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## PDS IN FOOD SECURITY MANAGEMENT IN DARBHANGA DISTRICT: AN ANALYSIS

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## **ABSTRACT**

Improving the food security is an issue of considerable importance for the developing state like Bihar where one half of people suffer from hunger and malnutrition. Food availability and stability were considered as good measure of food security till the seventies and achievement of self sufficiency was accorded high priority in the food policies of India. There has been a significant change in the food grain scenario from a scarcity to surplus situation because of the acceleration in the production of food grains in the 1980s. Though India was successful in achieving self sufficiency by increasing food production and also improved its capacity to cope with year to year fluctuations in food production it could solve the problem of chronic household food insecurity. At the end of twentieth century and introducing the Second Green Revolution with a broad spectrum of programmes for improving food security India has solved the problem of food security by mounting buffer stock, but there are millions of food insecure and undernourished people in many Indian states like Odisha, Chhattisgarh, Jharkhand, Madhya Pradesh and Bihar. The main cause of food insecurity in such states is not food supply put its distribution. Despite a significant reduction in the incidence of poverty, chronic food insecurity persists in a major parts of country's population.

**KEY WORDS:** Food Security Mission, PDS, Poverty, Privileged Households.

## **INTRODUCTION**

The Indian Government is more serious on this issue and therefore, the National Development Council of India in its 53rd meeting held on 29th May, 2007 adopted a resolution to launch a 'Food Security Mission' comprising rice, wheat and pulses to increase the production of rice by 10 million tonnes, wheat by 8 million tonnes and pulses by 2 million tonnes by the end of the Eleventh Plan (2007-12).

Agriculture and its allied sectors assume great importance in Bihar's economy. This is because nearly 90 percent of its population residing in rural areas earns its livelihood from these sectors. Bihar has 38 District Punchayats, 531 Intermediate Panchyats and 8463 Gram Panchayats. The performance levels of the



PRIs have been directly proportionate to levels of transfer of 3 Fs viz. Functions, Functionaries and Funds (Kunncemkal, 2011). The Gram Sabha had been visualized as an institutionalized forum of villages that would ensure that every voice in the village was heard, the needs and concerns of every quarter of the society was addressed and that the elected representatives of

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the Panchayats performed their duties as expected of them.

#### **POVERTY IN BIHAR**

Poverty is a key issue in all the developing economics of the world. Apart from the hardship that it causes to the poor people, it also entails social and political instability. For measuring poverty, the Planning Commission has adopted the Tendulkar Committee estimates which, apart from the caloric consumption has also included expenditure on health and education.

Table 1 presents the poverty ratio in Bihar and India, for the years 2004-05 and 2011-12, as estimated by the Tendulkar Committee. The poverty ratio of Bihar is higher in both 2004-06 and 2011-12, compared to all-India level. The ratio for Bihar is 34.1 percent for rural and 31.2 percent for urban households in 2011-12, implying an overall poverty ratio of 33.7 percent. These poverty ratio are much higher than that for India. From the table, it is also seen that, between 2004-05 and 2011-12, the poverty ratio declined by 207 percentage points for Bihar as against, 15.3 percentage points for al-India. The pace of reduction of rural poverty has been faster than that of the urban poverty, in both Bihar and India.

Table-1
Poverty Ratio of Bihar and India

State	2004-05						Reduction in Poverty Ratio (in% Point)		
	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
Bihar	55.7	43.7	54.4	34.1	31.2	33.7	21.6	12.5	20.7
India	42.0	25.5	37.2	25.7	13.7	21.9	16.3	11.8	15.3

Source: Economic Survey 2013-14, Government of Bihar

The result of the 66th round of the National Sample Survey Organisation (NSSO) reveals that, in 2011-12, the average monthly per capita expenditure (MPCE) in rural areas in India is Rs. 1287.2 and, for urban areas, it is Rs. 2477.2 (Table 4.2). The same figure for Bihar is Rs. 970.4 for rural and Rs 1396.7 for urban areas. In fact, the figure of Bihar is the lowest among all the major states.

Table -2
Average Monthly Per Capita Expenditure of Bihar and India in 2011-12 (in Rs.)

	Rural	Urban
Bihar	970.4	1396.7
All-India	1287.2	2477.2

Source: NSSO 6th round Cited in Economic Survey 2013-14, Government of Bihar

All these indicators emphasize that the programmes of the state government to alleviate poverty need to implemented more effectively, more so in rural area. In the following section, an attempt is made to review the implementation of some poverty alleviation programmes in Bihar, which are expected to generate additional income and expand livelihood options for its people.

## **PDS** in Bihar

It is now well recognised that, to ensure food security, not only adequate foodgrains should be available, but the poor should have sufficient means to purchase food. The capacity of the poor to purchase food can be ensured in two ways- either by raising their incomes or through supplying foodgrains at subsidised prices. While the employment generation programmes attempt the first solution, the PDS is the mechanism for the second option. The PDS is a target group strategy to alleviate poverty, and it is extremely important for Bihar where incidence of poverty is very high. Four essential commodities distributed through PDS outlets are-wheat, rice, sugar and kerosene oil.

The social background of PDS dealers is presented in Table 4.5. The total number of PDS dealers is 42,141. The share of backward and extremely backward castes among the dealers is about 37.0 percent, that of scheduled castes 16.4 percent, and general castes 19.4 percent. The distribution of PDS dealers by their social background in different districts is presented in Table 3. The ownership pattern of PDS outlets at the district level is nearly the same as in the state level.

Table 3
Social Background of PDS Dealers

Social Background of PDS	No of PDS	Outlets	Percentage	Share
Dealers				
	2014	2015	2014	2015
Scheduled Caste	6857	6891	16.3	16.4
Scheduled tribes	323	327	0.8	0.8
Backward Caste	12445	12463	29.9	29.6
Extremely Backward Caste	3068	3109	6.8	7.4
Minority	3036	2812	7.1	6.7
Women	3387	3361	7.7	8.0
Women Self Help Groups	202	209	0.5	0.5
Other Self Help Groups	118	105	0.4	0.2
Co-operative Society	4579	4494	10.7	10.7
(Ex-Army Personnel				
Handicapped	177	180	0.3	0.4
General	8259	8190	19.4	19.4
Total	42451	42141	100.0	100.0

Source: Website of Department of Food and Consumer Protection, Government of Bihar

Till 2012-13, PDS were implemented under threee schemes, namely (i) BPL, (ii) Antyoday and (iii) Annapurna. After the Enactment of National Food Security Act, February 2014, the PDS is run under two schemes - (1) Antyoday- providing 35 kgs of foodgrains per month to extremely poor BPL families (21 kgs of rice and 14 kgs of wheat) and (2) Priviledge Household (PHH) scheme0 in which eligible members of a family are provided 5 kgs of foodgrains each month (3 kgs of rice and 2 kgs of wheat). These foodgrains are provided at a subsidised rate Rs. 3 per kgs. for rice and Rs. 2 per kg for wheat. As per Socio Economic Caste Census (SECC) survey list, 7.60 crore persons are being presently provided with the subsidised food grains in Bihar.

The operational details of PDS in Bihar for the last five years 2010- 11 to 2014-15 shows that the lifting of both wheat and rice under Antyoday schme has been close to 100 percent during the last five years. Under PHH scheme, the lifting percentage was less than 100 percent for both wheat and rice up to 2012-13. But, during the last two years, it has bee close to 100 percent. For wheat, liftings were 94.8 percent (2013-14) and 95.0 percent (2014-15). For rice, the liftings were 96.4 percent (2013-14) and 97.0 percent (2014-15).

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Table 4
Allotment and lifting of wheat and Rice for BPL and Antyoday

Year	Wheat			Rice (Figure	in '000 tonn	es)
	Allotment	Lifting	Lifting	Allotment	Lifting	Lifting
			Percentage			Percentage
Antyoday						
2010-11	417.1	408.6	97.9	625.7	595.2	95.1
2011-12	420.2	395.7	94.2	630.2	573.5	91.0
2012-13	420.2	407.5	97.0	630.3	593.8	94.2
2013-14	385.2	378.9	98.4	577.7	573.0	99.2
2014-15	385.2	377.9	98.0	577.7	572.9	99.0
	PHH					
2010-11	610.8	559.6	91.6	1495.1	1217.0	81.3
2011-12	985.9	638.4	64.8	2187.7	1500.2	68.6
2012-13	1348.4	470.5	34.9	2022.6	1065.9	52.7
2013-14	1056.6	1002.1	94.8	1340.7	1291.9	96.4
2014-15	1056.6	1002.6	95.0	1340.7	1295.7	97.0

Note: Since February, 2014 Antyoday and PHH are the 2 PDS schemes running in the state. Source: Website of Department of Food and Consumer Protection, Government of Bihar

The district-wise information on allotment and lifting of wheat and rice during 2014-15 are presented in Table 5. For both the schemes, inter-district variation in terms of lifting of foodgrains lies between 80 to 100 percent. For wheat, 5 districts (Sheikhpura, Kaimur, Gaya, Nawada and East Champaran) top the list with 100 percent lifting percentage. Similarly, for rice 8 districts (Nalanada, Kaimur, Gaya, Nawada, Aurangabad, Sheikpura, Lakhisarai and Buxar) have 100 percent lifting percentage.

Table-5
District-wise Allotment and Lifting of Wheat and Rice Under NFSA During (2014-15)

District	Wheat			Rice		
	Allotment	Lifting	Lifting	Allotment	Lifting	Lifting
			Percentage			Percentage
Patna	864	821	95.0	1297	1267	97.7
Nalanda	499	487	97.6	748	748	100.0
Bhojpur	397	393	99.0	596	593	99.6
Buxar	215	214	99.7	322	322	100.0
Rohtas	408	407	99.7	612	610	99.7
Kaimur	229	229	100.0	343	343	100.0
Gaya	723	723	100.0	1084	1084	100.0
Jehhanabad	163	158	97.0	244	234	96.0
Arwal	123	122	99.3	185	176	95.3
Nawada	393	393	100.0	590	590	100.
Aurangabad	404	393	97.3	606	606	100.0
Saran	639	636	99.5	958	931	97.1
Siwan	540	505	93.4	810	754	93.1
Gopalganj	395	376	95.0	593	556	93.8

W. Champaran	767	732	95.4	1151	1112	96.7
E Champaran	978	978	100.0	1467	1389	94.7
Muzaffarpur	933	851	91.2	1400	1313	93.8
Sitamarhi	721	685	95.0	1082	1055	97.5
Sheohar	135	126	93.7	202	198	97.9
Vaishali	711	648	91.2	1066	996	93.5
Darbhanga	882	728	82.6	1322	1101	83.2
Madhubani	986	906	92.0	1478	1359	92.0
Samastipur	944	905	95.9	1415	1317	93.1
Begusarai	651	634	97.4	976	928	95.1
Munger	262	259	99.1	393	367	93.4
Sheikhpura	108	108	100.0	162	162	100.0
Lakhisarai	175	173	98.6	262	262	100.0
Jamui	327	321	98.0	491	484	98.6
Khagarai	369	331	89.6	554	508	91.7
Bhagalpur	560	494	88.3	839	740	88.2
Banka	427	355	83.2	640	551	86.0
Saharsa	431	394	91.3	647	559	86.3
Supaul	472	450	95.2	708	668	94.4
Medhepura	443	406	91.7	664	651	98.0
Purnea	701	686	97.9	1052	984	93.6
Kishanganj	390	380	97.5	585	583	99.7
Araria	644	627	97.3	966	906	93.7
Katihar	654	606	92.7	981	911	92.9
Bihar	19660	18637	94.8	29489	27919	94.7

Source: Website Department of Food and Consumer Protection, Government of Bihar

## **PDS** is Darbhanga District

Darbhanga is one of the most industrially backward district in Bihar. Only 2.4 percent people of this area is engaged in industrial activity. Economy of the district is agriculture based. The soil of the district in highly calcareous and a mixture of clay and sand which makes it suitable for rice and rabbi crops. The total area of the district is 241443.20 hectares, out of which 198415 hectares is cultivable, 19617 hectares is upland, 37660 hectares is medium and 38017 hectare is low land. There is 29706 hectare of chaur areas. 82.17 percent of the total area is cultivable. The farmers mainly depend on monsoon. The majority of residents of the discrirct depend on agriculture and allied activities.

Darbhanga disctirct has only one town i.e. the headquarters Darbhanga itself with 9 percent people as urban. The population figure touches many development aspects. The heavy and increasing magnitude of population is most fundamental to the economic growth. The present economic condition of this area is not healthy and wealthy to food the entire people and to provide employment to its working force. Naturally migratory behaviour of the people is not uncommon. There are altogether 1321 villages in the district where agriculture is primary activity. The whole society is running in the turmoil with the economic and social

status, so called upper, backward and scheduled castes. A small groups of upper and backward castes posses the ownership of land and remaining majority of the people are landless.

Any meaningful study of the PDS needs to focus its attention on the various factors that affect the degree of utilisation and the access for the consumer. In this section an attempt has been made to examine the operational working of the public distribution system from the point of view of the consumers or beneficiaries. The major focus of the analysis has been, first, on the consumers attitude towards the PDS and second, on the procedural difficulties in the actual operation of the system. The procedural difficulties include the issuing of the ratio cards, adequacy of the quantity supplied and quality of the goods, the timings of the supply and delays and the faulty weighting procedure. An analysis of these PDS factors may shows an insight into not only managerial aspects but also the overall impact of the PDS policy on consumers or the beneficiaries.

For this purpose, 424 consumers (one from each of the 424 households) from both the urban and the rural areas, were contacted for the purpose of survey. Out of these, 360 questionnaires, after screening, were found correct in almost all respect except a few minor questions which were not answered by some of these respondents. these 360 questionnaires were finally considered for the purpose of analysis. Thus, a major part of this section is devoted to analyse the responses of these beneficiaries to find out the extent to which the PDS meets their essential consumption needs. Since wheat, rice and kerosene are the main commodities supplied under the PDS in the state of Bihar the main concentration, therefore, rests on these three commodities. The different aspects of the sample respondents are explained in the subsequent discussion.

It is noticed from Table 6 that there is a very high level of literacy among the respondents. Only 2.8 percent of the respondents in the urban areas and 5.6 percent in the rural areas are found illiterate. As to their educational levels, nearly 31 percent were matriculates, 30 percent graduates and nearly 15 percent even post-graduates. It can very well be discerned from the statistics that the level of education of respondents is fairly high who are expected to understand the issues involved in PDS.

Table- 6
Educational Level of Respondents

S No.	Education	Urban				Total	
		Nos	% age	Nos	% age	Nos	% age
1.	Illiterate	8	2.78	4	5.56	12	5.33
2.	Below Matric	34	11.8	16	22.23	50	13.88
3.	Matric	50	27.77	30	41.66	110	30.55
4.	Graduate	96	33.34	12	16.66	108	30.00
5.	Post-Graduate	46	15.98	6	8.33	52	14.45
6.	Professional	24	8.33	4	5.56	28	7.79
	Total	288	100.00	72	100	360	100

**Source: Primary data** 

Table 7 shows the distribution of respondents according to their occupation in both urban and rural areas. Table 4.10 exhibits that respondents are from different occupations, services being the most predominant which constitutes more than one-third of the total respondents. It was followed by the category of student respondents, businessmen, professional and agriculturists in that order of strength. However, there are urban-rural differences in these proportions for obvious reasons which require no further elaboration.

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Table 7
Occupation of Respondents

S No.	Occupation	Urban	Urban			Total	
		Nos	% age	Nos	% age	Nos	% age
1.	Student	62	21.53	10	13.89	72	20.00
2.	Service	106	36.80	22	30.55	128	35.56
3.	Business	52	18.05	12	16.67	64	17.78
4.	agriculture	10	3.48	20	27.77	30	8.34
5.	Profession	36	12.5	4	5.56	40	11.11
6.	Any others	22	7.65	4	5.56	2.6	7.22
	Total	288	100.00	72	100.00	360	100.00

**Source: Primary Data** 

The age composition of the respondents in Table 8 which is quite divergent is very interesting. Of the four categories of age-groups, the first category, relating to young respondents, is the largest one sharing more than one-third of the total respondents. There are only 17 percent respondents relating to the last category of older people. The rest constituting nearly 48 percent occupy middle position between these two categories of young and older people. Urban rural variations in age groups are not sharp excepting the first group.

Table 8
Respondents of Different Age Groups

S No.	Age-group	Urban		Rural	Rural		
		Nos	% age	Nos	% age	Nos	% age
1.	20-30	102	38.34	18	24.32	120	35.30
2.	30-40	68	25.57	16	2163	84	24.71
3.	40-50	60	22.56	18	24.32	78	22.95
4.	Above 50	36	13.54	22	29.72	38	17.04
	Total	266	100	74	100	340	100

**Source: Primary Data** 

Table 9
Respondents of Different Income Groups

S No.	Income-group	Urban		Rural		Total	
		Nos	% age	Nos	% age	Nos	% age
1.	Below 3000	44	17.19	20	23.801	66	19.42
2.	3001-5000	68	26.57	32	38.09	100	29.42
3.	5001-8000	90	35.00	24	28.58	114	33.50
4.	Above 8000	54	21.00	8	9.53	62	18.20
	Total	288	100.00	72	100.00	360	100.00

**Source: Primary Data** 

Table 9 brings out that respondents have different incomes. Alternatively stated, there is wide dispersal of income of the respondents. Income-groups (Rs 5001-8000) is the single largest group constituting more than one third of the total respondents in urban and rural sectors taken together. In two extreme groups viz, first lower group and the fourth the highest one share separately less than one-fifth of the total respondents.

While collating income levels between urban/rural area, there are considerable difference in the income levels of respondents as can be gauged from the table.

## **ANALYSIS OF SIGNIFICANT ASPECTS**

After having discussed the profile of consumers, we now proceed to discuss some more significant aspects affecting the real operation of PDS at the final stage. We, therefore, take up issues such as the awareness of the respondents with regard to the objectives of the PDS, purchase procedure, availability of ration, behaviour of the dealers, some workable suggestions and like others. The survey reveals that the majority of the respondents of both the sectors are aware of the objectives of the government in establishing the Fair Price Shops under the PDS. Various objectives of the PDS, in order of significance as expressed by the consumers are:

- enduring supply of essential commodities;
- proper distribution;
- to serve poor and vulnerable sections of the society:
- price stability:
- Social service: and
- control of black marketing.

The results amply show that despite the difference in the level of literacy, income and occupation, the level of awareness with regard to the objectives of PDS is almost the same among urban as well as rural people.

It is also observed further that the objectives, as depicted above, in particular order of significance are almost in conformity with the objectives stated by the various agencies involved in the programme.

It is observed vividly that it is the lowest income group people who draw their quota more regularly as compared to other income groups. This finding is on expected lines. On an average, 48 percent and 52 percent of the respondents in urban and rural area, respectively, avail this facility regularly. The proportion of households availing this facility belonging to highest income group works out to be only 19 percent and 25 percent in urban an rural areas respectively. It is also revealing that nearly 18 percent and 10 percent of the households in urban and rural areas, respectively, do not avail their ration quota at all. They feel, in the first place, that the ration is not of good quality and also they do not have sufficient time to visit the FPS for this purpose. Ramining one-third of the households almost in equal proportion in urban and rural areas avail this facility only occasionally. The implication is that the quota unutilised by this category of consumers is diverted by the dealers in open market for higher gains.

The location of FPS does not pose a serious problem as 50 percent of the households have to cover a distance of less than half kilometre to collect their ration. In urban areas, it is still more favourable. This is mainly because of the fact that there is high concentration of the households in urban areas. In rural areas, nearly 8 percent households are required to travel beyond 2 kms (one way) to avail this facility. All other results on this aspect are presented in Table 10.

Table 4.10
Response Generated Regarding Distance Between the Residence and the FPS

S No.	Distance	Urban		Rural		Total	
		Nos.	% age	Nos.	% age	Nos	% age
1.	Less than <sup>1</sup> / <sub>2</sub> km	160	60.08	40	37.84	200	50.00
2.	Less than 1 km	60	28.05	12	27.03	72	27.60
3.	Less than 2 km	38	7.92	20	22.52	58	14.40
4.	Above 2 km	10	3.95	0	0.00	10	7.80
	Total	268	100.00	72	100.00	340	100.00

**Source: Primary Data** 

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The respondents have also been asked if the commodities supplied under the PDS by the PFSs are available in time. In response to the questions, the majority of the respondents say, nearly three-fourths in urban and nearly two-thirds in rural area revealed that the food items are available generally in time. The remaining one-fourth and one-third from urban and rural areas respectively were not satisfied with the supply arrangements of FPS and expressed negatively. The non-availability of the items is due to various reasons. It is also noticed that there is a slight difference between the responses of both the urban and the rural respondents regarding the timely supply of provisions.

Table 11
Responses Regarding Suggestions to Improve the Overall Functioning of the PDS

Ranks			ı	l	ı	ll .	ľ	V
	The qual	lity of all	Exclusio	n of high	Fixing of income		Sufficient	
	the ite	ems &	bracket household		lim	nits	arrangement for	
	quantity	of sugar	profes	sionals			transpor	tation &
	should be	enhanced					ware-h	ousing
1	110	36	61	17	46	20	48	21
	(41.5)	(38.16)	(23.02)	(18.36)	(12.36	(21.26)	(18.11)	(22.22)
2.	77	17	60	22	62	24	66	33
	(29.86)	(16.99)	(22.64)	(23.18)	(23.4)	(25.12)	(24.91)	(24.7)
3	44	17	68	36	19	32	50	10
	(16.6)	(17.87)	(25.66)	(37.68)	(33.93)	(33.33)	(18.87)	(10.63)
4.	34	26	76	19	60	18	65	23
	(12.83)	(27.06)	(28.68)	(19.81)	(22.64)	(18.84	(24.53)	(24.16)
NR	0	0	0	1	7	1	36	8
	(0.00)	(0.00)	(0.00)	(0.97)	(2.64)	(1.45)	(13.58)	(8.21)
Total	265	95	265	95	265	95	265	95
	(00)	(100)	(100)	(100)	(100)	(100)	(100)	(100)

Figures in parentheses show percentages.

NR. Indicates no response.

**Source: Primary Data** 

## **CONCLUSION**

In view of the analysis made so far, we are in a position to answer some of the important basic questions associated with the objectives, philosophy and working of PDS in the state of Bihar. There is little doubt that the PDS is an availability and price intervention system rather than the one which increases or maintains the availability of income earning opportunities for the individuals. This system can, therefore, some weaknesses notwithstanding, protects the consumers against high and sometimes exploitative open market prices. After all, the PDS makes available. at predetermined, relatively stable prices, specified amounts of specified commodities to its intended beneficiaries.

Thus, the primary objectives of the PDS to ensure minimum consumption level of the relatively poorer population with sticky low incomes and irregular and unstable employment is met to some extent in the state of Bihar in general and Darbhanga district in particular.

To project the interest of the consumers in Bihar, the Government of Bihar is stringing hard to meet the cherished objectives of PDS in letter and spirit and for this purpose various steps have been initiated. In the state, Consumer Protection Rules, 1988 were notified. A state commission at Patna and a District Redressal Forums in each district of the state have been established. Wide publicity about the functioning of the State Commission and District Redressal Forums has been given to promote awareness amongst consumers. Consumer complaints are being received and processed both by the State Commissions and District Consumer Redressal Forums. It is hoped that Bihar, in due course of time would emerge as a pioneer

state in the matter of running its PDS on efficient lines so that its cherished objectives are fulfilled. The Panchayati Raj Institutions have to play pivot role in attaining this objective.

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