

48

COMMITTEE ON PETITIONS

(FOURTEENTH LOK SABHA)

FORTY EIGHTH REPORT

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



LOK SABHA SECRETARIAT

NEW DELHI

February, 2009/Phalguna, 1930 (Saka)

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(Presented to Lok Sabha on 25.02.2009)



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COMPOSITION OF THE COMMITTEE ON PETITIONS

Shri Syed Shahnawaz Hussain — *Chairman*

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SECRETARIAT

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5. Smt. Jagriti Tewatia — *Committee Officer*

FORTY EIGHTH REPORT OF THE COMMITTEE ON PETITIONS

(FOURTEENTH LOK SABHA)

INTRODUCTION

I, the Chairman, Committee on Petitions, having been authorized by the Committee to present the Report on their behalf, present this Forty Eighth Report of the Committee to the House on the following subjects:

- (i) Petition signed by Shri C.H. Venkatachalam, General Secretary, AIBEA and Shri R.J. Sridharan, General Secretary, AIBOA regarding policies of the Banking Sector and related issues.
 - (ii) Mass representation submitted by Shri Gurudas Dasgupta, MP regarding universalisation of PDS.
 - (iii) Representation signed by Shri Shail. K. Ojha, Editor, Science Patron regarding loss of revenue to the Government as a result of advertisement policy of Central Warehousing Corporation.
2. The Committee considered and adopted the draft Forty Eighth Report at their sitting held on 24th February, 2009.
 3. The observations/recommendations of the Committee on the above matters have been included in the Report.

NEW DELHI;
24 February, 2009
Phalguna, 1930 (Saka)

SYED SHAHNAWAZ HUSSAIN,
Chairman,
Committee on Petitions.

CHAPTER I

PETITION SIGNED BY SHRI C.H. VENKATACHALAM, GENERAL SECRETARY, AIBEA AND SHRI R.J. SRIDHARAN, GENERAL SECRETARY, AIBOA AND PRESENTED BY SHRI GURUDAS DASGUPTA, MP REGARDING POLICIES OF THE BANKING SECTOR AND RELATED ISSUES

Shri Gurudas Dasgupta, MP presented to Lok Sabha on 23rd November, 2007, a petition signed by Shri C.H. Venkatachalam, General Secretary, All India Bank Employees' Association and Shri R.J. Sridharan, General Secretary, All India Officers' Association, Central Office, Chennai and others regarding change in the policies of the Banking Industry (Annexure-I).

1.2 In the above petition, besides other issues the petitioners have drawn the attention of the Government on the issue that more branches are being opened only in urban centers. In 2005-06, out of 933 new branches opened, only two were in unbanked rural areas. The petitioners, therefore, requested that more and more branches be opened in the unbanked rural areas.

1.3 As per the reports of RBI on trend and progress of banking in India during 2005-06, 2006-07 and 2007-08, the total number of public sector bank branches functioning in rural, semi urban, urban and metropolitan during the last three years is 47,843 (2005-06), 49,666 (2006-07) and 52,880 (2007-08) and of these the total number of branches functioning in rural areas were 18,219 (till March 2006), 18,112 (till March 2007) and 18,526 (till March 2008).

1.4 The Ministry of Finance (Department of Financial Services) were requested to furnish their comments on the issues raised in the petition. In their response, the Ministry of Finance (Department of Financial Services) *vide* their communication dated 25th February, 2008 stated as follows:—

“In terms of Section 23 of the Banking Regulation Act, 1949, banks are required to obtain prior approval of Reserve Bank of India for opening a new place of business. Such approvals are granted on discretionary basis, depending on the thrust of Branch Authorization Policy and directions issued in this regard. Banks are encouraged to open branches in under banked and rural areas and as such requests for opening in rural and under banked areas are considered favourably by Reserve Bank of India.

Under the extant branch authorization policy, a policy framework has been put in place, which is consistent with the medium term corporate strategy of banks and public interest. In addition to the requirement relating to the financial condition and history of the banking company, the general character of its management, the adequacy of its capital structure and earning prospects, the branch authorization policy framework has the elements enumerated below.

As regards the public interest dimensions of the policy framework, the following aspects are kept in view in processing the authorization requests:

- (a) RBI, while considering applications for opening branches, gives weightage to the nature and scope of banking facilities provided by banks to common person, particularly in under banked areas, actual credit flow to the priority sector, pricing of products and overall efforts for promoting financial inclusion, including introduction of appropriate new products and the enhanced use of technology for delivery of banking services.
- (b) Such an assessment includes policy on minimum balance requirements and whether depositors have access to minimum banking or “no frills,” banking services, commitment to the basic banking activity *viz.*, acceptance of deposits and provision of credit and quality of customer service as, *inter alia*, evidenced by the number of complaints received and the redressal mechanism in place in the bank for the purpose.
- (c) The need to induce enhanced competition in the banking sector at various locations.
- (d) Regulatory comfort is also relevant in this regard. This encompasses:
 - * compliance with not only the letter of the regulations but also whether the bank’s activities are in compliance with the spirit and underlying principles of the regulations.
 - * the activities of the banking group and the nature of relationship of the bank with its subsidiaries, affiliates and associates.
 - * quality of corporate governance, proper risk management systems and internal control mechanism.

Further, new private sector banks are required to open 25% of their branches in semi-urban and rural centres on an ongoing basis.

As may be observed from the above, there is a distinct thrust in the extant Branch Authorization Policy towards opening more branches in unbanked/ under-banked areas.”

1.5 The Committee undertook on-the-spot study visit to Dehradun on 09.10.2007, Jammu on 15.10.2007, Agatti on 08.02.2008, Indore on 09.02.2008, Chandigarh on 06.04.2008, Jabalpur on 08.04.2008, Jhansi on 08.04.2008, Bengaluru on 06.01.2009, Mumbai on 08.01.2009 and Goa on 10.01.2009 and examined Syndicate Bank, State Bank of Indore, Canara Bank, Punjab and Sind Bank, Allahabad Bank, Bank of Baroda, Central Bank of India and UCO Bank respectively to get the first hand information on the subject. Thereafter, the Committee took oral evidence of the representatives of the Ministry of Finance (Department of Financial Services) on 02.02.2009.

1.6 When pointed out that the percentage of Rural Branches opened to the total number of branches opened was 44% in 2001 which came down to 4% in 2005-06, the Secretary, Ministry of Finance submitted as follows:—

“As far as the number of branches which are closing down, there is one reason. The reason is, what happened is that for the years 1995 to 2005, the classification was based on the 1991 census. From then, 2001 census was used from 2006 onwards. What happened was that a number of rural branches became semi-urban and semi-urban became urban. So, due to this reclassification of areas and due to the varying coordinates used in the census, we have an impression that the number of rural branches has declined but at the same time the number of semi-urban banks have also risen considerably.”

1.7 When asked if there is any plan to open Bank Branches in Rural areas, the witness replied:—

“It is true that the number of bank branches that are there today is only 76,518. It is far less than the number of villages. It may not be possible to have one bank branch in every village because there is a consideration of viability. But on the other hand, we have got also over one lakh primary cooperative credit societies under the cooperative sector. That is left to each bank to decide. Each bank decides on the number of branches it wants. It goes by viability consideration.”

1.8 When asked if there are any norms/guidelines to open Bank Branches in rural areas, the witness submitted before the Committee as follows:—

“To the best of my knowledge there is no country-wide branch targets that so many branches should be there in 2012 or so many branches should be there in 2017 etc. There is no such target like that.

What happens is, each bank looks at the commercial viability and establishes a branch. Then, in addition what happens is there are certain guidelines given by the Reserve Bank of India on opening up branches. There is a circular which gives details of opening of branches to indicate what are the under-banked districts and they encourage the banks to open branches in under-banked districts. There, licences will be obtained with greater ease.

Further, new private sector banks are required to ensure that at least 25 per cent of the branches are in semi-urban and rural centres on an ongoing basis. It is generally a broad guideline given to them. The thrust is still there.”

1.9 The Committee pointed out that none of the new generation banks is opening any branch in any rural areas and desired to know if these private banks are following these guidelines. In response the GM, RBI replied as follows:—

“Sir, the banks have been told that on an ongoing basis, their total number of branches in rural and semi-urban areas should be not less than 25 per cent. They are broadly following that. We are insisting on that also.”

1.10 When asked about the total number of branches opened in rural areas in the last three years by the Nationalized banks, the Ministry in their written reply submitted:—

“The total number of branches opened in rural areas during the last three years (2005-06, 2006-07 and 2007-08) by public sector banks is 67, 146 and 416 respectively.”

1.11 When asked if it is a fact that during 2005-06 total 933 branches were opened all over the country out of which only 2 branches were opened in unbanked areas, the Ministry in their written note submitted as follows:—

“The total number of branches opened by banks all over the country during the year 2005-06 is 1591.

It is further submitted that RBI do not have information on the number of unbanked centres where branches of banks were opened by banks.

Decision regarding identification of centres for opening of branches is left to the banks themselves which they do taking into factors like profitability, viability and availability of infrastructure etc. However, in terms of the extant Branch Authorization Policy, banks are encouraged to open more branches in under banked/rural areas of the country.”

1.12 When asked if it is a fact that out of six lakh villages in our country, there are only 45,000 villages/small centres where bank branches are available, in response the Ministry in their written reply submitted as follows:—

“The total number of bank branches in rural and urban centres as on March 31, 2008 is 46,591 (consisting of 31,097 rural and 15494 urban branches). However, the same has further increased to 47,452 (consisting of 31,368 rural and 16,084 urban branches) as on December 31, 2008 (Provisional Data).”

1.13 As regards breakup of total number of villages in different States where there is no bank branch, the Ministry in their written note submitted that:—

“The data regarding total number of villages in different States where there is no bank branch is not readily available with RBI. However, there are 31,097 rural branches of commercial banks as on March 31, 2008 which increased to 31,368 as on December 31, 2008. It may not be feasible/viable to have a bank branch in each of the villages. Further, the existing bank branches in the rural areas serve a cluster of villages, which are situated near them.”

1.14 As regards the total number of new private sector banks functioning in the last three years and of these the number of banks functioning in rural and semi-urban areas, the Ministry *vide* their subsequent written reply dated 16.02.2009 submitted that, there are 2515, 3294 and 4727, new private banks functioning in 2005-06, 2006-07 and 2007-08 respectively of these 92, 132 and 223 are functioning in rural areas and 320, 569 and 877 are functioning in semi-urban areas in the last three years *viz.* 2005-06, 2006-07 and 2007-08 respectively.

1.15 On being asked as to how the banking service/facilities of the villagers are met in the absence of any bank branch in their village, the Ministry in their written reply submitted as follows:—

“With effect from January, 2006, RBI has permitted banks to use the services of Non-Governmental Organizations/Self Help Group (NGO/SHGs), Micro Finance Institutions (MFIs) and other Civil Society Organizations (CSOs) as intermediaries in providing financial and banking services through the use of Business Facilitator/

Business Correspondent Model. Under this model, the Business Correspondents will be providing banking services in unbanked and under banked acceptance of small value deposits and disbursement of small value credit.

BC/BF model, as per feedback available, is being adopted progressively in various parts of the country by all banks. In this connection, a mention may be made of various programmes under Business Correspondent (BC)/Business Facilitator (BF) model being implemented by banks in Rajasthan (Bhamashah experiment), North Eastern States and Andhra Pradesh.”

1.16 The Ministry vide its subsequent written reply dated 16 February, 2009, further submitted as follows:—

“The SHG-bank linkage programme, has shown a marked improvement in performance since its inception in 1992. The cumulative number of SHGs financed has increased from 2,63,825 in 2001 to 10,79,091 in 2004 and to 35,14,006 in October, 2008. For these corresponding periods, the cumulative amount in the bank loan has increased from Rs.481 crore to Rs.3904 crore and further to Rs.23,089 crore.”

1.17 When asked about the total number of bank branches opened in last three years and out of these how many have been closed, the Ministry in their reply submitted as follows:—

“There are 31,097 rural branches of commercial banks as on March 31, 2008 which further increased to 31,368 as on December 31, 2008 (Provisional Data).

The total number of bank branches opened during the last three years (2005-06, 2006-07 and 2007-08) is 1591, 2672 and 4105 respectively.

The total number of bank branches closed during the last three years 185, 121 and 82 respectively.

The grounds for closure of bank branches are generally on account of natural calamities, adverse law and order conditions, etc.”

1.18 When asked about the total number of bank branches of nationalized banks which are presently functional in rural and urban areas, the Ministry submitted that as on December 31, 2008 (Provisional data) is 13,244 and 9043 in rural and urban areas respectively.

1.19 As regards the Branches proposed to be opened up, the Ministry submitted that the number of authorizations issued by RBI to public sector banks for opening branches in rural and urban areas during the period April 1, 2008 to December 31, 2008 is 708 and 709 respectively.

1.20 When asked about the reasons for downfall from 49% in the number of rural branches opened as compared to the urban branches and steps taken to improve the same, the Ministry replied that:—

“The percentage of rural branches to total number of branches for all banks as on March 31, 2008 is 40%.

The reasons for the decline in the number of rural branches is mainly on account of reclassification of several centres which were earlier classified as rural based on 1991 Census into semi-urban category based on 2001 Census. Besides reclassification due to increase in population of the particular centre, there are also instances where certain centres, which were earlier classified as rural, were brought into the jurisdiction of the adjoining municipality/municipal corporation. Thus due to impact of population growth and urbanization, the share of rural centres in total banked centres declined.

As regards steps be taken to improve the number of rural branches, the extant Branch Authorization Policy already has a distinct thrust on opening more branches in rural and under banked areas of the country. A list of under banked districts has already been forwarded to all scheduled commercial banks to facilitate opening of more branches in such districts. Further, notwithstanding the introduction of system of banks submitting their branch expansion plan on an annual basis, they are permitted to approach RBI anytime during the year for any urgent proposals for opening branches, especially in rural/under banked areas (districts).”

1.21 When pointed out that in 1991, for every 13000 people in rural areas, one bank branch was opened, but this has gone up to 16,500 people per branch, in response the Ministry submitted:—

“RBI does not have any criteria for Average Population Per Branch Office. Moreover, physical bank branches have lost their importance in the context of Information & Communicating Technology (ICT)-enabled services provided by banks under the BC/BF model. Notwithstanding the above, 375 districts have been identified as under banked districts as their APPBO is more than the national average (**Annexure-II**). A list of such district has also been forwarded to banks to enable them to identify centres for opening branches in these districts.”

Observations/Recommendations

1.22 The Committee note that in terms of Section 23 of the Banking Regulation Act, 1949, banks are required to obtain prior approval of Reserve Bank of India (RBI) for opening a new place of business as stated by the Ministry of Finance (Department of Financial Services). Such approvals are granted on discretionary basis, depending upon the thrust of Branch Authorization Policy and directions issued in this regard. A list of under banked districts has already been forwarded to all scheduled commercial banks to facilitate opening of more branches in such districts. Banks are encouraged to open branches in underbanked and rural areas and such requests are considered favourably by RBI. Further, new private sector banks are required to open 25% of their branches in semi urban and rural centres on an ongoing basis.

1.23 The Committee note from the Ministry’s submission that as on 31 December 2008, total number of public sector banks branches which are presently functioning in rural areas is 18,721. The Committee also note that the total number of public

sector bank branches functioning in rural, semi urban, urban and metropolitan during the last three years is 47,843 (2005-06), 49,666 (2006-07) and 52,880 (2007-08) and of these the total number of branches functioning in rural areas were 18,219 (till March 2006), 18,112 (till March 2007) and 18,526 (till March 2008) which is 38%, 36% and 35% approximately of the total number of bank branches functioning in these three years. The bank branches closed during these three years are 185, 121 and 82 respectively. The reasons attributed for closure or decrease in number of bank branches are reclassification of areas from rural to semi urban due to varying coordinates used in 2001 census, on account of natural calamities, adverse law and order conditions, etc. The Committee note with concern that there is a sizeable downfall, *i.e.* approximately 3% in the percentage of Public Sector Banks functioning in rural areas *i.e.* from 38% (till March 2006) to 35% (till March 2008).

1.24 The Committee also note that the total number of branches of new private sector banks were 2,515 in 2005-06, 3,294 in 2006-07 and 4,727 in 2007-08. Of these 92 (3.6%), 132 (4%) and 223 (4.7%) respectively were functioning in rural areas and 320 (12.7%), 569 (17.27%) and 877 (18.55%) are in semi urban areas during these years. The Committee note that as per RBI guidelines the new private sector banks are required to open 25% of their total branches in semi-urban and rural centres. However in the last three years only 16.38% (2005-06), 21.28% (2006-07) and 23.27% (2007-08) branches of the new private banks were functioning in rural and semi urban areas. The Committee would like to stress that between the rural and semi urban areas, the position in rural areas is pathetic as only 3.6%, 4% and 4.7% of the total branches of new private banks are functioning there. This only proves that, in order to adhere to the RBI's norm of opening 25% of total branches in these areas. The new private banks are opening more branches in semi urban areas and still they are unable to achieve the target of 25%. The Committee are, therefore, of the opinion that there is no monitoring or proper implementation of guidelines/norms laid down by the RBI in respect of new private banks. On the contrary these are being flouted year after year with impunity. The Committee, therefore, recommend that the Ministry/RBI should ensure strict adherence to these guidelines and devise a mechanism to penalize the defaulting banks. The Committee would also like the Ministry to review the guidelines and ask new private banks to have equal focus on rural/under banked areas and semi-urban areas instead of focusing more on semi urban areas so as to achieve the target of opening 25% of new branches in rural and semi urban areas.

1.25 The Committee are concerned to note from Ministry's submission that there are no norms/guidelines or targets fixed for opening bank branches in unbanked/rural areas. Also, the RBI does not have any criteria for average population per branch office and the decision regarding identification of centres for opening of branches is left to the banks themselves which they do by taking into factors like profitability, viability and availability of infrastructure, etc.

1.26 The Committee further note with concern that according to the data regarding total number of villages in different states where there is no bank branch is not readily available with RBI, whereas the Ministry have also submitted that, "375 district have been identified as under banked districts as their average

population per branch office (APPBO) is more than the national average and a list of such districts has also been forwarded to the banks to enable them to identify centres for opening branches in these districts.”

1.27 The Committee are surprised that though 375 districts have been identified as under banked districts, the RBI has no information readily available about the number of villages in different States where there is no bank branch. It is intriguing as to how RBI has been according approvals for opening new bank branches, as a measure of financial inclusion of backward and rural areas, without taking into account the details regarding unbanked villages which they do not have at all. This undoubtedly negates the Ministry’s policy of encouraging banks to open branches in underbanked and rural areas. Also, as per RBI’s guidelines for new private sector Banks, they are required to ensure that at least 25% of the total branches are opened in semi-urban and rural areas on an ongoing basis. The Committee are of the view that the Government cannot do justice to the rural/underbanked areas in the absence of any authentic data and also cannot ensure a balanced and steady growth of banking facilities in the rural/under banked areas. The Committee feel that haphazard expansion of banking activities on purely commercial considerations has resulted in a scenario in which 95% of the districts in the States of Bihar and Assam are unbanked. The Committee strongly deprecate the lackadaisical approach of the RBI/Ministry which is resulting in deprivation of this important facilities to the people in rural/underbanked areas.

1.28 The Committee are, therefore, of the strong opinion that the Government should review the existing guidelines and come out with revised policy with focus on rural /underbanked areas instead of leaving the decision of identifying the centres for opening of branches to the banks themselves. The Committee recommend the Ministry/RBI to carry out an extensive survey to identify under banked/unbanked areas down to the village level. The Committee also desire the Ministry to formulate a road map for covering these areas by appropriate changes in Bank Authorization Policy in a phased manner at the earliest.

1.29 The Committee would like the Government to focus on States like Assam and Bihar having a large number of underbanked districts. The Committee would, therefore, like the Ministry to coordinate with RBI and formulate a proposal so as to encourage banks to open their branches particularly in the districts of Assam *viz.* Barpeta, Dhubri, Dibrugarh etc. and Bhagalpur, Begusarai, Banka, Munger, Lakhisarai etc. in Bihar.

1.30 The Committee note that *w.e.f.* Janaury 2006, RBI has permitted banks to use the services of Non-Governmental Organizations/Self Help Group (NGO/SHGs), Micro Finance Institutions (MFIs) and other Civil Society Organizations (CSOs) as intermediaries in providing financial and banking services through the use of Business Facilitator (BF)/Business Correspondent (BC) Model. Under this model, the Business Correspondents will be providing banking services in unbanked and under banked areas including acceptance of small value deposits and disbursement of small value credit. The Committee are, however, of the view that majority of the rural areas in India are not IT enabled, thus the people cannot avail the benefit of Information

& Communication Technology (ICT) enabled services. The Committee would, therefore, like to recommend that the Government should conduct a study so as to ascertain the success of the above schemes and based on its results should conduct programmes so as to educate the rural population so that they can avail maximum benefit of IT enabled facilities. For this, the Government can enroll agencies like Non Governmental Organizations (NGO)/Self Help Groups (SHGS), Civil Society Organizations (CSOs), MFIs, BC/BF model, etc. so as to provide banking facilities especially to the illiterate people.

CHAPTER II

MASS REPRESENTATION SUBMITTED BY SHRI GURUDAS DAS GUPTA, MP REGARDING UNIVERSALISATION OF PDS.

2.1 Shri Gurudas Das Gupta, MP submitted a mass representation signed by nearly one crore of people, which contains 10 point demands falling under the jurisdiction of different Ministries. One of these demands, relates to the revival of Public Distribution System (PDS).

2.2 The representation was forwarded to the Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution) for furnishing their comments. In their response, the Ministry *vide* O.M. dated 1 September 2008, have furnished their comments as under:—

“Targeted Public Distribution System (TPDS) was introduced in June, 1997 with a view to target the poor sections of society, as the earlier Universal Public Distribution System did not adequately focus on the poor and had urban bias. Revival of universal PDS would result in loss of focus by the TPDS on the poor.

If universal PDS as it existed prior to 1997 is to be restored, the following implications emerge:—

- (a) Even if allocations are made for 18.04 crore households (this number of households was as per estimated population by Registrar General of India as on 1 March 2000), the total annual requirement of rice and wheat, at the scale of 35 kg. per household per month, would be 76 million tons.
- (b) If the total ration cards issued by State and UT Governments upto January, 2008 are considered, this number of households is 23.31 crores. At the scale of 35 kg. foodgrains per household per month, the actual requirement for these households would be 98 million tons of wheat and rice.
- (c) However, the level of procurement of wheat and rice in the Central Pool during the last three years has been in the range of 34 to 42 million tons. The off take of wheat and rice under the TPDS during the last three years has been in the range of 30 to 31 million tons. For maintaining food security, as per the preset norms, minimum buffer stocks maintained in the Central Pool are in the range of 16 to 27 million tons. These present levels of procurement and distribution have also been possible only with some imports of wheat during last two years.
- (d) Procurement, storage, allocation and transportation of foodgrains for distribution of 98 million tons would, however, be impossible for the Government to manage. Doing so would require procurement of foodgrains at a scale three times of the present level. For such a high level of operations,

the requirement of minimum buffer stocks would also be at least two and half times of the present norms.

- (e) For the present arrangement for TPDS and buffer stocks, the total subsidy provided by the Government of India through its budgetary resources during 2008-09 is about Rs.32,400 crores. For increasing commitments for two and a half times scale of operations, the request of subsidy would be similarly at least two and a half times of this amount.
- (f) Since the total production of wheat and rice in the country is in the range of 168 million tons, such procurement of more than 100 million tons would necessitate a total ban on private trade in the country, operation of only Government procurement system and imports from abroad.
- (g) **Increasing number of BPL families**
Coverage of BPL families – as per the poverty estimates of Planning Commission for 1993-94 and population estimate of Registrar General of India for 1st March, 2000, the number of BPL families in the country is 6.52 crore. The Department is making allocations @ 35 kg. per BPL household per month for these 6.52 crore households. As per those poverty estimates, 36% of population in the country was living below poverty line.
- (h) As against this, some of the State Governments have already distorted this criterion and issued BPL cards in excess. The total number of BPL cards (including AAY) issued by State and UT Governments by January, 2008 is 10.28 crore. This has resulted in issuance of foodgrains by State Governments at a scale lower than the scale of allocations issued by the Government of India. Thus many of genuine BPL families might be getting deprived of their entitled quantities of foodgrains. Since it is not possible to make available additional quantities of rice and wheat in the Central Pool through domestic procurement and imports, it is not feasible to allocate foodgrains @35 kg. per family per month even for these 10.28 crore BPL card holder families. Because the annual requirement for these families alone would be about 43 million tons, which is higher than the total allocations being made for AAY, BPL and APL families at present.
- (i) This number of 10.28 crores of BPL cards is because of the issuance of excess BPL cards by some of the State Governments only. If increased number of BPL households is accepted for allocations to be made, then the number of BPL cards likely to be issued by State/UT Governments will be much more than this number.
- (j) Under the TPDS, the present level of subsidy is already 86% and 82% on wheat and rice for AAY category. It is 71% and 66% for wheat and rice for BPL category and it is 58% and 51% on wheat and rice supplied to the APL category. This is because the Central Issue Prices for rice, wheat and coarse grains have not been revised since July, 2002.
- (k) Therefore, demand for increasing the number of BPL families for allocations

would be a total negation of the present policy of the Government based on the concept of poverty estimation by the Planning Commission and targeting the poor families for subsidized distribution of foodgrains. As against 36% level of poverty during 1993-94, as per the estimates released by the Planning Commission in March, 2007, the level of poverty in the country during 2004-05 has come down to 27.5%. Even if these poverty estimates are projected on estimated population of October, 2006, the number of BPL families in the country would not be more than 5.75 crores. Therefore, there is no justification at all for increasing the number of BPL households and thereby making undeserving families dependent on the TPDS.

- (l) Antyodaya Anna Yojana was launched in December, 2000, now it is covering 2.43 crore households which are the poorest among the poor, covering the people belonging to landless agricultural labourers, marginal farmers, rural artisans and persons earning daily livelihood in the informal sector, households headed by widows or ill persons or disabled persons or persons above 60 years of age with no assured means of subsistence or societal support and all primitive tribal households.

Since the poorest of the poor families are to be identified by the concerned State and UT Governments, most of those being already covered are the poorest tribal families as well as other families in tribal areas. That is why against the estimated number of 2.5 crore AAY families, so far the State and UT Governments have been able to identify only 2.43 crore such families even after three expansions allowed for extending the coverage and the State and UT Governments have not been able to identify more than 2.43 crore AAY families. If any families have been left out, there is still scope for identification of about additional 7 lakh AAY families under this category.

- (m) All families, irrespective of their levels of income, will become entitled for the scale of issue to be approved. Even if the scale of issue of 10 kgs. per family is to be approved, for about 22 crores families in the country, annual allocations of more than 26 million tonnes of foodgrains would be required.
- (n) The present scale of issue of 35 kgs. of foodgrains per family per month for BPL and AAY families will have to be reduced to the same level of 10kgs. per family per month.
- (o) If PDS is to be restored to its universal version of prior to 1997, the issue prices of rice and wheat will have to be increased substantially from the present CIPs which have not been revised during the last 6 years. In relation to the present Minimum Support Price (MSP), the CIPs will have to be revised to above Rs.12/- per kg. for rice and above Rs.10/-per kg. for wheat.
- (p) This would also mean that the BPL and Antyodaya families would end up not only getting much reduced scale of issue but also many times more CIPs (the CIP for AAY is Rs.3/- per kg. for rice and Rs.2/- per kg. for wheat, for BPL, it is Rs.5.65 per kg. for rice and Rs.4.15 per kg. of wheat).

- (q) The present levels of procurement of rice and wheat are in the range of 25 to 27 million tonnes and 11 to 15 million tonnes, respectively (total ranging from 36 to 42 million tonnes). On these receipts in the Central Pool, there is commitment for about 5 million tonnes of rice and wheat for Welfare Schemes, and the requirement of minimum buffer stocks for emergencies etc. is in the range of 18 to 27 million tonnes.

Hence, universalisation of PDS is not feasible.”

2.3 As per Annual Report (2007-08) of the Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution), the Public Distribution System (PDS) has been evolved as a system of management of scarcity and for distribution of foodgrains at affordable prices. Over the years, PDS has become an important part of Government’s policy for management of food economy in the country. Public Distribution System is supplemental in nature and is not intended to make available the entire requirement of any of the commodities distributed under it to a household or a section of the society.

Public Distribution System is operated under the joint responsibility of the Central and the State Governments. The Central Government, through FCI, has assumed the responsibility for procurement, storage, transportation and bulk allocation of foodgrains to the State Governments. The operational responsibility including allocation within State, identification of families below the poverty line, issue of ration cards and supervision of the functioning of Fair Price Shops (FPS), rest with the State Governments.

Targeted Public Distribution System (TPDS)

The PDS, till 1992 was a general entitlement scheme for all consumers without special targets. The Revamped Public Distribution System (RPDS) was launched in 1992 in 1775 blocks in tribal, hilly and drought prone areas. In June, 1997, the Government of India launched the Targeted Public Distribution System (TPDS) with focus on the poor. Under the TPDS, States are required to formulate and implement foolproof arrangements for identification of the poor for delivery of foodgrains and for its distribution in a transparent and accountable manner at the FPS level.

The scheme, when introduced, was intended to benefit about 6 crore poor families for whom a quantity of about 72 lakh tonnes of foodgrains was earmarked annually. The identification of the poor under the scheme is done by the States as per State-wise poverty estimates of the Planning Commission for 1993-94 based on the mythology of the “Expert Group on estimation of proportion and number of poor” chaired by Late Prof. Lakdawala.

The total number of BPL households so determined was 596.23 lakhs. Guidelines for implementing the TPDS were issued in which the State Governments had been advised to identify the Below Poverty Line (BPL) families by involving the Gram Panchayats and Nagar Palikas. While doing so the thrust should be to include the really poor and vulnerable sections of the society. The number of BPL families has been increased w.e.f. 1 December 2000, by shifting the base to the population

projections of the Registrar General as on 1st March, 2000 instead of the earlier population projections of 1995. With this increase the total number of BPL families is 652.03 lakhs as against 596.23 lakh families originally estimated when TPDS was introduced in June, 1997.

Antyodaya Anna Yojana (AAY) is a step in the direction of making TPDS aim at reducing hunger among the poorest segments of the BPL population. A National Sample Survey Exercise points towards the fact that about 5% of the total population in the country sleeps without two square meals a day. This section of the population can be called as “hungry”. In order to make TPDS more focused and targeted towards this category of population, the AAY was launched in December, 2000 for one crore poorest of the poor families AAY contemplates for providing these poor families foodgrains at a highly subsidized rate of Rs.2/- per kg. for wheat and Rs.3/- per kg. for rice. The States/UTs are required to bear the distribution cost. The AAY scheme has been expanded in 2003-2004 by adding another 50 lakh BPL households headed by widows or terminally ill persons or disabled persons or persons aged 60 years or more with no assured means of subsistence or societal support. With this increase, 1.5 crores (i.e. 23% of BPL) families have been covered under the AAY. As announced in the Union Budget 2004-05, AAY has been further expanded by another 50 lakh BPL families by including, *inter-alia*, all households at the risk of hunger.

The identification of the Antyodaya families and issuing of distinctive ration cards to these families is the responsibility of the concerned State Governments. Detailed guidelines were issued to the States/UTs for identification of the Antyodaya families under the AAY and additional Antyodaya families under the expanded AAY. Allocation of foodgrains under the scheme is being released to the States/UTs on the basis of issue of distinctive AAY Ration Cards to the identified Antyodaya families.

2.4 The Committee, thereafter, took oral evidence of the representatives of the Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution) on 6 October 2008.

2.5 During the course of oral evidence, the witness from Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution) submitted before the Committee as follows:—

“As per our understanding, the request for revival of Public distribution System which has been sought by the petitioners effectively means universalization of the Public Distribution System extending to all sections of the society including the affluent and middle class who can otherwise buy foodgrains from the market at market prices. Therefore, they do not need any food subsidy. Presently the Targeted Public Distribution system is being implemented. Under the Targeted Public Distribution system 2.5 crore have been identified as belonging to AAY and the common issue price is lower for them. Therefore, even amongst the BPL families, we have recognized two strata. But since 2000-03 the allocation of foodgrains for the BPL, including AAY has been in the range of 2.74 lakh tonnes in 2007-08. The off-take has moved up from 172.62 lakh tonnes to 245.62 lakh tonnes during the same

period. What we are trying is to ensure that the benefit of the Targeted Public Distribution System is mainly directed for the BPL families.

If there is any surplus foodgrains available in the Central pool, that is allotted for above the poverty line families and we have left it to the State Governments to decide which categories of the APL they will target for distribution of these foodgrains.”

He further submitted that:—

“As far as the Central pool is concerned, the complaint of short supply has not been faced, at least in a significant way because the State Government representatives or the Civil Supplies corporation representatives who are designated by the State Government and present in the depots take care of this before they are supplied for the public distribution system. At the godowns of the FCI, there is already a system whereby a representative of the State Government is there at that time and we have not received many complaints from the State Government about this issue from the FCI depots.”

2.6 When asked about the differences in TPDS and universal Public Distribution System, the Ministry in their written reply submitted as follows:—

“Targeted Public Distribution System(TPDS) introduced from June 1997, is focussed primarily on poor families and hence targeted at Below Poverty Line(BPL) families whereas prior to this, the Public Distribution System was a general entitlement scheme.

Under the TPDS, scale of entitlement for foodgrains and their issue prices charged from BPL ration card holders are different from those charged from Above Poverty Line(APL) families.

To further focus TPDS on the poorest of the BPL families, Antyodaya Anna Yojana (AAY) was launched in December, 2000. The issue prices of foodgrains for the AAY category are the lowest i.e. Rs. 2/- per kg. for wheat and Rs. 3/- per kg. for rice”.

2.7 Giving the differences between BPL, AAY and APL cards, the Ministry in their written reply submitted as follows:—

“BPL ration cards are meant to be issued for the families identified by State and UT Governments as living below poverty line. AAY ration cards are meant for those families of BPL category which have been specifically identified by the State/ UT Governments being the poorest among them.

Ration cards issued by State/ UT Governments to families living above the poverty line are called APL ration cards. Based on March 2000 population, the number of APL families in the country was 11.52 crores.

The BPL ration card holder families are entitled for distribution of foodgrains at central issue prices of Rs. 4.15 per kg. for wheat and Rs. 5.65 per kg. for rice, with additional distribution costs as decided by the respective State/UT

Governments. The AAY ration card holder families are issued foodgrains at Rs. 2.00 per kg. wheat and Rs. 3.00 per kg. rice, without any additional costs to be added by State/ UT Governments. The central issue prices for APL categories are Rs. 6.10 per kg. wheat and Rs. 8.30 per kg. rice of Grade A and Rs. 7.95 per kg. of common variety. The State/UT Governments may add transportation/ distribution costs of these CIPs for the APL category”.

2.8 As regards low procurement of wheat and rice after 1997, the Ministry in their written reply submitted as follows:—

“The following has been the level of procurement of wheat and rice after 1997:—

(In million tonnes)

Marketing Season	Wheat (April to March)	Rice (October to September)	Total
1997-98	9.29	15.6	24.89
1998-99	12.65	12.6	25.25
1999-2000	14.14	18.23	32.37
2000-01	16.35	21.28	37.63
2001-02	20.63	22.13	42.76
2002-03	19.05	16.42	35.47
2003-04	15.8	22.83	38.63
2004-05	16.8	24.69	41.49
2005-06	14.79	27.66	42.45
2006-07	9.23	25.11	34.34
2007-08	11.13	28.44	39.57

After RMS 1997-98, the level of wheat procurement had increased from 92.97 lakh tonnes in 1997 to 206.30 lakh tonnes in 2001-02. Thereafter, it declined to the level of 92.26 lakh tonnes in RMS 2006-07.

Similarly, in case of rice, while procurement was 125.99 lakh tonnes in KMS 1998-99, it had gone up to 221.28 lakh tonnes in KMS 2001-02. After a dip in procurement in 2002-03, the rice procurement continued to increase till KMS 2005-06 when it was 276.56 lakh tonnes. However, after a slight decline in KMS 2006-07, the rice procurement has reached the level of 284.44 lakh tonnes in KMS 2007-08.

The quantities of rice and wheat procured for the Central Pool depend on a number of factors such as the level of production in a particular year, prevailing market prices (domestic and international), Minimum Support Prices and other competing demands on the production. Depending upon these factors, the quantities procured fluctuate from year to year”.

2.9 Regarding the steps taken by the Government to improve the procurement of rice and wheat, the Ministry in their written reply submitted:—

“There has been a fluctuating trend in procurement over a decade in the past. However, the following steps were initiated by the Government for meeting the procurement requirements:

1. Minimum Support Prices for Rice and Wheat were increased in successive years to motivate farmers to participate in the procurement of wheat and rice for the Central Pool. Similarly, incentive bonus was also declared in some years for ensuring more procurement for Central Pool. The following table shows increase in MSP (Plus Bonus) of wheat and Paddy from 1997-98:—

Marketing Year	Paddy -Gr. A (MSP+ Bonus) (Rs. Per qtl.)	Paddy-Common (MSP+ Bonus) (Rs. Per qtl.)	Wheat (MSP+Bonus) (Rs. Per qtl.)
1997-1998	445	415	475
1998-1999	470	440	510
1999-2000	520	490	550
2000-2001	540	510	580
2001-2002	560	530	610
2002-2003	580	550	620
2003-2004	580	550	630
2004-2005	590	560	630
2005-2006	600	570	640
2006-2007	650	620	700
2007-2008	775	745	850
2008-2009	880	850	1000

2. Further, Government decided to involve the State Governments directly in procurement operations through De-Centralized Procurement (DCP) Scheme from 1997-98. This enabled the States to procure the rice of preference of local consumers within the States for distribution under the TPDS.
3. In 2006-07, only 92.26 lakh tonnes of wheat could be procured owing to negative market sentiments resulting from less stock in Central Pool, lesser production of wheat, lesser market arrivals and more active participation by private trade. The Government, therefore, had to import 55 lakh tonnes and 18 lakh tonnes of wheat in RMS 2006-07 and RMS 2007-08, respectively to maintain the required stocks in Central Pool.

4. In order to monitor the procurement of wheat by private individuals/ companies, a return was prescribed to declare the wheat stocks held beyond 50,000 MTs during RMS 2007-08.
5. In order to increase the availability of wheat in the domestic market, exports of wheat from Central Pool and private trade were banned and import of wheat at zero duty was permitted. Export of non-basmati rice has been banned w.e.f. 1.4.2008.
6. Commission to Societies/ sub-agents was enhanced to 2.5% of MSP on the lines of the Artiya Commission for RMS 2007-08 in States like UP, Madhya Pradesh etc. for encouraging wheat procurement”.

2.10 Regarding the complaints for the short supply from the PDS shops, the witness replied:—

“As far as the PDS is concerned, the Central Government has to work in partnership with the State Government. There is a clear-cut responsibility of procurement, storage and distribution from the depots on the State Governments. After Central Government’s part, the responsibility of the transportation and storage lies with the State Government. There is a dual responsibility of the Central and State Government. We have to work together.”

2.11 On being asked if it is possible to make available additional quantities of rice and wheat in Central Pool through domestic procurement and imports, the Ministry in their written reply submitted as follows:—

“The Government procures wheat and paddy through open ended procurement at MSP fixed for each marketing year. Under this procurement system, the farmers have the option either to sell the wheat/ paddy of FAQ specifications to FCI/ State Government agencies at MSP or to sell their produce in open market as is advantageous to them.

If all the 23.31 crores of households, as per ration cards issued by all State Governments, are issued 35 kg. of foodgrains per household per month, the total foodgrains requirement would be 98 million tonnes. This would be about 2.7 times of the current allocation of 37 million tonnes. However, the production of rice and wheat together in the year 2007-08 was 174.83 million tonnes. Thus 56% of total production of rice and wheat, against the current levels of about 20%, would be required to be procured for Central Pool stocks even without considering the needs of minimum buffer reserves. This would mean over-depletion of rice and wheat stocks from the open market resulting in heavy inflationary impact on market prices of wheat and rice.

Secondly, this would also result in manifold increase in food subsidy. With regard to meeting this additional demand through imports, it is stated that Government would like to import only as a measure of last resort occasionally of stocks and prices prevalent in the international market, which make cost of imports very high.

Therefore, Government has been striving to enhance the domestic procurement to meet the TPDS demands and successively increased MSP of wheat and paddy almost every year. In some years, even incentive bonus was announced in order to maximize the procurement.

The stock position of wheat was so low in Central Pool during 2006-07 and 2007-08 that the Government had to import 55 lakh tonnes and 18 lakh tonnes of wheat in RMS 2006-07 and RMS 2007-08, respectively, in the interest of food security and also to tame the prices of wheat in open market”.

2.12 On being asked about the complaints regarding the quality of foodgrains, the witness replied as follows:—

“In respect of the indigenous foodgrains, we have not received many complaints. But in the case of imported foodgrains, we have been receiving some complaints which have been properly looked into and Hon’ble Members of Parliament have also raised issues in both the Houses of Parliament which have been responded to and these complaints are taken very seriously in the Department and sometimes involving the State Governments, joint inspection by both the FCI and State Governments are done in the selected depots to which the complaints pertain.”

2.13 When asked about the criteria/guidelines followed to include a person under TPDS, the Ministry in their written reply submitted that:—

“State and UT Governments are mandated to identify families living Below Poverty Line as per the estimates adopted by the Central Government (as released by the Planning Commission) by formulating suitable guidelines.

For identification of eligible BPL families in rural areas, the Ministry of Rural Development, Government of India issues guidelines in consultation with Planning Commission. For BPL census 2002, the guidelines were issued in September 2002. For Urban areas, the BPL families are identified by States/ UT Governments based on State specific urban poverty lines released by the Planning Commission.

For issuing ration cards, the Food and Civil Supplies Department of the State and UT Governments makes use of lists of BPL families identified in rural and urban areas by the Rural Development and Urban Development Departments of the concerned State and UT Governments”.

2.14 When pointed out that some States have complained that the criteria for deserving families have gone out of the net of PDS because of the criteria adopted, the witness replied:—

“The State Governments and the UTs, as in June, 2008, have issued fresh figures in this regard and as per the estimates made by the Planning Commission which we have adopted 6.52 crores BPL families are there. A 7.5 crore gap is there the perception of Central and State Governments. It is an on-going exercise every five years undertaken by the Ministry of Rural Development for evolving norms and also identifying the BPL families. In the current year, the Rural

Development Ministry has already constituted an inter-Ministerial Committee. We have submitted that we should be allowed to make a presentation before the Ministry of Rural Development and the State Governments can get associated in the deliberations of the Committee which has been constituted in the Ministry of Rural Development.”

2.15 When asked if the Central Government has ever taken into consideration the criticism voiced by the State Governments, about the criteria adopted for finding out deserving BPL families, the witness submitted before the Committee that:—

“Our Ministry does not have any responsibility in this regard. As I said, the Ministry of Rural Development makes an exercise in this regard every five years. The criticism is basically regarding criteria adopted for identification of BPL families. We have wanted an opportunity to make a presentation to the committee constituted by the Ministry of Rural Development and we would also like to urge the State Governments to get associated with the Committee constituted by the Ministry of Rural Development.”

2.16 As regards reasons for issuing excess BPL cards by some State Governments, the Ministry in their written reply submitted as follows:—

“Under TPDS, allocations of food grains are being made for 6.52 crore BPL families (including AAY families) based on 1993-94 poverty estimates of Planning Commission and March 2000 population estimates of Registrar General of India. However, the number of BPL ration cards issued by many State/ UT Governments are in excess of their respective shares in 6.52 crore families. Details of BPL families accepted for allocations and ration cards issued by State/ UT Governments are enclosed in **Annexure-I**”.

2.17 As regards steps taken by the Government to regulate issue of excess BPL cards by the State Governments so that genuine BPL families are not deprived of their entitled quantities of foodgrains, the Ministry in their written note submitted as follows:—

“The issue of excess BPL ration cards issued by State Governments has been taken up with the State Governments and Planning Commission. The State Governments have also been requested to examine different aspects of this issue and submit their view so that a final view may be taken on this subject.

Since a number of State Governments have communicated that the number of BPL families estimated by the Planning Commission does not correspond to the ground realities, the issue has been taken up with the Planning Commission. The view taken by the Planning Commission is that if the State Governments issue more BPL ration cards, the Central Government subsidy would be limited to the extent of number estimated by the Planning Commission and the difference in the subsidy if required to over higher number of such families be met by the concerned State Governments. Therefore, there should not be any change in the TPDS allocations by the Government of India”.

Observations/Recommendations

2.18 The Committee note from the Annual Report (2007-08) of the Ministry of Consumers Affairs, Food & Public Distribution (Department of Food & Public Distribution) that the Public Distribution System (PDS) was evolved as a system of management of scarcity and for distribution of foodgrains at affordable prices. The PDS till 1992 was a general entitlement scheme for all consumers without special targets. The Revamped Public Distribution System (RPDS) was launched in 1992 in 1,775 blocks in tribal, hilly and drought prone areas. In June 1997, the Government of India launched the Targeted Public Distribution System (TPDS) with focus on the poor.

2.19 The Committee also note that the PDS is operated under the joint responsibility of the Central and the State Governments. The Central Government, through FCI, has assumed the responsibility for procurement, storage, transportation and bulk allocation of foodgrains to the State Governments. The operational responsibility including allocation within State, identification of families below the poverty line, issue of ration cards and supervision of the functioning of Fair Price Shop (FPS), rests with the State Governments.

2.20 The Committee observe that the PDS till 1992 was a general entitlement scheme for all consumers without special targets. In June 1997, the Government of India launched the Targeted Public Distribution System (TPDS) with focus on the poor. Under the TPDS, States are required to formulate and implement foolproof arrangements for identification of the poor for delivery of foodgrains to the FPSs and their distribution to the beneficiaries in a transparent and accountable manner. Guidelines for implementing the TPDS were issued in which the State Governments had been advised to identify the BPL families by involving the Gram Panchayats and Nagar Palikas. In order to make TPDS more focused and targeted towards the poorest segment of the Below Poverty Line (BPL) families, the Antyodaya Anna Yojana (AAY) was launched in December, 2000, for one crore poorest of the poor families belonging to the sections of the society and providing them foodgrains at a highly subsidized rate of Rs.2/- per kg. for wheat and Rs.3/- per kg. for rice. The State/UTs are required to bear the distribution cost. The AAY Scheme had been expanded in 2003-04 by adding another 50 lakh BPL household headed by widows or terminally ill persons or disabled persons or persons aged 60 years or more with no assured means of subsistence or societal support from any quarters. The AAY has been further expanded by including another 50 lakh BPL families which, *inter-alia*, comprise all households at the risk of hunger.

2.21 The Committee note that the identification of the Antyodaya families and issuing of distinctive ration cards to these families is the responsibility of the concerned State Governments. Allocation of foodgrains under the scheme is being released to the States/UTs on the basis of distinctive AAY Ration Cards issued to the identified Antyodaya families. For identification of eligible BPL families in rural areas, the Ministry of Rural Development, Government of India issues guidelines in consultation with Planning Commission. For urban areas, the BPL families are identified by States/UT Government's based on State Specific Urban Poverty Lines released by the Planning Commission.

2.22 The Committee have been informed that under TPDS, allocation of foodgrains are made for 6.52 crore BPL families including AAY families based on 1993-94 poverty estimates of Planning Commission and March 2000, population estimates of Registrar General of India. The Department is making allocations @ 35 kg. per BPL household per month for these 6.52 crore households. As per these poverty estimates, 36% of population in the country was living below poverty line. The State Governments and the UTs, as in June 2008, have issued fresh figures in this regard and a 7.5 crore gap is there in the perception of Central and State Governments. The Committee, note with surprise that, as against 36% level of poverty during 1993-94, as per the estimates released by the Planning Commission in March 2007, the level of poverty in the country during 2004-05 has come down to 27.5% and even if these poverty estimates are projected on estimated population of October 2006, the number of BPL families in the country should not exceed 5.75 crores.

2.23 The Committee further note from the submissions made by the Ministry during oral evidence that the Ministry of Rural Development undertakes an exercise every five years for evolving norms for identification of BPL families. The Committee agree with the Ministry's submission, to allow them (the Department of Food & Public Distribution) to make a presentation to the inter-Ministerial Committee constituted by the Ministry of Rural Development and also to associate the State Governments, while reviewing the norms for identifying the BPL families so as to resolve the contention of the State Governments that the number of BPL families estimated by the Planning Commission does not correspond to ground realities. The Committee are of the opinion that by doing so the Government can avoid issuing of bogus BPL Cards (including AAY Cards) thereby fulfilling the aim of the TPDS by the State Governments and also not depriving the needy of their estimated ration supply at the same time. The Committee, therefore recommend that the Government should review and formulate the guidelines or evolve criteria/norms for foolproof identification of genuine BPL families (including AAY families) by taking up the matter with the Ministry of Rural Development, all State Governments & UTs and Planning Commission so that the genuine and needy BPL families are only benefited by the Central Government subsidized distribution of foodgrains.

2.24 It is a matter of concern that some State Governments have issued BPL/AAY Cards in excess of their respective shares in 6.52 crore families. Some of these States are Andhra Pradesh (148.67 lakh), Karnataka (41.01 lakh), Madhya Pradesh (21.13 lakh), Orissa (17.25 lakh), Kerala (5.28 lakh), Maharashtra (4.89 lakh) and Tamil Nadu (148.85 lakh) where excess BPL/AAY cards were issued. The Committee note with surprise that Tamil Nadu is the only State where there is no categorization on the basis of APL/BPL in the State. Thus, separate figures of APL/BPL cards in Tamil Nadu are not available. The Committee take a serious note of distortion of Central Governments guidelines by some of the State Governments. The Committee are of the firm opinion that there all States should maintain uniformity in implementing policies which must be framed in co-ordination with the Centre.

2.25 The very fact of excess BPL/AAY cards having been issued by some State Governments, clearly indicates that there is no mechanism which regulates and

monitors the identification of BPL/APL families under the norms. The Committee are of the firm view that being the nodal agency, the Ministry cannot absolve themselves of their responsibility on such vital issues. It is for the Ministry to initiate remedial/corrective measures in this regard, so that the poorest of the poor and most deserving families under the norms are identified for the intended benefits under the schemes enunciated by the Government. The Committee desire the Ministry to launch a special drive and put in place an effective mechanism for backward areas of the country, particularly Bihar and Orissa to ensure early identification of BPL families and provide of entitled quality of foodgrains to them. The Committee would like to be apprised of the action taken in this regard within a period of three months.

2.26 The Committee note that so far as the quality of foodgrains is concerned, no complaints of foodgrains procured indigenously have been received. However, in the case of imported foodgrains, some complaints have been received and these complaints are stated to have been taken very seriously in the Department. Depots to which such complaints pertain are inspected both by the FCI and the State Government. The Committee would however like to recommend that in addition to carrying out inspection of the depots after receiving the complaints, the Government should *prima facie* be more vigilant in checking the samples of the foodgrains before procuring them and should also instruct the depots/FPS to display the samples of foodgrains being supplied by the FCI, so that such complaints can be avoided. For this purpose, the Government should strengthen the existing mechanism to monitor the illegal activities of the unscrupulous elements at regular intervals and take strict action against guilty persons/agencies.

2.27 According to the Ministry, the total number of BPL Cards (including AAY) issued by the State and UT Governments by January 2008 is 10.28 crore. This has resulted in the issuance of foodgrains by State Governments at a scale lower than the scale of allocation issued by Government of India, thereby depriving many genuine BPL families of their entitled quantity of foodgrains. The Committee agree with the Ministry's submission that there is no justification in increasing the number of BPL households which is likely to make undeserving families dependent on the TPDS. The Committee are, therefore, of the view that further expansion and universalisation of PDS will imply thinly spreading the available foodgrains thereby adding to the woes of genuine BPL families. The Committee, therefore, desire that an expert group may be constituted to evaluate the TPDS, its reach and delivery system and the benefits accrued to the targeted groups as to further strengthen the existing system before exploring the possibilities of universalizing the same.

CHAPTER III

REPRESENTATION SIGNED BY SHRI SHAIL K. OJHA, EDITOR, SCIENCE PATRON, REGARDING LOSS OF REVENUE TO THE GOVERNMENT AS A RESULT OF ADVERTISEMENT POLICY OF CENTRAL WAREHOUSING CORPORATION

3.1 Shri Shail K. Ojha, Editor, “Science Patron” New Delhi, submitted a representation regarding loss of revenue to the Government due to advertisement Policy of Central Warehousing Corporation (CWC).

3.2 In his representation, the petitioner Shri Shail K. Ojha has submitted that the Central Warehousing Corporation (CWC), a Public Sector Undertaking of the Government of India release advertisements worth Rs.40-50 lakh per year. According to the petitioner, such advertisements are mostly released at very high rates and circulated in anonymous papers/magazines which are either unrecognized or unregistered or meant only for grabbing advertisements. The petitioner has alleged that the Corporation have neither any advertising policy nor they have any proper basis for sanctioning the rates for the advertisements released by them. As a result thereof, lakhs of rupees are being embezzled every year by officers with vested interests every year. On such advertisements, the Corporation have spent an amount which is 15—20 times more than the prescribed norms. The petitioner has also alleged that the Corporation did not furnish him complete information under the ‘Right to Information Act’ and absolved itself from its responsibility. The petitioner has, therefore, requested that the Committee may intervene to stop embezzlement of Government fund and direct the authority concerned to release advertisements according to proper procedure/policy.

3.3 The Committee took up the matter for examination under Directions 95 of the Directions by the Speaker, Lok Sabha. The said representation of the petitioner was forwarded to the Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution) for their comments on the issues raised therein. In their response the Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution) *vide* O.M dated 14th July, 2008, furnished their comments as under:—

- “(i) During the year 2005-06, the budgetary allocation for advertisement was Rs.44 lakh against which the Corporation utilized Rs.34.85. The list of publications to whom advertisements were released have already been supplied to the petitioner (Annexure-I). A total number of 181 advertisements were released during the said year. In the said list the name of periodical their addresses, periodicity etc. have been mentioned and therefore, it can not be said that they were unregistered or unauthorized or having bogus names. It was also ensured that at the time of release of payment through A/C payee

cheques, they intimate us about their details of Pan No. etc. It cannot be said that payments were at higher rates, as this was regulated by the tariff card rate of every periodical, which differs from each other.

- (ii) The Corporation does not have any advertisement policy on the Promotional advertisement programmes of the Corporation. Many PSUs referred to by the Corporation have also reported that they do not have any policy in this regard. As per the policy of the Government of India, small and medium level newspapers/periodicals have to be encouraged, if they have a circulation of 500 and above. The advertisements were released keeping in view the areas to be covered and the target audience. Nevertheless care was taken to verify the given details by the periodicals such as NRS, ABC and CA certificates etc. It cannot be said that payments were at higher rates as the Corporation issues advertisement at tariff card rates. The advertisements were released keeping in view the areas to be covered and the target audience. The rates approved by the DAVP have not been made applicable to profit making PSUs after 1975 and the periodicals/newspapers have refused to extend DAVP rates on enquiry and wherever it was made available the same was availed of.
- (iii) In response to his application dated 21.07.2006 (enclosed with this petition) under RTI Act the three details he wanted have been supplied to the petitioner, which are self explanatory.
- (iv) Regarding circulation details, readership analysis etc. many of the journals had submitted DAVP certificate and souvenirs etc. do not come under this category. If a journal does not have DAVP accreditation, some of them have ABC standing, the others were recommended by the Administrative Ministry, Members of Parliament etc. The allegation of any self-interests being involved is without any basis.

Information is available in the list of periodical, supplied by CWC. Precise circulation figures of such journals will be available with appropriate authorities such as RNI's Office or the DAVP on the basis of RN printed on the relevant periodical.

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3.4 The Committee thereafter took oral evidence of the representatives of the Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution) on 06 October 2008.

3.5 Giving in brief the advertisement policy of the CWC, CMD, CWC submitted as under:—

“As far as CWC advertisement policy is concerned, we issue two types of advertisements. One is operational advertisement, which we take out for NIT, any handling, transport or purchase of stores etc. and the other is Institution Promotional Advertisement. For publicizing the working of CWC, advertisements are issued from time-to-time. This we issue in many media *i.e.* Newspaper,

Magazine etc. as far as DAVP rates are concerned, Newspapers have informed us that it is not applicable to PSUs. Even the Indian Newspaper society have informed for their publications that DAVP rates are only for Government Department and not for undertakings. As far as issue of our Institutional Promotional advertisements in any Newspaper or Magazine, first we enquire about its circulation, its PAN No. and address etc. and then give advertisements to them from time-to-time. In the past three years, we have tightened the delegation of powers. Now advertisements are released after taking permission of DGM (Publicity), concerned Director. By this Mechanism, there is enough decrease in our advertisement expenses.”

He further added:—

“We are formulating an advertisement policy.”

3.6 When asked about the logic behind distribution of most of the available funds to the less circulated or unrecognized paper/magazines especially in view of the fact that advertisements are generally issued so as to give wide publicity, the Ministry in their written note stated as under:—

“Most of the periodicals have had RNI/NRS/ABC registration. Institution Promotional Advertisements (IPAs) were released for publicizing the activities of the Corporation from time-to-time keeping in view the targeted audience/ locality.”

3.7 When asked about the reasons for not having any advertising policy and proper basis for sanctioning rates in CWC, the Ministry stated as under:—

“CWC considered formulating a policy on releasing advertisement in the year 2004. After taking into consideration all pros & cons and also the prevailing practices being followed by the other PSUs, it was decided that there should be some flexibility in the matter of releasing advertisements. Accordingly, it was decided to continue with the prevailing system with the approval of the then Managing Director, CWC. However, adequate checks have been applied to control expenditure wherein Directors concerned are consulted before releasing advertisements.”

3.8 On being asked about the criteria being followed for selecting a Newspaper/ Magazine and rates to be paid for giving advertisements in any publication by CWC, the Ministry stated as under:—

“The advertisements are being released keeping in view the areas to be covered and the targeted audience. Care is also taken to verify details given by the periodicals such as Newspapers readership survey, Audit bureau circulation and Chartered Accountant certificate etc.”

3.9 On being asked about the authorities who take the decision in CWC to finalize the cost of advertisement and paper/Magazines in which it is to be printed, the Ministry stated as under:—

“During the year 2005-06, Manager (Publicity) had the power to approve and

finalize the cost of advertisement upto Rs.2000/- in each case, Secretary of the Corporation had the power of Rs.50,000/- and beyond that, the Managing Director was empowered. However, presently, the Dy. G.M. (Publicity) has been delegated full powers to decide in consultation with the Director concerned. The expenditure against budget provisions on account of advertisements shows declining trend as follows:—

(Rs. in lakhs)

Year	Budget provision	Expenditure
2005-06	44.00	38.16
2006-07	100.00	60.19
2007-08	125.00	31.20

3.10 When asked about the reasons for not applying DAVP rates to profit making PSUs after 1975, the Ministry stated as under:—

“The newspapers are treating PSUs as Commercial Organization and therefore, not extending DAVP rates to them.”

3.11 On being asked if CWC has ever taken action against periodicals/newspapers who have refused to extend DAVP rates, the Ministry stated as under:—

“The matter has been taken up with the DAVP intimating them that newspapers/periodicals are not extending DAVP rates to CWC.”

3.12 When pointed out that in order to have a uniform policy and so as to regulate the price of advertising, CWC should publish their advertisements only in periodicals/newspapers which extend DAVP rates or rates approved by some other government approved agency, the Ministry stated as under:—

“Periodicals/Newspapers are not accepting DAVP rates citing that CWC is a commercial organization. Indian Newspapers Society have issued circular to all its members not to extend DAVP rates to PSUs even in the case where advertisements have been released through DAVP.”

3.13 When enquired if CWC has paid more than DAVP approved rates for its advertisement the Ministry stated that CWC has been paying card rates of Periodicals/Newspapers.

Observations/ Recommendations

3.14 In his representation, the petitioner Shri Shail K. Ojha, Editor, “Science Patron” New Delhi, submitted that the Central Warehousing Corporation (CWC), a Public Sector Undertaking of the Government of India release advertisements worth Rs.40-50 lakh per year. According to the petitioner, such advertisements are mostly released at very high rates and circulated in newspapers/magazines which are either anonymous/unrecognized or unregistered or meant only for grabbing advertisements. The petitioner has alleged that the Corporation have neither any

advertising policy nor any proper basis for sanctioning the rates for the advertisements released by them. As a result thereof, lakhs of rupees are being embezzled by officers with vested interests every year. On such advertisements, the Corporation have spent an amount which is 15-20 times more than the prescribed norms. The petitioner, therefore, requested that the Committee may intervene to stop embezzlement of Government fund and to direct the authority concerned to release advertisements according to proper procedure/policy.

3.15 The Committee note from the submission of the Ministry that the Corporation does not have any advertisement policy on the Promotional advertisement programmes of the Corporation. Many Public Sector Undertakings (PSUs) consulted by the Corporation have also reported that they do not have any policy in this regard. As per the policy of the Government of India, small and medium level newspapers/periodicals have to be encouraged, if they have a circulation of 500 and above. The advertisements were released keeping in view the areas to be covered and the target audience for promoting the activities of the Corporation from time to time. Nevertheless care was taken to verify the details given by the newspapers/periodicals through Newspaper Readership Survey (NRS), and certificates of Audit Bureau of Circulation (ABC) and Chartered Accountant (CA). It cannot be said that payments were at higher rates as the Corporation issues advertisement at tariff card rates. According to the Corporation, the rates approved by the Directorate of Advertising and Visual Publicity (DAVP) have not been made applicable to profit making PSUs after 1975 and the periodicals/newspapers have refused to extend DAVP rates. In connection with their circulation details, readership analysis, etc. many of the journals had submitted DAVP certificate. Souvenirs etc. do not come under this category. If a journal does not have DAVP accreditation, some of them have ABC standing, the others were recommended by the Administrative Ministry. The allegation of any self-interest being involved, according to the Ministry, is without any basis. Precise circulation figures of such journals are available with appropriate authorities, such as DAVP.

3.16 As regards the formulation of a policy on releasing advertisements, the Committee were informed that the CWC considered formulation of such a policy in the year 2004. After taking into consideration all pros and cons and also the prevailing practices being followed by other PSUs, it was decided by the Corporation that there should be some flexibility in the matter of releasing advertisements. Accordingly, it was decided to continue with the prevailing system with the approval of the then Managing Director, CWC. However, adequate checks have been applied to control expenditure before releasing advertisements. Indian Newspapers Society have issued circular to all its members not to extend DAVP rates to PSUs even in the case where advertisements have been released through DAVP.

3.17 The Committee were also informed that during the year 2005-06, the budgetary allocation for advertisement was Rs.44 lakh against which the Corporation utilized Rs.38.16 lakh. The list of publications to whom advertisements were released is enclosed at Annexure-I. A total number of 181 advertisements were released during the said year. The Ministry/Corporation had contended that since the names of periodicals, their addresses, periodicity etc. have been mentioned in the list of

publications to whom advertisements were released by CWC, it cannot be said that they were unregistered or unauthorized or having bogus names. At the time of release of payment through Accountant Payee cheques also, it was also ensured that they intimate details of PAN No. etc. According to the Ministry/Corporation, it cannot be said that payments were at higher rates as this was regulated by the tariff card rate of every periodical, which differs from each other. It was also informed that during the year 2005-06, Manager (Publicity) had the power to approve and finalize the cost of advertisement upto Rs.2,000/- in each case, Secretary of the Corporation had the power of Rs.50,000/- and beyond that the Managing Director was empowered. However, presently, the Dy. G.M. (Publicity) has been delegated full powers to decide in consultation with the Director concerned.

3.18 The Committee are constrained to note that the CWC do not have any advertisement policy/guidelines on the promotional advertisement programmes/activities of the Corporation. The Committee are deeply anguished and surprised to find that the periodicals/magazines to which promotional advertisements were released are largely unknown or even not read by a miniscule section of the society. The possibility of such periodicals/magazines existing only on paper or in namesake only cannot be ruled out. The Committee are at a loss to comprehend as to how these advertisements promote programmes/activities of the Corporation as these seem to cover neither any discernible area nor target any significant audience. The Committee also disapprove the policy of the Corporation to release the advertisement at tariff card rates of periodicals/newspapers. The Committee desire the Ministry/Corporation to spend the precious public money after due checks and balances apart from persuading these periodicals/newspapers/journals to adhere to DAVP rates. The Committee would also like the Ministry/Corporation to take up the matter at highest level with the Ministry of Information and Broadcasting/DAVP to ensure that DAVP rates instead of tariff card rates are applicable for PSUs as well.

3.19 The Committee emphasize that the purpose of an advertisement is to give wide publicity and create awareness among the masses about the programmes/activities of any organisation/institution, even if the same is targeted to a particular audience/locality. The Committee, therefore, feel that a large sum of money being spent by the Corporation on advertisements for their programmes/activities over the years is simply going waste for want of desired publicity by the reputed media in the country.

3.20 The Committee are also of the firm view that in the absence of any advertising policy in the CWC, the budgetary allocation on account of the advertisements could not be spent judiciously and the same is being left to the sole discretion of the sanctioning authorities concerned. In the absence of any policy/guidelines on the issue, there is scope for malpractices or irregularities and complaints from various quarters. In the circumstances, the contention of the petitioner that the Corporation have released advertisements at very high rates to unknown periodicals/magazines and in the process, caused heavy loss to the exchequer do not seem completely devoid of merits. The Committee, therefore, desire that an independent inquiry should be conducted over the issue and responsibility fixed for causing loss to the exchequer and action taken against the officials found guilty in this regard. The Ministry,

being the nodal agency, cannot absolve themselves of their responsibility in this regard. The Committee, therefore, recommend that the Ministry/CWC should immediately formulate a policy/guidelines regarding their promotional advertisements which should not only be objective but also be transparent leaving no scope for any irregularity or malpractice or complaints from any quarter in this regard. The Committee would like to be apprised of the action taken by Ministry/CWC in the matter within a period of three months.

NEW DELHI;
24 February, 2009
05 Phalgun, 1930 (Saka)

SYED SHAHNAWAZ HUSSAIN,
Chairman,
Committee on Petitions.

LOK SABHA

PETITION No. 15 (See Para 1.1 of the Report)

(Presented to Lok Sabha on 23.11.2007)

To

Lok Sabha
New Delhi.

The humble petition of S/Shri C.H. Venkatachalam, General Secretary All India Bank Employees' Association and Shri R.J. Sridharan, General Secretary, All India Officers' Association, Central Office, Chennai.

SHEWETH

We, on behalf of All India Bank Employees Association and All India Bank Officers Association would like to draw the attention of the Government and the Parliament to the following:—

1. More branches are being opened only in urban centres. In 2005-06, out of 933 new branches opened, only 2 were in unbanked rural areas.
2. Interest rate on Saving Deposits continues as low as 3.5%, while Bank are paying as high as 12 and 13% to big corporates.
3. More loans are being given to corporates and business while agriculture sector is given credit only upto 13% of total loans against the mandated target of 18%.
4. A loan to Economically Weaker Section is given only upto 7% of total loan as against target of 10%.
5. Micro-financing is sought to be handed over to private agencies.
6. Bad loans/NPAs are increasing in the Banks every year.
7. Huge loans to corporate and business sector are being given with all types of concessions and at interest rates far below Prime Lending Rates.

And accordingly your petitioners pray that:—

The Government be pleased to direct the Reserve Bank of India and the Public Sector Banks to reverse the misdirection of banking policies which are in deviation of the objectives of bank nationalization and in dilution of social banking needs and to ensure that:—

1. More and more branches be opened in the unbanked rural areas.

2. High cost bulk deposits should be stopped forthwith and interest rate for the small savings deposits in the banks be paid more rate of interest.
3. Advances with concessional rates of interest to the big corporates should be discontinued.
4. Credit to priority sector, mainly to agriculture sector and rural sector should be stepped up.
5. To consider reduction in interest rate on credit to agriculture, DRI Scheme, educational loans to weaker sections loans to self-help groups, credit to employment generating SSI and tiny sectors, loans to Economically Weaker Sections, etc.
6. To publish publicly on an annual basis the list of the bank loan defaulters of Rs. 50 lakh and above and to take very stringent measures to recover the alarmingly increasing NPAs/bad loans in the Bank.
7. To take all steps to revitalize the Co-operative Banks by providing them adequate capital and implementing the recommendations of Vaidyanathan Committee.
8. To amalgamate the Regional Rural Banks with their Sponsor Banks to avoid overlapping and duplication of this credit delivery system.

And your petitioners as in duty bound will ever pray.

Sl.No.	Name	Address	Signatures
1.	Shri C.H. Venkatachalam	General Secretary, All India Bank Employees' Association, Singapore Plaza, 164, Linghi Chetty Street, Chennai - 600 001	Sd/-
2.	Shri R.J. Sridharan	General Secretary, All India Bank Officers' Association, 14, Second Line Beach, Chennai - 600 001	Sd/-

Countersigned by Shri Gurudas Das Gupta, M.P.

ANNEXURE-II
(See para 1.21 of the Report)

LIST OF UNDERBANKED DISTRICTS (BASED ON 2001 POPULATION CENSUS)

ANDHRA PRADESH

- | | |
|------------------|-------------------|
| 1. Adilabad | 8. Goalpara |
| 2. Anantapur | 9. Golaghat |
| 3. Cuddapah | 10. Hailakandi |
| 4. Karimnagar | 11. Jorhat |
| 5. Khammam | 12. Karbi Anglong |
| 6. Kurnool | 13. Karimganj |
| 7. Mahbubnagar | 14. Kakrojhar |
| 8. Medak | 15. Lakhimpur |
| 9. Nalgonda | 16. Morigaon |
| 10. Rangareddy | 17. Nagaon |
| 11. Srikakulam | 18. Nalbari |
| 12. Vizianagaram | 19. Sibsagar |
| 13. Warangal | 20. Sonitpur |

ARUNACHAL PRADESH

1. Chunglang
2. Dibang Valley
3. East Kameng
4. Lohit
5. Lower Subansiri
6. Tirap
7. Upper Siang
8. Upper Subansiri

ASSAM

1. Barpeta
2. Bongaigaon
3. Cachar
4. Darrang
5. Dhemaji
6. Dhubri
7. Dibrugarh

BIHAR

1. Araria
2. Augangabad
3. Banka
4. Begusarai
5. Bhagalpur
6. Bhojpur
7. Buxar
8. Darbanga
9. Gaya
10. Gopalganj
11. Jamui
12. Jehanabad
13. Kaimur
14. Kathihar
15. Khagaria
16. Kishanganj

- | | |
|------------------------|-------------------------|
| 17. Lakhisarai | 15. Rajnandgaon |
| 18. Madhepura | 16. Surguja |
| 19. Madhubani | DADAR & NAGAR HAVELI |
| 20. Munger | 1. Dadar & Nagar Haveli |
| 21. Muzaffarpur | GUJARAT |
| 22. Nalanda | 1. Amreli |
| 23. Nawada | 2. Banas Kantha |
| 24. Paschimi Champaran | 3. Bhavnagar |
| 25. Purbi Champaran | 4. Dahod |
| 26. Purnia | 5. Junagadh |
| 27. Rohtas | 6. Narmada |
| 28. Saharsa | 7. Panch Mahals |
| 29. Samastipur | 8. Patan |
| 30. Saran | 9. Sabar Kantha |
| 31. Sheikhpura | 10. Surat |
| 32. Sheohar | 11. Surendranagar |
| 33. Sitamarhi | 12. Dangs |
| 34. Siwan | HARYANA |
| 35. Supaul | 1. Fatehabad |
| 36. Vaishali | 2. Jhajjar |
| CHHATTISGARH | 3. Jind |
| 1. Bastar | 4. Kaithal |
| 2. Bilaspur | 5. Mahendragarh |
| 3. Dhantewada | JAMMU & KASHMIR |
| 4. Dhamtari | 1. Anantnag |
| 5. Durg | 2. Doda |
| 6. Janjgir-Champa | 3. Kupwara |
| 7. Jashpur | 4. Poonch |
| 8. Kanker | JHARKHAND |
| 9. Kawardha | 1. Bokaro |
| 10. Korba | 2. Chatra |
| 11. Korias | 3. Deoghar |
| 12. Mahasamund | 4. Dhanbad |
| 13. Raigarh | 5. Dumka |
| 14. Raipur | 6. Garhwa |

- | | |
|------------------------|-----------------|
| 7. Giridih | 16. Jhabua |
| 8. Godda | 17. Katni |
| 9. Gumla | 18. Mandla |
| 10. Hazaribag | 19. Mandsaur |
| 11. Koderma | 20. Morena |
| 12. Lohardagga | 21. Narsimhapur |
| 13. Pakur | 22. Neemuch |
| 14. Palamau | 23. Panna |
| 15. Paschimi Singhbhum | 24. Raisen |
| 16. Sahebganj | 25. Rajgarh |
- KARNATAKA
- | | |
|--------------------|------------|
| 1. Bangalore Rural | 26. Ratlam |
| 2. Bidar | 27. Rewa |
| 3. Chamarajanagar | 28. Sagar |
| 4. Gulbarga | 29. Satna |
| 5. Koppal | 30. Sehore |
| 6. Raichur | 31. Seoni |
- KERALA
- | | |
|---------------|----------------|
| 1. Malappuram | 32. Shahdol |
| | 33. Shajapur |
| | 34. Sheopur |
| | 35. Shivpuri |
| | 36. Sidhi |
| | 37. Tikamgarh |
| | 38. Ujjain |
| | 39. Umaria |
| | 40. Vidisha |
| | 41. West Nimar |
- MADHYAPRADESH
- | | |
|-----------------|---------------|
| 1. Balaghat | MAHARASHTRA |
| 2. Barwani | 1. Ahmदनगर |
| 3. Betul | 2. Akola |
| 4. Bhind | 3. Amravati |
| 5. Chhatarpur | 4. Aurangabad |
| 6. Chhindwara | 5. Bhandara |
| 7. Damoh | 6. Bid |
| 8. Datia | 7. Buldhana |
| 9. Dewas | |
| 10. Dhar | |
| 11. Dindori | |
| 12. East Nimar | |
| 13. Guna | |
| 14. Harda | |
| 15. Hoshangabad | |

8. Dhule
9. Gadchiroli
10. Gondia
11. Hingoli
12. Jalgaon
13. Jalna
14. Kolhapur
15. Latur
16. Nanded
17. Nandurbar
18. Nasik
19. Osmanabad
20. Parbhani
21. Satara
22. Solapur
23. Thane
24. Wardha
25. Washim
26. Yavatmal

MANIPUR

1. Bishnupur
2. Chandel
3. Churachandpur
4. Imphal East
5. Imphal West
6. Tamenglong
7. Thoubal
8. Ukhrul

MEGHALAYA

1. East Garo Hills
2. South Garo Hills
3. West Garo Hills

MIZORAM

1. Lawngtlai
2. Saiha

NAGALAND

1. Dimapur
2. Kohima
3. Mokokchung
4. Mon
5. Phek
6. Tuensang
7. Wokha
8. Zunheboto

ORISSA

1. Angul
2. Balangir
3. Baleshwar
4. Bargarh
5. Bhadrak
6. Boudh
7. Dhenkanal
8. Gajapati
9. Ganjam
10. Jajpur
11. Kalahandi
12. Kandhamal
13. Kendrapara
14. Keonjhar
15. Koraput
16. Malkangiri
17. Mayurbhanj
18. Nabarangpur
19. Nayagarh
20. Nawapara
21. Puri
22. Rayagada
23. Sonapur
- 24.s Sundargarh

PONDICHERRY

Yanam

PUNJAB

Mansa

RAJASTHAN

1. Alwar
2. Banswara
3. Baran
4. Barmer
5. Bharatpur
6. Bhilwara
7. Bundi
8. Chittaurgarh
9. Churu
10. Dausa
11. Dholpur
12. Dungarpur
13. Hanumangarh
14. Jalor
15. Jhalawar
16. Jhunjhunu
17. Jodhpur
18. Karauli
19. Nagaur
20. Pali
21. Rajsamand
22. Sawai Madhopur
23. Sikar
24. Tonk
25. Udaipur

SIKKIM

West Sikkim

TAMIL NADU

1. Cuddalore

2. Dharmapuri
3. Kancheepuram
4. Nagapattinam
5. Perambalur
6. Pudukkottai
7. Ramanathapuram
8. Salem
9. Thiruvallur
10. Thiruvarur
11. Tiruvannamalai
12. Vellore
13. Villupuram

TRIPURA

1. Dhalai
2. North Tripura
3. South Tripura
4. West Tripura

UTTAR PRADESH

1. Agra
2. Aligarh
3. Allahabad
4. Ambedkar Nagar
5. Auriya
6. Azamgarh
7. Baghpat
8. Bahraich
9. Ballia
10. Balrampur
11. Banda
12. Bara Banki
13. Bareilly
14. Basti
15. Bijnor
16. Budaun

- | | |
|----------------------------|------------------------|
| 17. Bulandshahr | 49. Muzaffarnagar |
| 18. Chandauli | 50. Pilibhit |
| 19. Chitrakoot | 51. Pratapgarh |
| 20. Deoria | 52. Rai Bareli |
| 21. Etah | 53. Rampur |
| 22. Etawah | 54. Saharanpur |
| 23. Faizabad | 55. Sant Kabir Nagar |
| 24. Farrukhabad | 56. Sant Ravidas Nagar |
| 25. Fatehpur | 57. Shahjahanpur |
| 26. Firozabad | 58. Shravasti |
| 27. Ghazipur | 59. Sidharthanagar |
| 28. Gonda | 60. Sitapur |
| 29. Gorakhpur | 61. Sonbhadra |
| 30. Hamirpur | 62. Sultanpur |
| 31. Hardoi | 63. Unnao |
| 32. Hathras | WEST BENGAL |
| 33. Jalaun | 1. Bankura |
| 34. Jaunpur | 2. Bardhaman |
| 35. Jhansi | 3. Birbhum |
| 36. Jyotiba Phule
Nagar | 4. Dakshin Dinajpur |
| 37. Kanauj | 5. Haora |
| 38. Kaushambi | 6. Hugli |
| 39. Kheri | 7. Jalpaiguri |
| 40. Kushi Nagar | 8. Koch Bihar |
| 41. Lalitpur | 9. Maldah |
| 42. Maharajganj | 10. Medinipur |
| 43. Mahoba | 11. Murshidabad |
| 44. Mainpuri | 12. Nadia |
| 45. Mathura | 13. North 24 Parganas |
| 46. Mau | 14. Puruliya |
| 47. Mirzapur | 15. South 24 Parganas |
| 48. Moradabad | 16. Uttars Dinajpur |

ANNEXURE III

(See para 2.16 of the Report)

TABLE: BPL, AAY AND APL RATION CARDS ISSUED BY THE STATE AND
UT GOVERNMENTS VS. BPL HOUSEHOLDS BASED ON THE POVERTY
ESTIMATES OF 1993-94 PROJECTED ON THE POPULATION
ESTIMATES OF MARCH, 2000

As on 30.9.2008
(Fig. in lakhs)

Sl. No.	State/UT	No. of BPL Households in 2000	Ration Cards issued			Excess/Less Cards issued	APL Ration Cards Issued
			BPL	AAY	Total (BPL+AAY)		
1	2	3	4	5	6	7	8
1.	Andhra Pradesh	40.63	173.72	15.58	189.30	148.67	38.89
2.	Arunachal Pradesh	0.99	0.61	0.38	0.99	0.00	2.19
3.	Assam	18.36	12.02	7.04	19.06	0.70	38.43
4.	Bihar	65.23	39.94	24.29	64.23	-1.00	15.53
5.	Chhattisgarh	18.75	11.56	7.19	18.75	0.00	18.54
6.	Delhi	4.09	2.88	1.50	4.38	0.29	24.57
7.	Goa	0.48	0.13	0.14	0.27	-0.21	3.04
8.	Gujarat	21.20	26.61	8.10	34.71	13.51	89.10
9.	Haryana	7.89	5.38	2.92	8.30	0.41	44.77
10.	Himachal Pradesh	5.14	3.17	1.97	5.14	0.00	9.33
11.	Jammu and Kashmir	7.36	4.80	2.56	7.36	0.00	10.92
12.	Jharkhand	23.94	14.76	9.18	23.94	0.00	5.15
13.	Karnataka	31.29	60.30	12.00	72.30	41.01	52.58
14.	Kerala	15.54	14.86	5.96	20.82	5.28	49.43
15.	Madhya Pradesh	41.25	46.56	15.82	62.38	21.13	79.45
16.	Maharashtra	65.34	45.59	24.64	70.23	4.89	141.51
17.	Manipur	1.66	1.02	0.64	1.66	0.00	2.41
18.	Meghalaya	1.83	1.13	0.70	1.83	0.00	2.66
19.	Mizoram	0.68	0.42	0.26	0.68	0.00	1.93
20.	Nagaland	1.24	0.77	0.47	1.24	0.00	1.83

1	2	3	4	5	6	7	8
21.	Orissa	32.98	37.58	12.65	50.23	17.25	36.07
22.	Punjab	4.68	2.89	1.79	4.68	0.00	53.71
23.	Rajasthan	24.31	16.53	9.32	25.85	1.54	109.56
24.	Sikkim	0.43	0.27	0.16	0.43	0.00	3.99
25.	Tamil Nadu*	48.63	178.83	18.65	197.48	148.85	*
26.	Tripura	2.95	1.82	1.13	2.95	0.00	4.35
27.	Uttar Pradesh	106.79	65.84	40.95	106.79	0.00	330.72
28.	Uttaranchal	4.98	3.42	1.51	4.93	-0.05	17.72
29.	West Bengal	51.79	37.97	14.80	52.77	0.98	119.22
30.	A&N Islands	0.28	0.12	0.04	0.16	-0.12	0.74
31.	Chandigarh	0.23	0.08	0.02	0.10	-0.13	2.29
32.	D&N Haveli	0.18	0.12	0.05	0.17	-0.01	0.35
33.	Daman & Diu	0.04	0.03	0.01	0.04	0.00	0.32
34.	Lakshdweep	0.03	0.02	0.012	0.03	0.00	0.13
35.	Pondicherry	0.84	1.13	0.32	1.45	0.61	1.75
TOTAL :		652.03	812.88	242.75	1055.63	403.60	1313.18

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

ANNEXURE IV

(See para 3.3(i) of the Report)

CENTRAL WAREHOUSING CORPORATION

Sl. No.	Name of Periodicals	Address	Periodicity	RO No./Date	Space/Insert.	Amount (In Rs.)
1	2	3	4	5	6	7
1.	Aaj ka Adhyan	Shanker Nagar Dhurai ka Bagh, Raiberilly, UP	Magazine	75/8.9.05	Full Page	20,000/-
2.	Adhunik Kheti	SCO-2413-14, Sect. 22 C, Chandigarh-22	Magazine	152/6.1.06	Full Page	32,000/-
3.	Adman Advt.	Ashok Vihar, Phase-I, New Delhi	Newspaper	5/10.8.05		
4.	Agri Watch	E-12, Greater Kailash-I, N.D.-48	Magazine	83/26.9.05	Full Page	35,000/-
5.	Agri Watch	E-12. Greater Kailash-I, N.D.-48	Magazine	13/13.05.05	Full Page	30,000/-
6.	Agriculture Today	C-17, Lajpat Nagar-I, N.D.-24	Magazine	84/27.09.05	Full Page	32,000/-
7.	Aihra	1/24, Lalita Park, Laxmi Nagar, Delhi-92	Magazine	55/25.7.05	Full Page	20,000/-
8.	Aman Khoj	135-B, Pocket-12, Jasela Vihar, Mathura Road, N. Delhi	Magazine	22/13.5.05	Full Page	25,000/-
9.	Annual Report	CMC, Building, New Market Complex, P-I, Kolkata-87	Annual Rep.	155/10.1.06	Full Balk Cover	5,000/-
10.	Apar Dharatshakti	Bara Bazar Shamli (Muzaffarnagar) UP-76	Magazine	125/28.11.05	Full Page	25,000/-
11.	Around the Times	70-71, Scindia House, Janpath, Con. Circus, N.D.-01	Newspaper	94/5.10.05	Quarter Page	24,552/-
12.	Assign. Abroad Time	Centre Point, 18th Road, Mumbai-71	Newspaper	154/10.1.06	100cc	30,000/-
13.	Assocham	147-B, Gautam Nagar, Gulmohar Enclave, N.D.-49	Souvenir	147/27.12.05	Full Page	15,000/-

1	2	3	4	5	6	7
14.	Awaaz India	30-A, Hotel Janpath, Connought Place, N. Delhi-01	Magazine	14/4.5.05	Full Page	25,000/-
15.	Bengali News Fortnight	186A, Rash Behari Avenue, Kolkata-29	Fortnightly	74/8.9.05	Opening Page	25,000/-
16.	Bharat Tender News	70-71, Scindia House, Janpath, Con. Circus, N.D.-01	Newspaper	52/22.7.05	Quarter Page	22,000/-
17.	Bharatiya Lekhak"	D-180, Sector-10, Noida-01	Magazine	178/28.3.06	Full Page	25,000/-
18.	Bjhaya Bharati	MIG-78, Ananta Vihar, Pbkhariput, Bhubaneswar-20	Souvenir	36/1.7.05	Half Page	30,000/-
19.	Bridge	1042, Sector-A, Pocket-A, Vasant Kunj, N.D.-70	Magazine	91/4.10.05	Full Page	25,000/-
20.	Buy and Sell"	161, Lenin Sarani Parakh House, Kolkata-13	Newspaper	168/17.3.06	100cc	30,000/-
21.	Buy and Sell"	161, Lenin Sarani Parakh House, Kolkata-13	Newspaper	127/28.11.05	100cc	30,000/-
22.	Buy and Sell"	P.S. Castle, B-4/150, Safdarjung Enclave, N.D.-29	Nesspaper	73/8.9.05	100cc	30,000/-
23.	Buy and Sell"	B-4, Safdarjung Enclave, New Delhi-29	Nesspaper	06/20.4.05	100cc	30,000/-
24.	Cargo & World	262, Anarkali Bazar, Jhandewalan Extn. N. Delhi-55	Magazine	140/19.12.05	Full Page	8,000/-
25.	Cargo & World	262, Anarkali Bazar, Jhandewalan Extn. N. Delhi-55	Magazine	78/8.9.05	Full Page	8,000/-
26.	Censer Advt.	Jhandewalan, N.D.	Newspaper	10/13.1.06		
27.	Chira Sandhaan	MIG-78, Ananta Vihar, Pbkhariput, Bhubaneswar-20	Newspaper	159/12.1.06	Half Page	30,000/-
28.	Cricket Bharati	A-7, Com. Complex, Dr. Mukherjee Nagar, Delhi-9	Magazine	04/20.4.05	Full Page	27,500/-
29.	Crime Bureau	HN 4407, Gali No. 22, Purana Seelampur, Delhi-32	Newspaper	151/6.1.06	Half Page	22,000/-
30.	Critique Comm. Pvt. Ltd.	Nehru Nagar, New Delhi-19	Newspaper	7/21.10.05		
31.	Daily Milap	Milap Niketan, B-A, B.S. Zafar Marg, N. Delhi-02	Newspaper	21/13.5.05	Quarter Page	30,000/-
32.	Dainik Awantika	20-Juni Kesara, Bakhhal Indore, MP	Newspaper	69/13.9.05	Quarter Page	15,000/-

33.	Dainik Maru Lehar	16 Mutha Market, Station Road, Barmer	Newspaper	131/19.12.06	100cc	20,000/-
34.	Dainik Vyapar Bharti	W-2-48, Shakurpur Vill., Delhi-34		63/23.8.05	25x4cc	20,000/-
35.	Dalmailmail	Shankar Nagar, Murai ka Bagh, Raibareilly, UP		11/20.4.05	Full Page	2,000/-
36.	Day After	B-101, Lajpat Nagar-I, N.D.-24	Magazine	141/22.12.05	Full Page	22.12.05
37.	Delhi Association	92, Kamla Market, N. Delhi-02	Souvenir	96/6.10.05	Full Page	5,000/-
38.	Delhi Health	15/16, Ashok Nagar, N. Delhi-18	Newspaper	132/9.12.06	100cc	12,500/-
39.	Delhi Malayalee Asso.	Lajpat Nagar Area, A-II/B, Sanwal Nagar, N.D.-49	Souvenir	82/23.9.05	Special Insert	2,000/-
40.	Delhi Post	A-28, Molar Bandh Extn. Badarpur, N.D.-44	Newspaper	19/13.5.05	Half Page	1,000/-
41.	Delhi Public School	Sector-24, Phase-III, Rohini, N.D.-85	Brochure	92/14.10.05	Half Page	5,000/-
42.	Desh Bhakt Time	1521-24 Pataudi House, Darya Ganj, N. Delhi-02	Newspaper	106/21.10.05	100cc	20,000/-
43.	Desh Bhakt Time	1521-24 Pataudi House, Darya Ganj, N. Delhi-02		09/20.4.05	100cc	20,000/-
44.	Desh Bhugol	Caloni Mithapur, New Delhi-44	Magazine	39/4.7.05	Full Page	20,000/-
45.	Devraha Communication	Jhandewalan N.D.	Newspaper	8/29.11.05		
46.	Diler Samachar	D-28, Kabir Basti, Malka Ganj, Sabji Mandi Delhi-07	Newspaper	33/17.6.05	Quarter Page	15,000/-
47.	Dlmau Mail	Shankar Nagar, Murai Park, Raibareilly, UP		65/22.8.05		2,000/-
48.	Dweepbani	186-A, Rash Behari Avenue, Kolkata-29	Magazine	41/8.7.05	Full Page	10,000/-
49.	Eastern Panorama	Plat No. 233-A, Pocket-II, Mayur Vihar, Ph-II, Delhi-91	Magazine	51/25.7.05	Full Page	40,000/-
50.	Employment News	C.R. Park N.D.-19	Emp. News	01/21.4.05		

1	2	3	4	5	6	7
51.	Employment News	Malviya Nagar, New Delhi	Newspaper	6/6.10.05		
52.	Energy Today	18, Sahyog Apart., Mayur Vihar Ph-I, N.D.-91	Magazine	118/22.11.05	Full Page	45,000/-
53.	Eyeview	286, DDA SFS Flat, Sec.-22, Pkt-I Dwarka N.D.-75	Magazine	163/6.2.06	Full Page	2,000/-
54.	Ezhuthachan Walfare A	211, Vasant Apart., Vasant Vihar, N.D.-57	Souvenir	03/19.4.05	Special Page	2,000/-
55.	Financial Pulse	N 7, C.R. Park, New Delhi-19	Magazine	158/12.1.06	Full Page	22,000/-
56.	FMS Alumni	University of Delhi-07	Souvenir	150/5.1.06	Full Page	10,000/-
57.	Gandhi Jayanti Trust	Gandhi Bhawan, Dewa Road, Barabanki-01, UP	Samarika	60/5.8.05	Inside Back Cover	10,000/-
58.	Golden Jublee	Tilak Lane, New Delhi-01		117/17.11.05	Full Page	10,000/-
59.	Grehlakshmi	X-30, Okhla, Phase-II, N. Delhi-20	Magazine	110/28.10.05	Full Page	40,000/-
60.	Happy Delhi	17-Bara Khamba Road, Con. Circus, N.D.-01	Newspaper	70/8.9.05	Quarter Page	18,000/-
61.	Hindi Janpath	328, Industrial Area, Phase-I, Panchkula (Haryana-12)	Newspaper	144/22.12.05	100cc	25,000/-
62.	India International News	R-24, Rita Block, Vikas Marg, Shakarpur, N.D.-92	Magazine	142/22.12.06	Full Page	25,000/-
63.	Indian Consumer Cooperator	Deepali-92, Nehru Place, New Delhi-19	Journal	71/8.9.05	Four issues	4,000/-
64.	Indian Tender Journal	305, South Ext. Plaza-2, Leela Ram Mkt. NDSE P-II N.D.-49	Newspaper	61/22.8.05	Half Page	29,507/-
65.	International Observer	305, South Extn. Plaza No.-1, NDSE Part-II, N.D.-49	Magazine	29/9.6.05	Full Page	26,500/-
66.	Jabllation-2005-6"	Jubilee Hall Student Union, Univ. of Delhi-07	Magazine	166/10.3.06	Half Page	5,000/-
67.	Jahnavi	WZ-41, Dasghara, Inderpuri, N. Delhi-12	Magazine	107/21.10.05	Full Page	24,000/-
68.	Jahnavi	WZ-41, Dasghara, Inderpuri, N. Delhi-12	Magazine	43/12.7.05	Full Page	24,000/-

69.	Jashn-E-Bahar	50-SFS Gautam Apts. Gulmohar Park, N.D.-49	Souvenir	115/14.11.05	Half Page	15,000/-
70.	Jouranl of Ginning	Post-Shendurni-04, Tal-Jammer, Jalgaen	Magazine	146/26.12.05	Full Page	2,000/-
71.	Kajal	B-304, Main Road, Mandawali Delhi-92	Magazine	53/22.7.05	Full Page	25,000/-
72.	Kajal"	B-304, Main Road, Mandawali Delhi-92	Magazine	179/28.3.06	Full Page	30,000/-
73.	Kalantra	30/6, Jhoutala Road, Kolkata-17	Newspaper	86/29.9.06	Full Page	22,000/-
74.	Kali Bari Mayur Vihar	Kali Bari Marg, Pocket-II, Mayur Vihar, P-I, N.D.-91	Souvenir	72/8.9.05	Back Cover	7,000/-
75.	Kali Puja Celebration	Media Enclave, Sector-6, Vaishali, Ghaziabad (UP)	Souvenir	85/26.9.05	Full Page	2,000/-
76.	Karawan Delhi	Karawan House, 1521-24, Daryaganj, N.D.-02	Newspaper	46/12.7.05	Half Page	9,000/-
77.	Karishi Mandal	20 3-D, Pocket-A, Mayur Vihar-II, Delhi-91	Magazine	160/06	Full Page	18,000/-
78.	Kisan Features	B-25, Gulmohar Park, New Delhi-49	Souvenir	109/28.10.05	One Cov. Pg.	10,000/-
79.	Kisan Features	B-25, Gulmohar Park, New Delhi-49	Magazine	60/15.8.05	Full Page	2,000/-
80.	Krantikari Mission	S-126/348, K.D. Colony Sector-12 N.D.-22	Newspaper	153/6.1.06	Half Page	20,000/-
81.	Krishak Jagat	403, INS, Building, Rafi Marg, N.D.-01	Newspaper	172/28.3.06	Quarter Page	28,000/-
82.	Krishak Jagat	403, INS, Building, Rafi Marg, New Delhi-01	Newspaper	95/5.10.05	Half Page	38,250/-
83.	Krishak Jagran	41-Mehammedpur, Bhikaji Com. Place, N.D.-06	Magazine	47/14.7.05	Full Page	43,000/-
84.	KSWC Diary-2006	P.B. No. 1727, WCR, Kochi-16	Diary 06	116/16/11/06	Full Page	3,000/-
85.	Lekayat	A-133, Pocket-Bm Mayur Vihar, Phase-II, Delhi-91	Magazine	102/18.10.05	Full Page	35,000/-
86.	Loktantrik Choukhamba	7-Janter Manter Road, New Delhi-01	Magazine	80/22.9.06	Single Page	30,000/-
87.	Magazine	C-17, Lajpat Nagar-I, N.D.-24	Magazine	28/9.6.05	Inside Back Cover	40,000

1	2	3	4	5	6	7
88.	Magazine	N-7, C.R. Park, New Delhi-19	Magazine	13/29.4.05	Half Page	10,000
89.	Maha Laxmi Bhagyday	184, Patparganj Indus. Area Delhi-92	Newspaper	16/4.5.05	Half Page	19,000/-
90.	Mahalaxmi"	184, Patparganj Indus. Area Delhi-92	Newspaper	176/28.3.06	100cc	25,000/-
91.	Mahanagar Plus	55, P.Y. Road, Ashoka Heritage, Indore (MP)	Magazine	114/10.11.05	Full Page	21,000/-
92.	Malayala Manohar Daily	107, Aggarwal Shopping Centre, CD Block, Pitam Pura, N.D.-88	Newspaper	100/13.10.05	50cc	39,750/-
93.	Mass Advocacy	Gate No. 8, Shivaji Stadium Com., Connaught P. N.D.-1	Magazine	105/21.10.05	Title Cover	30,000/-
94.	Mass Advocacy	Gate No. 8, Shivaji Stadium Com., Connaught P. N.D.-1	Journal	08/20.4.05	Full Page	24,000/-
95.	Maya	E-225, Sattar House, Greater Kailash Part-I, N.D.-48	Magazine	62/22.8.05	Full Page	45,000/-
96.	Maya Munch"	80/13 Lal Quarters, UP	Newspaper	174/28.3.06	Half Page	25,000/-
97.	Money Makers	184, Patparganj Indus. Area Delhi-92	Newspaper	45/12.7.05	100cc	20,000/-
98.	Nai Sadi	A-7, Com. Complx. Dr. Mukherjee Nagar, Delhi-9	Magazine	05/20.4.05	Full Page	27,500/-
99.	Netaji Subhas Melo	16-Mahadev Road, N. Delhi-01	Souvenir	139/16.12.05	Half Page	10,000/-
100.	News Mail	8/99, Khichari, Pur Colony, Delhi-91	Magazine	128/2.12.05	Full Page	20,000/-
101.	Parichay Times	310, Choudhary Complx. Shakrpur Delhi-92	Newspaper	134/12.12.05	100cc	22,000/-
102.	Paromita Advt.	New Delhi	Newspaper	3/17.6.05		
103.	Paryatak Vishahank	A-Block, DDA Mkt., Vasant Vihar, N.D.-57	Magazine	76/8.9.05	Half Page	5,000/-
104.	Pegame Mulk	D-136, Old Seema Puri, N. Delhi-95	Newspaper	108/29.10.05	Half Page	20,000/-
105.	Pollywood News Star	Kala Bhawan, H-85, Lajpat Nagar-I, New Delhi-24	Newspaper	101/14.10.05	Quarter Page	20,000/-

106. Pratham Pravakta	B-7 Extn., 114-A, Safdarjung Enclave New Delhi-29	Magazine	138/16.12.06	Full Page	30,000/-
107. Primary Mkt. Survey	A/18 West Pagel Nagal, N. Delhi-08	Newspaper	111/10.11.05	100cc	35,000/-
108. Privatan Bharti	70-71, Sindhiya House Janpat, Con. Circus, N.D.-01		66/25.8.06	1/4 Page	24,000/-
109. Prominent Advt. Pvt. Ltd.	Inderpuri, New Delhi	Newspaper	13/10.2.06		
110. Puja Souvenir	Asiad Village Puja Association New Delhi-49	Souvenir	67/26.8.05	Full Page	15,000/-
111. Punjab International	Media House, 12 Prem Nagar, Patiala-04	Magazine	130/12.12.05	Full Pager	32,000/-
112. Qamar Express	B-89, Street No. 5, Karawal Nagar, Chand Bagh N.D.-94	Newspaper	30/9.6.05	100cc	25,200/-
113. Qaumi Patrika	Dr. Mukherjee Nagar, New Delhi-09	Newspaper	24/13.5.05	100cc	28,000/-
114. Qaumi Samachar	6/275, Lalita Park, Laxmi Nagar, Delhi-92	Newspaper	104/18.10.05	Quarter Page	30,000/-
115. Quantam Communication	Alaknanda , N. Delhi-19	Newspaper	2/12.5.06		
116. Qumi Patrika	B-1-A-7-8, Ansal Building Mukherjee Nagar, N.D.-09	Newspaper	59/3.8.05	Quarter Page	18,000/-
117. Qumi Punjab	1027, St. No. 14, Tripuri Town, Patiala (Pb)-03	Magazine	119/22.11.05	Full Page	25,000/-
118. Raftar-R-E-Waqt	15/59-D, Saraikallekhen DD Flat, N.D.-13	Newspaper	17/4.5.06	100cc	18,000/-
119. Railway Time Table	WZ-48, Shakur Pur Vill. Opp. M-Block Mkt. Shakurbasti, Delhi-34	Book	44/12.7.05	Full Page	30,000/-
120. Railway Time Table-05	WZ-48, Shakur Pur Vill. Opp. M-Block Mkt. Shakurbasti, Delhi-34	R.T.B.-05	35/29.6.05	Half Page	45,000/-
121. Rajdhani Digest	1-70, Lalita Park, Laxmi Nagar Ext., N.D.-92	Magazine	64	Full Page	25,000/-
122. Rashtra Ka Vidhan	255 DDA Comm. Com., Jhanadewalan Extn. N.D.-55	Newspaper	42/8.7.05	Quarter Page	22,000/-
123. Rashtriya Aman Ujala	D-137, Old Seema Puri, Delhi-95	Newspaper	123/23.11.06	100cc	20,000/-

1	2	3	4	5	6	7
124.	Rashtriya Besahara Jan	Partap Bhawan, 5, Bahadurshah Zafar Marg, N.D.-02	Magazine	54/22.7.05	Full Page	25,000/-
125.	Rashtriya Mission	D-136, Purani Seemapuri, Delhi-95	Newspaper	133/12.12.05	Half Page	22,000/-
126.	Rehbar-E-India	Sirkiwalan, Darogha, Delhi-06	Newspaper	143/22.12.05	100cc	18,000/-
127.	Retailer	D-14, Pamposh Enclave GK-I, N.D.-48	Magazine	173/28.3.06	Full Page	40,000/-
128.	Rising Asia	A-71, Shastri Nagar, Delhi-52	Newspaper	112/10.11.05	100cc	14,000/-
129.	Rural India Trade Expo	41, Mohammadpur, Bhikaji Com. Place, N.Delhi-66	Souvenir	02/13.4.05	Full Page	36,000/-
130.	S.K. Advt.	Shivaji Stadium, New Delhi	Newspaper	9/12.12.05		
131.	S.K. Advt.	Shivaji Stadium, New Delhi	Newspaper	4/4.7.05		
132.	Sahkarita Krishi Yug	A-441, Kalkaji, New Delhi-19	Journal	57/25.7.05	Full Page	2,000/-
133.	Samachar Post	C-50, Preet Vihar, New Delhi-92	Newspaper	129/9.12.06	50cc	7,500/-
134.	Samachar Post	C-50, Preet Vihar, New Delhi-92	Newspaper	18/4.5.05	50cc	7,500/-
135.	Samarika	Dalmau, Raibareilly, UP		10/20.4.05	Full Page	2,000/-
136.	Samprati Path	3/10 2A, Lalita Park Laxmi Nagar, Delhi-92	Magazine	126/27.X.05	Balck Cover	20,000/-
137.	Sanchalak	310, Magnum House-1, Karampura Complex. N.D.-15	Magazine	15/4.5.05	Full Page	15,000/-
138.	Sankalp Times	B-I-A-7-8 Ansal Buildings, Mukherjee Nagar N.D.-09	Newspaper	50/18.7.05	Quarter Page	20,000/-
139.	Sarad Advt.	184, Patparganj Indus. Area Delhi-92	Newspaper	12/15.2.06		
140.	Sarbojanin Durga Puja	Kendriya Vihar-II & Adjoining Area Sector-82, Noida-04	Souvenir	89/3.10.03	Half Page	2,000/-
141.	Sarbojanin Durga Puja	L-Block & Adjoining Area, Mahavir Enclave, Palam N.D.-45	Souvenir	79/21.9.05	Half Page	1,500/-

142. Sareker	3/93, Lalita park, Laxmi Nagar Delhi-92	Magazine	87/29.9.05	Full Page	40,000/-
143. Sarodotsab-2005	133/2 Sector-I, Pushp Vihar, M.B. Road, N.D.-17	Sarodotsab	98/7.10.05	Full Page	3,500/-
144. Sarokar	3/93, Lalita Park, Laxmi Nagar Delhi-92	Newspaper	175/28.3.06	Half Page	20,000/-
145. Sarokar	3/93, Lalita Park, Laxmi Nagar Delhi-92	Newspaper	135/12.12.05	100cc	30,000/-
146. Sarokar	3/93, Lalita Park, Laxmi Nagar Delhi-92	Newspaper	38/4.7.05	Half Page	16,000/-
147. Sashi Advt.	Safdarjung Encl. Delhi	Newspaper	9/2.12.05		
148. Satta Par Najjar	G-26/150, Rohini Sec. 3, Delhi-85	Magazine	40/8.7.05	Full Page	25,000/-
149. Satya Prakash Times	A-71, Shastri Ngar, Delhi-52	Newspaper	124/28.11.06	100cc	16,500/-
150. Shah Times	109-110, Pratap Bhawan, 5-Bahadur Shah Zafar Marg, N.D.-02	Newspaper	137/13.12.05	Quarter Page	40,000/-
151. Shah Times	109-110, Pratap Bhawan, 5-Bahadur Shah Zafar Marg, N.D.-02	Newspaper	01/8.4.05	100cc	35,000/-
152. Sharad Adv. Pvt. Ltd.	184, Patparganj Indus. Area Delhi-92	Newspapers	13/30.9.06	Full Page	
153. Shiv Ram Vani	A-3, Vandana Bhawan, Chander Vihar, Delhi-92	Newspaper	149/5.1.06	Half Page	8,000/-
154. Souvenir	Ramjas Sports Complex. 36/17, West Patel Nagar, N.D.-08	Souvenir	12/29.4.05	Full Inside	10,000/-
155. Souvenir	14/119, Vasundhara Gh-12	Souvenir	180/31.3.06	Half Page	2000/-
156. Souvenir	260-261, Jhandewalan Ext. N.D.-55	Souvenir	170/21.3.06	Inside Back Cover	15,000/-
157. Souvenir	No. 5, North Avenue, Saidept, Chennai-15	Souvenir	169/17.3.06	Full Page	2,000/-
158. Souvenir	G-2, Green Park Extn., New Delhi-16	Souvenir	77/8.9.05	Full Page	10,000/-
159. Souvenir	C-2/39, Sector-15, Rohini, Delhi-85	Souvenir	58/26.7.05	Half Page	2,000/-
160. Souvenir	H-0.4, Ajnara Enclave, Chander Nagar, Ghaziabad-11	Souvenir	07/26.4.05	Full Page	10,000/-
161. Souvenir	H-04, Ajnara Enclave, Chander Nagar, Ghaziabad-11	Souvenir	07/20.4.05	Full Page	10,000/-

1	2	3	4	5	6	7
162.	Souvenir "Accounting Prof."	PO. No.-7100, Inderaprashta Marg, N.D.-02	Souvenir	68/26.8.05	Full Page	10,000/-
163.	Souvenir "Durgatsav"	A-90, Chittaranjan Park, New Delhi-19	Souvenir	88/3.10.05	Half Page	2,000/-
164.	Souvenir "Prathi Shta"	Ayyappa Temple, Sec.-6, Pushpvihar, N.D.-17	Souvenir	171/28.3.06	Half Page	5,000/-
165.	Souvenir "Srgam mandi"	B-74/3, Ganpati Aptt. Dilshad Colony, Delhi-95	Souvenir	162/8.2.06	Inside Back Cover	7,000/-
166.	Souvenir-2nd Delhi	B-C/1, Rajpur Road, Battery Lane, Civil Lines N.D.-54	Souvenir	99/13.10.05	Inside Back Cover	5,000/-
167.	Souvenir "C.I.O. & C. Orissa"	180, South Avenue, New Delhi-11	Souvenir	34/20.6.05	Inside Back. Cover	20,000/-
168.	Souvenir "Conv. 2006"	ICWAI Bhawan, 3 Inst. Area, Lodi Road, Delhi-03	Souvenir	161/2.2.06	Full Page	20,000/-
169.	Souvenir "IIIrd Cricket Champ."	7/15, Roop Nagar, Delhi-07	Souvenir	25/19.5.05	Back Cover	50,000/-
170.	Souvenir Malviya Sports	Malviya Nagar, New Delhi	Souvenir	31/17.6.05	Full Page	10,000/-
171.	Souvenir, Patel Nagar Puja	22, South Patel Nagar, New Delhi-08	Souvenir	97/7.10.05	Half Page	5,000/-
172.	Souvenir Vyapar Bharati	WZ-48, M Block Mkt., Shakurpur, Delhi-34	Souvenir	164/3.3.06	Full Page	32,100/-
173.	Special News	135-B, Pocket-12, Jasela Vihar, Mathura Road, N. Delhi	Magazine	27/9/6/05	Full Page	36,000/-
174.	Subka Parichya	310, Choudhary Complex. Shakurpur, Delhi-92	Newspaper	113/10.11.05	100cc	19,500/-
175.	Sujivan	A-7, Com. Complex. Dr. Mukherjee Nagar, Delhi-9	Magazine	37/4/7/05	Full Page	25,000/-
176.	The Educater	104, DSI DC Complex. Okhla, P-I N.D.-20	Newspaper	121/06	100cc	28,000/-
177.	The Franchising World	D-14, Pamposh Enclave, GK Part-I	Magazine	167/10.3.06	Full Page	40,000/-
178.	The Mathrubhumi	1/6, I.N.S. Building, Rafi Marg, New Delhi-01	Magazine	56/25.7.05	Full Page	30,000/-
179.	Time Pass	B-4/310, Lawrence Road, Delhi	Magazine	148/5/1.06	Full Page	40,000/-

180. Time Pass	B-4/310, Lawrence Road, Delhi	Magazine	23/13.5.03	FullPage	30,000/-
181. Ujjain Doot	62, Kashalpura, Ujjain-01	Newspaper	156/10.9.06	100 cc	20,000/-
182. UP Punjab Samachar	20, Railway Road, Saharanpur, UP	Newspaper	122/23.11.06	Quarter Page	32,000/-
183. Vanita	107, Aggarwal Shopping Centre, CD Block, Pitam Pura,p N.D.-88	Magazine	103/18.10.05	Full Page	32,500/-
184. Vartman Hindustan	J-29 B, Ramesh Nagar, New Delhi-15	Newspaper	32/17.6.05	Quarter Page	17,500/-
185. Veer Arjun	Pratap Bhawan, 5 Bahadurshah Zafar Marg, N.D.-2	Newspaper	48.14.7.05	100cc	30,000/-
186. Vir Arjun	Bahadur Shar Zafar Marg, N.D.-02	Newspaper	177/26.3.06	100cc	30,000
187. Vir Arjun	109-110, Pratap Bhawan, 5-Bahadurshah Zafar Marg, N.D.02	Newspaper	136/12.12.05	100cc	30,000/-
188. Vijay Dwar	138, Malviya Nagar, Bhopal-03	Newspaper	145/22.12.06	100cc	20,000/-
189. Vyapar Bharati	WZ-48, M. Block Mkt., Shakarpur, Delhi-34	Newspaper	164/9.3.06	Quarter Page	20,000/-
190. Vyapar Bharati	WZ-48, M. Block Mkt., Shakarpur, Delhi-34	Magazine	93/5.10.05	Third Cover	32,000/-
191. Vyapar Udyog Samachar	C-14, Rajouri Garden, New Delhi-27	Newspaper	49/15.7.05	Half Page	65,000/-
192. What Halls	P. No.-402 B, Indra Prastha Res. Barkatapur Hyd.27	Magazine	90/4.10.05	Full Page	20,000/-
193. What Malls Public Sect.	F. No. 402-B, Indra Prashant Res. Barkatpura, Hyd.	Magazine	157-13.1.06	Full Page	20,000/-
194. Yuva Darpana	B-47A, Joshi Colony, Patparganj, Delhi-92	Magazine	26/6.6.05	Half Page	20,000/-
195. Yuva Shakti Vichar	Tennis Stadium, Africa Avenue, Safdarjung, N.D.-29	Magazine	120/22.11.06	Full Page	30,000/-

ANNEXURE-V

MINUTES OF THE NINETY SEVENTH SITTING OF THE COMMITTEE ON
PETITIONS (FOURTEENTH LOK SABHA)

The Committee on Petitions sat on Monday, 6th October, 2008 from 1400 hrs. to 1515 hrs in Committee Room No. 53, First Floor, Parliament House, New Delhi.

PRESENT

Shri Prabhunath Singh — *Chairman*

MEMBERS

2. Shri Sardinha Francisco
3. Shri Manikrao Hodlya Gavit
4. Shri Mohan Jena
5. Adv. Suresh Kurup
6. Shri Paras Nath Yadav

SECRETARIAT

1. Shri N. K. Sapra — *Additional Secretary*
2. Shri A.K. Singh — *Director*
3. Shri U.B.S. Negi — *Deputy Secretary*
4. Shri V.P. Gupta — *Under Secretary*
5. Smt. Jagriti Tewatia — *Committee Officer*

WITNESSES

** ** **

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

1. Shri N.K. Raghupathy — AS & FA
2. Shri Siraj Hussain — Joint Secretary
3. Dr. Bhagwan Sahai — Joint Secretary (BP & PD)
4. Shri Rakesh Garg — Executive Director, FCI
5. Shri Mitter Sain — Deputy Secretary (Storage)
6. Shri A.V. Jawahar — Secretary, CWC

** ** **

6. The Chairman welcomed the representatives of the Ministry of Consumer Affairs, Food and Public Distribution and drew their attention to Direction 55(1) of the Directions by the Speaker, Lok Sabha regarding confidentiality of the proceedings.

The Chairman also drew their attention to Direction 95 which clearly stipulates that the Committee shall also meet as often as necessary to consider representations, letters, telegrams from various individuals, associations etc. which are not covered by the rules relating to petitions and give directions for their disposals.

7. The Committee thereafter took oral evidence of the representatives of the Ministry of Consumer Affairs, Food and Public Distribution (Department of Food and Public Distribution) on the following representations:—

- (i) Representation of Shri Shail K. Ojha, Editor Science Patron, regarding loss of revenue due to Central Warehousing Corporation's Advertisement Policy.
- (ii) Mass representation containing charter of demands presented by Shri Gurudas Das Gupta, MP to Hon'ble Speaker, Lok Sabha – relating to revival of the Public Distribution System.

I. Representation of Shri Shail K. Ojha, Editor Science Patron, regarding loss of revenue due to Central Warehousing Corporation's Advertisement Policy.

The following issues/points were discussed by the Committee:—

- (i) Non transparency in the Advertisements published by the Central Warehousing Corporation (CWC).
- (ii) Payment at higher advertisement rates by CWC as compared to the rates fixed by the Directorate of Audio-Visual Publicity (DAVP).
- (iii) Reasons for issue of advertisements by CWC in Magazines/papers having very low circulation.
- (iv) Absence of Advertisement Policy in CWC.

II. Mass representation containing charter of demands presented by Shri Gurudas Das Gupta, MP to Hon'ble Speaker, Lok Sabha – relating to revival of the Public Distribution System (PDS).

The following issues/points were discussed by the Committee:—

- (i) Revival of Public Distribution system.
- (ii) Criteria followed by the Centre in selection and issue of PDS cards to AAY, BPL families and allocation of foodgrains for the AAY, BPL & APL families.
- (iii) Responsibility and steps taken by the Centre to check the supply of poor quality of foodgrains under PDS by the State Government.
- (iv) Consideration of criticisms raised by some States regarding criteria adopted by Centre for identification of BPL families.

8. The Committee asked the witnesses to furnish detailed replies/information which were not readily available with them during the evidence, on both the above matter.

9. A copy of the verbatim proceedings of the sitting of the Committee was kept on record.

The witnesses then withdrew.

The Committee then adjourned.

MINUTES OF THE ONE HUNDRED AND SECOND SITTING OF THE
COMMITTEE ON PETITIONS (FOURTEENTH LOK SABHA)

The Committee on Petitions sat on Monday, 2nd February, 2009 from 1530 hours to 1700 hours in Committee Room No.53, First Floor, Parliament House, New Delhi, to take oral evidence of the representatives of the Ministry of Finance (Departments of Financial Services and Revenue) and officials of State Bank of Hyderabad.

PRESENT

Shri Syed Shahnawaz Hussain — *Chairman*

MEMBERS

2. Shri Sardinha Francisco
3. Adv. Suresh Kurup
4. Shri Paras Nath Yadav

SECRETARIAT

1. Shri N.K. Sapra — *Additional Secretary*
2. Shri A.K. Singh — *Director*
3. Shri U.B.S. Negi — *Deputy Secretary*
4. Smt. Jagriti Tewatia — *Committee Officer*

Ministry of Finance

Department of Financial Services

1. Shri Arun Ramanathnan — *Secretary*
2. Shri Amitabh Verma — *Joint Secretary*
3. Shri K.V. Eapen — *Joint Secretary*
4. Smt. Vinita Kumar — *EA*
5. Smt. Sumita Dawra — *Director*
6. Shri Shashank Saksena — *Director*
7. Shri T.B. Satyanarayan — *GM, RBI*
8. Shri M.K. Malhotra — *Deputy Secretary*
9. Shri J.K. Mehan — *Under Secretary*
10. Shri J.S. Phaugat — *Under Secretary*
11. Shri Amrik Singh — *Under Secretary*

State Bank of Hyderabad

Smt. Renu Challu — MD

Department of Revenue

1. Shri B.K. Gupta — Member (Central Excise), Central Board of Excise & Customs
2. Shri D.S. Sra — Chief Commissioner, Meerut
3. Smt. Chitra Gauri Lal — Director General, Directorate General of Central Excise Intelligence
4. Shri Karan Sharma — Additional Director General, Directorate General of Central Excise Intelligence
5. Shri A.K. Roy — Commissioner, NOIDA
6. Shri Sushil Solanki — Commissioner (CX), Central Board of Excise and Customs
7. Smt. Hemambika R. Priya — Director (6&8), Central Board of Excise and Customs
8. Shri R.K. Yadav — Superintendent, Central Excise, NOIDA
9. Shri Neeraj Agrawal — Intelligence Officer, DGCEI, New Delhi

2. At the outset, the Chairman welcomed the representatives of the Ministry of Finance (Department of Financial Services) and drew their attention to Direction 55(1) of the Directions by the Speaker regarding confidentiality of the proceedings.

3. After that the Committee took oral evidence of the representatives of the Ministry of Finance (Department of Financial Services) and the official of the State Bank of Hyderabad on the following subjects:—

- (i) Petition from S/Shri C.H. Venkatachalam and R.J. Sridharan, General Secretaries AIBEA & AIBOA and others regarding change in policies of the Banking Industry.
- (ii) Mass representation containing charter of demands presented by Shri Gurudas Das Gupta, MP to Hon'ble Speaker, Lok Sabha-relating to strengthening of Public Sector Banks and non-privatization, disinvestment and merging of banks.
- (iii) Representation from Shri L. Jagan Reddy, Warangal regarding denial of pension benefit to Ex-servicemen employed in State Bank of Hyderabad (SBH).
- (iv) Representation by Smt. Neelam Chakraborty of M/s Jay Enn India Pvt. Ltd. regarding alleged ongoing arbitrary, monopolistic and restrictive trade practices adopted by Public and Private Sector Financial Institutions—Note Sorting Machines installed by Public Sector Banks.

The following important points were discussed during the sitting of the Committee:—

- I. Petition from S/Shri C.H. Venkatachalam and R.J. Sridharan, General Secretaries AIBEA & AIBOA and others regarding change in policies of the Banking Industry:
 - (i) Reasons for decrease in percentage of bank branch opened in rural areas to the total number of bank branch opened.
 - (ii) Plan/targets fixed for opening bank branches in rural areas *vis-à-vis* urban areas.
 - (iii) Guideline/criteria followed for opening a bank branch.

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6. The Committee asked the witness to send the replies on points which were not supplied or readily available with them during the evidence, within, the stipulated period.

7. A copy of the verbatim proceedings of the sitting of the Committee has been kept on record.

The witnesses then withdrew

The Committee then adjourned.

ANNEXURE VII

MINUTES OF THE ONE HUNDRED AND THIRD SITTING OF THE COMMITTEE
ON PETITIONS (FOURTEENTH LOK SABHA)

The Committee on Petitions sat on Tuesday, the 24th February, 2009 from 1500 hours to 1530 hours in Chairman's Room No. 45(II) Ground Floor, Parliament House, New Delhi.

PRESENT

Shri Syed Shahnawaz Hussain — *Chairman*

MEMBERS

2. Shri N.S.V. Chitthan
3. Shri Sardinha Francisco
4. Shri Wangyuh W. Konyak
5. Shri C. Kuppusami
6. Adv. Suresh Kurup
7. Shri Dharmendra Pradhan
8. Shri Kishan Singh Sangwan

SECRETARIAT

1. Shri N.K. Sapra — *Additional Secretary*
2. Shri A.K. Singh — *Director*
3. Shri U.B.S. Negi — *Deputy Secretary*
4. Shri V.P. Gupta — *Under Secretary*
5. Shri T.H. Rao — *Under Secretary*
6. Smt. Jagriti Tewatia — *Committee Officer*

2. The Committee considered and adopted the following draft reports of the Committee without any modifications: —

- (i) Forty Eighth Report on the following subjects:—
 - (a) Petition concerning the Ministry of Finance from Shri Gurudas Das Gupta, MP regarding policies of the Banking Sector and related issues.
 - (b) Representations concerning the Ministry of Consumer Affairs, Food and Public Distribution (Department of Food and Public Distribution).

- (ii) Forty Ninth Report on the following Subjects :—
 - (a) Petition concerning the Ministry of Civil Aviation from Shri Basudeb Acharia, MP regarding grievances of the employees of the Alliance Air concerning their employment etc.
 - (b) Representation concerning the Ministry of Civil Aviation.
 - (iii) Fiftieth Report on the representations concerning the Ministries of Petroleum and Natural Gas and Power.
3. The Committee also authorised the Chairman to finalise and present the Reports to the House.

The Committee then adjourned.