



## EFFECTIVENESS OF PUBLIC DISTRIBUTION SYSTEM IN PROVIDING FOOD SECURITY: WITH SPECIAL REFERENCE TO KARNATAKA STATE

Mr. Devindrappa. K<sup>1</sup> and Dr. T. Gurubasappa.R<sup>2</sup>

<sup>1</sup>Research Scholar, Department of Studies and Research in Economics, Gulbarga University, Kalaburagi, Karnataka state.

<sup>2</sup>Associate Professor & Head, Post- Graduate Dept. of Economics, Govt. College, Kalaburagi.Karnaaka.



### ABSTRACT

Food security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life. (FAO) Food security for a household means access by all members at all times to enough food for an active, healthy life. Food security includes at a minimum, (USDA). The Public Distribution System is one of the poverty alleviation programmes in India. The basic aim of PDS is to provide essential commodities like rice, wheat, sugar, edible oil and kerosene at subsidized prices in all over India. In this paper discusses the effects of Public distribution system in providing food security and Anna bhagya yojana scheme in Karnataka state.

**KEYWORDS :** Health,PDS,Commodities,Annabhagya,Yojana,System, Nutrition etc.

### INTRODUCTION

Food insecurity is very challenging problem in the entire world, nearly 870 million people are suffering from undernourishment globally (or one in eight of the people in the world did not consume enough food to cover their minimum dietary energy requirements). Particularly in India 217 million people are undernourished, which constitutes 17.5 percent of national population in 2010-12, Every country is trying to tackle these problems. Indian Parliament also appeared very sensitive and enacted 'National Food security Act (NFSA)' on 10<sup>th</sup> Sep. 2013. This act provides legal entitlement to the poor households for receiving the adequate quantity of quality food grains at affordable prices to live a life with dignity. Food security for a country means sufficient quantity of essential commodities produced, stored properly and made available to all the people, especially the poor people. The broader concept of food security is reflected in the **World Food Summit (1996)** "food security, at the individual, household, national, regional and global levels [is achieved] when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life." A food security has four pillars such as Availability, Accessibility, Utilization and Stability of food (FAO, 1996).

In India, food security system mainly focuses on supply of essential commodities (rice, wheat, sugar, iodized salt, palm oil and kerosene etc.) and food grains and this is distributed through the Public Distribution System. The objectives of PDS are maintaining price stability of essential commodities (Rice, Wheat, Sugar Edible oil and Kerosene etc.) providing access to foods at affordable prices to the vulnerable people and to maintain minimum nutrition level to population.

---

## REVIEW OF LITERATURE:

Numbers of studies have been undertaken on PDS in India and Karnataka. The past studies were required to understanding the research gap, important, problem and in carrying out the formulated work. Hence various research studies related to the Public distribution system are as following:

**A Mahendran (2013):** Find out still rural people and tribal people are depending on affordable PDS food grains, Targeted PDS is by far the largest food entitlement programme in India. It is accessed by more than a third of the total population of India and families living BPL remain the single most important constituency that the PDS.

**Shankar Bennur (2014):** said the flagship programme of the State government. The anna bhagya scheme has guaranteed food for their families at a subsidised cost, and also said say. quality of rice distributed (at Re. 1 a kg) under the scheme is better than that distributed earlier at Rs. 3 a kg.

**Amit Kumar Gupta, and Dr. Anupama Saxena (2014):** Food insecurity is very challenging problem in the entire world, nearly 870 million people are suffering from undernourishment globally (or one in eight of the people in the world did not consume enough food to cover their minimum dietary energy requirements). Particularly in India 217 million people are undernourished, which constitutes 17.5 percent of national population in 2010-12.

## METHODOLOGY OF THE STUDY:

The study has been conducted on the basis of secondary data. The secondary data has been compiled from the planning commission, food and civil supply department, books, internet sources articles, journals and other published works etc.

## OBJECTIVES OF THE STUDY:

The following objectives for study are given bellow:

1. To know the Public Distribution System in India.
2. To study the effectiveness of Public Distribution System in providing food security in Karnataka state.
3. To discuss the Anna Bhagya Yojana in Karnataka state.

## PUBLIC DISTRIBUTION SYSTEM IN INDIA:

Public Distribution System (PDS) was introduced during the Second World War to provide food security concerns and the scheme was initially heavily dependent on imported food. In the 1960s the coverage of the PDS was expanded owing to a food crisis. The Green Revolution, coupled with favourable weather, led to the growth of comfortable buffer stocks in the 1980s, through the procurement operation of the Food Corporation of India (FCI), which in turn expanded the volume of food grain provided through the PDS. But this system faced various systemic problems and to tackle these problems, in 1992 the government introduced a Revamped Public Distribution System (RPDS) to reach poorer households with more varieties and quantities of foodstuff at cheaper prices but it's not effective. Finally In June 1997, a Targeted Public Distribution System (TPDS) was introduced. Targeted PDS was introduced as part of different schemes for the poor.

## PUBLIC DISTRIBUTION SYSTEM IN KARNATAKA:

The Public Distribution System (PDS) introduced by the Government of Indian it was started at the time of Second World War period and it is jointly managed by GOI and State Government where in the responsibility of procurement, storage, transportation and bulk allocation of food grains rest on the Central Government, whereas the State Government holds the responsibility of distributing the same to the consumers through the network of Fair Price Shops (FPS) established in the State. It is also responsible for

the operational responsibilities including allocation and identification of BPL families, issued of ration cards and supervising & monitoring the functions of FPS. Major commodities distributed are Wheat, Rice, Sugar and Kerosene. FPS are opened taking into consideration the convenience of the card holders and topography of the area. There were 20,400 FPS operating in the State of which nine are mobile FPS in the hilly areas of Dakshina Kannada, Kodagu, Raichur, Mysore and Chamarajanagara districts.

### **ANNABHAGYA YOJANE IN KARNATAKA STATE:**

Food security is an issue that the Government of India has directed a great deal of attention towards. It passed the crucial National Food security bill (Right to Food act) on 13th September 2013 which was in (retrospective) effect since July, 2013. This law aims to provide food to approximately two thirds of the population in India at subsidized price. In the similar vein, as an attempt to ensure food security to the people, the Government of Karnataka was launched most anticipated programme named 'Annabhagya Yojana'. Annabhagya Yojana is the revised form of the traditional public distribution system of Karnataka state with few vital modifications. The programme was officially launched on 10th July, 2013 by the Honourable Chief Minister of Karnataka.

The Operational Aspects of Anna Bhagya Scheme aim is to provide 30 kg of rice per family per month at the price of Re.1/ kg to below poverty line (BPL) families across the state. The programme covers a total of 98.35 lakh families (87 lakh BPL cardholders and 11.35 lakh 'Antyodaya Anna Yojana' beneficiaries) across the state. The rice will be distributed through a network of 20,778 Public Distribution System (PDS) shops. A single person family is eligible for 10 kg rice, 2 person families will get 20 kg, a family with 3 and more number of persons are eligible for getting 30 kg rice per month under Anna Bhagya Scheme upto April 2015. From May 2015 onwards every unit of the priority households have been issued 5 Kg's of foodgrains at free of cost. Uniform rate for Kerosene is introduced throughout the State. All the eligible card holders are getting 1 Kg sugar per card. Under this scheme more than 103 lakh BPL families are the beneficiaries every month. By increasing the issue quantity and distributing foodgrains at free of cost, supports the food security and also purchasing ability of the BPL families, and to Antyodaya Anna Yojana families are getting 35 kg of food grains with free of cost 29 kg of rice and 6 kg of wheat in the state.

### **MORE RICE TO BPL FAMILIES UNDER ANNA BHAGYA SCHEME:**

In the recent Karnataka state government has decided to increase the allocation of subsidized rice from 5 kg to 8 kg for a unit of the family under Anna Bhagya scheme in the assembly meeting in February 9, 2017. Become under Anna Bhagya Scheme, a single member family will get 8 kg of rice, while an eight member family will get 64 kg a month, in the unit system, larger the size of family and larger the quota for poor people of the state under Anna Bhagya Scheme, And also decided to supply milk to schoolchildren for five days a week, under the Ksheera Bhagya scheme. Both schemes are likely to figure in the State Budget, sources said.

### **EFFECTIVENESS OF PDS IN PROVIDING FOOD SECURITY IN KARNATAKA:**

The beneficiaries of the below the poverty line cardholders in the Mysore district are univocal in their support for Anna Bhagya yojana, the flagship programme of the State government. The scheme has guaranteed food for their families at a subsidised cost, they say. The quality of rice distributed under the scheme is better than that distributed earlier at Rs. 3 a kg. The women, who had come to collect their quota of ration at a fair price shop, said that the scheme had helped to sustain their families. "The quantum of rice distributed meets our food requirements". K. Rameshwarappa, Deputy Director of Food and Civil Supplies, Mysore. He claimed that the scheme was transparent and measures such as 'Paditara Khatiri' and 'Ahaara Adalat' guaranteed the success of the scheme. About 6.08 lakh BPL cardholders were availing themselves of the scheme's benefits. After the government started distributing rice at Re. 1 a kg under the scheme,

Minister of State for Food and Civil Supplies Dinesh Gundu Rao sought to set the records. According to him, the government's flagship scheme has not only helped poor families, but also provided succour to farmers. Dwelling on various socio-economic dimensions of the scheme on the occasion of its first anniversary, the Minister said paddy growers had been encouraged by it to grow more as a huge quantum of paddy had been procured by the government. This is not all. The scheme had also played a role in ensuring price stability for paddy growers as the government provided minimum support price to them, farmer said. While an MSP of Rs. 1,600 a quintal was provided to paddy last year, this was increased to Rs. 2,000 a quintal this year, he said. While distribution of ragi had also started under the scheme, jawar would become part of it shortly. To encourage farmers to grow these crops, the government was set to announce MSPs for them at the time of sowing itself. According to the Minister, the scheme has covered nearly 70 per cent of the State's population by distributing 2.93 lakh tonnes of food grains.

### **NATIONAL FOOD SECURITY ACT-2013 (NFSA) IN KARNATAKA:**

National Food Security Act-2013 is in force with affected from, January 2014 in the State. According to this by removing the concept of BPL and APL families, the concept of "Priority families" and "Non-Priority families" concept can be adopted. Under this Act the Central Government has selected 76.04 % population of rural area and 49.36% population of urban area and each these members are availing five kg of food grains allotment. In Karnataka State, AAY and BPL cards families has been considered as Priority Families under this Act.

According to this Act AAY families are availing 35 kg's of food grains and the rest of the Priority Families are availing food grains on the basis of unit system. Under PDS system in Karnataka there are 4.66 Crores beneficiaries which are according to the directions of the Central Government. APL families are considered as Non-priority families and they have been issued food grains at concessional rate with effect from June 2015. Under NFSA 1, 65,000 MTs of Rice & 52403 MTs Wheat (including Ragi & Jowar) is being released every month to the State.

### **AVAILABILITY OF FOOD GRAINS IN KARNATAKA:**

The net per capita availability of food grain in terms of gram per day is showing the failure of food strategy in Karnataka. The data shows that the 1990s have witnessed no trend increases in per capita availability of food grains, and in recent years the situation has deteriorated even relative to the levels achieved thirty years earlier. The almost four years in particular, exhibit decline per capita availability of both cereals and pulses. The table represents the longer term trends in aggregate net production and availability of food grains. The difference between the two would give the extent of net import export from the date it is quite certain that one important characteristic of 1990s has been the shift from the net import to export. Outflows through the public distribution system however varying from year to year have trended to decline in 1990s in two distinct phases. The decline of purchase from the public distribution system was in two stage, first in 1993-1995 and then after a recovery more precipitously in the last two year. In 2001 only 8.7 million tons were distributed in the first nine months of the year and the total for is unlikely to exceed 10 million tonnes. The huge build-up of stock has taken place only in the last three years particularly 2008-12.

**Table no-1**  
**Average Net Production, Net Export, Net Availability, Procurement and Public Distribution**  
**(in Million tonnes):**

Period	Average net period of Food grains	Average net export of Food grains	Average net Availability of Food grains	Average procurement	Average public distribution
1991-95	102.8	-1.4	120	16.56	14.62
1996-00	157.6	-0.22	156	22.84	17.06
2001-05	172.3	1.68	167	27.20	17.04
2008-12	171.6	2.7	156	42.20	11.3

Source: Food and Civil Supply Department, Bangalore.

The above table no. 1 represent average net production of food grains are increased from 102.8 MT to 171.6 MT during the year in 1991-95 to 2008-12, average export of food grains also increased -1.4MT to 2.7MT in the same year, in similarly average net availability of food grains is increased from 120 MT 167 MT in 2001-05 thane it decreased to 156 MT, average procurement is increased to 16.56 MT to 42.20.MT in the year 1991-95 to 208-12 and average public distribution also increases up to 17.04 MT from 14.62 MT during the period 1991-95 to 2001-05 than it decline to 11.3 MT in the year 2008-12.

#### VIABILITY OF FPSS IN KARNATAKA:

The TPDS functions through a network of fair price depots. The Government of Karnataka has enacted authorization to Karnataka Food and Civil Supplies Corporation, co-operative societies, Registered Associations and individuals to run Fair price Depots and to regulate the functioning of theses Fair price Depots. These Fair price depots which from the core of the Public Distribution System are entrusted with the responsibility of distributing food grains to the ration card holders attached to the respective fair price depots. It is endeavour these fair price depots. It is endeavour of the Government of Karnataka to locate these Fair price Depots keeping in view of the convenience and interests of the ration cared holders. Transparent procedure as prescribed under the Karnataka Essential Commodities (Public Distribution System) Control order, 1992 would be followed for issue of authorization to run Fair price depots.

**Table no-2**  
**Number of Fair Price Shops in Karnataka.**

Year	Rural	Urban	Total
2008-09	14918	5463	20381
2009-10	14979	5454	20433
2010-11	14990	5493	20483
2011-12	14988	5434	20422
2012-13	14739	5763	20502
2013-14	15298	5551	20849
2014-15	5431	15347	20778

Above the table no.2.Represents the 14918 fair price shops are working in rural and 5463 in urban in 2008-09. In 2009-10 and 2010-11, the number of fair price shops are marginally increased, that is 14979 in rural, 5454 in urban 14990 in rural, 5493 in urban. The numbers of fair price shops are falling down in 2012-1 and 2013-14. In 2012-13, 14739 in rural, 5763 in urban and in 2013-14, 15298 in rural, 5551 in urban areas the fair price shops are exiting.

**NUMBER OF RATION CARD HOLDERS IN KARNATAKA STATE:**

The category wise beneficiaries identified as AAY, BPL and APL are shown below the table.

**Table no-3****Details of Number of TPDS Cardholders**

Parameters	Card type	No of Card Holders				
		2011-12	2012-13	2013-14	2014-15	2015-16*
As per Government Order No. FCS/ 80/DRA/2012/24-08-2012 24 Parameters Have been Prescribed	AAY	1199700	1118371	1100340	1017034	801945
	BPL	8401792	8715869	8486938	9325498	9599310
No	APL	3832931	3499056	2767627	1957100	595264
<b>Total Cards in State</b>		<b>13434423</b>	<b>13333296</b>	<b>12354905</b>	<b>12299632</b>	<b>10996519</b>

(\*till December -2015 Allotment) Economic Survey of Karnataka 2015-16

The table number 3 shows the number of AAY card holders are becoming decreasing. There is 1199700 card holder in 2011-12 become 1100340 in 2013-14 and 801945 in 2015-16\*. But in the matter of BPL card holder number, there is increasing in card holder's number. There is 8401792 card holder in 2011-12 become 8715869 in 2013-14 and 9599310 in 2015-16. If we include the number of APL card holder, total number of card holders are 13434423 in 2011-12 and 10996519 in 2015-16\*.

**IDENTIFICATION OF BPL BENEFICIARIES:**

Identification of BPL beneficiaries: In the state of Karnataka, at present the family with the income of less than Rs.17000/- in the urban areas and Rs.12000/- in the rural areas per annum is categorized as BPL family. As in other states rice, wheat, sugar and kerosene oil are distributed through the fair price shops to the beneficiaries under the category of BPL APL and AAY and present status is shown for the period 20011-2012 to 2015-16.

**FOOD GRAINS ALLOTMENT AND OFF TAKE IN KARNATAKA STATE:**

Food grains allotted by the FCI godown to the State are being transported to the concerned taluka godown by the agencies identified or appointed by the State Government. The State Government has identified agencies for lifting and distribution from FCI wholesale godowns to the taluka godowns in the State. The State Government has two agencies, Karnataka Food And Civil Supplies Corporation Ltd, (KFCS) which is a Government organization, and Taluk Agricultural Produce Cooperative Marketing Societies (TAPCMS). Under PDS, food grains are lifted from FCI godowns and stored in State-owned or hired godowns. National Food Security Act has been implemented in the State.

**Table no-4****Allotment and off take of food grains by the State in the past 5 years, (In MTs)**

Years	Rice			Wheat		
	Allotment	Offtake	Percentage	Allotment	Offtake	Percentage
AAY						
2011-12	411120	411120	100	86253	85413	99
2012-13	366439	366243	100	73866	73771	100
2013-14	158244	158244	100	32573	32573	100
BPL						
2011-12	932982	922982	99	114005	113975	99
2012-13	869891	869488	100	205743	205524	100

2013-14	288080	288127	100	38378	37269	97
2014-15 Including AAY	949826	904054	95	208535	206683	99
*2015-16	1873543	1873462	99	333746	333595	99
	Ragi			Jowar		
	101043	101043	100	6838	6838	100
	Palm Oil (in KL)			Iodized Salt		
	89721	89721	1000	87844	87844	100
APL						
2011-12	970067	902392	93	92094	87484	94
2012-13	10,37,940	9,61,963	92	97,512	90,052	93
2013-14	5,41,661	5,29,697	98	24,686	24,533	99
2014-15 No Allotment						
*2015-16	2379	2379	100	2452	2452	100

(\*Up to December 2015) Source: Economic Survey of Karnataka 2015-16.

### PROBLEMS OF PDS:

Gross roots Research and Adequacy Movement (Rural) reported in March 2015. Only rice is distributed in more quantity under Anna bhagya scheme to BPL households it leads to malnutrition to the beneficiaries, hence the other commodities like daal, jawar, raagi should supply through the PDS these items will increase the nutrition to the population BPL. At the policy level, the government was trying to cut down on the number of beneficiaries in the name of “weeding out” bogus cards, often resulting in exclusion of the really poor. On the other hand, supporters of politicians or friends, relatives of government officers have easier access to BPL cards. There have also been misappropriations at the local level, with reported cases of rice meant for the scheme getting diverted, fair price shop owners charging more than the fixed price or forcing beneficiaries to buy other provisions, and beneficiaries reselling rice in the market. Beneficiaries of Gulbarga District said, BPL card holders who bought rice and sugar were forced to shell out Rs. 75 for tea powder or two soaps.

### FINDINGS:

1. The supply of foodgrains in free cost under Anna bhagya scheme is very helpful for poor people in Karnataka state.
2. The low quality and quantity of foodgrains is supplying under Public Distribution System in Karnataka state.
3. There are many problems like bogus ration cards, leakages in foodgrains, high charging by the FPS dealers and block marketing

### SUGGESTIONS:

1. The government should supply dualities in food grains and other commodities like soap, coconut oil, green gram and cloth with at least medium quality in the state.
2. Government should provide the ration cards for those who really needy and eligible.
3. Vigilance committee shall be established for strict supervision and to have control on FPS owners through periodical checking and avoiding mal practices. In fact, the monitoring and evaluation should be one of the component and a part of the inbuilt system of the PDS.
4. Government also supply nutrient food to the below poverty line beneficiaries under PDS.
5. Govt. should need to supply good and quality of ration products to poor people because controlled the health status in future.
6. The ration cards should be name of housewife.

**CONCLUSION:**

We come to know that the Public distribution system is one of the food security scheme is ensuring minimum food to the below poverty line families across the country and the state level. The government of India is making more effective of public distribution system to providing essential commodities at low prices to the weaker sections of the society. The public distribution system in Karnataka state at present providing food grains(rice and wheat) at free cost and other commodities(sugar, kerosene, palm oil and salt) in subsidised rates to 108.98 lakh below poverty line households through a network of 20,778 fair price shops. But still there is many problems facing the problems like low quantity, quality, old stock food grains are supplying and leakages, corruption Therefore, successful implementation of PDS is a big challenge in order to gain food security in Karnataka.

**REFERENCES:**

- A Mahendran (2013) Targeted Public Distribution System in Food Grains: An Effective Method for the Tribal's of Rural Karnataka (India). *Journal of Business Law and Ethics*, Vol. 1 No. 1, December 2013,pp-33-43.
- Amit Kumar Gupta, and Dr. Anupama Saxena (2014):Significance of Public Distribution System in an Indian State - Uttar Pradesh. *International Journal of Management and Social Sciences Research (IJMSSR)* ISSN: 2319-4421 Volume 3, No. 11, November 2014,pp: 2-3.
- Anna Bhagya, MNREGA doesn't stop people fleeing North Karnataka<http://timesofindia.indiatimes.com> Apr 20, 2016, 04.55 AM.
- B.S. Satish Kumar (2014)'Anna Bhagya has also helped farmers' *The Hindu*. BANGALORE, July 9, 2014 : July 9, 2014 23:50 IST.
- Dr. Lavanya Kumari and Prof . K. Santha Kumari (2015) Public Distribution System in India: an Overview.*Indian Journal of Applied Research*, Volume : 5 | Issue : 5 | May 2015 | ISSN - 2249-555X, pp. 19-21.
- Economic Survey of Karnataka 2015-16.
- FAO. The multiple dimensions of food security. Rome: FAO; 2013. Pp.52.
- Food and Civil Supply Department, Govt. of Karnataka.
- Harshavardhan reddy (2015) "A Study problems faced by PDS in Karnataka"<http://www.slideshare.net> December 2015.
- [http://www.disabled world.com/fitness/nutrition/foodsecurity/http://www.yojanaschemes.in](http://www.disabledworld.com/fitness/nutrition/foodsecurity/http://www.yojanaschemes.in) February 9.2017.
- Karnataka at a glance 2014-15.
- Ms. Gurdeep kaur Ghumaan Dr. Pawan Kumar Dhiman(2013) Role and Effectiveness of Public Distribution System in providing Food Security in India, *Paripex- Indian Journal of Research*, Volume: 3 Issue: 5 June 2013 ISSN - 2250-1991.pp 1-4.
- Murulidhar. S Sajjanshettar (2015) "Recent welfare schemes of Karnataka", a master seminar published in slide share on July 2 2015.
- Shankar Bennur (2014) Anna Bhagya, a success story in Mysore. (*The Hindu* march 10 /2014 MYSORE, July 9, 2014).
- The Gazette of India, 2013.



**Websites:**

Www.prajavani.com 4 March 2015, pp 5.

Www.The Hindu News Paper Mar 13: 2015, 4:54PM



**Mr. Devindrappa. K**

Research Scholar, Department of Studies and Research in Economics, Gulbarga University, Kalaburagi, Karnataka state.