

GOVERNMENT OF INDIA
MINISTRY OF CONSUMER AFFAIRS, FOOD & PUBLIC DISTRIBUTION
DEPARTMENT OF FOOD AND PUBLIC DISTRIBUTION

LOK SABHA

UNSTARRED QUESTION NO. 3450

TO BE ANSWERED ON 06th DECEMBER, 2016

GUIDELINES ON TPDS

3450. SHRI A.P. JITHENDER REDDY:
SHRI LAXMI NARAYAN YADAV:
SHRI C. MAHENDRAN:

Will the Minister of CONSUMER AFFAIRS, FOOD AND PUBLIC DISTRIBUTION उपभोक्ता मामले, खाद्य और सार्वजनिक वितरण मंत्री be pleased to state:

- (a) whether National Council of Applied Economic Research and Indian Institute of Public Administration had identified shortcomings in the Targeted Public Distribution System, if so, the details thereof along with the steps taken by the Government to remove the shortcomings;
- (b) whether Targeted Public Distribution System and National Food Security Act have been effective to mitigate the issues of hunger and malnutrition in the country, if so, the details thereof and if not, the reasons therefor;
- (c) whether the India State Hunger Index has also been prepared, if so, the details thereof and the response of the Government thereto indicating the number of deaths in each State during each of the last three years and the current year;
- (d) whether the Government has issued guidelines to the States regarding implementation of Targeted Public Distribution System, if so, the details thereof and the response of the Government thereto; and
- (e) the percentage of rural and urban population covered by TPDS indicating the details of entitlement per month and progress made with regard to implementation of Antyodaya Anna Yojana (AAY) which is aimed at helping the poorest of the poor?

A N S W E R

MINISTER OF STATE FOR CONSUMER AFFAIRS, FOOD & PUBLIC DISTRIBUTION
(SHRI C. R. CHAUDHARY)

(a): This Department has been getting the functioning of Targeted Public Distribution System (TPDS) evaluated by different agencies from time to time. Evaluation studies on functioning of TPDS in selected States has also been got conducted through National Council of Applied Economic Research (NCAER) and Indian Institute of Public Administration (IIPA) during 2006-2015. These evaluation studies have revealed certain shortcomings/deficiencies in the functioning of TPDS such as inclusion/exclusion errors and leakages/ diversion of foodgrains, details of which are at Annexures- I, II & III. The reports of these studies had been sent to the States concerned for taking necessary remedial measures to remove the deficiencies noticed in the functioning of TPDS.

(b): Targeted Public Distribution System (TPDS) was launched in 1997 with the objective to formulate and implement foolproof arrangements for the identification of poor for delivery of foodgrains and for its distribution in a transparent and accountable manner at the Fair Price Shop (FPS) level.

National Food Security Act, 2013 (NFSA) provides for food and nutritional security in human life cycle approach, by ensuring access to adequate quantity of quality food at affordable prices to people to live a life with dignity and for matters connected therewith or incidental thereto. The Act is being implemented in all the States/Union Territories (UTs) and covers 81.35 crore persons, constituting two - third of the population, who get foodgrains at highly subsidized rates. This coverage has been delinked from poverty estimates.

The Act also has a special focus on nutritional support to women and children. Pregnant women and lactating mothers are entitled to meals as per nutritional norms as well as to receive maternity benefit of not less than Rs.6,000. Children upto 14 years of age are entitled to meals as per the prescribed nutritional standards. Higher nutritional standards have been fixed for malnourished children upto 6 years of age. In case of non- supply of entitled foodgrains or meals, the beneficiaries will receive food security allowance.

(c): This Department has not commissioned any study to prepare India State Hunger Index. No State Government/Union Territory Administration has reported any incident of death due to starvation/hunger during the last three years or current year.

(d) & (e): Guidelines relating to Public Distribution System (PDS) are available in National Food Security Act (NFSA), 2013 and PDS (Control) Order, 2015. Both these documents had been issued to states and are also available in public domain.

All the States/Union Territories (UTs) have adopted NFSA, 2013. It provides for coverage of upto 75% of the rural population and upto 50% of the urban population for receiving foodgrains (rice, wheat & coarse grains) at highly subsidized rates. The eligible families under NFSA comprise of Priority Households (PHH) and Antyodaya Anna Yojana (AAY) families. Priority households are entitled to receive 5 kg of foodgrains per person per month at highly subsidized price of Rs.3/2/1 per kg for rice, wheat & coarse grains respectively. The AAY households, which constitute the poorest of the poor, are entitled to receive 35 kg. of foodgrains per household per month at the same subsidized price.

**ANNEXURE REFERRED TO IN REPLY TO PART (a) OF THE
UNSTARRED QUESTION NO. 3450 DUE FOR ANSWER ON 06.12.2016
IN THE LOK SABHA**

Inclusion/Excusion errors indicated in NCAER Report:

(Study awarded – March,2014)
(Report submitted- September, 2015)

Sl. No.	State	Inclusion Error (in %)	Exclusion Error (in %)
1.	Assam	28.49	70.84
2.	Bihar	18.38	30.45
3.	Chhattisgarh	22.09	1.93
4.	Karnataka	31.24	16.02
5.	Uttar Pradesh	22.16	63.12
6.	West Bengal	46.6	29.77

Source: Author's calculation based on field data.

ANNEX- II

ANNEXURE REFERRED TO IN REPLY TO PART (a) OF THE UNSTARRED QUESTION NO. 3450 DUE FOR ANSWER ON 06.12.2016 IN THE LOK SABHA

Consolidated figures of leakages/diversion of foodgrains (rice & wheat) indicated in NCAER Reports.

A. (Study awarded – March,2014)
(Report submitted- September, 2015)

NFSA states

S. o.	State	Leakage (in%)
	Bihar	16.28
	Chhattisgarh	6.95
	Karnataka	17.34

SOURCE: Author's calculation based on survey data and data provided by respective state department of food and civil supplies in six states.

Non- NFSA states

S.No.	State	Card category	Leakage (in %)	Overall average leakage (in %)
	Assam	APL	70.68	39.86
		BPL	36.76	
		AA Y	12.13	
	Uttar Pradesh	APL	35.29	24.43
		BPL	32.87	
		AA Y	5.13	
	West Bengal	APL	38.75	25.84
		BPL	28.19	
		AA Y	10.59	

SOURCE: Author's calculation based on survey data and data provided by respective state department of food and civil supplies in six states.

**(B) (Study awarded – January,2007)
(Report submitted- January,2009)**

Figures in %age

States	AAY		BPL		APL		Overall average leakage
	Rice	Wheat	Rice	Wheat	Rice	Wheat	
Delhi	1.63	3.72	3.34	0.00	0.00	0.00	1.45
Jharkhand	3.80	16.47	0.00	8.97	0.00	54.53	13.96
Kerala	18.66	0.00	0.00	19.24	0.00	13.10	8.50
Madhya Pradesh	0.00	16.81	18.93	29.14	0.00	0.00	10.81
Maharashtra	0.00	9.42	0.00	17.77	0.00	0.00	4.53
Uttarakhand	0.00	0.00	0.00	29.71	0.00	4.92	5.77

**(C) (Study awarded – May,2006)
(Report submitted- November, 2007)**

Figures in %age

States	AAY		BPL		APL		Overall average leakage
	Rice	Wheat	Rice	Wheat	Rice	Wheat	
Rajasthan	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Chhatisgarh	0.00	0.00	0.97	42.32	0.00	78.34	20.27
Bihar	0.00	41.35	0.00	46.87	0.00	0.00	14.70
Uttar Pradesh	0.00	0.86	8.32	20.67	0.00	0.00	4.98
Assam	1.49	0.00	44.97	0.00	83.28	100.00	38.29
Mizoram	36.21	0.00	37.44	0.00	81.12	100.00	42.46

ANNEX-III

**ANNEXURE REFERRED TO IN REPLY TO PART (a) OF THE
UNSTARRED QUESTION NO. 3450 DUE FOR ANSWER ON 06.12.2016
IN THE LOK SABHA**

**Consolidated figures of leakages of foodgrains (rice and wheat) indicated in
IIPA (Phase-I) Report**

(Study awarded – January, 2007)
(Report submitted- October, 2010)

Sr. No.	State	Leakage as Percentage of offtake
1.	Arunachal Pradesh	14.88
2.	Manipur	27.00
3.	Nagaland	49.49
4.	Orissa	6.86
5.	Tripura	3.24
6.	West Bengal	26.84

**Consolidated figures of diversion/leakages of foodgrains (rice and
wheat) allocated under TPDS as indicated in IIPA (Phase-II) Report.**

(Study awarded – March,2007)
)Report submitted- February, 2011)

Sr. No.	State/UT	Percentage of diversion/ leakage of foodgrains (Rice & Wheat) allocated under TPDS to AAY and BPL beneficiaries
1.	Haryana	8.69
2.	Punjab	Nil *
3.	Chandigarh	13.6
4.	Tamil Nadu	13.64
5.	Andhra Pradesh	Nil *
6.	Himachal Pradesh	5.6
7.	Jammu & Kashmir	4.1
8.	Karnataka	Nil *

* Nil percentage of diversion/leakage does not take into account diversion from one category to another category of beneficiaries (AAY/BPL/APL).
