

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

LOK SABHA  
STARRED QUESTION NO. \*1  
TO BE ANSWERED ON 21<sup>ST</sup> JULY, 2015

PUBLIC DISTRIBUTION SYSTEM

\*1. DR. BOORA NARSAIAH GOUD:  
SHRI P. NAGARAJAN:

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

(a) whether losses due to corruption and leakages in Public Distribution System (PDS) have been reported during last three years and if so, the details thereof;

(b) whether the Government has formulated any action plan to strengthen and streamline PDS so as to contain leakages and check losses due to theft and pilferage and if so, the details and the present status thereof along with the success achieved therein, State/UT-wise;

(c) whether the Government proposes to link PDS with Aadhaar and if so, the details and the objectives thereof along with the benefits likely to accrue therefrom; and

(d) whether the Government proposes to universalise PDS, if so, the details thereof and the response of the States thereto?

A N S W E R  
MINISTER OF CONSUMER AFFAIRS, FOOD & PUBLIC DISTRIBUTION  
(SHRI RAM VILAS PASWAN)

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(a) to (d): A Statement is laid on the Table of the House.

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STATEMENT REFERRED TO IN REPLY TO PARTS (a) to (d) OF THE STARRED QUESTION NO. \*1 DUE FOR ANSWER ON 21.07.2015 IN THE LOK SABHA

(a): TPDS is operated under the joint responsibility of the Central and the State/Union Territory (UT) Governments wherein the operational responsibilities for implementation of TPDS within the State/UT rest with the State/UT Governments concerned. There have been complaints about irregularities including corruption and leakages in the functioning of the Targeted Public Distribution System (TPDS) in some States/regions in the country. This Department has been getting the functioning of TPDS evaluated by different agencies from time to time. No evaluation studies have been carried out in the last three years. Two evaluation studies of TPDS were got conducted through (i) National Council of Applied Economic Research (NCAER) in respect of 12 States in two phases in 2006 and 2007 (reports submitted in 2007 and 2009) and (ii) Indian Institute of Public Administration (IIPA) in respect of 14 States in two phases in 2007 (reports submitted in 2010 and 2011). The details of leakages/ diversion of foodgrains reported in these studies are at Annex-I & II. The reports received have been sent to the States/UTs concerned for taking necessary remedial measures to remove the deficiencies noticed in the functioning of TPDS.

(b): Strengthening and streamlining of TPDS is a continuous endeavour. A Nine Point Action Plan for curbing the leakages/diversion of foodgrains under TPDS was evolved in July, 2006 in consultation with the State/Union Territory (UT) Governments. Government has been regularly monitoring the action being taken by States/UTs on all essential aspects for streamlining TPDS i.e. review of lists of beneficiaries, improving the offtake of allocated foodgrains, ensuring timely availability of foodgrains at Fair price Shops (FPSs), greater transparency in functioning of TPDS, improved monitoring and vigilance at various levels, improving the viability of FPS operations, etc. by issuing advisories, holding conferences etc. The State/UT-wise details of the action taken under the Nine Point Action Plan as reported by the States/UTs upto 31.12.2014 are at Annex -III and IV.

In October 2012, Government approved Component-I of the Plan Scheme on 'End-to-end Computerization of TPDS Operations' for its implementation on cost sharing basis during 12<sup>th</sup> Five Year Plan (2012-17). The Scheme is a Central Sector Scheme. Component-I comprises activities, namely, digitization of ration card/beneficiary and other databases, computerization of supply-chain management, setting up of transparency portals and grievance redressal mechanisms. The National Food Security Act, 2013, notified on 10.09.2013, also contains measures for reforms in TPDS, to be undertaken progressively by the Central and State/UT Governments. These reforms inter alia include door-step delivery of foodgrains at the FPS, application of information and communication technology tools including end to end computerisation, preference to public institutions/bodies in licensing of FPSs, etc.

(c): Under the plan scheme on End-to-end Computerization of TPDS Operations, States/UTs are inter-alia required to digitize their ration card/beneficiaries' database. With a view to de-duplicate the beneficiaries database, States/UTs have also been requested to seed available 'Aadhaar numbers in digitized database. However, Aadhaar is not mandatory for distribution of entitlements. Seeding of Aadhaar numbers ensures that subsidised foodgrains are distributed only to the targeted beneficiaries.

(d): There is no proposal under consideration in Department of Food & Public Distribution to introduce universal Public Distribution System (PDS).

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ANNEXURE REFERRED TO IN REPLY TO PART (a) OF THE STARRED QUESTION NO. \*1 DUE FOR ANSWER ON 21.07.2015 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).

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ANNEXURE REFERRED TO IN REPLY TO PART (a) OF THE STARRED QUESTION NO. \*1 DUE FOR ANSWER ON 21.07.2015 IN THE LOK SABHA

**Statement of leakages and diversion shown in NCAER Reports.**

**(Study awarded – January,2007)**

**(Report submitted- January, 2009)**

**Figures in %age**

States	AAY		BPL		APL	
	Rice	Wheat	Rice	Wheat	Rice	Wheat
<b>Delhi</b>	<b>1.63</b>	<b>3.72</b>	<b>3.34</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>
<b>Jharkhand</b>	<b>3.80</b>	<b>16.47</b>	<b>0.00</b>	<b>8.97</b>	<b>0.00</b>	<b>54.53</b>
<b>Kerala</b>	<b>18.66</b>	<b>0.00</b>	<b>0.00</b>	<b>19.24</b>	<b>0.00</b>	<b>13.10</b>
<b>Madhya Pradesh</b>	<b>0.00</b>	<b>16.81</b>	<b>18.93</b>	<b>29.14</b>	<b>0.00</b>	<b>0.00</b>
<b>Maharashtra</b>	<b>0.00</b>	<b>9.42</b>	<b>0.00</b>	<b>17.77</b>	<b>0.00</b>	<b>0.00</b>
<b>Uttarakhand</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>29.71</b>	<b>0.00</b>	<b>4.92</b>

**(Study awarded – May, 2006)**

**(Report submitted- November, 2007)**

**Figures in %age**

States	AAY		BPL		APL	
	Rice	Wheat	Rice	Wheat	Rice	Wheat
<b>Rajasthan</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>
<b>Chhatisgarh</b>	<b>0.00</b>	<b>0.00</b>	<b>0.97</b>	<b>42.32</b>	<b>0.00</b>	<b>78.34</b>
<b>Bihar</b>	<b>0.00</b>	<b>41.35</b>	<b>0.00</b>	<b>46.87</b>	<b>0.00</b>	<b>0.00</b>
<b>Uttar Pradesh</b>	<b>0.00</b>	<b>0.86</b>	<b>8.32</b>	<b>20.67</b>	<b>0.00</b>	<b>0.00</b>
<b>Assam</b>	<b>1.49</b>	<b>0.00</b>	<b>44.97</b>	<b>0.00</b>	<b>83.28</b>	<b>100.00</b>
<b>Mizoram</b>	<b>36.21</b>	<b>0.00</b>	<b>37.44</b>	<b>0.00</b>	<b>81.12</b>	<b>100.00</b>

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ANNEXURE REFERRED TO IN REPLY TO PART (b) OF THE STARRED QUESTION NO. \*1 DUE FOR ANSWER ON 21.07.2015 IN THE LOK SABHA

**Details of the action taken by States/UTs as reported upto 30.12.2014 under the Nine Point Action Plan since July, 2006 onwards.**

1	States should undertake a campaign to review BPL/AAY list to eliminate ghost ration cards	As per reports received from the State & UT Governments by 31 <sup>st</sup> December, 2014, implementation of the action plan has resulted in elimination of a total of 494.34 lakh bogus/ineligible ration cards in 30 States.
2	Strict action should be taken against the guilty to ensure leakage free distribution of food grains	33 States have reported that action is being taken against the guilty to ensure leakage free distribution of food grains.
3	For sake of transparency, involvement of elected PRI members in distribution of food grains be ensured. FPS licenses be given to SHGs, gram panchayats, cooperatives etc.	There is involvement of PRIs in Vigilance Committees to monitor FPS in 29 States/UTs. 31 States/UTs have reported FPS being run by Gram Panchayats, SHGs, and Cooperatives etc. Out of about 5.17 lakh FPS in operation, about 1.36 lakh FPS are being run by such organisations.
4	Display of BPL and AAY lists by fair price shops	BPL lists at FPS are displayed in 32 States/UTs.
5	Display of fair price shop-wise and district-wise allocations of PDS commodities on web-sites for public scrutiny	Action regarding putting up district-wise and FPS-wise allocation of food grains on websites and other prominent places has been initiated in 22 States/UTs.
6	Door-step delivery of PDS commodities to fair price shops	Door-step delivery of food grains to FPS by State Governments instead of letting private transporters to transport goods is being done in 21 States/UTs. This reduces leakages during the transportation of foodgrains and ensures viability of FPS owners.
7	Ensuring timely availability of foodgrains at FPS and distribution of foodgrains by FPS	Action is being taken by 32 States in this regard.

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<b>8</b>	<b>Training of Vigilance Committee members</b>	<b>27 State/UT Governments have taken up training programmes for FPS level Vigilance Committees. Funds are also being provided by Government of India under a Plan Scheme for training of TPDS officers/ officials.</b>
<b>9</b>	<b>Computerization of TPDS operations, use of IT etc.</b>	<b>Computerisation of TPDS has been taken up across the country. For this purpose, action plans have been finalized by all States/UTs. Government is also providing technical and financial assistance under a Plan Scheme on End-to-end Computerisation of TPDS Operations.</b>

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ANNEXURE REFERRED TO IN REPLY TO PART (b) OF THE STARRED QUESTION NO. DUE FOR ANSWER ON 21.07.2015 IN THE LOK SABHA

**Implementation of Nine-Point Action Plan - results thereof from July, 2006 to onwards**

**State-wise and all India**

(as on 31.12.2014)

Sl. No.	Name of the State/UT	Review of BPL / AAY list	Ensure leakage free distribution of foodgrains by taking action against guilty	Involvement of PRI members	Display of BPL/AAY list on the FPS	Distt . & FPSwise allocation of foodgrains put on website as public scrutiny	Door step delivery of foodgrains	Timely availability of foodgrains at FPS	Training of members of FPS level Vigilance Committee	Steps taken towards Computerization of TPDS operations
		1	2	3	4	5	6	7	8	9
1	Andhra Pradesh <sup>^</sup>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
2	Arunachal Pradesh	Yes	Yes	Yes	Yes	Yes	No*	-	Yes	Yes
3	Assam	Yes	Yes	Yes	Yes	-	-	Yes	Yes	Yes
4	Bihar	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
5	Chhattisgarh	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
6	Delhi	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
7	Goa	Yes	Yes	-	Yes	-	-	Yes	Yes	Yes
8	Gujarat	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
9	Haryana	Yes	Yes	Yes	Yes	-	Yes	Yes	Yes	Yes
10	Himachal Pradesh	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes
11	Jammu & Kashmir	Yes	Yes	Yes	Yes	-	Yes	Yes	Yes	Yes
12	Jharkhand	Yes	Yes	-	-	Yes	Yes	-	-	Yes
13	Karnataka	Yes	Yes	Yes	Yes	Yes	No	Yes	Yes	Yes
14	Kerala	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
15	Madhya Pradesh	Yes	Yes	Yes	Yes	Yes	Yes	Yes	-	Yes
16	Maharashtra	Yes	Yes	Yes	Yes	-	Yes	Yes	Yes	Yes
17	Manipur	-	-	-	-	-	-	-	Yes	Yes
18	Meghalaya	Yes	Yes	-	Yes	Yes	-	Yes	Yes	Yes
19	Mizoram	Yes	Yes	Yes	Yes	-	No*	Yes	Yes	Yes
20	Nagaland	Yes	Yes	Yes	Yes	-	No*	Yes	-	Yes
21	Odisha	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
22	Punjab	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
23	Rajasthan	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
24	Sikkim	Yes	Yes	Yes	Yes	-	Yes	Yes	Yes	Yes
25	Tamil Nadu	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
26	Tripura	Yes	Yes	Yes	Yes	-	Yes	Yes	Yes	Yes
27	Uttar Pradesh	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
28	Uttarakhand	Yes	Yes	Yes	Yes	Yes	No*	Yes	-	Yes
29	West Bengal	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
30	A&N Islands	Yes	Yes	Yes	-	-	Yes	Yes	-	Yes
31	Chandigarh	Yes	Yes	Yes	Yes	-	-	Yes	Yes	Yes
32	D&N Haveli	Yes	Yes	Yes	Yes	Yes	-	Yes	-	Yes
33	Daman & Diu	-	-	-	Yes	-	-	Yes	-	Yes
34	Lakshadweep	Yes	Yes	Yes	Yes	Yes	No*	Yes	Yes	Yes
35	Puducherry	Yes	Yes	-	Yes	Yes	Yes	Yes	-	Yes
Total		33	33	29	32	22	21	32	27	35

**Legend:**

Yes – Under implementation.

( - ) – No action reported.

\* - Not practical

<sup>^</sup> including State of Telangana. Separate information in respect of States of Andhra Pradesh & Telangana is awaited.

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