

**28**

**STANDING COMMITTEE ON CONSUMER AFFAIRS, FOOD  
AND PUBLIC DISTRIBUTION (2022-2023)**

**SEVENTEENTH LOK SABHA**

**MINISTRY OF CONSUMER AFFAIRS, FOOD  
AND PUBLIC DISTRIBUTION  
(DEPARTMENT OF FOOD AND PUBLIC DISTRIBUTION)**

**PRADHAN MANTRI GARIB KALYAN ANNA YOJANA (PMGKAY)**

**TWENTY EIGHTH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

**August 2023/ Sravana, 1945 (Saka)**

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*Presented to Lok Sabha on 03.08.2023*

*Laid in Rajya Sabha on 03.08.2023*



**LOK SABHA SECRETARIAT  
NEW DELHI**

**August 2023/ Sravana, 1945 (Saka)**

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**Composition of the Standing Committee on Consumer Affairs, Food and Public Distribution (2022-23)**

Smt. Locket Chatterjee - Chairperson

**MEMBERS**

**Lok Sabha**

2. Dr. Farooq Abdullah
3. Shri Sudip Bandyopadhyay
4. Shri Shafiqur Rahman Barq
5. Shri Gangasandra Siddappa Basavaraj
6. Km. Debasree Chaudhuri
7. Shri Anil Firojiya
8. Shri Rajendra Dhedya Gavit
9. Shri Sanganna Amarappa Karadi
10. Shri Khagen Murmu
11. Shri Mitesh Rameshbhai Patel
12. Shri Subrat Pathak
13. Shri Ganesan Selvam
14. Dr. Amar Singh
15. Smt. Himadri Singh
16. Smt. Kavita Singh
17. Shri Nandigam Suresh
18. Shri Saptagiri Sankar Ulaka
19. Shri Rajmohan Unnithan
20. Shri Ve.Vaithilingam
21. Vacant

**Rajya Sabha**

22. Shri Satish Chandra Dubey
23. Dr. Fauzia Khan
24. Shri Baburam Nishad
25. Shri Rajmani Patel
26. Shri Sakaldeep Rajbhar
27. Dr. Anbumani Ramadoss
28. Shri C. Ve Shanmugam
29. Shri Harbhajan Singh
30. Ms. Dola Sen
31. Dr. Ashok Bajpai

**LOK SABHA SECRETARIAT**

1. Shri Srinivasulu Gunda - Joint Secretary
2. Dr. Vatsala Joshi - Director
3. Dr. Mohit Rajan - Deputy Secretary

## INTRODUCTION

I, the Chairperson of the Standing Committee on Consumer Affairs, Food and Public Distribution (2022-2023) having been authorized by the Committee to present the Report on their behalf, present this Twenty Eighth Report (Seventeenth Lok Sabha) on the subject 'Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY)' pertaining to the Ministry of Consumer Affairs, Food and Public Distribution (Department of Food and Public Distribution).

2. The subject was selected by the Committee for examination and report. The Committee was briefed on the subject by the representatives of the Ministry of Consumer Affairs, Food and Public Distribution (Department of Food and Public Distribution) on 12.12.2022. Oral evidence of the representatives of the Department of Food and Public Distribution was held on 22.05.2023.

3. The Committee wish to express their thanks to the Officers of the Ministry of Consumer Affairs, Food and Public Distribution (Department of Food and Public Distribution) for placing before them the detailed written notes on the subject and for furnishing the information to the Committee, desired in connection with the examination of the subject.

4. The Report was considered and adopted by the Committee at their sitting held on 01.08.2023.

5. For facility of reference and convenience, the Observations/Recommendations of the Committee have been printed in thick type in Part - II of the Report.

**NEW DELHI;**  
**01 August, 2023**  
**10 Sravana, 1945 (Saka)**

**LOCKET CHATTERJEE,**  
**Chairperson,**  
**Standing Committee on**  
**Consumer Affairs, Food and Public Distribution**

## **PART - I**

### **REPORT**

#### **I. INTRODUCTORY**

The National Food Security Act, 2013 is being implemented in all the States/UTs, on an all India basis. Out of maximum coverage of 81.35 crore, around 80.04 crore persons are covered under NFSA at present for receiving highly subsidized foodgrains. Coverage under the Act is under two categories—households covered under Antyodaya Anna Yojana (AAY) and Priority households (PHH). The monthly entitlement of foodgrains is 5 kg per person for eligible households under ‘priority’ category and 35 kg per family for AAY households.

2. Beneficiaries under the Act are entitled for subsidized foodgrains at 3/2/1 per kg for rice/wheat/coarse grains for an initial period of three years from the date of commencement of the Act (July 5, 2013). Thereafter, prices were to be fixed by the Central Government from time to time, but not exceeding MSP. Government decided from time to time to continue the above mentioned subsidized prices under NFSA.

3. Aligning with the vision i.e., “Ensuring food security for citizens of the country” of the Department of Food and Public Distribution, Department of Consumer Affairs, Food and Public Distribution, one of the objectives of the Department is “to implement the National Food Security Act, 2013, throughout the country”.

#### **II. CONTEXT**

4. As the COVID-19 containment procedures imposed unprecedented curbs on the economic activities throughout the country, it led to a scarcity of staple foods and price hikes due to reduced cultivation, disruption in supply chains, shortage of labour, reduced employment, and reduced purchasing power of the people. Thereby, adversely impacting the food and nutrition security of the poor and needy people in the country.

5. On March 24, 2020, the Hon'ble Prime Minister announced a strict nationwide lockdown in a bid to prevent the progression of the novel coronavirus. Subsequently, the Government, with an aim to ameliorate the hardships faced by the poor and needy,

announced the 'Pradhan Mantri Garib Kalyan Package'. Pursuant to this, the Government rolled out a special purpose scheme, namely "Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY)" through which the Government almost doubled the quantity of monthly foodgrain being normally distributed to all beneficiary households under NFSA. Thus, under PMGKAY, all NFSA beneficiaries were provided additional 5 Kg foodgrains per person per month, free-of-cost, over and above their normal NFSA entitlements. The scheme initially launched for eight months in year 2020 (April to November 2020) was operationalized for twenty months from May 2021 to December 2022. The Central Government has further extended the scheme to 81.35 crore NFSA beneficiaries i.e., AAY Families and PHH persons for one year from 01.01.2023 to 31.12.2023. The decision is taken to strengthen the provisions of NFSA in terms of accessibility, affordability and availability of entitled foodgrains for the poor and ensure effective and uniform implementation of National Food Security Act, 2013 (ONE NATION-ONE PRICE-ONE RATION). The additional cost of making foodgrains free of cost to the NFSA beneficiaries will be borne by Government of India. Notification to this effect was published in the Gazette of India on 30.12.2022.

6. The Committee selected the subject 'Prime Minister Garib Anna Kalyana Yojana (PMGKAY) for detailed examination and report there on. As part of the examination of the subject, the Committee took oral evidence of representatives of Department of Food and Public Distribution and Food Corporation of India (FCI) was deposed before the Committee, obtained the written replies to the queries raised during the meetings with the Department and FCI. Based on the written and oral depositions of the Department of Consumer Affairs, Food and Public Distribution (Department of Food and Public Distribution), the Committee have analysed various issues pertaining to the subject matters enumerated in the succeeding paragraphs followed by the Committee's considered Observations/Recommendations.

### **III. PURPOSE OF THE SCHEME**

7. The objective of distributing free foodgrains under the PM-GKAY scheme is that—no poor/vulnerable beneficiary or house-hold should suffer due to non-availability of

foodgrains during the COVID-19 crisis and the consequential disruptions in economic activity caused by the pandemic in the country.

8. The representatives of the Department, during oral evidence held on 22.05.2023 explained the need of implementing for PMGKAY during COVID-19 as follows:

**“Economic Impact:**

The COVID-19 pandemic led to widespread disruptions in economic activities, including job losses, food and income reduction for many individuals and families. PMGKAY aimed to mitigate this impact by providing food support.

**Disruption of Normal Supply Chain:**

The disruption resulted into difficulty in accessing food commodities of daily use despite having the resources to buy them during the initial lockdown period.

**Food Security:**

Because of economic and supply chain disruptions, there was an absolute need for providing additional assistance to ensure Food security and preventing any mis happenings due to food shortage”.

9. Elaborating further, the representatives of the Department in their deposition before the Committee held on 22 May, 2023 sated as under:

"मार्च 2020 में कोविड आया था, तब काफी इकोनामिक एक्टिविटीज में डिसरप्शन आया। लॉक डाउन लगा, लोगों की जॉबलॉस हुई, इनकम में कमी आई, इससे काफी लोग प्रभावित हुए। इसके कारण जो लोग फूड एफोर्ड भी कर सकते थे, उनके लिए उपलब्धता का विषय बना रहा। एक विषय फूड सिक्योरिटी का आया, लोगों की इनकम लॉस हुई, कोविड का डर लोगों में था, इस सबके कारण भारत सरकार ने 26 मार्च, 2020 में योजना लांच की। 80 करोड़ राष्ट्रीय खाद्य सुरक्षा अधिनियम के ग्राहियों के फ्री ऑफ कास्ट फूड देने का प्रावधान किया गया। हर व्यक्ति को पांच किलो अनाज देने का प्रावधान किया गया। सात चरणों में 28 महीने में योजना चली। "

“कोविड के दौरान गरीबों को राशन वितरित करने हेतु उठाया गया कदम बहुत ऐतिहासिक है। निश्चित रूप से रोटी, कपड़ा और मकान अनिवार्य आवश्यकता है। ऐसी बहुत बड़ी आबादी थी, जो रोज कमाकर पेट भरने वाली थी और उस दौरान बड़ी समस्या खड़ी हुई थी। मेरा यह सुझाव है कि इस योजना को आगे भी लागू रखा जाए।”

#### **IV. ELIGIBLE BENEFICIARIES**

10. Representatives of the Department, during oral evidence held on 22.05.2023 explained eligibility of the beneficiaries for availing the scheme as follows:

“1 जनवरी से टोटल बेनिफिशियरीज, जो 81.35 करोड़ हैं, इनको अन्त्योदय अन्न योजना और प्राइमरी हाउस होल्ड के बेनिफिशियरीज को एनएफएसए की मुख्य योजना, जिसमें 3 रुपये में चावल, 2 रुपये में गेहूं और 1 रुपये में मोटा अनाज देते थे, उसे फ्री कर दिया गया है। यह इसलिए किया गया है, क्योंकि in terms of accessibility and portability सभी को एक ही रेट में मिले। किसी राज्य में अलग रेट था, कुछ राज्य सब्सिडी देते थे, कुछ नहीं देते थे। पूरे देश में एक व्यवस्था हो, इसलिए यूनिफॉर्म इम्प्लीमेंटेशन की भी व्यवस्था की गई है। करीब 2 लाख करोड़ रुपये की जो सब्सिडी है, Rs. 2 lakh crore subsidy to make these foodgrains available free of cost to all these 81 crore beneficiaries. भारत सरकार इसको पूरा बियर करेगी। अभी करीब 14 लाख टन व्हीट और 30 लाख टन राइस का मंथली एलोकेशन आता है। हमारी जो दो स्कीम्स थीं, food subsidy to FCI and food subsidy to DCP states. इन दोनों को मर्ज करके 'प्रधानमंत्री गरीब कल्याण अन्नयोजना' नाम रखा गया है। इसके अंतर्गत सभी बेनिफिशियरीज को फ्री फूडग्रेन्स उपलब्ध कराया जा रहा है।“

#### **V. PHASE WISE PROGRESS**

11. The Department in their background note to the meeting held on 12.12.2022 submitted the following data and details of the procurement allocation and distribution in different phases:

“The allocation of foodgrains during phase I-V of PMGKAY has been made in the State/UT-wise NFSA ratio (**Annexure-I**) for rice and wheat respectively. The Phase-VI allocation was also made as per above. However, as the targeted procurement of approx. 443 LMT wheat could not be reached and there was shortfall in wheat procurement resulting in procurement of only approx. 187 LMT wheat, hence, in order to ensure management of foodgrain stocks as per norms, to position rice stock for distribution of fortified rice and to ease the pressure on the logistics, this Department has revise the PMGKAY ratio in r/o 11 States/UTs (in favour of rice) (**Annexure-II**) for the period of 5 months i.e. May-September, 2022 with no ratio change in rest of the 25 States/Uts. This revision resulted in additional financial implication of around Rs 4987.717 crores over a period of 5 months due to enhanced subsidy due to allocation of more rice in place of wheat. The same ratio has been maintained under Phase-VII of PMGKAY.

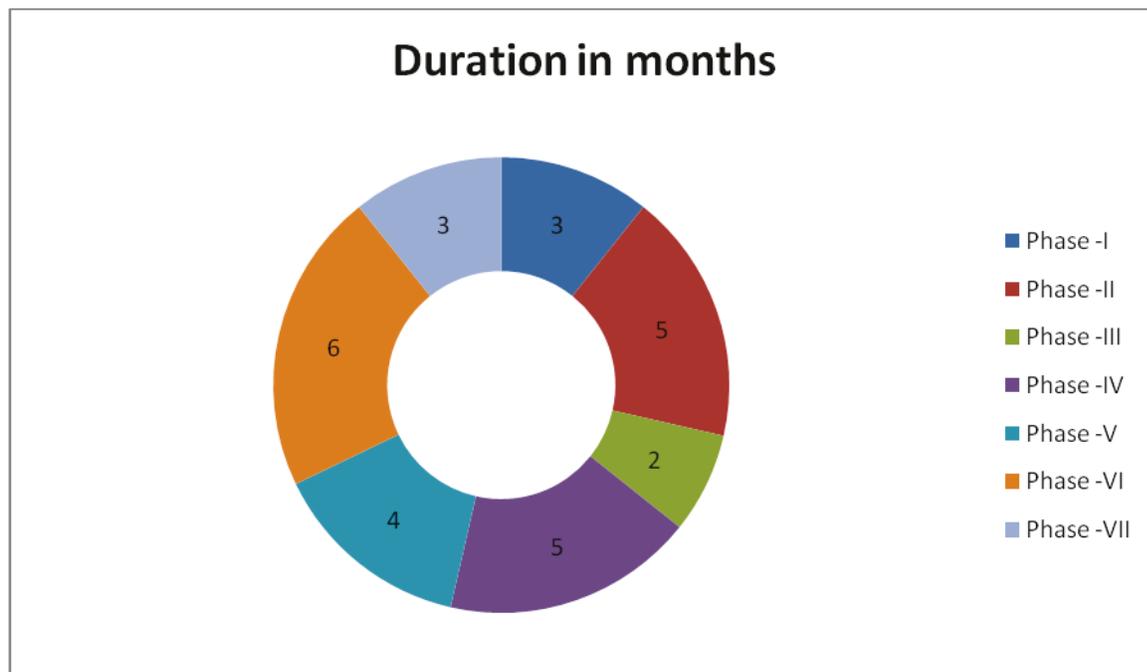
12. As regards the details of phase wise progress, the Department in their background note for the meeting held on 22 May, 2023 submitted as under: -

“Initially in 2020-21, the PMGKAY scheme was announced only for a period of three months of April, May and June 2020 (*i.e. Phase-I*). Later, keeping in view the continuous need to support the food-security of poor and the needy beneficiaries, the Government had extended the distribution of free-foodgrains for a further period of five months from July to November 2020 (*i.e. Phase-II*).

However, with the COVID-19 crisis continuing in 2021-22, the Government in April 2021 had again announced the distribution of free foodgrains under PMGKAY for a period of two months of May and June 2021 (*i.e., Phase-III*), extended it for another five months from July to November 2021 (*i.e., Phase-IV*) and further extended for four months from December 2021 to March 2022 (*i.e., Phase-V*). Thereafter, in March 2022, keeping in view the continuing hardship induced by COVID-19, GoI had decided to further continue the distribution of free foodgrains from April 2022 to September 2022 (*i.e., Phase-VI*).

Starting from the month of October 2022, the scheme was extended for another three months *i.e.*, till December 2022 (*i.e., Phase-VII*). With this extension, PMGKAY completed 28-month period over 7 phases with an earmarked total financial outlay of approximately Rs. 3.91 Lakh Crore, and total food grains allocation of nearly 1,118 LMT.”

13. Following is the 7 phase-wise utilization and achievements of PM-GKAY:

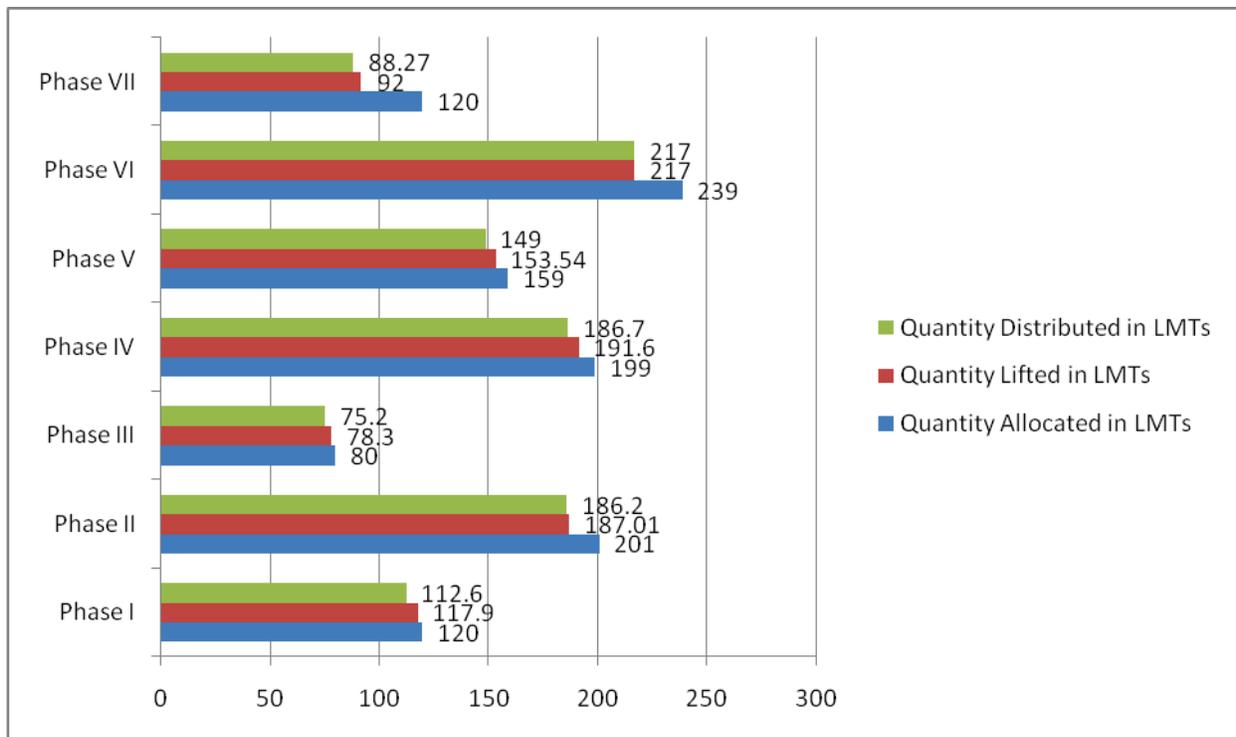


14. The data and details on the duration of seven phases, quantity allocated, lifted and distributed as furnished by the Department is as under:

<b>PMGKAY</b>	<b>Duration</b>	<b>Quantity Allocated in LMTs</b>	<b>Quantity Lifted in LMTs</b>	<b>Quantity Distributed in LMTs</b>	<b>% Achievement (Col.5 wrt Col.4)</b>
<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>
Phase – I (3 months)	April'20 – June'20	120 LMT	117.9 LMT	112.6 LMT	95.51
Phase – II (5 months)	July'20- Nov.'20	201 LMT	187.01 LMT	186.2 LMT	99.57
Phase – III (2 months)	May'21 – June'21	80 LMT	78.3 LMT	75.2 LMT	96.04
Phase – IV (5 months)	July'21- Nov.'21	199 LMT	191.6 LMT	186.7 LMT	97.44

Phase – V (4 months)	Dec'21- Mar.'22	159 LMT	153.54 LMT	149 LMT	97.04
Phase-VI (6 months)	April'22- /Sep'22	239 LMT	217 LMT	217 LMT	100
Phase-VII (3 months)	Oct'22- /Dec'22	120 LMT	92 LMT	88.27 LMT	95.95
<b>Total (28 months)</b>		<b>1118 LMT</b>	<b>1037 LMT</b>	<b>1015 LMT</b>	<b>97.88</b>

15. The graphical presentation of data on quantity allocated, lifted and distributed in seven phase is as follows:



16. Phase wise achievement w.r.t. quantity lifted and quantity distributed in absolute number and percentage terms can be seen in table at para 14

17. On being asked about the criteria of selecting New States/UTs for revised ratio of food grain distribution from phase VI onwards, the Department in their written replies submitted that-

“In order to ensure management of foodgrain stocks as per norms, to position rice stock for distribution of fortified rice and to ease the pressure on the logistics,

this Department on the basis of recommendations of FCI had revised the PMGKAY ratio in r/o 11 States/UTs in favour of rice for the period of 5 months i.e., May-September, 2022 with no ratio change in rest of the 25 States/UTs. The same ratio had been maintained under Phase-VII of PMGKAY. However, the total allocated quantum of foodgrains remains unchanged.”

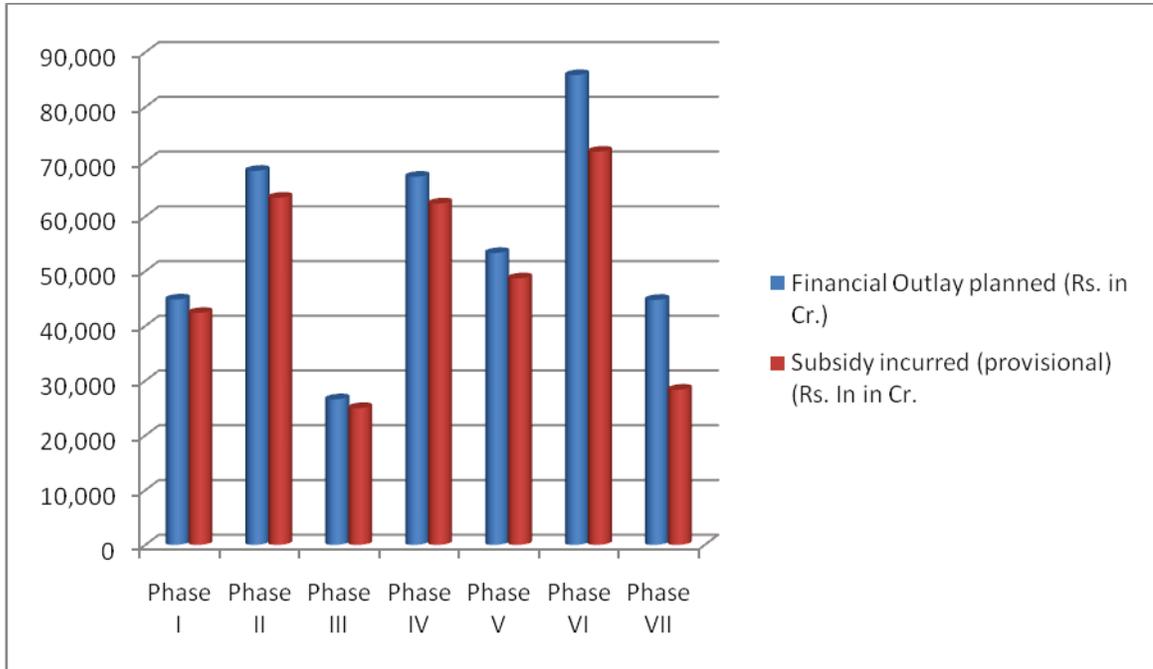
18. Further, the Department informed that foodgrains had been allocated to all States/UTs (including Odisha) under all phases of PMGKAY which includes phase-VI & phase-VII without any exception. The State-wise allocation & Off-take under PMGKAY phase-VI & VII is attached at **Annexure-III**. This Department has given uniform directions to all 36 States/UTs, across the country for the implementation of PMGKAY and no State/UT was excluded. All States/UTs participated in all the phases.

#### **VI. FINANCIAL OUTLAY**

19. The data on quantity allocated, financial allocations and the subsidy incurred in all the seven phases (Phase wise) submitted by the Department is as follows:

<b>PMGKAY</b>	<b>Duration</b>	<b>Quantity Allocated in LMTs</b>	<b>Financial Outlay planned</b>	<b>Subsidy incurred as on 28.07.2023 (provisional) (Rs. Crore)</b>
Phase – I (3 months)	April'20 – June'20	120 LMT	Rs. 44,834 Crore	42,378.8
Phase – II (5 months)	July'20- Nov.'20	201 LMT	Rs. 68,351 Crore	63,438.6
Phase – III (2 months)	May'21 – June'21	80 LMT	Rs. 26,602 Crore	25,000
Phase – IV (5 months)	July'21- Nov.'21	199 LMT	Rs. 67,266 Crore	62,380
Phase – V (4 months)	Dec'21- Mar.'22	159 LMT	Rs. 53,344 Crore	48,702
Phase-VI (6 months)	April'22-/Sep'22	239 LMT	Rs. 85,838 Crore	71,848
Phase-VII (3 months)	Oct'22-/Dec'22	120 LMT	Rs. 44,762 Crore	28,352
<b>Total (28 months)</b>		<b>1,118 LMT</b>	<b>Rs. 3.91 Lakh crore</b>	<b>3.42Lakh Crore</b>

20. The graphical representation of the above details and data is as follows



21. The financial Outlay planned and subsidy incurred on the scheme and the percentage achievement is as follows

<b>PMGKAY</b>	<b>Financial Outlay planned (Rs. In Cr.)</b>	<b>Subsidy incurred as on 28.07.2023(provisional) (Rs. In Cr.)</b>	<b>% achievement</b>
Phase – I	44,834	42,378.80	94.5238
Phase – II	68,351	63,438.60	92.81298
Phase – III	26,602	25,000	93.9779
Phase – IV	67,266	62,380	92.7363
Phase – V	53,344	48,702	91.29799
Phase-VI	85,838	71,848	83.70186

Phase-VII (3 months)	44,762	28,352	63.33944
<b>Total</b>	<b>3,90,997</b>	<b>3,42,099.40</b>	87.49412

22. As regards the details of Expenditure under PMGKAY, the Department submitted as under:-

“States are allocated food grains at subsidized rates under National Food Security Act (NFSA) and Other Welfare Schemes. Difference between Economic Cost and Central Issue Price (CIP) at which foodgrains are issued to States are reimbursed to Food Corporation of India (FCI) and DCP States as food subsidy. Funds are also released to FCI for maintenance of buffer stocks. Further, food subsidy released as per MEP/QEP duly sanctioned by MoF. The claims of State Governments are processed keeping in view the opening and closing balance of stocks, procurement, allocation and distribution of food grains, Food Corporation of India’s reconciliation, Utilization Certificates received, Economic Cost of food grains, prevalent guidelines etc., among others. This is an ongoing and continuous process. Amount incurred on Government of India on food subsidy to FCI & DCP (Decentralized Procurement) States & intra-state transportation and FPS dealers’ margin for distribution of foodgrains under PMGKAY (from Phase I-VII) is as below:

(Amount in Rs Crore)

S.No.	Item	PMGKAY	PMGKAY	PMGKAY	Total fund released under PMGKAY*
		2020-21	2021-22	2022-23	
		1	2	3	4=1+2+3
1	Food subsidy to DCP States	15930.47	18691.97	23139.19	57761.63
2	Expenditure incurred by FCI	84316.69	96644.68	84213.29	265174.66
3	Expenditure incurred on account of FPS dealers & inter-state transportation	1777.62	3759.04	4397.34	9934.00
	Total	102024.8	119095.69	111749.82	332870.29

\*Figures are provisional as accounts are yet to be finalized.

## **VII. IMPLEMENTATION OF PMGKAY**

23. On the issue of the implementation of the Scheme, the representative of the Department elaborated in evidence asunder: -

*"कोविड के टाइम में पीएमजीकेवाई में जो काम हुआ, हमारा विभाग, एफसीआई, स्टेटफूड, डिपार्टमेंट्स, उनके कारपोरेशन्स और राशन की दुकानों आदि सबके बारे में एक बहुत पॉजिटिव वातावरण बना है। जिस तरह से टेक्नोलॉजी का यूज हुआ, ई-पाँस और आधार ऑथेंटिकेशन के माध्यम से जो डिस्ट्रीब्यूशन होता है कि सही बनेफिशरी को सही क्वांटिटी में राशन मिल रहा है, इससे ओवरआल एक पॉजिटिव वातावरण बना है कि लोगो को एंटाइटलमेंट के हिसाब से राशन मिल रहा है।"*

## **VIII MONITORING AND EVALUATION**

24. When enquired evaluation exercise by Monitoring Institutions (MIs) regarding impact of distribution of food grains under PMGKAY in all the 36 States/UT, the Department, in a written reply, submitted as follows:

"This Department has engaged 13 Monitoring Institutions (MIs) of repute to undertake concurrent evaluation of the implementation of National Food Security Act, 2013 (NFSA) in all States/UTs for 03 years (2020-23). The questionnaires devised for the evaluation exercise also covered few questions on the receipt of free foodgrains under PMGKAY. As per the reports of the first two years (2020-22) submitted by the MIs, it is inferred that most of the surveyed households in all the states/UTs received full entitlements (5 kg food grains) under PMGKAY. The reports indicate that during the period of the survey, beneficiaries were satisfied with the quantity and quality of food grains provided to them and the reports submitted by the MIs are available in public domain at [https://nfsa.gov.in/portal/Concurrent\\_Evaluation](https://nfsa.gov.in/portal/Concurrent_Evaluation)."

25. The Committee desired to be apprised about the quality control mechanisms and checks to ensure quality of large quantity of food grains procured for implementation of this scheme. The Department in a written reply, submitted as follows:

"Prior to the commencement of every Rabi and Kharif Procurement Season, the Department formulates the uniform specifications for procurement of good quality foodgrains for Central Pool. To maintain the quality standards, foodgrains

procured for central pool are stored by adopting scientific manner and proper storing technology. Regular prophylactic and curative treatments are also carried out for the control of insect pests during preservation.

Further, the quality of procured foodgrains are also ensured by deputing the quality control personals to conduct various checks/super checks during procurement, storage and distribution of central pool foodgrains stocks through various social security programmes of Government of India.

In addition to above, Government has also issued instructions to State Government/UTs and FCI to ensure the supply of good quality foodgrains under Public Distribution System (PDS) and other welfare schemes.

- Only good quality foodgrains free from insect infestation and conforming to Food Safety Standards are to be issued under TPDS and other welfare schemes.
- Ample opportunities are provided to the State Government/UT Administration to inspect the stocks prior to lifting from FCI godowns. State/UTs may ensure that officers not below the rank of Inspector are deputed for inspection of the foodgrains before their lifting from FCI godowns.
- Samples of foodgrains are to be collected and sealed from the stocks of foodgrains to be issued under the TPDS jointly by FCI and State Government/UT Administration.
- An officer not below the rank of Inspector is to be deputed from State Government to take the delivery of foodgrains stocks from FCI godowns.
- Regular inspection to check the quality of foodgrains is to be carried out by the officers of State Government.
- It is the responsibility of the concerned State Government/UT Administration to ensure that during transportation and storage at different stages in the distribution chain, the foodgrains retain the required quality specifications.
- The State Government, where the decentralized procurement is in operation, should ensure that the quality of foodgrains issued under TPDS and other welfare schemes should meet the desired standards under the Food Safety and Standards Authority of India (FSSAI). “

## **IX. ROLE OF DEPARTMENT**

26. The representatives of the Department, during oral evidence held on 22.05.2023 explained collaborative efforts of DFPD, FCI, States/UTs for supply of foodgrains during COVID-19 as follows:

- Increased Allocation: Annual allocation of foodgrains to States increased from 600 LMT to 1100 LMT necessitating spurt in logistics arrangement.

- Increased Annual Movement: Against the normal average annual movement of 400 LMT, FCI has moved around 600 LMT in 2020-21 and 2021-22 to meet the enhanced demand of foodgrains despite restrictions imposed during lockdown.
- Increased Rake Movement: Against the normal average of about 940 rakes per month, FCI moved around 1450 rakes per month.
- Recorded Rakes in a Single Day: A record number of 102 rakes were loaded in a single day i.e. on 22April2020 which was widely appreciated.
- Creation of War Room: A war room was created which ensured daily monitoring and effective coordination with Railways, dispatching regions, consuming region to ensure availability of stocks.

## **X. FOOT PRINTS AND ACHIEVEMENTS OF PMGKAY**

27. The representatives of the Department, during oral evidence held on 22.05.2023 explained the achievements of PMGKAY as follows:

“(i) Based on concurrent evaluation reports received from Monitoring Institutes (MIs) of 30 States/UTs, 98% of the surveyed households expressed satisfaction with the PMGKAY

(ii) About 40 crore portability transactions recorded under PMGKAY distribution

iii) IMF working paper says that the PMGKAY prevented any substantial increase in extreme poverty during the pandemic year (2020)”.

28. Further, the representatives of the Department explained the footprints of PMGKAY during COVID-19 as follows:

- Ensured food security for crores of vulnerable individuals and families across India.
- Mitigated the risk of starvation-related deaths by improving the nutritional intake of vulnerable populations.
- Provided much-needed relief to the economically disadvantaged sections of society by reducing their financial burden.
- Contributed in maintaining social stability during the crisis.
- Mitigated mass migration from urban to rural areas by providing food assistance to those in need.
- Targeted vulnerable sections of society, including daily wage earners, migrant workers, and marginalized communities. By including these groups, the scheme aimed to promote social inclusion and ensure that no one was left behind during the crisis.

## XI. AWARENESS CAMPAIGNS

29. As regards the details of awareness campaigns for creating awareness about the scheme, the Department submitted as under: -

- The Department has shared Banners/Hoarding creatives from time to time (*June 2020 and Dec 2021*) in Hindi and 10 regional languages, namely – Assamese, Bengali, Gujarati, Kannada, Marathi, Malayalam, Odiya, Punjabi, Tamil and Telugu with all States/UTs for display at all FPSs, godowns and other places of PDS operations.
- As per reports received from States/UTs & other Ministries, the posters/ banners etc. have been displayed in more than 2,11,000 locations for generating awareness about entitlement of free foodgrains under PM-GKAY.
- The Department has also sought the cooperation of some Central Ministries/Departments such as Indian Railways, D/o Posts, M/o PNG, M/o I&B to display these banners at strategic locations across the country such as Petrol pumps/CNG stations, Post offices, Railway stations and other prominent places.
- The Department also gives wide publicity about PMGKAY through regular press releases and through updates on its Social Media handles (*Twitter & YouTube*)."

30. During the evidence held on 22 May, 2023, the representative of the Department also stated asunder:

*"जो फ्री फूडग्रेन दिया जा रहा है, इसका ज्यादा प्रचार-प्रसार होना चाहिए, हम लोग उस डायरेक्शन में काम कर रहे हैं।"*

*"इस योजना की पब्लिसिटी करने के लिए विभिन्न माध्यमों का सहारा लिया गया। हिंदी और क्षेत्रीय भाषाओं बैनर, होर्डिंग्स, क्रिएटिक्स तैयार किए गए और इन को पीडीएस दुकानों, पेट्रोलपम्प, रेलवे स्टेशनों पर लगाया गया ताकि लोगों को सुविधा मिल सके। सेंट्रल मिनिस्ट्रीज़ जैसे रेलवे मिनिस्ट्री, आईएंडबी और अन्य की सहायता से पेट्रोलपम्प, पोस्ट ऑफिस आदि पर पब्लिसिटी के लिए बैनर आदि लगाए गए।"*

31. In this regard, the Department also submitted that-

*"Department has shared Banners/Hoarding creatives from time to time (*June 2020 and Dec 2021*) in Hindi and 10 regional languages, namely – Assamese, Bengali, Gujarati, Kannada, Marathi, Malayalam, Odiya, Punjabi, Tamil and Telugu with all*

States/UTs for display at all FPSs, godowns and other places of PDS operations. Additionally, the Department has also sought the cooperation of some Central Ministries/Departments such as Indian Railways, D/o Posts, M/o PNG, M/o I&B to display these banners at strategic locations across the country such as Petrol pumps/ CNG stations, Post offices, Railway stations and other prominent places. The Department also gives wide publicity about PMGKAY through regular press releases and through updates on its Social Media handles (*Twitter & YouTube*).”

32. On being asked about the promotional efforts are being made by the Department/FCI in order to inform the beneficiaries about the revised PMGKAY scheme and its components under which free food grains are being distributed, the Department in their written replies submitted that-

“the Central Government has developed a logo of PMGKAY scheme for creating awareness and bringing uniformity and transparency in free of cost foodgrain distribution. Further, an Advisory was issued to all the States/UTs vide letter dated 30.04.2023. In the said advisory, States/UTs were requested to issue uniform print receipts with PMGKAY logo so that PMGKAY is clearly identified with the logo. Directions under Section 38 of the National Food Security Act, 2013 has also been issued to all the States/UTs vide letter dated 19.06.2023 to strictly comply with the decision of the Central Government, conveyed vide *ibid* letter dated 30.04.2023 in true spirit.”

Promotional efforts to spread awareness on PMGKAY among the PDS beneficiaries:

- Publicity campaign on radio and TV Channels is under progress.
- Creatives of Tin Plates have been shared with FCI for their installation at all the FPS across 36 states/UTs.
- Information about the scheme is also being disseminated through social media channels like Twitter, YouTube, Facebook etc. on regular basis.
- Under the project ‘Generating awareness amongst TPDS beneficiaries’, this Department provides funds to the States/UTs to create mass awareness creation regarding various aspects of Targeted Public Distribution System (TPDS) and other Schemes of the Department of Food & Public Distribution.
- FCI has hired an agency through NFDC for production and dissemination of IEC materials on PMGKAY and the same are being prepared by the agency. The IEC campaign on the media such as television and radio has already been initiated by DFPD. Besides, FCI has also been undertaking social media campaign on PMGKAY on various platforms like Twitter, YouTube, Instagram, Koo etc.

### **Collaboration with other Ministries:**

- In this regard, a meeting, under the chairmanship of the Secretary, DFPD, with representatives from Department of Railways, Department of Post, Department of Chemical and Fertilizer, MoPNG and Department of Information and Broadcasting was held on 06.07.2023 to explore the scope of collaboration. The approved creatives have been shared with the respective ministries for wider dissemination.”

## **XII. PMGKAY VIS-À-VIS COARSE GRAINS**

33. On the issue of distribution of coarse grains along with the other food grains, in their written reply, the Department shared their views on including millets in PMGKAY as under:

“Coarse grains are highly nutritive, non-acid-forming, gluten-free and having dietary properties. Besides, to strengthen our fight against malnutrition in children and adolescents, consumption of coarse grains would help to foster immunity and health. Nutri-cereals (including millets) are already a part of Public Distribution System (PDS). The procurement, storage and distribution of 16 ultra-cereals by States/UTs are done under Decentralized Procurement (DCP) system.”

In this regard, it is to apprise that DFPD has framed a policy for procurement and distribution of millets/coarse grains in the country, providing active role of State Govts./Its agencies on priority under TPDS/Mid-Day meal/Integrated Child development Services (ICDS). The allocation of approved quantity of millet for distribution under PDS is made by this Department, while ensuring that the overall quantity of rice, wheat and millets has to be within the upper ceiling fixed in respect of each State/UT under NFSA. From 1<sup>st</sup> January, 2023 the aforesaid allocation under NFSA is being made at free of cost for one year.

During 2022-2023, 583832.29 MT millets/coarse grains were allocated under NFSA and 1694 MT was allocated under WBNP.

**Year wise, commodity wise details of millets/coarse grains are as under:**

<b>Allocation of millets/coarse grains under NFSA for 2022-23</b>		
<b>State</b>	<b>Commodity</b>	<b>Quantity in MT</b>
Karnataka	Jowar	97501.296
	Ragi	372789.748
Haryana	Bajra	67500
Uttar Pradesh	Bajra	43442.514
Tamil Nadu	Ragi	1370.504

Madhya Pradesh	Jowar	237.231
Kerala	Ragi	991
<b>Total</b>		<b>583832.293</b>

<b>Allocation of millets/coarse grains under WBNP for 2022-23(fig. in MT)</b>		
Haryana	Bajra	1694

Year 2023-24 is being celebrated as International year of Millets and (as on 16.05.2023), millets/coarse grains allocated under NFSA till date is as under:

<b>Allocation of millets/coarse grains under TPDS for 2023-24</b>		
<b>State</b>	<b>Commodity</b>	<b>Quantity in MT</b>
Gujarat	Bajara	765.8
Karnataka	Jowar	2,00,000
	Ragi	5,00,000
Tamil Nadu	Ragi	1371
Kerala	Ragi	1508
Madhya Pradesh	Jowar	237.231
Uttar Pradesh	Bajara	43,442.51
<b>Total</b>		<b>747324.541</b>

DFPD/FCI is constantly coordinating with the State Govts. For their requirement of millets/coarse grains under TPDS/MDS/ICDS so that the millets/coarse grains could be procured in surplus States and moved to deficit States for distribution under the various schemes.

To improve the level of nutrition among the beneficiaries covered under the NFSA, all the States/UTs *vide* letter 17.06.2022 (**ANNEXURE-IV**) have been requested to procure millets and distribute for NFSA beneficiaries as per local consumption preferences and as per the guidelines issued by this Department from time to time.”

34. In evidence, the representative of the Department elaborated as under:

“मोटे अनाज का ज्यादा वितरण किया जाए, उस दिशा में भी प्रयास किए जाएंगे।“

“.....इसमें जो मोटे अनाज का विषय आया है, उसे प्लस करने के लिए भी एक योजना बनाई जाए, जिससे गरीबों के पास मोटा अनाज भी पहुंचे। जब मोटा अनाज भी उनके पास पहुंचेगा, तो अच्छा होगा।“

### **XIII. TRANSPORTATION UNDER PMGKAY**

35. The Annual Report (2022-23) of the Ministry of Consumer Affairs, Food & Public Distribution (Department of Food and Public Distribution) with regard to the logistics of the foodgrains distribution during Covid-19 mentioned as follows:

“The Government was able to pull off the herculean task of feeding such a large population, that too amid the COVID-19 restrictions owing to the presence of extensive and established TPDS infrastructure in place. To distribute the grain, the Central and State/UT Governments relied on its robust logistical network, which involved the use of massive rail & road transportation network supported by Air & Sea logistics with last mile gaps in some non-motorable, hilly/difficult terrains being plugged through huse of horses/mules to even helicopters of the Indian Air Force and Army. The experience of States/UTs serving remote and in accessible areas through airdrops, in-land water transportation, use of horses/mules, etc. came of great use in ensuring timely supply of food grains all over the country including remote and in accessible areas. “

36. As regards the details of various mode of transports being used to lift and delivery foodgrains under PMGKAY, the Department submitted as under: -

"अरुणाचल प्रदेश में हेलिकॉप्टर से मूव किया गया। पहाड़ी क्षेत्रों में खच्चरों आदि और कई जगहों पर नावों का भी उपयोग किया गया। इस तरह से सभी मोड्स का उपयोग किया गया। वलनरेबलसैक्शन्स, जैसे वृद्ध लोग थे, कई राज्यों में उनके घरों में फूडग्रेन की डिलीवरी की गई और उनके घरों तक पहुंचाने की सुविधा दी गई।"

### **XIV. CHALLENGES/CONSTRAINTS**

37. As the distribution of the foodgrains is the domain of the State Governments, the Committee sought whether the Department has faced any impediments in implementing the scheme, the Department, in a written reply, submitted as follows:

"According to Targeted Public Distribution System (TPDS) Control Order 2015, the distribution and other operation responsibilities are lying with the concerned State Government/UT Administration. Although, there were some challenges experienced by FCI in supply/movement of extra logistics/additional foodgrains to the States/UTs upto FPSs during the hardship of Covid-19 and for which FCI has adopted additional modes of transport including railways, air, water, and also, if required to supply in remote areas through manual labour (on-foot movement). Secondly, couple of challenges

were experienced at the start of pandemic w.r.t. implementation of nation-wide portability for smooth distribution of foodgrains under PMGKAY & NFSA, especially in far-flung & hilly areas and maintaining pandemic appropriate behavior/social distancing etc."

38. With regard to the problems faced, if any, by the Department in implementing the scheme especially in North-Eastern areas & Jammu and Kashmir and their efforts to ensure that the benefits of the scheme were percolated down to ultimate beneficiaries, the Department in their written reply, submitted to the Committee as under:

"To meet the urgent requirement of the extra logistics for moving/supplying additional foodgrains under PMGKAY, the FCI was mobilized to move more foodgrain rakes by the railways, adopt additional modes of transport including air, water, and also, if required to supply in remote areas through manual labour (on-foot movement).

Distribution of foodgrains under PMGKAY was done through the e-PoS machines available at the Fair Price Shops which have biometric authentication facility. This mechanism ensured full transparency in the distribution of foodgrains under the PMGKAY by recording and integrating the identity of the Fair Price Shops and the recipient beneficiary, into the system.

During COVID-19 lockdowns, there was a challenge with respect to biometric authentication (authentication through finger-print and IRIS) at e-PoS machines because of maintaining the stringent pandemic appropriate behaviour. For that, Department has issued special instructions for all States/UTs including NE States and J&K, such as requirement of biometric authentication was suspended by some States/UTs due to local conditions. Provisions were made for the authorised government representative to supervise such distributions. However, such temporary arrangements lasted only few months and subsequently the biometric authentications resumed in all the States/UTs.

Status of lifting of Foodgrain against allocations under PMGKAY in respect of North-Eastern areas and Jammu and Kashmir is given as under:

(In MT)

Sl. No.	State/UT	TOTAL - PMGKAY-I TO VII						
		ALLOCATION			LIFTING			LIFTING %AGE
		Wheat	Rice	Total	Wheat	Rice	Total	
1	Arunachal Pradesh	0	116879	116879	0	115682	115682	99
2	Assam	0	3517357	3517357	0	3337021	3337021	95
3	Manipur	0	294730	294730	0	292949	292949	99
4	Nagaland	0	196656	196656	0	189509	189509	96
5	Meghalaya	0	300372	300372	0	300105	300105	100
6	Mizoram	0	93550	93550	0	92337	92337	99
7	Tripura	0	347493	347493	0	339441	339441	98
8	J&K	262884	750685	1013569	225022	686580	911602	90

“It may be seen from the above data that there seems no such problems faced while implementation of PMGKAY scheme in NE and J&K Region.”

39. The Department during the evidence held on 22.05.2023 submitted as under:

“जब कोविड था, तो कोविड का एप्रोप्रिएट बिहेवियर होता है। सोशल डिस्टेंसिंग के साथ व्यवस्थाएं बनाई गईं, ताकि कोविड भी न फैले और लोगों को फूडग्रेन भी उपलब्ध हो। इस तरीके से डिस्टेंस करके लोगों को अलग-अलग राज्यों में, अलग-अलग व्यवस्थाओं से उपलब्ध कराया गया। कोविड एप्रोप्रिएट बिहेवियर की कैटेगरी में उनको सैनिटाइजर, मास्क आदि डिस्ट्रीब्यूट किये गए, जिससे कोविड के खतरे को कम किया जा सके।”

40. On being asked about any grievance received regarding distribution of Rations under the scheme in different states during the course of the scheme, the Department in their written replies submitted that-

“this Department has received a representation from Hon'ble Member of Parliament Sh. G.V.L NarasimhaRao. This Department has written letters to State Government of Andhra Pradesh requesting them to initiate the distribution of foodgrains under the phase VI of PMGKAY. Apart from this, the Department has reviewed the distribution under PMGKAY with the State on a regular basis, wherein it has been requested to State Govt. of Andhra Pradesh to resolve all the issues and start the process of distribution of foodgrains under PMGKAY-VI. Accordingly, a reply dated 08.08.2022 was sent from the Hon'ble MoCAFPD to Hon'ble Member of Parliament Sh. G.V.L NarasimhaRao stating that State has

decided to ensure distribution of free rice to the NFSA beneficiaries under PMGKAY from August 2022 onwards.

Targeted Public Distribution System (TPDS) under NFSA, 2013 is operated under the joint responsibility of the Central and the State/Union Territory (UT) Governments. The operational responsibilities for allocation of foodgrains within the States/UTs, identification of eligible beneficiaries/families, issuance of ration cards to them, distribution of foodgrains to eligible beneficiaries/families under TPDS and issuance of licenses to Fair Price Shops (FPSs), supervision and monitoring of functioning of FPSs, etc. rests with the concerned State/UT Government. For redressal of grievances, Helpline number 1967/1800- State series is operational in all the States/UTs for registration of all type of grievances pertaining to PDS including PMGKAY scheme. However, as and when complaints, including complaints regarding PMGKAY scheme in different States, are received in this Department from any source including individuals and organizations as well as through press reports, they are sent to the concerned State/UT Government for inquiry and appropriate action under various provisions of the Act at their end.

**XV. NEW INTEGRATED FOOD SECURITY SCHEME - PMGKAY SINCE 01.01.2023**

41. As regards the details of PMGKAY since 01.01.2023, the Department informed that

“the National Food Security Act, 2013 provides for coverage of upto 75% of the rural population and up to 50% of the urban population, which at Census 2011 comes to 81.35 crore persons. Under NFSA, while AAY households that constitute the poorest of the poor are legally entitled to receive 35 kg of foodgrains per family per month, priority households are entitled to 5 kg per person per month. Till December, 2022, the foodgrains under the NFSA were being distributed @ Rs.3/2/1 per kg for rice/ wheat/ coarse grains respectively and additional foodgrains under the PMGKAY were being distributed free of cost. The Central Government, to remove the financial burden of the poor beneficiaries and to ensure nationwide uniformity and effective implementation of the Act, has decided to provide food grains free of cost to Antyodaya Anna Yojana (AAY) households and Priority Households (PHH) beneficiaries under NFSA, for a period of one year beginning from 1<sup>st</sup> January 2023. As per Central Government decision, *inter-alia* two food subsidy schemes have been subsumed as Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY). Under this scheme Freefoodgrain is being distributed through Targeted Public Distribution System (TPDS) from 1<sup>st</sup> January 2023.”

42. As regards the details of PMGKAY since 01.01.2023, the Department submitted as under: -

**“PMGKAY (Integrated Food Security Scheme)**

- Central Government has decided to provide foodgrains free of cost to the 81.35 crore NFSA beneficiaries i.e. AAY families and PHH persons for one year from 01.01.2023 to 31.12.2023.
- The decision is taken to strengthen the provisions of NFSA in terms of accessibility, affordability and availability of entitled foodgrains for the poor and ensure effective and uniform implementation of National Food Security Act 2013.
- The total cost of about 2 Lakh Crore for making foodgrains free of cost to the NFSA beneficiaries will be borne by Government of India.
- Presently the monthly allocation under PMGKAY is approx. 14 LMT Wheat and 30 LMT Rice.
- Subsume the two ongoing subsidy schemes a) Food subsidy to FCI for NFSA b) Food Subsidy for decentralized procurement states under the integrated scheme.”

43. On being asked about the differences between PMGJAY and New Integrated Food Security Scheme w.e.f. 01.01.2023, the Department submitted their written reply as under:

“The difference between PMGKAY launched during Covid time in March, 2020 and new Integrated Food Security Scheme (PMGKAY) are as follows:

<b>PMGKAY launched during Covid time in March, 2020</b>	<b>New Integrated Food Security Scheme PMGKAY</b>
<p>Under this scheme, beneficiaries covered under the National Food Security Act, 2013 (i.e. Antyodaya Anna Yojana and Priority Category Households) were entitled to receive 5 kg of foodgrains per person per month, free of cost.</p> <p>The entitlement of foodgrains under PM-GKAY was in addition to their entitlement under NFSA (i.e. 35 kg of foodgrains per month per AAY household and 5 kg of foodgrains per person per month for Priority</p>	<p>Under this scheme, Antyodaya Anna Yojana (AAY) households that constitute the poorest of the poor are legally entitled to receive 35 kg of foodgrains per family per month free of cost and also priority households are entitled to 5 kg per person per month, free of cost. There is no change in the entitlement of foodgrains of beneficiaries under the NFSA Act.</p>

Households @ Rs.3/2/1 per kg for rice/ wheat/ coarsegrains).	
Under this scheme, the entire cost (100% Central share) towards intra-State movement & handling of foodgrains and fair price shop dealers' margin is to be borne by the Central Government.	Under this scheme, the cost towards intra-State movement & handling of foodgrains and fair price shop dealers' margin is shared between the Central and State Government as per the provisions of the Food Security (Assistance to State Governments) Rules, 2015 as amended from time to time.

44. Further, to a query relating to impact of the new revised PMGKAY launched from 01.01.23 on ration allocation of PHH and AAY, the Department in their written replies stated that:

“Under this scheme, Antyodaya Anna Yojana (AAY) households that constitute the poorest of the poor are legally entitled to receive 35 kg of foodgrains per family per month free of cost and also priority households are entitled to 5 kg per person per month, free of cost. There is no change in the entitlement of foodgrains of beneficiaries under the Act.

## Part- II

### Observations/Recommendations

#### 1. The context and the genesis of Scheme

With a view to prevent and minimize the loss of lives during Covid-19 crisis, restrictions on the movement of the people and also on different forms of transportation, had to be imposed in the country like in many other countries. This unprecedented situation adversely impacted the livelihoods and the consequent food security of the large number of people especially the disadvantaged sections. It is in this context, the Government had rolled out a scheme, aptly named “Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY)” under which additional 5 Kg food grains per person per month, were provided to eligible beneficiaries free-of-cost, over and above their normal NFSA entitlements. The total number of the beneficiaries under the scheme stood at 81.35 crore. The Committee are of the view that the scheme showed the abiding commitment of the Govt to the people who are in distress due to crisis situation arising out of Covid-19 and is a step in the right direction. The Committee, therefore, appreciate the timely intervention by the Government by launching the PMGKAY at the time when it was required the most.

#### 2. Financial allocations and the quantity of food grains

The Committee note that PMGKAY completed 28-month period over 7 phases starting from April 2020 till December, 2022 with an earmarked total financial outlay of approximately Rs. 3.91 Lakh Crore, and total food grains allocation of nearly 1,118 Lakh Metric Tons (LMTs). During all the seven phases of the scheme, out of total allocation of 1,118 LMTs, 1037 LMTs food grains were lifted and, 1015 LMTs were distributed *i.e.*, 97.88% of the total lifted quantity. Similarly, as per provisional data, out of the planned outlay of Rs.3.91 lakh crore for subsidy under the scheme for the aforementioned seven phases, an amount of Rs. 3.42 lakh crore amounting to 87.5% of the planned outlay was incurred as per the reply submitted by the department *vide* their communication dated 28 July, 2023. The Committee are glad to note that the performance of the PMGKAY in both physical and financial terms has been outstanding. The Committee

appreciate the efforts put in by the Department of Food and Public Distribution and also Food Corporation of India (FCI) in making the scheme a grand success which went a long way in addressing the food grains requirements of the poor throughout the country during the extremely difficult period of Covid-19 period. The Committee suggest the strategy, planning, execution and the experience gained by FCI in moving the foodgrains across the country in times of crisis situations arising out of pandemics like Covid 19 should be well documented and be shared with other organisations involved in managing logistics in crisis situations.

### **3. PMGKAY- Integrated Food Security Scheme**

The Committee observe from the data furnished by the Department that till December, 2022, the food grains under the NFSA were being distributed @ Rs.3, 2 and 1 per kg for rice, wheat and coarse grains respectively and additional food grains under the PMGKAY were being distributed free of cost. They further noted that the Government, in order to remove the financial burden and to ensure nationwide uniformity and effective implementation of the Act, has decided to provide food grains free of cost to Antyodaya Anna Yojana (AAY) households and Priority Households (PHH) beneficiaries under NFSA, for a period of one year beginning from 1 January 2023. The Committee learn that two food subsidy schemes have been subsumed under New Integrated Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY) under this scheme Free foodgrain is being distributed through Targeted Public Distribution System (TPDS) from 1<sup>st</sup> January 2023. Under this scheme, the cost towards intra-State movement & handling of foodgrains and fair price shop dealers' margin is shared between the Central and State Government as per the provisions of the Food Security (Assistance to State Governments) Rules, 2015 as amended from time to time. The Committee have no doubt that the New Integrated Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY) will go a long way in fulfilling the foodgrains requirements of people of the country. They further appreciate the Department for continuing the scheme in new integrated form empathizing with the needs of the beneficiaries.

#### **4. Role of the Department**

**It is heartening to note that the Department of Food and Public Distribution and Food Corporation of India (FCI) have made tireless efforts during the difficult two years 2020-21 and 2021-22 in ensuring the foodgrains reach to the poorest of the poor. The enormous amount of logistics involved in the efforts as reflected in the increased (i) movement of foodgrains at 600 LMT as against the average movement of 400LMT; and, (ii) rake movement of 1450 per month as against 940 rakes per month, to lift the increased allocations to various states /UTs during the afore mentioned two years, is a testimony to the commitment and dedication of the Department and FCI towards service of the nation in times of crisis. The Committee believe that without the dedicated efforts of the Department and FCI, ensuring food security, mitigating starvation related deaths, maintaining social stability, would not have been possible during the unprecedented public health emergencies.**

#### **5. Monitoring and Evaluation**

**The Committee note that the Department has engaged 13 Monitoring Institutions (MIs) of repute to undertake concurrent evaluation of the implementation of National Food Security Act, 2013 (NFSA) in all States/UTs for 03 years (2020-23). The questionnaires devised for the evaluation exercise include questions on the receipt of free foodgrains under PMGKAY. As per the reports of the first two years (2020-22) submitted by the MIs, it is inferred that most of the surveyed households in all the states/UTs received full entitlements (5 kg food grains) free of under PMGKAY. The Committee also note that survey reports of the MIs which are available in the public domain shows that 98% of the beneficiaries were satisfied with the quantity and quality of food grains provided to them. The Committee appreciate the Govt for enabling the Department and FCI to supply quality foodgrains during the Covid-19 crisis which prevented loss of many precious lives. The Committee also appreciate the Govt. for imparting transparency to the entire exercise by putting in public domain the comments of the beneficiaries about the quality and sufficiency of the foodgrains.**

## **6. Modes of Transportation used for PMGKAY**

The Committee are happy to note that the Department/FCI was able to deliver food grains amid the COVID-19 restrictions even in far flung areas of the country and was also able to pull off the herculean task of feeding such a large population residing in all corners of the country irrespective of terrain and topography. Further, the Committee praise the fact that the extensive TPDS infrastructure, strong logistical network involving all modes of surface transport i.e., rail and road transportation supported by air & sea logistics cumulatively helped covering last mile gaps even in some non-motorable, hilly/difficult terrains. Use of unconventional transport or mode of conveyances like horses/mules for reaching out far flung and most difficult terrain areas on one hand and deploying modern modes of transport like in-land water transportation and even helicopters of the Indian Air Force and Army, on the other hand to ensure regular supply of food grains shows the comprehensive approach of the Department towards their commitment for ensuring food security. The Committee not only praise but also highly commend the role, response and coordination of the Department with other agencies during the imperative situation which has set an example for future rejoinder in similar situations.

## **7. Mass awareness generation**

The Committee strongly believe that one of the reasons for resounding success of the PMGKAY is the campaigns launched to generate awareness about the scheme across different media - print, electronic (radio and TV) social media such as Twitter, Facebook, YouTube, etc. The Committee are happy to note that these campaigns were also carried out in 10 regional languages to have maximum impact. The Committee also noted that installation of creative tin plates at Fair Price Shops (FPSs), display of the banners at high footfall locations such as petrol pumps/ CNG stations, Post offices, railway stations, etc. spread across 36 states/ UTs. The very fact that 98% of the beneficiaries have expressed their satisfaction is reflective of the success of intensive and extensive awareness campaigns carried out about the scheme.

## **8. PMGKAY and Coarsegrains**

The Committee note that the Government have included coarse grains for distribution under PMGKAY scheme, as they are highly nutritive, nonacid forming, gluten free and possess dietary properties. About 5.8 lakh metric tonnes of Coarsegrains such as jowar, ragi and bajra have been distributed to the beneficiaries in six states namely Karnataka, Haryana, Uttar Pradesh, Tamil Nadu, Madhya Pradesh and Kerala. The Committee are happy to note that coarse grains are included in the distribution under PMGKAY and suggest suitable steps be taken to encourage the consumption of coarse grains.

**NEW DELHI;  
01 August, 2023  
10 Sravana, 1945 (Saka)**

**LOCKET CHATTERJEE,  
Chairperson,  
Standing Committee on  
Consumer Affairs, Food and Public Distribution**

**State/UT-wise NFSA ratio in which foodgrains have been allocated under PMGKAY(Phase I-V)**

Sl. No.	States/ UTs	NFSA Ratio in which foodgrains have been allocated under PMGKAY	
		Wheat	Rice
1	Andhra Pradesh	0	100
2	Arunachal Pradesh	0	100
3	Assam	0	100
4	Bihar	40	60
5	Chattisgarh	0	100
6	Delhi	79.45	20.55
7	Goa	0	100
8	Gujarat	70.00	30.00
9	Haryana	100	0
10	Himachal Pradesh	58.73	41.27
11	Jharkhand	40.00	60.00
12	Karnataka	0	100
13	Kerala	18.29	81.71
14	Madhya Pradesh	75.00	25.00
15	Maharashtra	56.11	43.89
16	Manipur	0	100
17	Meghalaya	0	100
18	Mizoram	0	100
19	Nagaland	0	100
20	Odisha	13.28	86.72
21	Punjab	100	0
22	Rajasthan	100	0
23	Sikkim	0	100
24	Tamil Nadu	10.00	90.00
25	Telangana	0	100
26	Tripura	0	100
27	Uttar Pradesh	59.50	40.50
28	Uttarakhand	38.00	62.00
29	West Bengal	59.50	40.50
30	A&N	12.19	87.81
31	DNH&DD(incl.DBT)	9.39	90.61
32	Lakshadweep	0	100
33	Chandigarh(DBT)	100	0

34	Puduchery(PMGKAY)	0	100
35	J&K	29.00	71.00
36	Ladakh	55.35	44.65

## ANNEXURE-II

**State/UT-wise revised ratio in which foodgrains have been allocated under PMGKAY(Phase VI)**

Sl. No.	States/ UTs	Revised PMGKAY Ratio in which foodgrains have been allocated	
		Wheat	Rice
1	Bihar	0	100
2	Delhi	20	80
3	Gujarat	20	80
4	Jharkhand	25	75
5	Kerala	0	100
6	Madhya Pradesh	25	75
7	Maharashtra	25	75
8	Tamil Nadu	0	100
9	Uttar Pradesh	0	100
10	Uttarakhand	20	80
11	West Bengal	25	75

## ANNEXURE-III

**Foodgrain Allocation & Offtake during Covid pandemic for 2022-23**  
**कोविड आपदा 2022-23 के दौरान खाद्यान्नों का आवंटन एवं उठान**

States/ Uts	Allocation ( आवंटन)			Offtake(उठान)		
	PMGKAY-VI&VII			PMGKAY-VI&VII		
	Rice	Wheat	Total	Rice	Wheat	Total
आंध्रप्रदेश Andhra Pradesh	1206.995	0.000	1206.995	462.763	0.000	462.763
अरुणाचलप्रदेश Arunachal Pradesh	37.815	0.000	37.815	37.622	0.000	37.622
असम Assam	1130.251	0.000	1130.251	1004.672	0.000	1004.672
बिहार Bihar	3746.003	174.233	3920.235	3524.123	172.997	3697.119
छत्तीसगढ़ Chattisgarh	903.465	0.000	903.465	903.465	0.000	903.465
दिल्ली Delhi	231.076	96.433	327.510	211.409	81.050	292.459
गोवा Goa	23.948	0.000	23.948	21.703	0.000	21.703
गुजरात Gujarat	1120.668	431.013	1551.681	1132.051	353.454	1485.505
हरियाणा Haryana	0.000	569.205	569.205	0.000	523.327	523.327
हिमाचलप्रदेश Himachal Pradesh	53.197	75.703	128.901	49.385	71.957	121.342
झारखण्ड Jharkhand	871.639	316.972	1188.611	729.920	267.738	997.658
कर्नाटक Karnataka	1808.685	0.000	1808.685	1640.756	0.000	1640.756
केरल Kerala	680.871	15.730	696.601	608.217	19.044	627.261
मध्यप्रदेश Madhya Pradesh	1508.075	663.553	2171.628	1477.554	654.627	2132.181
महाराष्ट्र Maharashtra	2254.152	896.599	3150.751	1927.914	810.612	2738.526
मणिपुर Manipur	90.262	0.000	90.262	90.262	0.000	90.262
मेघालय Meghalaya	96.548	0.000	96.548	96.296	0.000	96.296
मिजोरम Mizoram	30.070	0.000	30.070	30.070	0.000	30.070

नागालैंड Nagaland	63.211	0.000	63.211	57.175	0.000	57.175
ओडिशा Odisha	1268.555	194.093	1462.648	1176.892	160.177	1337.069
पंजाब Punjab	0.000	636.809	636.809	0.000	627.314	627.314
राजस्थान Rajasthan	0.000	1980.05 6	1980.056	0.000	1829.77 3	1829.773
सिक्किम Sikkim	17.045	0.000	17.045	17.027	0.000	17.027
तमिलनाडु Tamil Nadu	1622.887	18.235	1641.121	1496.588	18.602	1515.191
तेलंगाना Telengana	862.299	0.000	862.299	771.854	0.000	771.854
त्रिपुरा Tripura	110.960	0.000	110.960	106.804	0.000	106.804
उत्तराखण्ड Uttarakhand	202.854	75.877	278.730	196.819	66.994	263.813
उत्तर प्रदेश Uttar Pradesh	6252.148	446.232	6698.379	4650.518	422.259	5072.778
पश्चिम बंगाल West Bengal	1925.881	782.389	2708.270	1717.853	703.555	2421.408
अंडमनिकोबार A & N Island	2.380	0.359	2.739	2.176	0.328	2.504
चंडीगढ़ Chandigarh (DBT)	0.000	12.379	12.379	0.000	11.620	11.620
दांडमनदी व D&N Haveli and Daman & Diu	10.559	3.022	13.581	9.018	2.551	11.570
जम्मू - कश्मीर Jammu & Kashmir	230.810	95.038	325.848	201.874	77.094	278.969
Ladakh लद्दाख	4.562	1.913	6.475	4.032	1.728	5.760
लक्षद्वीप Lakshadweep	0.981	0.000	0.981	0.883	0.000	0.883
पुदुचेरी Puducherry (DBT)	28.219	0.000	28.219	26.183	0.000	26.183
जोड़ Total	28397.069	7485.84 2	35882.91 1	24383.87 6	6876.80 2	31260.678

Government of India  
Ministry of Consumer Affairs, Food and Public Distribution  
Department of Food and Public Distribution  
(NFSA Division)

Room no 294, Krishi Bhawan, New Delhi-110001  
Date: 17.06.2022

To

Principal Secretary/ Secretary,  
Department of Food & Civil Supplies,  
All States/UTs

Subject: Inclusion of millets under the National Food Security Act, 2013- regarding.

Madam/Sir,

You are aware that United Nations has announced that the year 2022-23 would be the the 'International Year of Millets'. This proposal was sponsored by India and supported by more than 70 countries.

2. Further, under the NFSA 2013 also, the term "foodgrains" is defined as rice, wheat or coarse grains or any combination thereof conforming to such quality norms as may be determined, by order, by the Central Government from time to time. Here, Millets i.e. Bajra, Ragi and Jowar have high value of nutrition and protein in it and comes under the category of coarsegrains.

3. In order to improve level of nutrition among the beneficiaries covered under the NFSA, all the States/UTs are requested to procure millets and distribute for NFSA beneficiaries as per local consumption preferences and as per the guidelines issued by this Department from time to time (copies of recent guidelines are attached).

4. This issues with the approval of Secretary, DFPD.

Yours sincerely,



(Dr. Monika Singh)  
Director (NFSA)  
Tele: 011 23388746

Email: monika.singh@gov.in

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**MINUTES OF THE FOURTH SITTING OF THE STANDING COMMITTEE ON FOOD, CONSUMER AFFAIRS AND PUBLIC DISTRIBUTION (2022-2023) HELD ON MONDAY, 12<sup>th</sup> December, 2022**

The Committee sat from 1500 hrs. to 1615 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

**PRESENT**

Smt. Locket Chatterjee - Chairperson

**Members**

**Lok Sabha**

2. Dr. Farooq Abdullah
3. Ms. Debasree Chaudhuri
4. Shri Anil Firojiya
5. Shri Khagen Murmu
6. Shri Subrat Pathak
7. Shri Ganesan Selvam
8. Dr. Amar Singh
9. Smt. Himadri Singh
10. Smt. Kavita Singh
11. Shri Saptagiri Sankar Ulaka
12. Shri Rajmohan Unnithan
13. Shri Ve. Vaithilingam

**Rajya Sabha**

14. Shri Satish Chandra Dubey
15. Dr. Fauzia Khan
16. Shri Baburam Nishad
17. Shri Harbhajan Singh

**SECRETARIAT**

1. Shri Srinivasulu Gunda - Joint Secretary
2. Dr. Vatsala Joshi - Director
3. Dr. Mohit Rajan - Deputy Secretary

## LIST OF WITNESSES

Sl No.	Name	Designation
1.	Shri Sanjeev Chopra	Secretary (Food &PD)
2.	Shri Subodh Kumar Singh	AS (Policy & FCI)
3.	Shri Ashok K.K. Meena	CMD (FCI)
4.	Shri S. Jagannathan	Joint Secretary (BP&PD)
5.	Smt. T.J. Kavitha	Joint Secretary (Impex)
6.	Shri Sudeep Singh	Executive Director (Proc/Sales)
7.	Shri Vivek Shukla	Director (PD)

2. The Chairperson welcomed the Members to the sitting of the Committee convened to have briefing by the representatives of the Department of Food and Public Distribution on the subject 'Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY)'.

(The witnesses were called in)

3. The Chairperson welcomed the representatives of the Department of Food and Public Distribution to the sitting and informed them about Direction 55 (1) of the 'Direction by the Speaker' regarding confidentiality of the proceedings. The witnesses made a presentation before the Committee on the various aspects of the subject 'Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY)'. The issues discussed, *inter-alia*, included Progress of PMGKAY implementation, Central Pool Stock Position, Achievements of the scheme, Special efforts made for supply of food grains during COVID-19, Awareness campaign of PMGKAY, various modes of transport used in lifting and delivery of food grains under PMGKAY. The queries raised by the Chairperson and the Members on various issues were responded to by the witnesses.

4. The Hon'ble Chairperson thanked the Secretary, Department of Food and Public Distribution for their free and frank discussion and directed them to furnish information to the Committee on the issues that remained unanswered or were partially answered.

[The Witnesses then withdrew]

A copy of the verbatim proceedings has been kept

The Committee then adjourned.

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## Appendix II

### MINUTES OF THE FOURTEENTH SITTING OF THE STANDING COMMITTEE ON CONSUMER AFFAIRS, FOOD AND PUBLIC DISTRIBUTION (2022-2023) HELD ON MONDAY, 22<sup>nd</sup> MAY, 2023

The Committee sat from 1500 hrs. to 1615 hrs. in Committee Room 'D', Parliament House Annexe, New Delhi.

#### **PRESENT**

Smt.Locket Chatterjee - Chairperson

#### **Members**

#### **Lok Sabha**

2. Dr. Farooq Abdullah
3. Shri Khagen Murmu
4. Shri Mitesh Rameshbhai Patel
5. Shri Subrat Pathak
6. Shri Ganesan Selvam
7. Dr. Amar Singh
8. Smt. Kavita Singh
9. Shri Saptagiri Sankar Ulaka

#### **Rajya Sabha**

10. Shri Satish Chandra Dubey
11. Shri Baburam Nishad
12. Shri Rajmani Patel
13. Ms. Dola Sen

#### **SECRETARIAT**

1. Shri Srinivasulu Gunda - Joint Secretary
2. Dr. Vatsala Joshi - Director
3. Dr. Mohit Rajan - Deputy Secretary

**Representatives of the Ministry of Consumer Affairs, Food and Public Distribution  
(Department of Food and Public Distribution)**

Sl No.	Name	Designation
1.	Shri Subodh Kumar Singh	AS(Policy & FCI)
2.	Shri Shantmanu	AS & FA
3.	Shri Ashok K.K. Meena	CMD(FCI)
4.	Shri J.S. Syju	General Manager (Sales)
5.	Ms. Vanita R. Sharma	Executive Director (Finance/Silo/IT)
6.	Shri R.P. Singh	Executive Director (QC)
7.	Shri Vivek Shukla	Director (PD)
8.	Dr. Monika Singh	Director (NFSA)

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for Oral evidence of the Representatives of the Ministry of Consumer Affairs, Food and Public Distribution (Department of Food and Public Distribution) on the subject 'Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY)'.

*[The witnesses were then called in.]*

3. The Chairperson, then welcomed the representatives of the Department of Food and Public Distribution to the sitting and invited their attention to Direction 55 of the Directions by the Speaker, Lok Sabha regarding confidentiality of the proceedings. The witnesses made a presentation before the Committee on various aspects of the subject 'Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY)'. The issues discussed, *inter-alia*, included Need of implementing for PMGKAY during COVID-19, Phase-wise details of progress of PMGKAY implementation, Achievements of the scheme, Special efforts made for supply of food grains during COVID-19, Awareness campaign undertaken for PMGKAY, various modes of transport used in lifting and delivery of food grains under PMGKAY, Features of PMGKAY (Integrated Food Security Scheme) which was launched from 1<sup>st</sup> January, 2023 and how it differ from the earlier one that was launched during COVID-19 in March, 2020, problems faced by the Department while implementing the scheme. The queries raised by the Chairperson and the Members on various issues were responded to by the witnesses.

4. The Hon'ble Chairperson thanked the Representatives of the Department of Food and Public Distribution for their free and frank discussion and directed them to furnish information to the Committee on the issues that remained unanswered or were partially answered.

[The Witnesses then withdrew]

5. XXX XXX XXX XXXX.

6. A verbatim record of the proceedings has been kept.

**The Committee then adjourned.**

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XXX Matter does not relate to the Report.

**MINUTES OF THE EIGHTEENTH SITTING OF THE STANDING COMMITTEE ON CONSUMER AFFAIRS, FOOD AND PUBLIC DISTRIBUTION (2022-2023) HELD ON TUESDAY, 1<sup>st</sup> AUGUST, 2023**

The Committee sat from 1500 hrs. to 1515 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

**PRESENT**

Smt.Locket Chatterjee - Chairperson

**Members**

**Lok Sabha**

2. Dr. Farooq Abdullah
3. Ms. Debasree Chaudhuri
4. Shri Anil Firojiya
5. Shri Rajendra Dhedya Gavit
6. Shri Khagen Murmu
7. Shri Mitesh Rameshbhai Patel
8. Shri Ganesan Selvam
9. Dr. Amar Singh
10. Smt. Himadri Singh
11. Smt. Kavita Singh
12. Shri Saptagiri Sankar Ulaka
13. Shri Ve. Vaithilingam

**Rajya Sabha**

14. Shri Satish Chandra Dubey
15. Dr. Fauzia Khan
16. Shri Harbhajan Singh
17. Ms. Dola Sen
18. Dr. Ashok Bajpai

**SECRETARIAT**

1. Shri Srinivasulu Gunda - Joint Secretary
2. Dr. Vatsala Joshi - Director
3. Dr. Mohit Rajan - Deputy Secretary
4. Shri Dong Lianthan Tonsing - Deputy Secretary

2. At the outset, Hon'ble Chairperson welcomed the Members to the sitting of the Committee convened for consideration and adoption of the following Draft Reports of the Committee:

(i) xxxx xxxx xxxx xxxx

(ii) Twenty Eighth Report on the subject- "Pradhan Mantri Garib Kalyan Anna Yojana(PMGKAY) of the Ministry of Consumer Affairs, Food and Public Distribution (Department of Food and Public Distribution);

(iii) xxxx xxxx xxxx xxxx

(iv) xxxx xxxx xxxx xxxx

3. Thereafter, the Committee took up for consideration the above mentioned Draft Reports of the Committee.

4. After deliberations, the Committee adopted the above mentioned Draft Reports without any amendments/modifications.

5. The Committee then authorized Hon'ble Chairperson to finalize and present the aforesaid Reports.

**The Committee then adjourned.**

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XXX Matter does not relate to the Report.