



# REVIEW OF RESEARCH

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## PUBLIC DISTRIBUTION SYSTEM AND FOOD SECURITY IN KARNATAKA : AN OVERVIEW

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### ABSTRACT :

*Targeted Public Distribution System (TPDS) is a part of the Poverty Alleviation Programme of Government of India. This scheme was introduced in 1997. PDS is a rationing mechanism, which entitles, households to specified quantities, selected essential commodities and food grains at affordable prices to BPL, APL and AAY families. The study focuses on Performance of TPDS in Karnataka in recent years and food security supporting an ambitious new Annabhagya scheme was introduced. The scheme consist of brief information on different aspects of Annabhagya Programme working details. So, these programmes present merits and demerits across the states. It throws light on some suggestions policy measures for its better working in Karnataka.*



**KEY WORDS:** Targeted Public Distribution System (TPDS) , Annabhagya scheme.

### INTRODUCTION:

According to FAO estimates in 'The State of Food Security and Nutrition in the World 2019' report, 194.4 million people are undernourished in India. By this measure, 14.5% of the population is undernourished in India. India is home to the largest number of hungry people in the world. "In the ranking of the Global Hunger Index 2018, it covers position 102 out of 107 ranked countries and has a "serious"(30.3) food security situation". To ameliorate the situation the government of India has developed a food subsidy programme that is the Public Distribution System.

Food is one of the essential needs of human survival without which life on earth is not possible, every living thing on earth consumes food for survival. Earlier people migrated from one place to another in search of food and they used to obtain food through collection and hunting animals in the forest, it continued till human started to live as a group and started to cultivate land, permanently in a place where all people could not spend their time for collecting food, some learned crafting and few became merchants similarly several forms of occupation were practiced. Gradually the population engaged with other than cultivation of land has been increased, land used for cultivation got converted into non-agricultural uses and production of food grains reduced, causing shortage of food for human beings.

The shortage of food is witnessed in all over the world but the severity of this is high among the developing countries than developed countries. According to Global Hunger Index (GHI), 2015, 44 countries come under serious hunger situation, among these India stands at 17<sup>th</sup> rank with GHI score of 29. Ensuring food for every citizen of country is of great importance for a country like India, where more than one third of country's population is estimated as absolutely poor and 50 percent of children

are malnourished in one way or another (Dev S M and Sharma A N, 2010). The country has been taking several initiatives to fulfil the food security of India, among these Public Distribution System (PDS) plays a major role through which food grains are distributed to the citizens (Pal B, 2011).

The PDS is upheld by central and state government, in which central government is responsible for procuring food grains, maintaining stock, and allocate to several states of the country, while state government is responsible for identifying eligible households and distribute the food grains through Fair Price Shop (FPS). The central government transports food grains to each state's central depots, then state government distributes the grains to the beneficiaries (Balani S, 2013). It is an important public intervention for enhancing food security (Khera R, 2010), and an effective system for social welfare and directly contributes to the development of rural population as well as to the very poor people, especially who are not able to buy food grains from the open market (Pal B, 2011).

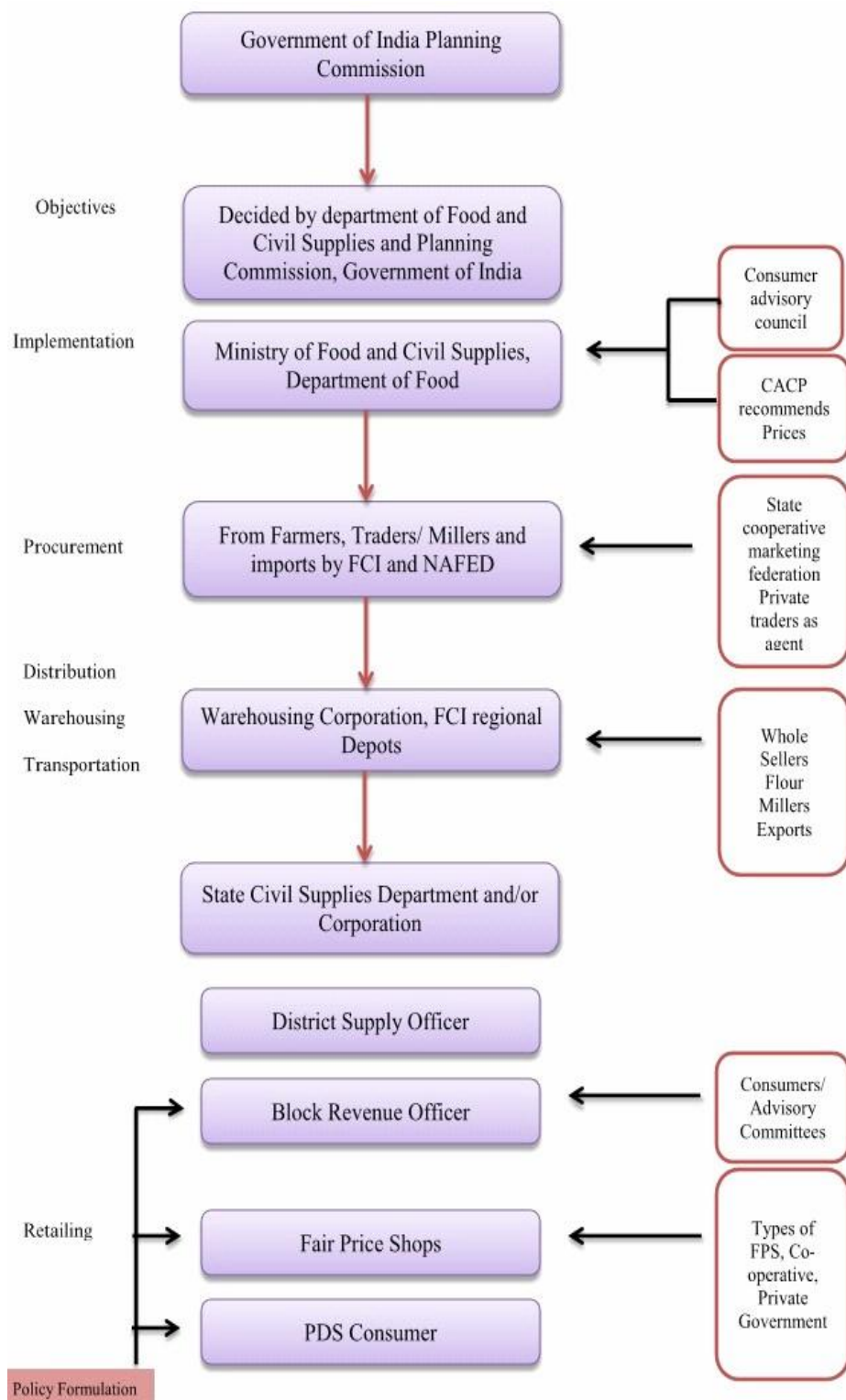
### STRUCTURE OF PDS IN KARNATAKA

According to Food, Civil Supplies and Consumer Affairs Department of Karnataka, the commissioner of department is head for the system and acts as a linkage between government and districts. All the sections in the system comes under commissioner and execute works at his/her instant. He/She co-ordinates the system activities through deputy commissioner in district level and additional/joint directors at Informal Rationing Area. At the district level, Deputy Directors of food, civil supplies and consumer affairs work under the control of Deputy Commissioner of the district. In taluk level, the activities of food, civil supplies and consumer affairs are carried out by the Tahasildhars with assistance of Food Shirestedars and Food Inspectors of the department.



**Flow Chart 1.1 Functional Structure of PDS in Karnataka**

The procured food grains are stocked at state's major warehouses and distributed to each district based on the number of ration cards and requirement. Further, food grains procured by fair price shop owners from district warehouses to their shops. Fair price shops play as a link between consumers and department to distribute the entitlements to the consumers. The food inspectors and concerned officers of the department visit fair price shops frequently to confirm the shop functions accordingly to meet the objectives of PDS of the Government. Strict observance has been taken by the Government to make the performance on fair price shops better to identify the irregularities.



### KARNATAKA

In Karnataka, 62% of income is derived from agriculture. It is the 6th largest states in India which comprises of 30 districts. Its total land area is 1,91,791 sq.km and it accounts for 5.83% of the total area of the Country as per 2011 report. The State of Karnataka has tried to implement

computerization model on a pilot basis in different parts of the State to make PDS effective. Most of the works of PDS are done electronically and details of it are displayed in the Karnataka PDS centres portal. Some of the major Schemes for alleviating poverty and ensuring food security are Annabhagya Yojana, Antyodhaya. The agencies that are involved in Karnataka State are FCI, KFCSC & TAPCMS in Karnataka, there are 20,372 FPSs out of which 200 are managed by KFCSC, 8896 by Co-operatives and 11,276 are managed by the individual licenses.

### Types of Ration Cards

The issue ration cards vary based on the economic status of the household, in Karnataka there are three different types of ration cards given to the beneficiaries such as a) APL, it is for the households who are in above poverty line, which is based on the measurement of government's guideline, b) BPL, it is for the households who are below poverty line and c) AAY, it is the for the family who is poorest of poor.

### Present Status of PDS in Karnataka

Ration cards are an official document issued by state governments in India to households that are eligible to purchase subsidized food grain from the Public Distribution System NFSA was enacted, there were three types of ration cards APL, BPL and Anthyodaya cards.

**Table1: Income level for the card holders.**

Cards	Income Level
1. APL	Those families income is more than Rs.12,000/- per annum in rural area and Rs.17,000/- per annum in urban areas
2. BPL	Those families income is less than Rs.12,000/- per annum in rural area and Rs.17,000/- per annum in urban areas
3. AAY	1. Below 17,000 and Widows, Widows, persons with disability/weakness/mental illness and persons aged more than 65 years without any financial and social security, SC/ST.

Source: the Ministry of Food, Civil Supplies and Consumer Affairs Department in India and Karnataka. Table 1 displays the details of cardholders. the income level of APL cardholder is more than Rs.12,000/- per annum in rural area and Rs.17,000/- per annum in urban areas, Income is less than Rs.12,000/- per annum in rural area and Rs.17,000/- per annum in urban areas for BPL card holder and widows are able to get Anthyodaya ration cards and also widows, persons with disability/weakness/mental illness and persons aged more than 65 years without any financial and social security, SC/ST. those who are below Rs 17,000 annual income

**Table2: District wise Fair Price Shops in Karnataka.**

District	No of active shops
Bagalakote	692
Bangalore	580
Bangalore Central	76
Bangalore East	115
Bangalore North	171
Bangalore South	246
Bangalore West	327
BangaluruRural	380
Belagavi	1725
Ballari	601
Bidar	740

Vijayapura	827
Chamarajanagara	489
Chikkamagaluru	530
Chitradurga	585
Chikkaballapura	562
DakshinaKannada	484
Davanagere	798

Dharwar	514
Gadag	366
Kalaburugi	984
Hassan	878
Haveri	465
Kodagu	298
Kolar	609
Koppal	443
Mandya	729
Mysuru	1085
Raichur	709
Ramanagara	561
Shivamogga	579
Tumakuru	1112
Udupi	301
Uttara Kannada	427
Yadgiri	401
Total	20389

Source: the Ministry of Food, Civil Supplies and Consumer Affairs Department in India and Karnataka.

Fair Price Shop (FPS) is a part of India's public system established by the Government of India which distributes rations at a subsidized price to the poor .the table 2 explains Details of the district-wise fair price shops in Karnataka. Karnataka has Total number of 20389 have a PDS active shop, Belgaum district has the highest number of 1,725 have a PDS active shops, Tumkur district has second-highest no of 1112 PDS active shops, Mysore district is 3rd highest number of 1085PDS active shops, Bangalore central district has the lowest number of only 75 PDS active shops, Bengaluru east has second-lowest number of 115 PDS active shops.

**Table3: Beneficiaries of Ration Card (district wise) in Karnataka.**

District	AAY RCs		AAY Beneficiaries		PHH RCs		PHH Beneficiaries		NPHH RCs		NPHH Beneficiaries	
Bagalakote	37160	4.74	158365	5.11	340057	3.08	1150974	3.17	30980	1.63	108410	1.48
Bangalore	6160	0.79	26407	0.85	479671	4.34	1579264	4.36	69334	3.65	239478	3.27
Bangalore East	2033	0.26	9199	0.30	57517	0.52	199994	0.55	79926	4.21	299416	4.09
Bangalore North	2229	0.28	10766	0.35	81319	0.74	295286	0.81	57138	3.01	213094	2.91
Bangalore South	5298	0.68	23219	0.75	87488	0.79	310846	0.86	64478	3.40	340685	4.65
Bangalore West	4141	0.53	17553	0.57	155343	1.41	534422	1.47	88388	4.66	330937	4.52
Bangaluru Rural	6685	0.85	28064	0.91	220163	1.99	718991	1.98	13585	0.72	53016	0.72
Belagavi	44902	5.73	171601	5.54	984367	8.92	3081577	8.50	273439	14.40	1015975	13.87
Ballari	55423	7.08	227388	7.34	419872	3.80	1467967	4.05	47449	2.50	189127	2.58

Bidar	34839	4.45	139605	4.51	284919	2.58	950102	2.62	34431	1.81	129369	1.77
Vijayapura	36031	4.60	134528	4.34	402441	3.64	1300288	3.59	45569	2.40	164686	2.25
Chamarajanagara	21473	2.74	67447	2.18	255491	2.31	758261	2.09	9752	0.51	27988	0.38
Chikkamagaluru	12803	1.63	45592	1.47	237215	2.15	763141	2.10	54051	2.85	205429	2.80
Chitradurga	26852	3.43	106722	3.45	364360	3.30	1225275	3.38	20138	1.06	74582	1.02
Chikkaballapura	14970	1.91	58957	1.90	283449	2.57	915980	2.53	11730	0.62	42671	0.58
Dakshina Kannada	23715	3.03	123843	4.00	218167	1.98	855899	2.36	186504	9.82	844408	11.53
Davanagere	34495	4.40	136260	4.40	390521	3.54	1317807	3.63	27044	1.42	101635	1.39
Dharwar	21767	2.78	82221	2.66	333382	3.02	1103682	3.04	68051	3.58	259269	3.54
Gadag	21444	2.74	79101	2.55	217646	1.97	689900	1.90	28310	1.49	108607	1.48

Kalaburugi	54122	6.91	213150	6.88	465596	4.22	1523720	4.20	68291	3.60	281060	3.84
Hassan	11273	1.44	40384	1.30	423895	3.84	1354142	3.73	22828	1.20	73010	1.00
Haveri	31520	4.02	126755	4.09	337940	3.06	1112579	3.07	41828	2.20	167178	2.28
kodagu	6339	0.81	14333	0.46	91944	0.83	286469	0.79	37258	1.96	129138	1.76
Kolar	20191	2.58	77192	2.49	308065	2.79	1045955	2.88	29761	1.57	116035	1.58
Koppal	37000	4.72	152231	4.92	263999	2.39	876181	2.42	8043	0.42	28037	0.38
Mandya	19693	2.51	68301	2.21	465534	4.22	1457476	4.02	40810	2.15	148636	2.03
Mysuru	19286	2.46	69666	2.25	664505	6.02	2033084	5.61	81980	4.32	296216	4.04
Raichur	45514	5.81	162183	5.24	355670	3.22	1127359	3.11	28466	1.50	110388	1.51
Ramanagara	11854	1.51	46716	1.51	272873	2.47	865787	2.39	6846	0.36	19210	0.26
Shivamogga	16605	2.12	64200	2.07	344386	3.12	1126066	3.11	94159	4.96	365841	4.99
Tumakuru	30005	3.83	114669	3.70	611293	5.54	2008009	5.54	45668	2.41	165657	2.26
Udupi	29365	3.75	155057	5.01	146050	1.32	573934	1.58	94300	4.97	451998	6.17
Uttara Kannada	10010	1.28	37837	1.22	272286	2.47	940295	2.59	81543	4.29	300755	4.11
Yadgiri	28045	3.58	107089	3.46	203873	1.85	708996	1.96	6630	0.35	24198	0.33
Total	78324		309660	100	110412		36259708	100	189870		7326139	100
	2	100	1		97	100			8	100		

Source: the Ministry of Food, Civil Supplies and Consumer Affairs Department in India and Karnataka.

The study explains the details of the district-wise ration cards and beneficiaries in Karnataka. in the following table, (3) Total number of 3096601(7%) beneficiaries are covered with 783242(6%) AAY Ration cards, Total number of 7326139(16%) beneficiaries are covered with 1898708(14%) NPHH (APL) ration cards, are comparatively high in number of 36259708 (77%) beneficiaries are covered with 11041297 (80%) PHH (BPL), Ration cards.

Poorest of the poor people live in the Ballari district because they have the highest number of 55423 (7.08) of AAY ration cards, Bangalore East district has the lowest number of 2033 (0.26%) AAY ration cards. The population of ration cardholders has increased as Belagavi has a large population; Belagavi district has the highest number of 273439 (14.4%) APL ration card holders, Yadagiri district has the lowest number of 6630(0.35%) APL rations cardholders. Belagavi district has the highest number of 984367 (8.9%) BPL ration card holders, Bangalore East has a lowest number of 57517(0.52%) BPL ration cardholders.

### PRESENT STATUS OF PDS NEW ANNABHAGYA SCHEME IN KARNATAKA

One of the important and ambitious programmes introduced Annabhagya scheme in Karnataka government working is very effectively in recent years. It is revised form of the traditional public distribution system of Karnataka with few vital modifications. The programme was officially launched on 10th July, 2013 by the Honourable chief Minister of Karnataka. In brief, the scheme aims to provide 30 kilograms of rice per family per month at the price of Re.1/kilogram to below poverty line (BPL) families across the state. The programme covers a total of 108.98lakh priority households. (87 lakh BPL cardholders and 11.35 lakh Antyodaya Anna Yojana (AAY) beneficiaries across the state. Rice will be

distributed through a network of 20,778 public distribution system (PDS) shops. A single person family is eligible for 10 kilo rice, a family with 2 persons will get 20 kilos a family with 3 and more number of persons is eligible for 30 kilo rice eligible beneficiaries in additional commodities iodized salt and palm oil in recent years to distribution of buy from the fair price shops. The state food department has collected fingerprints photographs of all ration cardholders and fed the data into a server that links all the machines. To further eliminate fake ration cards, the government has also linked the cards to electricity meter numbers in urban areas and property tax numbers in rural. The PDS runs parallel with the market mechanism to provide sustenance and food security to the people for whom food at market prices are beyond their reach.

**Table 4: District wise Fair Price Shops and Ration Card Holders in Karnataka**

Sl. No.	District	Ration Shops			Ration card holders		
		Urban	Rural	Total	Anthyodaya		
					Urban	Rural	Total
1	Belagavi	437	1347	1784	10297	58759	69056
2	Bagalkote	188	536	724	10052	36400	46452
3	Vijayapura	141	712	853	6880	35371	42251
4	Kalburgi	214	770	984	9070	54795	63865
5	Bidar	158	569	727	5040	34991	40031
6	Raichuru	170	558	728	10227	42329	52556
7	Koppal	73	395	468	5332	32381	37713
8	Gadag	100	247	347	4582	24143	28725
9	Dharwada	234	266	500	6245	23724	29969
10	Uttara Kannada	81	325	406	960	15361	16321
11	Haveri	102	348	450	5955	41302	47257
12	Ballari	129	234	363	7355	19694	27049
13	Chitradurga	64	523	587	2851	39702	42553
14	Davanagere	193	514	707	6691	39151	45842
15	Shivamogga	173	398	571	6532	31504	38036
16	Udupi	54	241	295	3694	24919	28613
17	Chikkamagaluru	78	445	523	1925	20668	22593
18	Tumakuru	212	875	1087	2918	47031	49949
19	Kolara	136	465	601	2672	27343	30015
20	Bengaluru U	1101	239	1340	20351	8137	28488
21	Bengaluru R	73	295	368	1712	12706	14418
22	Mandya	95	628	723	2406	32175	34581
23	Hassan	124	758	882	1446	22022	23468
24	Dakshina Kannada	91	387	478	3609	19657	23266
25	Kodagu	23	249	272	461	9674	10135
26	Mysuru	323	695	1018	5872	44677	50549
27	Chamarajanagara	53	447	500	2639	33333	35972
28	Chikkaballapura	84	456	540	1778	26823	28601
29	Ramanagara	118	441	559	2254	16787	19041
30	Yadgiri	71	329	400	4501	25019	29520
31	Vijayanagara	54	283	337	6387	33452	39839

**Source:** Karnataka at Glance report 2022

The Fair Price Shop (FPS) is a component of India's public sector established by the Government of India that provides discounted rations to the underprivileged. Table 4 describes the details of

Karnataka's fair price stores by district. Karnataka has a total of 20122 PDS active shops, with Belgaum district having the most (1784), Bengaluru Urban district having the second-highest number of 1340 PDS active shops, Tumakuru district having the third highest number of 1087 PDS active shops, Kodagu district having the lowest number of only 275 PDS active shops, and Vijayanagara New District having the second-lowest number of 337 PDS active shops. Belgaum district has the most PDS active ration card holders (69056), while Kodagu district has the fewest (10135 PDS active ration card holders).

### Distribution of Entitlement based on Type of Ration Cards

The distribution of entitlements varies based on the economic status of household that is determined by Government of Karnataka, such as a) Above Poverty Line, b) Below Poverty Line and c) Antyodaya Anna Yojana. Below poverty and antyodaya consumes few entitlements freely, while above poverty line household has to pay for all eligible entitlements, the detailed report on entitlements and its variation on the card holders is shown in the table below.

**Table 5 Distribution of Entitlements Based on Type of Ration Cards**

<b>ANTYODAYA ANNA YOJANA HOUSEHOLDS</b>		
<b>ENTITLEMENT</b>	<b>QUANTITY</b>	<b>PRICE</b>
Ragi/ Wheat	6 Kg	Free of Cost
Rice	29 Kg	Free of Cost
Sugar	1 Kg	Rs. 13.5
Palm Oil	1 Liter	Rs. 25
Iodized Salt	1 Kg	Rs. 2
Kerosene	3 Liter for up to 2 Person, 4 Liter more than 2 Person	Rs. 18 Per liter
<b>BELOW POVERTY LINE HOUSEHOLDS</b>		
Ragi/wheat	2 Kg Per Person	Free of Cost
Rice	4 Kg Per Head	Free of Cost
Sugar	1 Kg	Rs. 13.5
Palm Oil	1 Liter	Rs. 25
Iodized Salt	1 Kg	Rs. 2
Kerosene	3 Liter for up to 2 Person, 4 Liter more than 2 Person	Rs. 18 Per Liter
<b>ABOVE POVERTY LINE HOUSEHOLDS</b>		
Ragi/wheat	5 Kg for Household	Rs. 10 Per Kg
Rice	5 Kg for Household	Rs. 15 Per Kg

Source: Department of Food and Civil Supplies and Consumers Affairs, Karnataka

The information obtained from Department of Food and Civil Supplies and Consumers Affairs, Government of Karnataka states that (table 4.2), AAY families are eligible to get, 6 kg of Ragi or Wheat and 29 Kg of Rice per month for free of cost, while Sugar, Palm Oil, Iodized Salt and Kerosene are billed as Rs. 13.5, Rs. 25, Rs. 2 and Rs. 18 per liter respectively. BPL families are eligible to get, 2 kg of Ragi or Wheat and 4 Kg of Rice per person in a household for free of cost, while Sugar, Palm Oil, Iodized Salt and Kerosene are billed as Rs. 13.5, Rs. 25, Rs. 2 and Rs. 18 per liter respectively. APL families are eligible to get only 5 Kg Ragi or Wheat for Rs. 10 Per Kg, and 5 Kg of Rice for Rs. 15 Per Kg. from this it is clear that,



Ragi and Wheat are only free for AAY and BPL while rest of the entitlements price are same for both the categories, whereas APL families are only eligible to get Ragi/Wheat and Rice for price.

## CONCLUSION

Public Distribution System is by far the largest food entitlement program in India. It is accessed by more than one-third of the total population of India. In the analysis, it was found that the PDS scheme in Karnataka is providing food security but low quality and quantity food grains are distributed to the Poor people of Karnataka. This study also suggests the methods to improve the PDS in areas particular as poor families. Those improvements are policy-oriented implications that are needed for the success of the PDS system in Karnataka. The current study focuses on An Economic Analysis of Public Distribution System on Food Security in Karnataka, and it is discovered that ration card holders are increasing. It is one of India's most important poverty-reduction programs. It enhances food and nutrition security, and social protection programs in Karnataka have helped to improve incomes while also protecting the population, particularly the poor. Overall, the government improved the PDS Programs from year to year due to poverty reduction, increased employment opportunities, and level of living, which ensured rural development in Karnataka.

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