F. No. 23(5)/2013-Comp Vol-II (Pt).
Government of India
Ministry of Consumer Affairs, Food & Public Distribution
Department of Food & Public Distribution
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Krishi Bhawan, New Delhi-110001
Dated: 30TH October, 2018

To
Principal Secretary/Secretary,
Food Civil Supply Department,
All States/UTs.

Subject: -Minutes of two-days National Conference of State Food Secretaries on 'PDS Reforms and New Initiatives' held on 8-9TH October, 2018 at Goa–reg.

Sir/Madam,

I am directed to forward herewith a copy of the minutes of two-days National Conference of State Food Secretaries on 'PDS Reforms and New Initiatives' held on 8-9TH October, 2018 at Goa for kind information and necessary action.

2.   The minutes includes background and objectives of the conference, detailed proceeding of day 1 & day 2 activities and agenda etc.

3.   This issue with the approval of Secretary (F&PD).

Signature valid
Digitally signed
B K.HEMBROM
Date: 2018 10 30 18.22:01 IST

(B.K. Hembrom)
Under Secretary to the Govt. of India
Tel: 011-23383942

Encl: As above.

Copy for information: -

1.   Sr. PPS to Secretary (DFPD), D/o F&PD, Krishi Bhawan, New Delhi.
2.   PPS to AS&FA, D/o F&PD, Krishi Bhawan, New Delhi.
3.   PS to JS (Policy & FCI), D/o F&PD, Krishi Bhawan, New Delhi.
4.   PS to JS (BPPD), D/o F&PD, Krishi Bhawan, New Delhi.
5.   PPS to Economic Advisor, D/o F&PD, Krishi Bhawan, New Delhi.
6.   DDG-NIC, HQ, CGO Complex, Lodhi Road, New Delhi.
7.   ADG, Unique Identification Authority of India (UIDAI), New Delhi-110001.

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Report on The National Conference of Food Secretaries of States/UTs

on

PDS Reforms and New Initiatives

Held at Goa on 8th & 9th October 2018

Background and Objectives

The Public Distribution System(PDS) in India is at the cusp of a digital revolution in the realm of social security schemes catering to more than 800 million of the Indian population. Under the mandate of the National Food Security Act, 2013 the Department of Food and Public Distribution (DF&PD) in collaboration with States and National Informatics Centre (NIC) as its technical partner is implementing the scheme on 'End-to-End Computerization of TPDS Operations' with the objective of enhancing the effectiveness and efficiency of the PDS system.

Considering this, to sustain the efforts of the TPDS, a new scheme to further improve the quality has been introduced under the ambit of the 'Integrated Management of PDS (IM-PDS)' to be implemented across all States and Union Territories during 2018-19 and 2019-20. The objectives of this scheme are to introduce nation-wide portability in distribution of food grains, the creation of centralised data repository, national-level de-duplication of beneficiaries, use of advance data analytics and security to bring in continuous improvements in the PDS system. This conference served as a platform to facilitate cross-learning and knowledge-sharing of best practices between all States/UTs.

The conference saw participation not only from the Secretary, Joint Secretaries of the Department of Food and Public Distribution, Government of India and Secretaries, Food & Public Distribution of the different states/UTs but also from other stakeholders which included officials and staff from National Informatics Centre (NIC), officials from the World Food Programme (WFP), and Monitoring Institutions. **The list of participants is at Annexure-I.**

Conference Proceedings

As representatives of the host State, the gathering was addressed by the Chief Secretary, Government of Goa who in his message succinctly captured the essence of the conference to address second-generational developmental challenges governed by the Right to Food as a justifiable Human Right. The need to resolve the problem of duplication especially in the case of migrant labour in the construction sector in Goa and digitisation to reduce pilferage in food programmes was specifically highlighted as prospective areas of discussion.

Further, Secretary, Food & Civil Supplies Department, Government of Goa highlighted that Goa has been a forerunner in its grievance redressal mechanism, the functioning of vigilance committees at all levels, social auditing, the installation of CCTVs at the warehouse and the GPS tracking of vehicles. He reiterated the objective/output of the conference as the concurrent evaluation of the NFSA along with the sharing of best practices and new initiatives of States.

The Joint Secretary (BP&PD), Department of Food & Public Distribution, Government of India set the stage and agenda of the proceedings of the two-day conference. JS (BP&PD) aptly described technology as a factor of productivity and thereby its critical role in better implementation and policy making. His ideas were captured in the need for using the platform as learning in a peer group given the coming together of the network of professionals dealing with food security in India. He also underlined the importance of the coming together of institutional stakeholders in PDS to set the stage for entire deliberations covering cross-cutting issues, strategies and the way forward.

Chairperson of the Conference and the Secretary, DFPD, Government of India, Shri Ravikant in his presiding address brought in the critical component of the PDS being the subject

of much discussion in the deeply contested Aadhaar judgement. He underlined the need to be alert, leaving no scope for denial of the Right to Food due to problems of authentication related to Aadhaar. While States have reached a significant level in implementation of PDS, the time was ripe to reap the benefits of technology not only to improve service delivery but also to create a transformation in the public perception of the scheme to a higher level of satisfaction.

The presentations that followed over the course of the two-days Conference were based on certain core thematic areas- Aadhaar enabled PDS, grievance redressal mechanisms, supply chain management, data analytics, applications developed by NIC and concurrent evaluation of NFSA by monitoring institutions.

Themes

Awareness Generation of PDS under NFSA

The Food and Nutrition Security, Enhanced Resilience project as presented by Mr Gerrit Qualitz, Project Director, strives to work towards a larger agenda of addressing global malnutrition as committed to by the German Government in the G7 Summit. The India project is situated in this context to recognise and transfer its best practices to other developing countries like in Africa. GIZ is actively involved in promoting awareness and knowledge of the TPDS, providing technical expertise in the digitisation process in Madhya Pradesh, and in promoting improved nutritional practices. In partnership with the DF&PD, under the mandates of NFSA, awareness generation programmes have been designed with the allocated budget in the Central funds of 3 crores INR. At the village level, awareness generation activities, community score cards and pledges have been visualised.

Under this programme, in phase 1, States are encouraged to design their village-level action plans in accordance with the social-audit teams. The objective/agenda of these activities are to mobilise and create a buzz in the community in the lead up to the social-audit meeting. The ideas range from- using posters in designated places, outbound messages through call centres, village/ community-based activities in schools, involving Self Help Groups in the key messaging, etc. A suggestion was made to include relevant messages regarding nutrition and PDS in school textbooks.

Best Practices from States

Maharashtra

The presentation was made by Sh. Mahesh Pathak, Principal Secretary, Food Civil Supplies and Consumer Protection Department, Govt. of Maharashtra.

The Government of Maharashtra duly recognises that automation in PDS, enabled by Aadhaar with biometric authentication is critical for preventing pilferage of food grains, maintaining transparency and accountability, preventing exclusion errors, ensuring live monitoring of transactions and most importantly forecasting accurate demand and supply thereby enabling allocations. Laudable attempts have been made in creating a Centralized Application System encompassing Aadhaar, online Supply Chain Management and Ration Card

Management System. The mechanism of social audits and village vigilance committees have been mobilised through 'Annadin' *(food-day)* on the 7th of every month and 'Annasaptah' *(food-week)* in the week that follows.

The strategy adopted by the State Government was in a phase-wise manner thereby providing the proof of concept for successful implementation. For the sake of long-term sustenance, a change in mindset, incentivising honesty at the FPS level, door step delivery and ensuring financial viability were transformative steps taken by the government. The transaction-based model is followed where the facility of WhatsApp is leveraged in daily monitoring of activities at the Taluka level. The government believes that the way forward on the Choice Based Direct Benefit Transfer lies in the move to the economic price from the current ratio of 1.25 times of the Minimum Support Price (MSP) to make it more attractive. Therefore, the future of PDS lies in a combination of practices that includes strengthening of cashless transactions, security audit of Ration Card Management System (RCMS) and Integrated Management of PDS (IM-PDS).

Telangana: **Mainstreaming of Data Analytics:**

The presentation was made by Sh. Ankit Stood, World Food Programme (WFP).

The importance of data analytics in the process of monitoring has been recognised to improve the quality of implementation, identify Key Performance Indicators as well as savings in terms of cost of programme implementation. The WFP partnered with the Government of Telangana to build a model for data analytics using data from ePoS transactions at the Fair Price Shop (FPS) level. This model can be replicated by the States. The components identified were beneficiary management system, supply chain, FPS and grievance redressal, data of which was analysed individually, in combinations and together. A Scope-of-Work document has been shared with States to guide the process of data analytics. The beneficiary management system adopted in Telangana has been designed to resolve the issue of duplication, unused ration cards and age-wise distribution of beneficiaries enabling door-step delivery of ration. The system has also been used to flag transactions where there is a mismatch between offtake and entitlement, mismatch in billing and transactions observed in non-operational hours. The Telangana model has been recognised for its best practices as worthy of being institutionalized across India. Having achieved a staggering 99% biometric authentication and known to be following an ideal food calendar, Sh. P.K. Tiwari, Jt. Secretary (P&FCI), GOI put forth the strategy and highlighted the need to build capacity at the State level and build a dashboard in cohesion with the Centre.

The immediate steps were identified as:-

1. *Setting up a core team of 4-5 persons at the State Level for carrying out functions of IM-PDS.*
2. *A Central team to assist in the analysis of data- for which comparable data would need to be accessible across States in the span of the next 6 months*
3. *Training programmes will then be rolled out for States on how to run their analysis*

Andhra Pradesh: **Implementation of Aadhaar enabled Cashless transactions at FPSs:**

The presentation was made by Sh. Guru Prasad, TD, NIC, Hyderabad. The NIC, initially began this in Andhra Pradesh but scaled up its operations in 2017 to cover Haryana, Tripura, Sikkim, Delhi and Kerala, to name a few. The best practices have been established in these States which can then be replicated in other areas like Uttar Pradesh who are in the beginning stage. However, it is important to note that challenges and thereby models for each State are

different but nevertheless there is immense scope for learning. The NIC is striving to achieve delivery of robust systems even in the most remote locations of India.

The AePDS system depends on a network of several other systems/ networks like Internet Service Providers, UIDAI, AUA networks, etc. For the PDS to function effectively it is imperative that all other networks are robust too. However, it has been recognised that even though the infrastructure is sufficient, the networks require strengthening. The algorithms defined by NIC to identify and resolve failure have had a significant impact.

The foundation of best practices rests on good signal strength, connectivity at FPS, de-duplication, grievance redressal mechanisms, transparency etc.

The cashless system in Andhra Pradesh has been identified as a unique system. The integration of PDS with the ration banking system posed some issues. On the Chief Economic Adviser, Arvind Subramanaian's advice, the government moved towards cashless transactions with little success until demonetisation when it was scaled throughout the State and 45,00,000 transactions were made in a span of 2-3 months. However, the larger problem pointed out was getting the banking system on board. In the architecture of the AePDS, the cashless system to be designed for the PDS has to be integrated and cannot be associated with other applications like Wallets, BHIM, etc. The transaction does not require the necessity of a smart phone, etc. For the seamless integration of cashless system, the NIC coordinates with PoS Vendors, acquiring banks, NPCI and UIDAI to enable a 3-way reconciliation which must be synced with the physical stock of ration in PDS. eLOCK is another third-party NPCI approved tool that could help in tracking beneficiaries and transactions. The cashless system can therefore be incorporated once all the stakeholders come together.

In this regard, it was informed by Sh. P.K. Tiwari, *Joint Secretary (P&FCI), D/o F&PD, GOI that every Wednesday, a video conference will be held with Executive Directors/CMD of all Public-Sector Banks in the Department of Financial Services under the Chairmanship of Secretary (DFS). The feedback provided by State Food Secretaries on banking issues will be shared with DFS for resolution. Request was made to all States/UTs to make efforts in this regard and provide feedback to the Department, that can be put forth to the DFS*

Scope of IM-PDS scheme, NIC

Sh. BVC, Rao, Sr. Technical Director, NIC-HQ has made a presentation on the *Scope of IM-PDS scheme*. As the technical partner, NIC envisions the IM-PDS as a robust central repository to strengthen the process of review and monitoring under the NFSA. At the State-level, 70-80% of the totality of the scheme has been achieved.

The main objectives of the programme are: -

1. Creation of central repository.

2. National portability and de-duplication.

3. Full implementation of the TPDS scheme.

4. Data analytics.

5. Adoption of a cashless system.

The national portability seeks to increase accessibility of beneficiaries to FPSs at the State and Central level. Currently, data of different states are in different servers. The process flow involves a triangulation between the home State, sale State and the Central Data Repository (CDR). This can be achieved where the RCMS, SCMS and FPS automation is efficient. This is extremely beneficial for the case of the contractual and migrant labour.

The challenges in this system are: -

- The difference in commodity allocation rations in different States

- Functioning as Global AUA under Aadhaar Act

- Reconciliation and closing balance

- Prospective of lifting

- Difference in subsidy rates

- Overcharging

- National Level de-duplication

- Infrastructure to handle huge data base

- Network connectivity

- Different PDS calendar

- Lifting by partial migration of family

Guidelines have been drafted based on the above challenges, feedback from the pilot States are in final stages of issue to all States.

AADHAAR

Process for Aadhaar Seeding & Validation:

Sh. Pankaj Mishra, Principal Consultant, DF&PD made a presentation on Process for Aadhaar Seeding & Validation. As reported by the NFS Dashboard, Aadhaar seeding across States is around 80% while Aadhaar validation against ration cards stands at 41% at the national level. This calls for existing Aadhaar, new Aadhaar linkage and completion of eKYC in addition to field verification that has been the practice. Additionally, to increase the success rate of bulk authentication, algorithm is built to map beneficiaries, using the combination of name approach of PDS with Ration Card Management System and UIDAI data base. This automation could result in 80-100% of matching by setting; however, a suggestion to be validated by the NIC was that demographic information could be used as an additional matching criteria.

The way forward to successful implementation was identified as ***through advanced systems of bulk authentication, promoting eKYC, comparing beneficiaries with in-built algorithms and using a mobile application based QR code facility for seeding the Aadhaar application***. Tamil Nadu has created a public website, user interface which enables

self-seeding of Aadhaar through the generation of an OTP by the system, which could serve as a credible alternative.

Virtual IDs, Aadhaar Tokens, Tokenisation Process and Role of AUA in PDS:

Sh. Sumnesh Joshi, ADG, UIDAI made a presentation on Virtual IDs, Aadhaar Tokens, Tokenization Process and Role of AUA in PDS. In the Aadhaar ecosystem, roll out of AePDS and paper-less ration card system, the use of Virtual IDs instead of Aadhaar number at the time of authentication due to issues of privacy has been leveraged. The PDS belongs to the category of an Aadhaar User Agency/KUA, and therefore an option for VID needs to be given which can be obtained through the Aadhaar portals. A token is a unique number corresponding to a unique beneficiary and KUA to maintain the privacy of the individual. In a global AUA, Aadhaar number also features which has to be in an encrypted form and follows a certain level of compliance. Due to differing State practices, tokenisation under the different approaches cannot be matched. As we are moving towards an IM-PDS system, in a recent directive, the PDS is said to be considered as a global AUA/KUA with a specific code.

Given that authentication problems exist, *a suggestion was made by Secretary (FCS), Govt. of Rajasthan to create a module that aids training at the consumer end on Aadhaar authentication and the use of PoS machines to make it user-friendly. This serves as a demand-push trigger at the FPS level using radio and visual material.*

Evaluation

Analysis of PDS Data, Karnataka:

Joint Director (FCS), Karnataka made a presentation on Analysis of PDS Data.The evaluation was done externally by analyzing the data in one block, Bangalore East covering 89 FPS and 4.86 lakh transactions. The key issues identified ranged from the case of registration of the eldest female as per NFSA, same ration card used at FPS against different types of beneficiaries, different modes of authentication, missing sequence number in transaction unique IDs and the repetition of this ID. The potential leakages that have been fixed are lifting of higher quantity, anomaly between PoS data and online portal data due to data synchronization issues. The others are substantial gaps in collection of rations, quantity lifted vs authentication mismatch, etc. The key-takeaway here was the need for periodical analysis of issues to remove anomalies.

Sh. Ravikant, Secretary (FPD), GOI pointed out that data analytics is essential to flag the lacunae in the system and that the States must take cognisance of the same. In addition, he urged the States to provide feedback on the data by using the de-duplication software. Additionally, based on ideas, the States have been requested to clean their RCMS to work towards better NFSA management.

Data Analytics, Odisha:

On behalf of State F&CS, Odisha, an agency (M/s Linkwell Telesystems) made a presentation on Data Analytics who in partnership with the Government of Odisha has focused on data analytics to improve the system as a continuing process. Initiatives like flexible bi-monthly distribution were facilitated at the item-level. There has been no denial of service, where an integrated single application manages both online and offline authentications. The Aadhaar authentication rate stands at 65-70%. An application has been introduced, used by

several Fortune 500 Companies, for big data analytics and convenience of use and design of dashboards on the application itself.

The agency conducted a demo real-time using the application where variables on authenticated, authorized, month-wise distribution of transactions could be viewed at district and FPS level. Analytics has been leveraged for course correction on an immediate basis without any additional cost of infrastructure. It is situated in the State Data Centre in Odisha and has a critical role in passing on information to the government.

The benefits of such a system have been recognized as instrumental in automating alerts and identifying patterns to have a continual performance improvement.

Given the role of big data analytics, suggestion was made to harmonize physical inspections for monitoring and evaluation as well as policy formulation. It would also be useful to develop a compendium on learnings from Big Data to regularize the importance of data analytics across India.

Vulnerable Sections of Society, Dakia Scheme, Jharkhand

Sh. Amitabh Koshal, Secretary (FCS), State Govt. of Jharkhand made a presentation on Dakia Scheme. The PVTG (Primitive Vulnerable Tribal Groups) Dakia Yojana scheme has a reach of approximately 73,000 households with a 100% reach. Packaged and door-step delivery of food grains is enabled where packaging is done at State Food Corporation annual warehouses by Self Help Groups, delivery by Supply Block Official and ePoS machines at an annual expenditure of Rs. 6.3 Crore. The issues faced are due to difficult terrains, human resource crunch and coverage of only food grains in the scheme. The monumental efforts of the State Government were recognised by the gathering.

In Jharkhand, due to ceiling under NFSA and furore over alleged starvation, a fund was created under the Gram Panchayat level through the District Magistrate. The purpose of this fund is that local panchayat/ elected bodies can purchase food grains at market prevailing rates in case of need. It can be distributed to any member not covered under NFSA due to authentication issues under PDS.

Nominee Authorisation Scheme, Gujarat:

Director (FCS), State Govt. of Gujarat made a presentation on Nominee Authorization Scheme in Gujarat. Beneficiaries, who are disabled, leprosy patients, or old-aged have an option of nominee authorisation of a guardian which can be applied for through an application on the common service portal or through Jan Sewa Kendras.

Another initiative, the Annabrahmam scheme was initiated in 2009 for destitute, homeless, street children where the District Officer can offer a special card with 10kgs of ration per month.

The new initiatives of the government have been in introducing a live-stock dashboard to keep track on closing and opening balances. E-challan PDS permit has been enabled for the FPS owner.

Supply Chain Management, Bihar

The presentation was made by representative of Food & Civil Supplies, State Govt. of Bihar. There has been end-to-end computerization of PDS supply chain where process flow is tracked through Mobile Applications. This has been merged with SMS portals helping

beneficiaries and vigilance committees. The Vehicle Tracking Systems are AI based with GIS, GPS systems built in where alerts are generated for route deviations. An electronic security guard system technology is used to plug pilferage of stock issued in State Finance Corporation (SFC) godowns.

Guardian System, Sikkim

The presentation was made by Dr Laxmi Prasad Sharma, STD, NIC, Sikkim to ensure efficient monitoring of godown and supply chain operations. The Government of Sikkim has deputed a layer of Guardian Officers who are in-charge of assessing and managing requisites such as internet connectivity, uninterrupted power supply, hardware and human resources. The efforts and interventions have been targeted at the monitoring of internet connectivity, Asset Management Contracts of hardware and overall management of the operations. Training and guidelines are provided to Guardian Officers on the various aspects of management required. State NIC and Department officials serve as a Guardian to Guardians to ensure joint and wider ownership of the project.

As the proceedings of Day 1 came to an end, Sh. P.K. Tiwari, Joint Secretary ,DFPD urged the States to re-look at work allotments/ allocation orders for data analytics, training, concurrent evaluation, etc.

Shri S. Jagannathan, Joint Secretary (BP&PD), GOI in his closing remarks of day one conference recognized the high dose of leveraging the power of IT in IM-PDS to prevent fraud and duplication urged States to take action in exploring block chain technology where a prospective solution could lie in integration with IM-PDS through pilot studies and for assessing the prospects of scaling-up. It could offer solutions for issues of portability and duplication.

Discussion & Action points for States

Day two began with a discussion and some action points for States by Ms. Manisha Sen Sharma, Economic Advisor, DF&PD

1. Status of Implementation under NFSA.

   The process of grievance redressal has been expedited and directions have been given for grievance redressal and social audits.
   States have been directed to put in place their DGROs and under Section 16, if an alternative agency to the SFC has been appointed then the said agency should satisfy conditions under the NFSA including participation of women, SC and ST categories.
2. The department has not received the status of SFCs from the State.

3. Social audits pending in 19 States.

4. Central Assistance claims- interstate transportation, dealer margins- guidelines have been issued although no claims have been received from several States.

The problems to be addressed are:-

1. Last mile delivery of FPS to be done by authorised agencies only.

2. Representations from Fair Price Dealer Margins have not been paid.

3. Actual expenditures to be shared by States on inter-state transportations, dealer margins, etc.

4. Problems in getting reports from the States as per NFSA requirements.

   31 model forms have been developed which the NIC is converting into software. The MIS will be shared with the States and nodal officers are to be identified for carrying out this exercise.

5. Monitoring institutes have indicated the non-functioning of vigilance committees at the field-level.

Best Practices in Grievance Redressal Mechanism, DFPD

A pilot exercise will be conducted at the district-level in Uttar Pradesh. Awareness campaigns in the form of jingles in radio, TV and print media will be introduced. At the FPS level, posters were distributed with contact of DGROs and SFC in-charge officials in addition to the display of Toll-Free number. Social audits and on-boarding of members in district level meeting was conducted. Outreach facilities through call centres, IVRS, random outbound calls were initiated to serve the purpose of monitoring as well. Further, these systems were also used for institutionalizing response quality appraisal at the district level, call centre level and independent level through score cards. Further, this could also help in incentivizing performance of FPS based on performance monitoring standards.

Demo of web-based application for concurrent evaluation, NIC

A demo was conducted on the NFSA dashboard (nfsa.gov.in) and Annavitran portal (annavitran.nic.in). NIC team also demonstrated user forms for concurrent evaluation and access of these user forms to FPS and Vigilance Committee. It was informed that access of these forms has been made available for both monitoring institutions and State F&CS department.

Fortification of Rice, Odisha

On behalf of the Government of Odisha, the WFP presented its initiative in rice fortification and integration in the PDS. A high rate of anemia of more than 50% in India amongst children and pregnant women is a public health problem. The fortification of rice restores and increases nutrition content of iron, zinc, folic, etc. In a pilot exercise in Odisha, sustained by the government. two models have been developed where in rice is procured from the PDS, fortified and sent back into the system and second, where it is procured directly from the farmers. At the paddy processing facility model, the cost of producing fortified rice ranges from INR 0.34 to INR 0.72 per kilogram.

The WFP extended its offer to support States. Under a proposed central scheme, plans are about to pilot the scheme in one district per selected State.

Concurrent Evaluation of NFSA by Monitoring Institutions

I. **IIM Rohtak, Haryana Case Study by Mr Archit Vinod Thapar:**

a. Concurrent Evaluation to assess implementation of NFSA was done on a quarterly basis.

- at the systemic level.
- at the beneficiary level.

b. Sample collection- 15 HHs from each village – 10 PHH households and 5 AAY.

c. Data obtained from FPS, vigilance committee, Godown.

Key Findings:
a. Beneficiary eligibility and awareness is poor.
b. Ration card management- time period takes 90 days for inclusion of member/ verification etc, modification of RC, etc.
c. Coverage under portability <20%.
d. FPS management – they are mostly privately owned and there exists collusion between FPSs to prevent portability.
e. Quality of service delivery- The location, distance, opening hours significantly influence satisfaction of beneficiaries.
f. Vigilance committees exist only on paper – on-field they are dormant and not aware of their role.

Key Recommendations are:-
a. Creating beneficiary awareness.

b. Enhance FPS portability and digital receipts.

c. Conducting regular audits at the district level.

II. **BITS Pilani, Goa Case Study by Mr Arun Kumar Vaish:**

The Goa experience has been largely positive except for certain aspects-

- Absence of digital payments at the FPS level

- Warehouse structure at risk of natural calamities

- Implementation of PoS still in process

III. **MSSRF, Puducherry Case Study by Mr R Gopinath :**

The State's own scheme for foodgrain distribution and parallel Direct Benefit Transfer Scheme under NFSA has been operational in Puducherry since 2015. The State government is taking action on clean-up drive of beneficiaries. Additionally, the existence of multiple bank accounts and Aadhaar seeding is creating issues. While most households receive cash subsidy regularly, some irregularity has been observed due to a fault in the system at the banking end.

IV. **SCMSPRI, Rajasthan Case Study by Ms Sonu Pareek:**

Five FPS in each district for monitoring were selected and the respondents were beneficiaries, District Officers, etc. 94% of beneficiaries have received full quota of food grains while the remaining has been due to authentication failure. Overall problems have been

attributed to poor awareness, display of information at FPSs and vacancies at the department level.

The observations and suggestions made by the Department regarding monitoring are:

    a. List of points must be addressed in the executive summary of the monitoring report.

    b. There must be more critique on PoS in FPS, supply management, etc.

    c. The quality of reporting could increase with the support of States.

Conclusion and Way forward

Given the objective of the conference and in view of the latest PDS reforms initiated, the presentations and discussions by States/UTs, NIC, UIDAI, WFP, GIZ and Monitoring Institutions provided excellent insights by facilitating the sharing of best practices adopted in a range of areas including- nationwide portability and de-duplication, advanced data analytics, information management standards and benchmarks, among others. The importance of cross-learning and adapting learnings to State contexts was highlighted by the different stakeholders to achieve overall efficiency and transparency in the management of PDS operations. The conference was concluded with identification of the following way- forward strategies:

1. Each state will constitute a data analytics team with 4-5 technical persons taken from NIC, SPMU and DPMUs.

2. The DFPD will depute a data analytics team to the states as per the action plan shared with States in advance. This team will devote 4-5 days in the state and work with the State data analytics team to analyse the data as per the parameters decided by Govt. of India. The central team will also provide training to state team regarding usage of the analytical tools so that within a 5-6 months period, the state team itself become capable of doing the analysis.

3. States are expected to ensure that the original data of the PDS applications like Ration Card Management System (ePDS), FEAST, ePoS transactions, etc. are made available in time. States are also ensure that the data are not transferred to any agency. The idea is that the queries and tools for analysis are applied for existing database only.

4. To develop a better understanding of promoting cashless transactions, a national workshop involving the States, is being contemplated.

5. Aadhaar validation is emerging as major challenge especially in the context of IM-PDS, and hence a workshop will be organized in this regard for preparing a time bound action plan for completing Aadhaar validation activity in the States.

6. Before IM-PDS is implemented and de-duplication at the national level taken up, each state has to initiate de-duplication exercise by using embedded utility in ePoS or RCMS application. This exercise should be conducted for three consecutive months starting October 2018 itself for ensuring data clean-up. It is necessary therefore, that States switch over from eRCMS to ePDS expeditiously.

7. Only a few of the states have introduced portability so far. Since the strategy for same already been discussed in great detail, it is expected that all the states will introduce intra-state portability and which should lead to inter-state portability in next 2-3 months.

8. DFPD will consolidate the steps to be taken for successful implementation of intra state portability and share it with States.

9. Each state is expected to share the good practices or initiative happening in the state at macro and micro level. DFPD will use this for in-depth study and documentation both in print and visual forms.

10. DFPD has prepared a comprehensive action plan for awareness generation. Pilot testing will be done in one of villages in Madhya Pradesh in the month of October 2018 itself and guidelines will also be shared within this month. States are required to identify the villages in the each of the districts of the state to be covered under awareness generation program, identify the social audit team for each of those villages, fix the schedule of training for the departmental and social audit team members to be associated with this activity, get necessary instruction to the schools, Anganwadi, Self-help group and gram-panchayat through state and district heads of the department concerned to ensure their active participation and depute a senior officer as observer of each of villages.

11. First round of master trainer training has been completed covering 10 states. Each of these states should now, finalize the action plan for the training of sub district level functionaries and share the specifics with DFPD latest by 20th November, 2018. The remaining 26 states are expected to depute the senior officers for the master trainer training and finalize the action plan. The process of identification of suitable institutes as training venue, identification of officials to attend the training, has to be done early.

12. Discrepancies in the figures reported on the NFSA dashboard have serious implication including financials implications. States must take extra care to ensure that the figures relating to ration cards, FPSs or sale transactions are correct in all aspects. Finding of data analysis in Telangana highlights the need for correctness of the data.

13. Concurrent Evaluation is an important activity, and States should not only extend necessary support to Monitoring Institutions (MIs) but also evaluate their findings critically. The reports of MIs should be posted to the departmental website. Hence it is necessary that States/UTs examined them carefully and point out the inconsistency or information gaps in the reports.

14. There was unanimity in the view that this conference should ideally be attended by Principal Secretaries and Food Secretaries of States instead of junior officers. This is necessary because this Conference serves as a macro-platform for sharing of ideas and insightful strategies for the future.

Closing Remarks

In his closing address, Shri S. Jagannathan, Joint Secretary (BP&PD), GOI recognized the increasing role of IT and possibility of scale-ups like the Odisha experiment for a full-scale revolution. He remarked that it has been an end-to-end conference covering the entire gamut of

the PDS. He identified the next challenge as the one in which large amounts of data have to crystallize into findings and outcomes and thereby facilitate formulation of an outcome-based evaluation of PDS. In the next phase, a Terms of Reference following a logical frame analysis has to be prepared and consulted with the Government. Therefore, as a final message, the lessons learnt should be translated into effective action plans for the States.

Annexure 1: List of Participants

S. No	State/UT/Dept. /Org.	Name	Designation
1.	Andaman and Nicobar	Sh. Gyan Singh	Asst. Director
2.	Arunachal Pradesh	Sh. LiyonBorang	Director
3.	Assam	Sh. Maninder Singh	Pr. Secretary
4.	Assam	Sh. Alak Kumar Saharia, IAS	Secretary
5.	Assam	Ms. Kavita Barkakoty	STD, NIC
6.	Bihar	Sh. Chandra Shekhar,IAS	Add. Secratery
7.	Bihar	Sh.Asim Abbas	IT Manager
8.	Chandigarh	Sh. Ashok Kumar	DFS
9.	Chandigarh	Sh. Vinay Verma	FCS Dept.
10.	Delhi	Sh. Mohanjeet Singh, IAS	Pr. Secretary
11.	Goa	Sh. Dharmendra Sharma,IAS	Chief Secretary
12.	Goa	Sh. Rupesh Kumar Thakur,IAS	Secretary
13.	Goa	Smt. Sandhya Kamat	Director
14.	Goa	Dr. Tariq Thomas, IAS	Collector, S. Goa
15.	Goa	Sh. Eshant V. Sawant	Asst. Director
16.	Gujarat	Sh. Kamal Dayani, IAS	Pr. Secretary
17.	Gujarat	Sh. Amut Patel, IAS	Director
18.	Gujarat	Sh. Atul Khunti	NIC Officer
19.	Himachal Pradesh	Sh. Onkar Chand Sharma	Pr.Secretary
20.	Jammu and Kashmir	Sh. Nisar Ahmed Vani	Director,Kashmir
21.	Jharkhand	Sh. Amitabh Koshal,IAS	Secretary
22.	Karnataka	Sh. H.R.Vijaykumar	Joint Director
23.	Karnataka	Sh. B.P. Srinivasan	STD, NIC
24.	Kerala	Sh. Ajith brahmanandan	STD, NIC

25.	Madhya Pradesh	Sh.Shriman Shukla, IAS	Director
26.	Madhya Pradesh	Sh. H.S. Parmar	Joint Director
27.	Madhya Pradesh	Sh. Sunil Jain	STD, NIC
28.	Madhya Pradesh	Sh. Ajay Kulkarni	TD, NIC
29.	Maharashtra	Sh. Mahesh Pathak, IAS	Pr. Secretary
30.	Maharashtra	Sh. Nachiket Joshi	Pr. Consultant
31.	Maharashtra	Mrs. LakshmiPrasnna	TD, NIC
32.	Maharashtra	Sh. Kishor Thosar	Under Secretary
33.	Manipur	Sh. T. Ranjit Singh, IAS	Secretary
34.	Meghalaya	Sh. Chinmay Gotmare,IAS	Director
35.	Nagaland	Sh. I Anungba Sanglir	Dy. Director
36.	Nagaland	Sh. N Jamonger Ao	ADS
37.	Puducherry	Thiru S. Sathiyanmoorthy	Dy. Director
38.	Rajasthan	Ms. Mugdha Sinha, IAS	Secretary
39.	Rajasthan	Sh. Dilip Goyal	TD, NIC
40.	Sikkim	Shri. S.K. Shilal, IAS	Secretary
41.	Sikkim	Dr. Laxmi Prasad Sharma	STD, NIC
42.	Telangana	Sh. K. Kashi Vishwanath	Asst. Commissioner
43.	Telangana	Sh. Sangam Krishna	TD, NIC
44.	Tripura	Sh. A.K. De	STD, NIC
45.	Tripura	Sh. Subrata Majumdar	Nodal Officer (IT & NFSA)
46.	Uttar Pradesh	Sh. Alok Kumar	Commissioner
47.	Uttar Pradesh	Sh. Mayank Joshi	NIC Officer
48.	Uttarakhand	Sh. P. S. Pangtey	Joint commissioner
49.	Uttarakhand	Sh. M. S. Visen	Dy. Commissioner
50.		Sh. Ravikant	Secretary
51.		Sh. Dharmendra	AS & FA
52.		Sh. P.K. Tiwari	Joint Secretary, Policy & FCI
53.		Sh. S. Jagannathan	Joint Secretary (BP,PD)
54.		Ms. Manisha Sen Sarma	Economic Advisor
55.	DoFPD	Sh.D.K. Gupta	Director, PD
56.		Sh.K.M.S. Khalsha	Deputy Secretary
57.		Sh. B.K. Hembrom	Under Secretary
58.		Sh. Ramesh Kumar	Under Secretary
59.		Sh. Pankaj Mishra	Pr. Consultant
60.		Sh. Trilok Chand	PS to Joint Secretary
61.		Sh. Arvind Singh Rawat	MTS
62.		Sh. B.V.C. Rao	STD, NIC
63.	NIC	Sh. Ravindra Kumar	TD, NIC
64.		Sh. J. Abraham Jose	TD, NIC

237168/2018/SO(COMPUTER CELL)

65.		Sh. Guru Prasad	TD, NIC
66.	UIDAI	Sh. Sumnesh Joshi	ADG, UIDAI
67.		Sh. Ankit Gupta	Sr. Analyst
68.		Sh. R. Gopinath	MSSRF, Puducherry
69.		Sh. Archit Vinod Tapar	IIM Rohtak
70.		Sh. Upendra Singh	CDECS
71.	Monitoring Institute	Sh. Arun Kumar Vaish	BITS, Pilani
72.		Ms. SonuPareek	Shiv Charan Mathur Social Policy Research Institute, Jaipur
73.		Sh. Gerrit Qualitz	FaNS
74.		Sh. Tapan Gope	FaNS
75.		Sh. Satendra Kaushik	FaNS
76.		Ms. Archana Sarkar	FaNS
77.	GIZ	Sh. Farhad Vania	GIZ
78.		Ms. Nadine Bader	FaNS
79.		Ms. Nidhi Ralhan	FaNS
80.		Sh. Naveen Garg	FaNS
81.		Ms. Pratibha Srivastava	GIZ
82.		Sh. Hanif Sheikh	FaNS
83.		Sh. Ankit Sood	Program Officer
84.	WFP	Sh. Kumaran	Program Policy Officer
85.		Sh. Piyush Kanal	Program Policy Officer

Annexure 2: Agenda

AGENDA FOR TWO DAYS NATIONAL CONFERENCE OF STATE FOOD SECRETARIES ON 'PDS REFORMS AND NEW INITIATIVES'

The Lalit Golf & Spa Resort, Raj Baga, Canacona, Goa, Monday & Tuesday, October 8th &9th2018

Day One

09:00 – 09:30 am	**Delegate Registration**

237168/2018/SO(COMPUTER CELL)

Opening Session	
09:30 – 09:40 am	Welcome address by Secretary, Food & Civil Supplies, Government of Goa
09:40 – 09:50 am	Objectives of the conference/workshop by Joint Secretary (BP/PD), D/o F&PD
09:50 – 10:00 am	Opening remarks by Chief Secretary, Government of Goa
10:00 – 10:10 am	Opening remarks bySecretary, D/o Food & Public Distribution, Government of India

Session Two	
10:10 – 10:20 am	Sharing of best practice adopted by Government of **Maharashtra** for Aadhaar enabled PDS (ePoS based distribution with biometric authentication) and adoption of Choice based PDS
10:20 – 10:50 am	Presentation on 'Mainstreaming of Data Analytics in PDS' for improving & optimizing PDS operations and Key findings of Telangana – by WFP representatives
10:50 – 11:10 am	Presentation on Aadhaar Seeding preferred/mandatory process for Aadhaar validation – by DFPD
11:10 – 11:30 am	Developing understanding about use of Virtual IDs, Aadhaar Tokens, Tokenization Process and role of Global AUA in PDS – by UIDAI representatives
11:30 – 11:45 am	**Tea Break**
11:45 – 12:10 pm	Best practices in de-duplication of ration cards/beneficiaries, server performance, mitigation of UID failure cases– by State/ NIC representatives
12:10 – 12:30 pm	Presentation on scope of IM-PDS scheme, preparatory activities, challenges and findings of duplicate of ration cards/beneficiaries – by NIC representatives
12:30 – 12:50 pm	Implementation of Aadhaar enabled Digital/Cashless transactions at FPSs and Portability of Ration Card holders in **Andhra Pradesh**
12:50 – 01:00 pm	Presentation on FaNS project by Mr Gerrit Qualitz, Team Leader, FaNS, GIZ India

01:00 – 02:00 pm	**Group Photo &Lunch Break**

Session Three	
02:00 – 02:30 pm	Presentation on key findings from 'Analysis of PDS Data' by **Odisha and Karnataka** -15 minutes each by respective analytics agency
02:30 – 03:00 pm	Reaching out to most vulnerable section of society - presentations on 'Dakia Scheme' in**Jharkhand**, 'Nominee Authorization' in **Gujarat**
03:00 – 03:15 pm	Sharing of best practice adopted by Govt. of **Uttar Pradesh** for implementation of PDS reforms in the State
03:15 – 3:30 pm	Sharing of best practice adopted by Govt. of **Bihar** for implementation of PDS reforms in the State
03:30 – 03:45 pm	Sharing of best practice adopted by Govt. of **Sikkim** by appointing 'Guardians' for each Godown in the State for efficient monitoring of godown and supply chain operations.
03:45 – 04:00	**Tea Break**

237168/2018/SO(COMPUTER CELL)

pm	
04:00 – 04:30 pm	Discussion on status of Independent State Food Commissions (SFCs) , DGROs, Vigilance Committees, Door Step Delivery, Dealer Margins, etc. – by Economic Advisor, DFPD
04:30 – 04:45 pm	Best practices on 'Grievance Redressal Mechanism' and 'Functioning of Vigilance Committees at FPSs levels' in States/UTs – by WFP representative
04:45 – 05:00 pm	Presentation on operationalizing the Awareness Generation for PDS reforms under NFSA – by GIZ representative

Day Two

Session Four	
09:30 – 09:45 am	Presentation on best practices adopted by Government of **Odisha** for fortification of foodgrains (Rice).
09:45 – 10:15 am	Demonstration of NFSA and Annavitran dashboards, their features, data synchronization with State/UT systems, availability of reports including biometric authentication failures, etc. – by NIC representative
10:15 – 10:30 am	Demonstration of 'Central Allocation System' and overview of new online process for central allocation – by NIC representative
10:30 – 10:45 am	Demonstration of web based application for Concurrent Evaluation of NFSA – by NIC representative
10:45 – 11:25 am	Presentations on key findings from Phase-1 of Concurrent Evaluation of NFSA by Monitoring Institutions –**20 minutes each** 1. IIM, Rohtak – Haryana State Study 2. BITs Pilani - Goa State Study
11:25 – 11:45 pm	**Tea Break**
12:00 – 12:45 pm	Presentations on key findings from Phase-1 of Concurrent Evaluation of NFSA by Monitoring Institutions –**20 minutes each** 3. MSSRF – Puducherry UT Study 4. SCMSPRI – Rajasthan State Study 5. CDECS – Maharashtra State Study
12:45 – 01:00 pm	Closing remarks by Jt Secretary

01:00– 02:00 pm	**Lunch Break**

Abbreviations

AAY	Antyodaya Anna Yojana
AUA	Aadhaar User Agency
DF & PD	Department of Food & Public Distribution
FPS	Fair Price Shop
IM-PDS	Integrated Management of PDS
KUA	KYC User Agency
MSP	Minimum Support Price
NFSA	National Food Security Act
NIC	National Informatics Centre
PDS	Public Distribution System
PHH	Priority House Holds
PoS	Point of Sale
PVTG	Primitive Vulnerable Tribal Group
RCMS	Ration Card Management System
SCMS	Supply Chain Management System
SFC	State Financial Corporation
TPDS	Targeted Public Distribution System
VID	Virtual Identification
WFP	World Food Programme
CDR	Central Data Repository