BPL the beneficiaries has been wrongly categorized under the state scheme of "free of cost" and " family comprising of 5 and more" scheme. In some cases people are being denied of APL ration cards due to strain relations with Panchayat. Thus in order to tackle such problems unbiased verification is required from the village elder and Panchayat accompanied by Local Vigilance Committee.

- Wage rate in Mahatma Gandhi Rural Employment Guarantee Act 2005 (MGNREGA) in Sikkim stands at Rs. 118 which is way too low compared to their companions doing manual labour who earns daily wage rate form Rs. 250- 300. Thus encouraging less people to work on such scheme making Panchayat to hand over the work to contractors at the middle stage for better and efficient work within short duration for few people and employing job cards holders at initial and final stage which is one of grave violation of MGNREGA 2005. The daily wage

of the worker should be increased and equally assisted by the fund of state govt., Area M.L.A. and Panchayat funds making rural people to work on such scheme more. Such initiative of the state would be a model for rest of India as it has majority of rural areas and would be pro- poor initiative.

- Majority of the people in the study area are unaware of Right to Information Act 2005 which shows lack of awareness among the people about their right to be informed. More RTI applicants mean more awareness among the people to know and to be informed about govt. policies and programme. In order to aware the people Gram Sabha in the grass root level should play an important role it should be a most effective platform accompanied by RTI specialist and teachers and Individuals who knows about RTI and who has applied it practically to give a clear picture of its significance.

- Beginning of Every third month i.e. four times a year Gram Sabha meeting should be conducted. In which issues and development programme of village should be discussed where people belonging to every section can contribute about the welfare of the village. In order to make Gram Sabha less costly and more effective and fruitful the meeting should be conducted within the concerned village i.e. in village school, open ground etc. rather than conducting in Panchayat Bhawan in distant places situating in different places and far-away places. Such kind of places would be easily accessible for all the people residing in the concerned village from young to old, where elements like trust, transparency, development and accountability would be of major priority.

Such meeting would help to reduce favoritism, corruption, communication gap etc between the locals, Panchayats and officials it would be also a platform where coming projects their budgets would be disclosed bringing more transparency. The meeting would help in bringing awareness among the concern villagers and work for society rather than self interest achieving decentralization in true sense.

- There is a strong need for joint action among the .dept. of agriculture, health and food to encourage on the revival of indigenous food habit by studying our indigenous food ingredients which was once consumed in past and come out with nutritional facts about the indigenous commodities for instance daeroo (made up of maize and millet), fafer, millet and maize roti, sisnu, simrayo and ningro wild plants, gundruk and sinki fermented spinach and raddish, simal

tarul, soup of churpi etc. making people more aware about the traditional food and their richness attracting the younger generation.

This would help to revive our indigenous crop cultivation and bringing more land under cultivation which would strengthen our food security and even help in times of food insecurity if famine or other similar events were there would be serious crisis of food.

PDS is not working well especially when it comes to the people living in rural areas whose names are enlisted in FPS located in urban, town, bazaar areas they are dusted out simply by saying either commodity is not arrived or stock has been finished. The people of rural areas cannot visit FPS frequently due to their own works in field, manual labour etc., Due to lack of money they only acquires one commodity where in some cases the FPS gives only one commodity of available three commodities but takes the signature showing that the beneficiary has taken all the commodities of PDS.

As the beneficiaries are unable to get rations in next month, increase in price due to the rules and regulations framed by FPS. It is important to government to intervene in such cases through reimbursement of transport, keeping prizes for the FPS who has been able to keep transparent records and distributing the PDS in fullest to beneficiaries.

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ANNEXURE I

List of Questionnaire for Fair Price Shop dealer

No-1/Yes-2

1. Occupation of dealer apart from being the owner of FPS? _____
2. Where do you leave?
 - i) In the same village _____ ii) neighbor village _____ iii) nearby town _____
3. How many days' shops remain open in a month?
 - i) 15 days _____ ii) 25 days _____ iii) more than 25 days _____
4. What is the timing of opening and closing of shop?
 - i) Forenoon _____ ii) Evening _____ iii) Whole day _____
5. Till what time of the month the stocks last?
 - i) 2nd week _____ ii) 3rd week _____ iii) 4th week _____
6. Usually what time of the week the consumer lifts their rations?
 - i) 1st week _____ ii) 2nd week _____ iii) 3rd week _____ iv) 4th week _____
7. Is there any provision for installment for consumers who cannot buy ration in one go?
Yes _____ No _____
8. Is ration available in first week of the month from godown? No-1/Yes-2 _____
9. Do you get the allocated quota of your FPS from the godown? Yes _____ No _____
If No then what are its differences?
 - i) 5 times _____ ii) 5-10 times _____ iii) more than 10 times _____
10. Do you usually lift the commodities allocated by the godown? Yes _____ No _____
If No what are its reasons?
 - i) poor quality _____ ii) insufficient food stock _____ iii) shortage of money _____ iv) low demand _____
11. In what type of place do you store your food grains?
 - i) Kutcha _____ ii) Pucca _____ iii) Scientific house _____
12. To what extent food grain are damaged?
 - i) 1-5% _____ ii) 5-10% _____ iii) more than 10% _____
13. Do you get reimbursement from government of transportation cost of food grain? Yes _____ No _____

13 (a). If you bear all the cost of transport due you hike the prices while selling the rations?

Yes _____ No _____.

14. Transportation arrangement in lifting commodities are made by:

i) FPS _____ ii) Food dept _____ iii) FCI _____ iv) Jointly _____.

15. Are there any cases where your stocks have remained undistributed? Yes _____ No _____.

If No what are the majors taken up to sell such stocks?

i) Adjust in next month _____ ii) Gave more to consumer _____

16. Various types of records maintained by FPS: (No-1/Yes-2)

- i) Price of stock detail _____
- ii) Display of Stock _____
- iii) Lifting details (commodity wise) _____
- iv) Distribution details (commodity wise) _____
- v) Ration card register _____.

17. Maintenance of transparency records by FPS: (No-1/Yes-2)

- i) List of BPL & AAY beneficiaries _____
- ii) Stock of essential commodities received during the month _____
- iii) Display of sample _____
- iv) The authority for redressal of grievances regarding quality and quantity of essential commodities _____
- v) Opening and closing timing of FPS _____.
- vi) Is delivery to FPS carried out in presence of any authority _____.

18. Inspection done by following officials:

- i) District official _____
- ii) Block official _____
- iii) Gram Panchayat _____
- iv) Others _____

19. Opinion of FPS on inspection: (No-1/Yes-2)

- i) Quality check by officials _____
- ii) Inspector comes with checklist _____
- iii) FPS reports problem with Inspector _____
- iv) Sample check by officials comparing FPS stock and Godown _____.

20. Frequency of inspection: (No-1/Yes-2)

- i) Once a month ii) 4times a year _____ iii) 2 times a year _____ iv) once a year _____
- v) never _____

21. FPS on quality aspect of commodities:

- i) Quality of rice a. Good _____ b. Fair _____ c. Bad _____
- ii) Quality of wheat a. Good _____ b. Fair _____ c. Bad _____
- iii) Quality of sugar a. Good _____ b. Fair _____ c. Bad _____
- iv) Quality of kerosene a. Good _____ b. Fair _____ c. Bad _____

22. FPS dealers relations with its customers:

- i) BPL beneficiary a. Good _____ b. Fair _____ c. Bad _____
- ii) AAY beneficiary a. Good _____ b. Fair _____ c. Bad _____
- iii) APL beneficiary a. Good _____ b. Fair _____ c. Bad _____
- iv) Food dept. a. Good _____ b. Fair _____ c. Bad _____

23. How do you perceive the working of PDS? Any suggestion and recommendation regarding the Public Distribution System prevailing in Sikkim.

Table 1. Lifting details of commodities wise by Fair Price Shop from January to March 2012

Commodities lifted from Gangtok Godown	Categories	Rice			Atta			Sugar			Kerosene Oil		
		Jan	Feb	Mar	Jan	Feb	Mar	Jan	Feb	Mar	Jan	Feb	Mar
Name of FPS													
	AAY												
	BPL												
	APL												
	Total												

Table 1.2 Lifting details of PDS commodities by the APL, BPL and AAY beneficiaries from January to March 2012

Names of FPS and lifting details	Categories	Month		
		Jan	Feb	Mar
FPS name-				
No. of Cardholders	AAY			
	BPL			
	APL			
No. of cardholders lifted Rice	AAY			
	BPL			
	APL			
No. of cardholders lifted Atta	AAY+BPL+APL			
No. of cardholders lifted Sugar	AAY+BPL+APL			
No. of cardholders lifted Kerosene oil	AAY+BPL+APL			

ANNEXURE II

Household Questionnaire

1. Name of Village /Town _____
2. Name of Ward _____ 4. Category: APL/BPL/AAY _____
3. Name of the Respondent/Head of family _____
5. Household details

S No.	Name of family member	Relation with Respondent	Sex	Age	Educational Qualification		Nature of occupation	Monthly Income	Place of Residence
					Completed (level)	Attending (class)			
			M/F						
1									
2									
3									
4									
5									
6									
7									
8									
9									
10									

7. Have you been working on MGNREGA scheme? (No=1/Yes=2) _____

What is the daily wage rate you are entitled _____.

Is the payment done regularly? (No=1/Yes=2) _____.

If 'No' what are its reasons _____

6. How many times do you visit the FPS?

i. Once a month _____

ii) Twice a month _____

iii) Three times a month _____

iv) More than three times a month _____

8. Do your FPS dealers inform you about the arrival of food stock? (No=1/Yes=2) _____

9. During which week of month is ration usually available in FPS?

i) 1st week _____ ii) 2nd week _____

iii) 3rd week _____ iv) 4th week _____

10. What was the ration u received from FPS dealer:-

Item	Feb	Jan	Dec
Rice			
Wheat			
Sugar			
Kerosene Oil			

11. Which commodity is regularly purchased?

i) Rice _____ ii) Atta _____

iii) Sugar _____ iv) Kerosene oil _____

12. Are you satisfied with the quality of ration you receive? (No=1/Yes=2) _____

If 'No' which commodity. _____

11. How many days does your food stock last?

i) 10-15 days _____ ii) 15-20 days _____

iii) 20-25 days _____ iv) 25-30 days _____

12. Is it insufficient _____ b) Is it sufficient _____ c) over sufficient for your family _____

13. Consumption Expenditure pattern

No	Item	Feb		Jan	
		Consumption (kgs)	Expenditure Rs	Consumption (kgs)	Expenditure Rs
1		25			

14. Have there been instances where you have been denied rations by FPS despite the availability?

(No=1/Yes=2) _____

If 'Yes' when and what might be its reasons:

a) _____

b) _____

15. Do FPS display the following;

- i. BPL & AAY list? (No=1/Yes=2) _____
- ii. Stock Position/Samples? (No=1/Yes=2) _____
- iii. Retail issue prices? (No=1/Yes=2) _____
- iv. Opening and closing timing of shop? (No=1/Yes=2) _____
- v. Display Notice for authority for redressal of grievances? (No=1/Yes=2) _____

16. At the time of purchasing your rations do you have enough money to access the rations allotted for you? (No=1/Yes=2) _____

If No. What are its reasons:-

i. _____

ii. _____

iii. _____

iv. _____

17. Apart from FPS where else do you purchase other food stocks?

- i) Open Market _____
- ii) Whole sale shop _____
- iii) Govt. Cooperative _____
- iv) Discount Shop _____

18. Do you own land?

- i) No _____ ii) Less than 1 acre _____
- ii). 1-3 acre _____ iv) 3-5 acre _____
- ii) More than 5 acre _____

19. What do you usually cultivate in your land?

S.No	Crop	Production (kgs)				
		2011	2010	2009	2008	2007
1						
2						
3						
4						
5						
6						
7						

20. What is the major obstacle while cultivating indigenous products?

21. What type of indigenous food you consume when there is scarcity of rations? _____

22. Are you are unaware of other beneficiary schemes for the BPL families? Yes ___ No ___.

23. Do you avail the other benefits entitles to BPL families? (No=1/Yes=2) _____.

If 'Yes' how have these schemes helped you and your family _____

24. If you have any problem with quality and quantity of food items whom do you complain to?

i) Panchayat _____ ii) Food Dept. _____ iii) Others _____

25. Do they look into the problem seriously (No=1/Yes=2) _____

26. Have you ever met any official to complain about anything? (No=1/Yes=2) _____

27. Do you have Local Vigilance Committee/Citizens committee for monitoring and awareness?
(No=1/Yes=2) _____.

28. What is your opinion regarding the PDS and MGNREGA scheme?

29. Any suggestion and recommendation regarding the PDS and MGNREGA prevailing in Sikkim?

30. Do you know about RTI (Right to Information Act 2005)? (No=1/Yes=2) _____

31. How has the army in your neighbourhood been of help to you

Observations:

ANNEXURE IV

To,
The Public Information Officer
Food and Civil Supplies and Consumer Affairs Department
Secretariat Annexe- I
Sonam Tshering Marg, Gangtok, Sikkim 737101

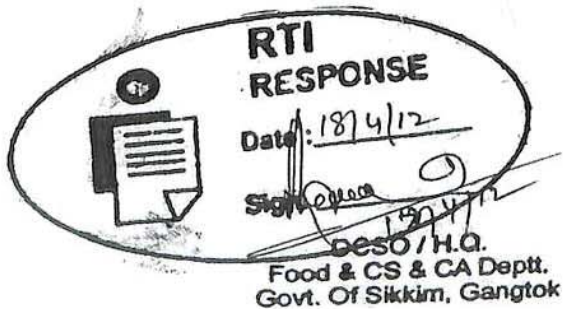
Date: 18.04.2012

Sub: Application under the RTI Act, 2005

Sir/Madam,

Kindly provide information regarding the following:


1. Monthly allocation of Rice, Atta, Sugar and Kerosene oil lifted from godown by 01/E/GFPS-02 M.P.C.S Ltd Upper Tathangchen , 01/E/GFPS-04 M/s Tshering Doma Lower Tathangchen from January-March 2012 (attested copy).
2. Total no. of Below Poverty Line (BPL) and Above Poverty Line (APL) cardholders of 01/E/GFPS-02 M.P.C.S Ltd Upper Tathangchen , 01/E/GFPS-04 M/s Tshering Doma Lower Tathangchen (attested copy).
3. Total no. of BPL and APL cardholders lifted Rice from 01/E/GFPS-02 M.P.C.S Ltd Upper Tathangchen, 01/E/GFPS-04 M/s Tshering Doma Lower Tathangchen from January-March 2012 (attested copy from register).
4. Total no. of BPL and APL cardholders lifted Atta from 01/E/GFPS-02 M.P.C.S Ltd Upper Tathangchen, 01/E/GFPS-04 M/s Tshering Doma Lower Tathangchen from January-March 2012 (attested copy from register).
5. Total no. of BPL and APL cardholders lifted Sugar from 01/E/GFPS-02 M.P.C.S Ltd Upper Tathangchen, 01/E/GFPS-04 M/s Tshering Doma Lower Tathangchen from January-March 2012 (attested copy from register).
6. Total no. of BPL and APL cardholders lifted Kerosene oil from 01/E/GFPS-02 M.P.C.S Ltd Upper Tathangchen, 01/E/GFPS-04 M/s Tshering Doma Lower Tathangchen from January-March 2012 (attested copy from register). Attestation done purely by Food Inspector/DCSO of concerned area.



7. No. of individuals benefitting from state scheme i.e. Mukhya Mantri Khadya Suraksha Abhiyan (MMKSA) Free of Cost and 50 kg (more then 4 individuals in a family) from 01/E/GFPS-02 M.P.C.S Ltd Upper Tathangchen , 01/E/GFPS-04 M/s Tshering Doma Lower Tathangchen (attested copy).

I am depositing the application fee (Rs.10/-) separately If you feel that above requested information does not pertain to your department then please follow the provisions of Section 6(3) of the RTI Act, 2005. Also as per the provisions of the RTI Act, 2005 please provide the details (Name and Designation) of the first appellate authority w.r.t to your department with the reply to the above request, where I may if required file my first appeal.

Kindly provide the information as soon as possible and within time frame as stipulated under RTI Act, 2005.

Yours sincerely,
Bittu Subba ()
Research/Scholar (18/04/12)

M.Phil/Phd

Department of Peace and Conflict Studies and Management

Sikkim University, 6th mile Tadong, Gangtok, Sikkim.

Email id- tejas.virat@gmail.com; contact no- 7872883686

ANNEXURE V



GOVERNMENT OF SIKKIM
FOOD & CIVIL SUPPLIES & CONSUMER AFFAIRS DEPARTMENT
SECRETARIAT ANNEXE - I, SONAM TSHERING MARG
GANGTOK, SIKKIM-737101

Ref. No: 161/FCS & CA

Dated: 18/5/12

To,

Shri Bitu Subba,
Research/ Scholar,
M.Phil/ Phd,
Department of Peace and Conflict Studies and Management
Sikkim University, 6th Mile Tadong, Gangtok, Sikkim

Sub: Supply of Information under RTI Act, 2005

Sir,

With reference to your RTI Application Dated: 18.04.2012, the information sought by you is placed below at Annexure I.


JOINT SECRETARY / SPIO

Enclosed: As above.


1. LIFTING FROM GODOWN BY MPCs LTD AND MS TSHERING DOMA, LOWER THATANGCHEN FROM JAN-MARCH'2012

	MONTHLY ALLOTMENT				
	BPL	APL	SUGAR	ATTA	KEROSENE
MPCS LTD	29 QTLS	10 QTLS	05 QTLS	0	1800 LTRS
TSHERING DOMA	39 QTLS	10 QTLS	05 QTLS	0	1350 LTRS
2. NUMBER OF APL AND BPL CARD					
	APL	BPL			
MPCS LTD	638	50			
TSHERING DOMA	675	60			
3. LIFTING OF RICE JAN -MARCH'2012.					
	BPL	APL			
MPCS LTD	29 QTLS	10 QTLS			
TSHERING DOMA					
4. TOTAL NO OF APL AND BPL CARDHOLDERS LIFTED ATTA FROM JAN-MARCH'2012					
	ATTA				
MPCS LTD	6.75 QTLS				
TSHERING DOMA	NIL				
5. TOTAL NO OF APL & BPL CARD HOLDERS LIFTED SUGAR FROM JAN-MARCH 2012					
	SUGAR				
MPCS LTD	15 QTLS				
TSHERING DOMA	15 QTLS				
6. TOTAL NO OF APL & BPL CARD HOLDERS LIFTED KEROSENE FROM JAN-MARCH 2012					
	KEROSENE				
MPCS LTD	5400 LTRS				
TSHERING DOMA	4050 LTRS				

7. NO. OF INDIVIDUALS BENEFITTING FROM STATE SIKKIM

	MMKSA	FREE OF COST		
MPCS LTD	NIL	8		
TSHERING DOMA	NIL	8		

* Note: The families having 4 individuals in a family are not entitled for 50 kgs of BPL rice.


 Dy. Director (East)
 FCS & CA Deptt.
 Govt. of Sikkim,
 Gangtok