



अलका सिरोही, आई.ए.एस.  
ALKA SIROHI, I.A.S.



सचिव  
भारत सरकार  
उपभोक्ता मामले, खाद्य और सार्वजनिक वितरण मंत्रालय  
खाद्य एवं सार्वजनिक वितरण विभाग  
कृषि भवन, नई दिल्ली - 110 001  
Secretary  
Government of India  
Ministry of Consumer Affairs  
Food & Public Distribution  
Department of Food and Public Distribution  
Krishi Bhawan, New Delhi-110 001

D.O. No. 8-27/2009-BP-III

June 4, 2009

Dear


You will be aware that H.E. the President of India, in her address before both the Houses of Parliament this morning has announced that a new law - **National Food Security Act** will be enacted that will provide a statutory basis for a framework which assures food security for all. In her address, H.E. the President has also referred to broader systemic reform in the Public Distribution System.

2. Since much of the implementation of the law and the process of reform will be by the State/UT Governments, it is proposed to involve your Government in the exercise at this stage itself. It is proposed to hold a consultation at Delhi on 10<sup>th</sup> of this month. This Department is preparing a background note on the subject which is being sent to you through your Resident Commissioner.

3. It is requested that you may please nominate your Food Secretary for participating in the meeting. Needless to state, we look forward for your valuable inputs on the subject and would be happy to receive suggestions of your Government in this regard.

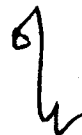
4. Formal notice for the meeting is being sent separately.

Yours sincerely,

  
(Alka Sirohi)

All Chief Secretaries of States/UTs (List enclosed)

Copy to: Food Secretaries of all States/UTs



०/०

जारी किया  
ISSUED  
CS/UTs  
4/6/09

## **Proposed National Food Security Act - a Concept Note**

Food Security refers to a situation that exists when all people at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life – (FAO State of Food Insecurity in the World 2001).

Essentially food security can be described as a phenomenon relating to **individuals**. The nutritional status of individual household members is the ultimate focus. Household food security is the application of the concept of food security to the family level with individuals within households as the focus of concern. In view of complexities involved in defining the concept of food security, it is necessary to arrive at a generally acceptable definition of food security, especially in the context of a food security law (***defining food security***).

2. To ensure food security to weaker sections of the society, Government has been implementing a number of programmes/schemes such as Targeted Public Distribution System (TPDS) focused on Below Poverty Line (BPL) families, Other Welfare Schemes such as Mid-Day Meal Scheme for School Children, Integrated Child Development Services Scheme (ICDS) for pre-school children and mothers, Annapurna Scheme for indigent citizens who are not eligible for National Old-age Pension/benefits under other schemes of Government, Village Grain Banks Scheme (VGB) etc. However, to ensure food security to all citizens of the country based on rights approach, there is need for providing a statutory basis to food security. (***need for a food security law***)

3. In order to provide food security to all citizens of the country especially the BPL households, it is proposed to enact a National Food Security Act. (***proposed National Food Security Act***)

4. **TPDS – Joint responsibility operation:-** for organising distribution of foodgrains to ensure food security to BPL families of Indian citizens, the Targeted Public Distribution System (TPDS) is implemented jointly by the Government of India and State/UT Governments. The Government of India shares the responsibility of organizing procurement of food grains through MSP operations for the Central Pool, their allocations to States & UTs, storage, transportation and bulk delivery to State and UT Governments from designated depots of FCI. The responsibilities for taking bulk delivery of allocated food grains from FCI depots, their subsequent transportation and storage within State/UTs, delivery to Fair Price Shops for distribution to ration card holders, identification of eligible BPL families, issuance of ration cards to them and supervision & control over distribution of the allocated food grains through network of fair price shops are of the concerned State/UT Governments (***TPDS – joint responsibility of Central & State Governments***).

#### 4.1 **Primary responsibility to ensure food security**

Under the proposed Food Security law, while the TPDS will continue to operate under the joint responsibility of Central and State/UT Governments, the primary responsibility for ensuring food security to every eligible BPL family/individual will be of the concerned State/UT Governments. (***ensuring food security – primary responsibility of State/UT Governments***)

#### 4.2 **Responsibility of local bodies**

As per 73<sup>rd</sup> Constitution amendment, Public Distribution System is a subject assigned to Panchayati Raj Institutions (Article 243-G, 11<sup>th</sup> Schedule of the Constitution). In view of this, the State Governments may assign specific

responsibilities regarding TPDS to Panchayati Raj Institutions. (***TPDS responsibilities may be assigned to Panchayati Raj Institutions***)

5. **Who will be entitled for food security under the proposed Act?**

While the proposed National Food Security Act would seek to ensure food security to all citizens in the country, its provisions will focus primarily on the weaker sections of the society i.e. the Below Poverty Line (BPL) families which otherwise may at times face food insecurity. It is proposed that every BPL family in rural and urban areas will be entitled by law (under the Act) to receive under TPDS certain minimum quantity of food grains (rice, wheat and coarse cereals) per month. (***BPL families to be entitled by law to minimum food grains every month***)

6. **Number of BPL families to be entitled for distribution of food grains under the proposed law:-**

For making allocations of food grains to States and UTs under TPDS, the eligible number of BPL families is based on poverty estimates of Planning Commission and population estimates of Registrar General of India. The presently accepted number of BPL families is 6.52 crores. This number has been worked out based on 1993-94 poverty estimates of Planning Commission and March, 2000 population estimates of Registrar General of India. Under the proposed Food Security law, whether the presently accepted number of BPL families is to be continued or the number is to be worked out based on latest poverty estimates and population estimates? It is suggested that under the proposed Food Security law, the number of BPL families should be fixed by Central Government based on the latest available poverty estimates of Planning Commission (presently of 2004-05) and population estimates of Registrar General of India (presently of March,

2009). The once accepted number of BPL families by Government of India for allocations should remain applicable for next five years. (***Five yearly fixation of BPL families number by Government of India***)

6.1 **State-specific variations in the number of ration cards issued to BPL families**

There are serious State-specific variations introduced by some State Governments in the numbers of BPL ration cards been issued by them under TPDS. As per the information available with this Department, by end of March, 2009, as against the accepted number of 6.52 crore BPL families for allocations, the actual number of BPL ration cards (including AAY) issued by State and UT Governments is 10.68 crores (details in **Annexe. I**). Thus the actual number of BPL ration cards issued is in excess by 4.16 crores. If the allocations of foodgrains to the State and UT Governments are to be made @ 35 kg per BPL family per month for the actual number of BPL ration cards issued, the annual requirement of foodgrains from the Central Pool will be 44.86 million tons. If the scale of issue is taken at 25 kg per BPL family per month, then the annual requirement for the 10.68 crore families would be 32.04 million tons. (***variations in BPL family numbers by State/UTs***)

6.2 In the context of the proposed law, it is necessary to decide the number of BPL families (or individuals) to be considered eligible for the guaranteeing supply of food grains to them. While the presently accepted number of BPL families for allocations under TPDS based on 93-94 poverty estimates and March, 2000 population estimates is 6.52 crores, as per the latest poverty estimates of 2004-05 and population estimates of March, 2009, this number works out to 5.91 crores. However, as stated earlier, the number of BPL ration cards actually issued by the

State Government is 10.68 crores and there have been consistent requests from a number of State Governments for accepting increases in the existing ceiling limits on the BPL families in those States and UTs for allocations under TPDS. For the proposed law the Government will have to take a final view on this issue and decide upon the final number of BPL families to be accepted as eligible. It is suggested that the number of BPL families/individuals to be entitled for distribution of foodgrains should be decided by the Government of India only. This number may be re-fixed after every five years based on the latest available poverty estimates of the Planning Commission and population estimates of Registrar General of India (RGI). ***(five yearly fixation of BPL numbers by GOI based on latest poverty & population estimates)***

### **6.3 Finality on the number of BPL families**

As explained above, while the Government of India has been adhering to the 6.52 crore number of BPL families for allocations, large-scale variations in the number of BPL families have been introduced by many State Governments. For example, in Tamil Nadu State the whole population in the State has been taken as BPL for TPDS by the State Government. The Government of Andhra Pradesh has issued BPL ration cards in excess of the estimated total number of families in the State population. Other State Governments such as Karnataka have also issued BPL ration cards covering about 83% of the total population. In relation to the applicability of the proposed Food Security law, it is essential that the number of BPL families/individuals fixed by the Government of India as eligible for support under the law should be firmly adhered to. ***(finality of GOI fixed BPL numbers)***

#### **6.4 Enforcement mechanism for compliance with the finally agreed BPL numbers**

At present, there is no effective mechanism in place for enforcing the ceiling limits on numbers of BPL families in the States. Whenever requests have been received from the State Governments for increasing the ceiling limit on BPL families for allocations of foodgrains under TPDS, the view taken by the Planning Commission is that while the State Governments may issue bigger number of BPL ration cards if they so desire, the Central Government support in the form of food subsidy will have to be restricted to the number of BPL families accepted by the Planning Commission.

As stated earlier, many State Governments have issued BPL ration cards in excess of BPL families fixed by GOI and are bearing the additional cost of food subsidy out of their own budgetary resources. However, it is pertinent to mention here that devolving of the primary responsibility for enforcement of the Food Security law on the State Governments should not lead to continuation of the present variations in the numbers of BPL families for issuing ration cards under the TPDS as the guarantee will have to be strictly limited to the number of poor families determined by GOI. ***(primary responsibility of States to ensure food security not to authorize distortions in BPL numbers)***

Under the existing instructions on TPDS, including the stipulations under the PDS (Control) Order, 2001, the State Governments are expected to comply in to with the instructions issued by the Government of India from time to time. However, the experience with State Governments in practice is quite different. Not only the State Governments have introduced variations in the numbers of BPL families for issuing ration cards, there are also variations in the scale of issue of

food grains and the issue prices charged by the State Governments from the BPL ration cardholders.

In a number of States because of larger number of BPL ration cards, the food grains are not being distributed at the scale of 35 kg per BPL family per month at which they are allocated by the Government of India. The actual distribution to BPL ration cardholders is at a much lower scale (20-25kg). Still greater changes are in the issue prices charged from the BPL ration card holders. Some of State Government are distributing food grains to BPL ration card holders at issue prices much lower than those prescribed by the Government of India. In the process, although the additional subsidy burden is being borne by those State Governments out of their own budgetary support, the demand for food grains from the central pool has gone up. For example, Tamil Nadu State Government distributes rice under TPDS @ Rs.1 per kg. State Governments like Andhra Pradesh, Karnataka, Chhattisgarh and MP are distributing rice and wheat to BPL ration card holders @ Rs.2 per kg or Rs.3 per kg. Details on the BPL ration cards issued, scale of issue and issue prices are given in **Annexes. I, II & III.**

This shows limitations of the present arrangement for observance of the ceiling on the number of BPL families, scale of issue prescribed for them by Government of India and the issue prices fixed for them in different States and UTs. It is for consideration whether under the proposed Food Security law the State Governments are to be allowed the freedom to further subsidize distribution of food grains to the BPL families/individuals. Of course the numbers of BPL families/individuals and the scale of issue of food grains will have to be the same as approved by the Central Government. In this regard, an appropriate enforcement mechanism is to be provided under the proposed Food Security law.



Further more there have to be built in penal provisions to deal with violations, if any by States/UTs, without of course affecting food security of the BPL families/individuals.**(need for effective enforcement provisions in the proposed law)**

#### **6.5 Mechanism for annual updating of numbers of BPL families**

An additional issue linked with this is of continuous updating of the lists of BPL families/individuals. In practice, the general experience is that 'once BPL is always BPL' and the BPL lists once prepared do not witness any downward revision. The changes which take place are only in the form of additions to the number of BPL families or BPL ration cards. Therefore, under the proposed Food Security law, there has to be a legally binding obligation on the part of the State Governments for annual review and updating of the lists of BPL ration cards. With implementation of various poverty alleviation programmes/schemes, it is reasonable to expect that in each State and UT at least some of the BPL families will cross the poverty level every year. Therefore the BPL ration cards should reflect these changes.**(mandatory annual review & updating of BPL ration cards by States & UTs)**

#### **7. Eligibility of BPL families or BPL persons**

Under the TPDS, the allocation of food grains by Government of India to States and UTs is done based on the number of BPL families worked out on the basis of poverty estimates and population estimates. State/UT Governments issue BPL ration cards to households/families. However, some of the State Governments have issued BPL ration cards to individual persons and the distribution of food grains from fair price shops is also done to individual BPL card holders in those States.

For making required stipulations under the proposed Food Security law, it is necessary to take a fresh view on this issue and decide as to whether allocations of food grains to State and UTs by Government of India, issuance of ration cards and subsequent distribution of food grains is to be done by State and UT Governments to BPL households or BPL persons. In practice there are prevalent situations of both kinds. On the one hand there are BPL households having individual members more than the average household size as revealed by the decadal census operations. On the other hand, there are BPL households having members less than the average household size. Thus there are obvious variations in the number of persons in the BPL households.

Some of the State Governments are distributing food grains to BPL households on the basis of certain quantity per person per month subject to the maximum quantity of 35 kg food grains per family per month. If the distribution of food grains is to be organized on the basis of each BPL individual, then the relevance of BPL household or family may not be very pertinent. This is more so in the context of ensuring food security with the focus on individual persons. Therefore, it is necessary to take a final view on whether the distribution of food grains under TPDS as per stipulations of the proposed law is to be made on the basis of BPL households/families or individual persons. (*Basis of distribution of food grains – BPL household or persons?*)

#### **8. APL category of ration card holders under the proposed Food Security law**

Under TPDS, allocations to States and UTs for the APL category of households are made depending upon the availability of food grains in the Central Pool after meeting the commitments for the BPL and AAY categories, Other

Welfare Schemes and calamity relief etc. (**APL allocations are dependent on surplus food grains in Central Pool**)

The present level of allocations for this category ensures minimum of 10 kg food grains per APL family per month in each State & UT and the annual outgo of food grains from the Central Pool for this category is 162 lakh tons. In case the revised poverty estimates (2004-05) and population estimates (March, 2009) are accepted, the annual allocations at the present scale will rise to 202 lakh tons because of increase in the number of APL families from 11.52 crore to 15.84 crores but food grains may not always be available in the central pool to this extent. (**quantum jump in APL numbers Central Pool cannot accommodate APL allocations at present level**)

Thus, in the context of the proposed Right to Food law guaranteeing certain minimum quantity of food grains to every BPL family, it is to be stated that the Central Government will not be able to guarantee distribution/supply of any quantity of food grains for the APL category from the Central Pool. The allocations for this category will therefore not be a commitment of the Central Government under the proposed law and it is suggested that the APL category may be excluded from TPDS. (**exclusion of APL category under proposed law**)

Whenever surplus stocks may be available in the Central Pool after meeting the other commitments, only then the Central Government will allocate some quantities of food grains to the food-deficit and inaccessible States and UTs for distribution to the APL category households. However, distribution of such allocations will have to be done by such State/UT Governments to only those APL households with relatively lower income levels within the APL category. (**if at all**)

**some APL allocations are to be made, they will be for food-deficit States/UTs only)**

**9. Quantum of food grains or scale of issue to which the BPL families will be entitled:-**

(i) TPDS under implementation since June, 1997 is focused on the poor households in the country. Allocations of food grains from the Central Pool are made to States and Union Territories (UTs) for BPL families. For making these allocations from the Central Pool, norms have been fixed for determination of number of the BPL families in each State and UT.

(ii) Since April, 2002, the scale of issue of food grains approved for AAY, BPL and APL categories under the TPDS is 35 kg food grains per family per month. While the allocations of food grains to States and UTs for the BPL and AAY families are being made at this scale, those for the APL category are dependent on the availability of food grains in the Central Pool and their allocations to States and UTs for this category vary from time to time.

At present, the scale of issue for the APL category varies from a minimum of 10 kg per APL family per month to 35 kg per family per month to different States and UTs. These allocations are being made at the maximum scale of 35 kg per family per month for 8 special category States (Arunachal Pradesh, Mizoram, Nagaland, Sikkim, Tripura, J&K, Andaman & Nicobar Island and Lakshadweep).

(iii) Based on the above norms, the present allocations of foodgrains under TPDS are of 277 lakh tons per year for the AAY and BPL categories. (**huge commitment on Central Pool for BPL families**)

The latest poverty estimates of Planning Commission are now available for the year 2004-05. The latest estimates of population by the Registrar General of

India are also available for March, 2009. In comparison with the poverty estimates of 1993-94 when 36% of population in the country was living below poverty line, the latest poverty estimates of 2004-05 reveal that the level of population living below the poverty line during 2004-05 was 27.5%. In comparison with the population estimate of 99.7 crores in March, 2000, the latest population estimates of March, 2009 are of 116.1 crores.

(v) In view of availability of the latest estimates of poverty and population, and the fact that the Planning Commission has also asked now to adopt the latest poverty estimates, it is appropriate to revise the allocation norms for foodgrains under TPDS for the BPL and AAY families based on the 2004-05 estimates and March, 2009 population estimates. Based on these, the number of BPL families (including AAY) will come down from 6.52 crore to 5.91 crore. The number of APL families, however, will go up from 11.52 crores to 15.84 crores. **(need for re-fixing BPL numbers based on latest poverty & population estimates)**

(vi) In view of this, based on the current scale of issue the annual allocations of foodgrains for AAY and BPL categories may come down from 277 lakh tons to 251 lakh tons. For the APL category, at the present level of allocations, the annual requirement will go up from 162 lakh tons to 202 lakh tons. **(Central Pool cannot accommodate such APL commitments)**

Considering these implications in terms of requirement of food grains under the proposed law for guaranteed distribution of certain minimum quantity of food grains to each BPL family/individual, their likely availability in Central Pool and requirement of food subsidy, it is proposed to keep this quantity at 25 kg per BPL family per month/or 5 kg per BPL person per month. **(proposed scale of issue of 25kg/BPL family or 5kg/person)**

10. **Avoiding multiplicity of schemes for ensuring food security**

In addition to TPDS, the Government of India also allocates foodgrains to States and UTs under some of the Welfare Schemes such as Annapurna, Village Grain Banks Scheme, Scheme for Welfare Institutions and Hostels, etc. Department of Food also allocates food grains to Ministries of Human Resources Development and Women & Child Development for their schemes such as Mid-day Meal Scheme for school children, Integrated Child Development Services Scheme and Nutrition Programme for Adolescent Girls. The food grains allocated under these schemes are also in turn issued to the concerned State/UT Governments for further utilization for the intended beneficiaries. Under the proposed Food Security law, distribution of food grains to BPL families will be organized under TPDS through the network of fair price shops by reforming the TPDS. While doing so to ensure food security to BPL families, in future it may not be necessary to operate a multiplicity of the schemes. Therefore, for operational convenience, schemes such as Annapurna scheme, scheme for Welfare Institutions, Hostels, etc., may not be continued separately. The present beneficiaries under these schemes may get covered as BPL families under the TPDS itself. (***multiple schemes to be avoided***)

10.1 **Whether further sub-categorisation of BPL families is to be continued?**

For the poorest of the poor segment of the BPL families under TPDS, Antyodaya Anna Yojana (AAY) had been under implementation since December, 2000. At present 2.43 crore AAY families are being distributed food grains @ 35 kg per AAY family per month. The Central Issue Prices for this sub-category of BPL families are Rs.3 per kg for rice and Rs.2 per kg for wheat. These CIPs have

been retained at the same level since December, 2000. It is for consideration whether this kind of sub-categorisation of BPL families is to be further maintained under the proposed Food Security law. If such a sub-categorisation is to be continued, then the next issues for decision are about the scale of issue and issue prices. It is suggested that under the proposed Food Security law, it may not be necessary to maintain sub-categories of BPL families and the scale of issue of food grains as well as their issue prices may be maintained at the same level for all BPL families. (***whether sub-categorisation of BPL families as AAY is to be retained?***)

**11. Validity period for entitlement to food grains under the law:-**

After enactment of the food security law, it is proposed that the BPL families/individuals eligible for distribution of food grains under the law will be identified afresh by the State and UT Governments and new ration cards issued to them. The validity of the ration cards would be up to 5 years after which they will stand automatically expire. If the BPL card holder family or individual ceases earlier to be eligible or entitled, during annual review of BPL ration cards or otherwise, then the ration card once issued will stand expired accordingly even before the completion of 5 years. After every 5 years, the entitled BPL families/individuals will be issued ration cards afresh based on revised survey and identification of such families/individuals. (***BPL status of families/individuals and ration cards to be valid for five years***)

**12. Regular availability of food grains for distribution to eligible BPL families/individuals under the proposed Food Security law:-**

As per the assessment of production of rice and wheat made by the Department of Agriculture for the 11<sup>th</sup> Plan period, the total availability of rice and

wheat in the country would be in the range of 1878 lakh tons. Out of this, the annual procurement of rice and wheat for the Central Pool may be about 410-420 lakh tons. (*annual procurement of rice and wheat likely to be 410-420 lakh tons*)

#### **12.1 Inclusion of coarse cereals in the basket of commodities under TPDS**

To augment availability of food grains in the Central Pool for sustaining the committed distribution under the proposed Food Security law, in addition to rice and wheat, procurement of coarse cereals would have to be made a regular feature of MSP operations. With this, as recommended by National Commission on Farmers, distribution of coarse grains can be included in the basket of commodities for distribution under TPDS. Thus the coarse cereals to be procured through MSP operations will be mandatorily allocated to States & UTs under TPDS for distribution to BPL families/individuals. (*coarse grains to be mandatorily distributed under TPDS by States*)

#### **12.2 Procurement operations at procurement prices**

By taking into account the projected levels of production of foodgrains and their MSP based procurement for the Central Pool in the range of 410-420 lakh tons per year, it seems the available foodgrains in the Central Pool will not be in a position to sustain the distribution of foodgrains even at the present level of allocations under TPDS.

In case in a particular year the MSP based procurement operations do not result in procurement of required quantities of foodgrains for the Central Pool, then to meet the shortfall, the Government of India may have to undertake domestic procurement operations at prices different from MSP. These additional procurement operations may have to be undertaken at procurement prices. Such



operations may also have implications in terms of reduced availability of food grains in the market and their prices. (***procurement prices may be independent of MSP***)

### **12.3 Imports of food grains may be necessary**

If any of the above assumptions undergoes changes, then there will be implications on the availability of food grains in the Central Pool for allocations. In case the procurement of rice and wheat for the Central Pool remains lower than the food security commitments owing to reduced production levels, then there may be uncertainties about the availability of the required level of food grains in the Central Pool and imports may be necessitated. However, at this stage it is not possible to predict the level of such imports and the feasibility of the imports actually materializing. (***production and procurement shortfalls may necessitate imports of food grains for Central Pool, however, there are associated uncertainties***)

### **13. Quantum of Food Subsidy**

With the present levels of allocations for the BPL category under TPDS the annual requirement of food grains is 277 lakh tons. With the existing central issue prices, the annual food subsidy requirement of Government of India for this category is of about Rs.37000 crores. In case central issue prices of rice and wheat are fixed at Rs.3 per kg for all BPL families, then the annual food subsidy requirement for the existing number of BPL families would be about Rs.40380 crores. However, in the context of the proposed Right to Food law since the number of BPL families/persons to be accepted as eligible is yet to be firmed up and the central issue prices are yet to be decided, the requirement of central food subsidy may undergo changes. Continuation of allocations of food grains for the

APL category, however, will have much wider implications for the central food subsidy provided by the Government of India. (***very high implications of central food subsidy***)

#### **14. Food Security Allowance:-**

Under the proposed Food Security law, the responsibility for carrying out distribution of entitled quantities of food grains to eligible BPL families/individuals will be of the concerned State/UT Governments. In case a State/UT Government is unable to distribute the entitled monthly quantities of food grains to eligible BPL families/individuals, such families/individuals will be entitled for payment of Food Security Allowance. The responsibility for payment of the Food Security Allowance to the eligible BPL families/individuals will be of the concerned State/UT Government. (***State/UT Governments to be liable to pay food security allowance in cases of failure to ensure food security***)

##### **14.1 Disbursement of Food Security Allowance**

In case of failure of the State or UT Government in ensuring distribution of entitled quantities of food grains to eligible BPL families/individuals, it will be provided in the law that the payment of Food Security Allowance will be made to the eligible families/individuals by crediting the respective amount to the Bank/Post Office accounts of the concerned BPL families/individuals. (***food security allowance to be disbursed through bank/post offices***)

##### **14.2 Food Security Allowance Fund**

For the purpose of payment of Food Security Allowance, the proposed law would provide for setting up a dedicated Food Security Allowance Fund by each State/UT-Govts. (***each State/UTs to set up food security allowance fund***)

## 15. **Strengthening of TPDS**

In order to ensure that the food grains allocated by the Government of India for the eligible BPL families/persons under the proposed Food Security law are actually distributed to them on time, in the entitled quantities, in acceptable quality and regularly, the State/UT Governments will have to strengthen functioning of TPDS. For this, they will have to ensure doorstep delivery of food grains to all the fair price shops. Required storage capacity for allocations for at least three months will have to be created by the State/UT Governments. Village grain banks will have to be set up in food insecure villages. The supervision and monitoring of TPDS will have to be strengthened with **effective participation of local stakeholders**. Measures such as the monthly certification of food grains delivered every month to each fair price shop and their subsequent issuance to eligible ration card holders, will have to be mandatorily certified by the fair price shop level Vigilance and Monitoring Committees. Social audit of the TPDS will also be necessary by local bodies/authorities. **(strengthening of TPDS, including social audit by local Panchayati Raj Institutions & Urban local bodies to be mandatory)**

### 15.1 **Computerisation of TPDS operations**

For ensuring transparency, efficiency and accountability in functioning of TPDS, it will be mandatory for the State/UT Governments to computerize/digitize ration card database as well as all the TPDS transactions from fair price shop to State headquarters. **(mandatory computerization/use of ICT in TPDS operations)**

### 15.2. **Redressal of grievances**

Under the TPDS, for expeditious disposal of grievances of BPL families/individuals with regard to ensuring of food security, the State/UT Governments will have to put in place effective and efficient grievances redressal arrangements. (***efficient grievances redressal arrangements needed***)

#### **16. Food Security Tribunals**

For expeditious adjudication of cases of alleged violation of any of the provisions of proposed Food Security law such as failure to ensure food security to eligible BPL families/individuals, it is proposed to provide under the Food Security law, for setting up Tahsil/Taluka level Food Security Tribunals. In order to make the adjudication process inexpensive/affordable for BPL families/individuals inexpensive and efficient, advocates may not be allowed to plead cases before the Food Security Tribunals. For deciding the appeals against the orders of Tahsil/Taluka level Food Security Tribunals, there will be District level Appellate Food Security Tribunals headed by DM/ADM of the district. Decisions of the Appellate Food Security Tribunals will be final. (***Food Security Tribunals at Taluka and Appellate Tribunals at District level***)

## STATEMENT INDICATING STATEWISE NO. OF HOUSEHOLDS, BPL HOUSEHOLDS, FAIR PRICE SHOPS AND RATION CARDS

(Prepared as on 31.3.09)

S.No.	STATE/UT	PROJECTED POPULATION IN 2000 (IN LAKHS)	% OF BPL POPULATION	SIZE OF HOUSE HOLDS	NO. OF HOUSE HOLDS IN 2000 (IN LAKHS)	NO. OF BPL HOUSE HOLDS IN 2000 (IN LAKHS)	No. of Fair Price Shops	RATION CARDS (IN LAKHS)				No. of Card per FPS	REPORTED AS ON
								BPL	APL	AAY	TOTAL		
1	Andhra Pradesh	754.66	25.68	4.77	158.21	40.63	42637	174.59	38.90	15.58	229.07	537	31.12.08
2	Arunachal Pradesh	11.92	40.86	4.93	2.42	0.99	1568	0.61	2.19	0.38	3.18	203	31.3.08
3	Assam	261.96	40.86	5.83	44.93	18.36	33332	12.02	38.44	7.04	57.50	173	31.12.08
4	Bihar	731.11	54.96	6.16	118.79	65.23	44480	39.94	15.53	24.29	79.76	179	31.3.08
5	Chhattisgarh	249.25	42.52	5.65	44.11	18.75	10400	11.56	18.54	7.19	37.29	359	31.3.08
6	Delhi	139.64	14.69	5.02	27.82	4.09	2545	1.92	23.36	1.50	26.78	1052	30.11.08
7	Goa	15.95	14.92	4.99	3.20	0.48	511	0.13	3.08	0.14	3.35	656	30.9.08
8	Gujarat	482.52	24.21	5.51	87.57	21.20	16397	26.44	90.08	8.10	124.62	760	30.6.08
9	Haryana	198.31	25.05	6.30	31.48	7.89	9596	9.01	42.13	2.92	54.06	563	31.1.09
10	Himachal Pradesh	67.11	40.86	5.34	12.57	5.14	4350	3.17	10.37	1.97	15.51	357	31.8.08
11	Jammu & Kashmir	99.45	40.86	5.52	18.02	7.36	5492	4.80	10.92	2.56	18.28	333	30.6.05
12	Jharkhand	268.31	54.96	6.16	43.56	23.94	14395	14.76	5.15	9.18	29.09	202	19.9.02
13	Karnataka	520.91	33.16	5.52	94.37	31.29	20384	66.21	54.21	12.00	132.42	650	30.11.08
14	Kerala	322.62	25.43	5.28	61.10	15.54	14235	14.85	49.53	5.96	70.34	494	30.11.08
15	Madhya Pradesh	548.22	42.52	5.65	97.03	41.25	20476	46.56	79.45	15.82	141.83	693	31.3.08
16	Maharashtra	911.15	36.86	5.14	177.27	65.34	49533	45.59	141.51	24.64	211.74	427	31.3.08
17	Manipur	25.18	40.86	5.19	4.07	1.66	2551	1.02	2.41	0.64	4.07	160	3.7.05
18	Meghalaya	24.34	40.86	5.42	4.49	1.83	4284	1.13	2.66	0.70	4.49	105	31.12.08
19	Mizoram	9.52	40.86	5.70	1.67	0.68	1205	0.42	1.98	0.26	2.66	221	30.9.08
20	Nagaland	16.84	40.86	5.57	3.02	1.24	364	0.77	1.83	0.47	3.07	843	31.7.08
21	Orissa	358.57	48.56	5.28	67.91	32.98	29845	37.58	36.08	12.65	86.31	289	31.3.08
22	Punjab	235.36	11.77	5.92	39.76	4.68	14228	2.89	53.71	1.79	58.39	410	31.3.08
23	Rajasthan	535.59	27.41	6.04	88.67	24.31	22213	16.53	111.01	9.32	136.86	616	28.2.08
24	Sikkim	5.59	41.43	5.33	1.05	0.43	1414	0.27	4.06	0.16	4.49	318	31.12.08
25	Tamilnadu *	617.74	35.03	4.45	138.82	48.63	29935	181.63	*	18.65	200.28	669	31.12.08
26	Tripura	37.82	40.86	5.24	7.22	2.95	1496	1.82	4.35	1.13	7.30	488	31.10.08
27	Uttar Pradesh	1626.04	40.85	6.22	261.42	106.79	72171	65.84	330.72	40.95	437.51	606	30.6.08
28	Uttaranchal	75.84	40.85	6.22	12.19	4.98	8448	3.46	17.77	1.51	22.74	269	31.12.08
29	West Bengal	790.06	35.66	5.44	145.23	51.79	20287	37.96	120.94	14.80	173.70	856	31.8.08
30	A&N Islands	3.86	34.47	4.75	0.81	0.28	451	0.13	0.79	0.04	0.96	213	31.1.09
31	Chandigarh	8.88	11.35	4.38	2.03	0.23	23	0.08	2.30	0.02	2.40	10435	31.12.08
32	D&N Haveli	1.90	50.84	5.28	0.36	0.18	78	0.12	0.36	0.05	0.53	679	31.1.09
33	Daman & Diu	1.40	15.80	5.30	0.26	0.04	51	0.03	0.32	0.01	0.36	706	31.3.08
34	Lakshdweep	0.71	25.04	6.23	0.11	0.03	35	0.02	0.13	0.012	0.16	463	31.3.08
35	Pondicherry	11.11	37.40	4.97	2.24	0.84	452	1.14	1.73	0.32	3.19	706	31.10.08
	<b>TOTAL</b>	<b>9969.44</b>		<b>5.51</b>	<b>1803.78</b>	<b>652.03</b>	<b>499862</b>	<b>825.00</b>	<b>1316.54</b>	<b>242.75</b>	<b>2384.29</b>	<b>477</b>	

\* Separate figures of APL/BPL cards in Tamil Nadu are not available as there is no categorisation on the basis of APL/BPL in the State.

Status: Number of States/UTs namely Bihar, Goa, Uttaranchal, A&N Islands, Chandigarh and D&N Haveli has not identified targeted number of BPL families.

**Scale of Issue of foodgrains to BPL families under TPDS  
in selected States/UTs**

(Compiled on 29.05.2009).

(Per Kg / Per month/ Per family)

S. No.	State	Rice (in Kgs)	Wheat (in Kgs)	Reported on
		BPL	BPL	
1.	Andhra Pradesh	4 Kg. per head. Max.20 Kgs. per family.	10 kgs. in urban areas	24.02.09
2.	Assam	32.95	-	27.04.09
3.	Bihar	15	10	27.03.09
4.	Goa	32	-	21.10.08
5	Haryana	-	32	21.02.09
6.	Karnataka	20	5	06.08.07
7.	Orissa	25	-	27.03.09
8.	Chandigarh	27	5	26.03.09
9.	D&N Haveli	30	2	19.03.09

## ANNEXURE III

(Compiled on 29.05.09)

## Issue Prices of foodgrains at fair price shops in States/UTs as reported by State/UT Governments

(Rs. Per Kg.)

S.No	States	BPL		AAY		APL		Reported on
		Wheat	Rice	Wheat	Rice	Wheat	Rice	
1	Andhra Pradesh	7.00	2.00	7.00	2.00	7.00	-	24.02.09
2	Arunachal Pradesh	4.65	6.15	-	-	6.60	8.80	04.02.03
3	Assam	-	6.27-6.67	-	3.00	7.75-8.00 (Atta)	9.43	27.04.09
4	Bihar	4.96	6.52	2.00	3.00	6.74	9.14	27.03.09
5	Chattisgarh	3.00	3.00	-	3.00	9.04	6.81	01.04.09
6	Delhi	4.65	6.15	2.00	3.00	6.80	9.00	06.04.09
7	Goa	-	6.15	-	3.00	6.60	8.95	21.10.08
8	Gujarat	2.00 (Max.9 kg) 5.00(5 kg)	3.00 (Max.3.5 kg.) 6.70 (2.5 kg.)	2.00 (Calculating Rs.38/- for fortified flour)	3.00	7.00	-	18.02.09
9	Haryana	4.84	-	2.10	-	6.86	-	20.02.09
10	Himachal Pradesh	5.25	6.85	2.00	3.00	8.00	9.00	06.05.09
11	J & K	4.75	6.25	-	-	6.60	9.00	24.10.02
12	Jarkhand	4.62	6.15	-	-	6.10	8.30	03.01.03
13	Karnataka	3.00	3.00	-	-	6.70	9.00	Sept.,04
14	Kerala	3.00	3.00	-	3.00	6.70	8.90	20.03.09
15	Madhya Pradesh	5.00	6.50	2.00	3.00	7.00	9.20	18.05.09
16	Maharashtra	5.00	6.00	2.00	3.00	7.20	9.60	05.05.09
17	Manipur	-	6.21	-	3.47	6.33	8.95	04.12.08
18	Meghalaya	-	6.15-6.50	-	3.00	6.60 - 7.00	8.30 - 8.80	29.08.08
19	Mizoram	-	6.15	-	3.00	-	9.50	30.01.09
20	Nagaland	4.75	6.15	-	-	6.70 (Atta)	8.90	04.02.03
21	Orissa	-	2.00	-	2.00	7.00	9.30	27.03.09
22	Punjab	4.54	-	2.00	-	6.59	-	04.08.08
23	Rajasthan	4.70	6.30	2.00	3.00	6.80	9.00	04.05.09
24	Sikkim	-	4.00	-	3.00	6.75	9.00	18.03.09
25	Tamil Nadu	7.50	1.00	7.50	1.00	7.50	1.00	20.3.09
26	Tripura	6.80 9.00 (Atta)	6.15	6.80 9.00 (Atta)	3.00	6.80 9.00 (Atta)	9.60	04.03.09
27	Uttar Pradesh	4.65	6.15	-	-	6.60	8.45	10.09.06
28	Uttaranchal	4.65	6.15	2.00	3.00	6.60	8.45	28.01.09
29	West Bengal	4.65	6.15	2.00	3.00	6.75	9.00	24.07.08
30	A&N Islands	4.45	6.05	2.00	3.00	6.50	8.80	06.03.09
31	Chandigarh	4.50	6.02	-	3.00	-	-	26.03.09
32	D&N Haveli	4.65	6.00	2.00	3.00	6.50	8.50	19.03.09
33	Daman & Diu	5.00	6.40	-	-	6.70 Daman) 7.20 (Diu)	9.00 (Daman) 9.55 (Diu)	04.04.03
34	Lakshadweep	7.10	6.15	2.00	3.00	7.10	10.40	28.06.08
35	Pondicherry	6.80	4.00 (upto 20 Kgs) (6.00 beyond 15 Kgs upto 35 Kg.)	6.80	3.00	6.80	9.00	02.03.09