National Conference of State Food Secretaries of all States/UT on 'Public Distribution System Reforms and New Initiatives' held on 14th and 15th October 2019 at Statue of Unity, Narmada City, Kevadiya, Gujarat.

Proceedings of the Conference

I. Background and Objectives

The "National Conference on Public Distribution System reforms and New Initiatives" was held on 14th and 15th October 2019 at Statue of Unity, Narmada City, Kevadiya, Gujarat. The objective of the conference was to provide a platform to States/UTs and stakeholders to share their initiatives, experiences, best practices related to implementation of PDS reforms to bring about continuous improvements in the functioning of the Public Distribution System in the country.

2. Secretary, Additional Secretaries, Joint Secretaries and Senior Officers of the Department of Food & Public Distribution, GoI and Principal Secretaries, Secretaries, Commissioners and other key officers of all States/UTs attended the Conference. Representatives from NIC, World Food Program, MicroSave Consulting, GIZ and technical partners of States/UTs, etc also attended the conference.

II. Opening of the conference

- 3. Welcome address by Secretary, Food & Civil Supplies, Govt. of Gujarat: Delivering the welcome address, Secretary, Food, Civil Supplies and Consumer Affairs, Government of Gujarat highlighted the key achievements made by the State in end-to-end computerization, supply chain management system and FPS automation. He looked forward to the national conference for further ideas and best practices that can be replicated in Gujarat.
- 4. Objective setting by Joint Secretary (BP/PD), D/o FPD, Government of India: Joint Secretary (BP/PD), Department of Food and Public Distribution, Government of India, shared the conference agenda and recalled key messages from the previous National Conference held at Goa during October 2018. He underlined the importance of cross-learning and adaptive learning from the various stakeholders' experiences and good practices in order to achieve efficiency in the operations of PDS. Following points were further highlighted by the JS (BPPD):
 - The entire ecosystem of Public distribution system is being translated into the blueprint for technology intervention to ensure rightful targeting of food subsidies.
 - Data is a very important asset of the PDS reforms that is being leveraged to understand the gaps in the PDS system.
 - Data analytics team/ platform is being put in place to regularly analyse the PDS data in Annavitran and NFSA state portal and periodically monitor state performance.
 - Loopholes in data management by States need to be addressed to ensure clean data with valid Aadhaar. Right data at right time would enable the department to make the right conclusions for policy reforms.
 - Nation has embarked upon a journey for achieving inter-state portability of Ration Cards and the same has been introduced in four clusters of states. The goal is to achieve the target of complete de-duplication and portability of Ration cards in all the states by June 2020.

- A system driven platform in public grievance system in PDS at national level was another thrust area for the department.
- Joint efforts from various institutional stakeholders in PDS will successfully take forward the objectives of PDS reforms.
- 5. Gerrit Qualitz, Project Director, The Food and Nutrition Security, Enhanced Resilience project briefly cited the cooperation and partnerships between GiZ and Government of India for sustainable economic, ecological, and social development. He highlighted the varied partnerships existing with the DF&PD viz. Pilot on designing a replicable model of integrated NFSA Social Audit and Awareness Generation in Madhya Pradesh State; e-KYC pilot study; uniform data analytics platform for PDS across nation; training of functionaries in department on data analytics; short documentary films production. He also mentioned about a scheduled meeting of German Chancellor with the Prime minister of India for strengthening the Indo-German cooperation.
- 6. Opening remarks by Secretary (F&PD), Government of India: In his address, Secretary, Department of Food and Public Distribution, Government of India, emphasized on the importance of such conferences which serve an opportunity for all the stakeholders to interact, collaborate and learn from each other and further strengthen performance. He further added that technology has been a great tool for reform in PDS. However rogue elements in the system try to find new ways to subvert the system and continuous monitoring is required to keep such problems in check. Secretary (FPD) also shared that over the last year, many positive improvements and developments have been observed and states, especially from North-eastern region, which were lagging behind in automation, have picked-up pace.

III. Thematic Presentations and Discussions

- 7. Following the opening session, a short film on PDS reforms was showcased by the Department of F&PD, GoI. This was followed by various thematic presentations by States/UTs, NIC and other stakeholders.
- 8. Highlights of the key presentations made by States/UTs and other Stakeholders during the conference are summarized below:

a. Experience sharing on Ration Portability & Mobile Applications: Telangana State

i. Shri Akun Sabarwal, Secretary-cum-Commissioner, Food & Civil Supplies Department, Govt. of Telangana made a presentation on the intra-State portability launched in the state w.e.f. May 2018 and since then the State has been able to achieve around 13.16 lakh portability transactions per month. In order to ensure successful implementation of portability, State took adequate measures for the publicity of the portability facility and ensured dynamic foodgrain allocation to prevent shortage due to excess demand from portability. The importance of capturing, monitoring and analyzing the pattern of transactions and seasonal trends was also stressed upon. Secretary-cum-Commissioner added that initiation of portability has brought down the supervision level of the Government departments, as there is a shift from 'beneficiary to consumer' wherein the consumers have an option to choose. He further added that this initiative has helped the Government in curbing corruption whereas for the beneficiaries it has helped in stabilization of prices of essential commodities besides enabling Food Security for Migratory Labour.

- ii. Coming to the inter-State portability, being started on pilot basis with the State of Andhra Pradesh w.e.f. August 2019 under the IMPDS scheme, he highlighted that by 15th August Telangana achieved 206 transactions while by 15th Sept. 1117 transactions were done. He highlighted the challenges in implementation of inter-State portability w.r.t. 100% e-PoS coverage, Aadhaar linkage, difference of benefits between States, 50% limit on lifting of foodgrains in single transaction and dynamic allocation of foodgrains to States. He added that there are counter forces which are trying to fail the system, which should be dealt with strongly by all States/UTs. He also mentioned about the study done by international labor organization in Telangana, in which it was emphasized that benefits of food security of migratory labour may be ensured with portability.
- iii. Secretary cum Commissioner, FCS, Govt. of Telangana, also made a presentation on various mobile based applications implemented in the state by Civil supplies department.

b. Inter-State Portability: NIC team

i. Shri. Guruprasad, Sr. Technical Director, NIC Central Technical Team in his presentation shared that the NFSA data of States/UTs require complete revamp by segregation and cleaning, as UIDs (Aadhaar) seeded in many records are duplicate. He emphasized verification of beneficiaries at State level through Aadhaar enabled PDS system and sharing of data with central team for national level de-duplication. He also discussed the factors to be taken into account for IMPDS transaction and mentioned partial off-line transactions in network-shadow areas. He further mentioned that AePDS application is being implemented in around 16 States and praised the efforts being made by Tripura. Joint Secretary (BP&PD) informed that by including 3 more states viz. Jharkhand, West Bengal and Himachal Pradesh, 19 states could be brought on board the IMPDS system.

c. Technological Transformation: Experience from Uttar Pradesh

- i. Shri Alok Kumar, Secretary to CM, Govt. of Uttar Pradesh (Former Commissioner, Food & Civil Supplies Department, Govt. of Uttar Pradesh) shared his experiences on technological transformation in the state and thanked Government of India for providing all possible support to the State. He highlighted progress made by State in Supply Chain Management and FPS automation. He underlined that the state has eliminated 64.02 lakh ineligible ration cards due to various PDS reforms undertaken by the State. He also discussed e-procurement module to ensure timely payment to the farmers, vehicle tracking with GPS to check diversion of foodgrains.
- ii. Principal Secretary, F&CS, GoUP further added that technology plays a crucial role in curbing the leakages of food grains. She further highlighted following points:
 - a. NFSA ceiling for the State (67%) seems to be on higher side. Gol could consider revision of NFSA ceiling.
 - b. Gol may consider doing away with dual-pricing mechanism in PDS and instead supply foodgrain to FPS dealer at Market Price. Under this proposed model, subsidy amount may be transferred based on actual sale after biometric authentication of beneficiaries at FPS.
 - c. Gol may consider adopting a standard national eligibility criterion for identification of PHH and AAY households under NFSA.
 - d. Serious efforts are required to improve the Viability of Fair Price Shops.
- iii. Secretary (F&PD), Govt, of India applauded the efforts of the state for FPS automation. He further explained that de-duplication is the focal point of all the issues and interstate/national-level de-duplication is more challenging as compared to intrastate de-duplication. This sets need for designing a protocol which underpins the success of the one nation one ration card plan. He reiterated that data sharing is important for interstate portability. It is important to build state's own data-centre and house the application in own data centers owing to security reasons.

d. National level De-duplication: NIC team

i. Shri BVC Rao, Sr. Technical Director & HoD (NIC-PDS) shared the findings of national level de-duplication exercise done so far by NIC and requested the remaining States/UTs to share their data with central repository for de-duplication. It was highlighted that in the de-duplication exercise conducted on available data of some States/UTs found duplicate members. Joint Secretary (BP&PD), Govt. of India mentioned that in such cases wherein a beneficiary has ration card in two states, the ration card issued at a later date may be taken into consideration and ration card existing earlier need to be deleted by the State/UT itself after following necessary procedures. He also invited suggestions from the States/UTs which could help formulate the standard operating procedures for national level deduplication of beneficiaries.

e. e-KYC for Aadhaar validation:

i. Shri Kumaran Murugesan, Program Policy Officer, World Food Program gave a presentation on good practices in Aadhaar validation through e-KYC to ensure correct seeding and biometric authentication for efficient, transparent and targeted delivery of food subsidies to eligible beneficiaries. Salient features of different methods for Aadhaar validation was explained and detailed procedure of Aadhaar based e-KYC was elaborated. Step-by-step method for undertaking 100% e-KYC campaign was shared and the template for recording and reporting e-KYC findings was discussed.

f. Pilot project on e-KYC: Madhya Pradesh experience

i. Shri Naveen Garg, Consultant, GIZ shared the findings of a pilot project of e-KYC in four Fair Price Shops in Madhya Pradesh. It was highlighted that field level verification followed by correction in beneficiary database needs to be done and beneficiaries who do not have Aadhaar number should be encouraged to go for its generation and Aadhaar enrolment ID should be captured in the beneficiary database and field level verification needs to be done for those who did not come for e-KYC.

g. Silent ration cards and ways to include new genuinely deserving households under the fold of food security: Chhattisgarh experience

- i. Dr. Kamal Preet Singh, Secretary, Food and Civil Supplies, Government of Chhattisgarh informed that in sample areas of Chhattisgarh, an exercise was conducted wherein no new ration cards were issued for a year and only ration card modification/addition/deletion was implemented. This led to complete data verification process of the designated area leading to congregation of clean data set. He highlighted the major reasons of non-upliftment of food grains by beneficiaries as: Migrant workers relocated to some other places for seasonal work, old-age/disabled persons not able to come at FPS and death of the beneficiaries. He also added that cross department convergence is needed for completion of verification of ration cards as in case of a normal process it is tedious and time-consuming.
- ii. It was mentioned that the data on the respective geographies, demography etc. eventually helps to assess exactly the data allocation and repetition of certain trends will operationally help to fine tune the strategies for PDS reforms. Secondly, the prevalence of misbehavior and corruption among FPS dealers has come down gradually post introduction of portability, as indicated by a study. Lastly, once the implementation of inter-State portability is expanded then we would figure out the quantum of challenges and deduce ways to tackle them.
- iii. Secretary (F&PD), Govt. of India that some cushion is being kept for the families of the migrant labourers back at home to lift their entitlements at a later stage. Also, regarding concerns relating to portability for ration card holders in different states because of different subsidies given by the States, it appears that nothing much can be done at this

stage. However, Gol would be looking forward to suggestions in this regard.

h. Advanced & seamless processes of Supply Chain Automation: Gujarat experience

i. Officers of Govt. of Gujarat made a presentation on the new initiatives taken to solve the practical bottlenecks in the supply chain management and thereby ensured end to end live reconciliation of supply chain milestones.

i. Data analytics of PDS data of States/UTs: DFPD

ii. Shri Pankaj Mishra, Principal Consultant, CPMU team of the Department of F&PD shared the findings from the exercise of data analytics of PDS data of States/UTs. He brought to light the procedure of the exercise conducted and on how the data collected in desired abstracts were collected from the States/UTs and was utilized for cross system analysis, trends and anomalies identification. Findings of 25 States/UTs, who have provided their data, have been shared with them. Remaining 10 States/UTs have shared partial data only. A road map for developing a uniform data analytics platform was also elaborated upon, to bring transparency and accountability in the system. Shri Srinivas (vendor representative) explained the tool being implemented for data analytics on real time data in Odisha. The implementation of the data analytics platform would enable us to view data to the lowest granularity. Minimum IT infrastructure requirement for deployment at state level was also shared viz. Two servers (or even Laptops or CPUs) having 8 GB RAM & 100GB hard disk space and Test/staging environment for testing of the software application in the respective State/UT before deployment. The States were also advised to appoint nodal officers for this activity for necessary coordination with this Department, NIC and the agency. Joint Secretary (BP&PD), Govt. of India re-emphasised the need for the deployment of data analytics platform and mentioned that all the states/UTs must be ready with the basic hardware needed for the initiation by November 30, 2019.

j. Innovations in Targeted PDS: MicroSave Consulting

i. Representatives of MicroSave Consulting made presentation on key findings of assessment conducted by MicroSave on TPDS supply chain in 5 states, portability under Integrated Management of PDS and cash transfers in TPDS.

k. Viability of FPS shops

i. Ms. Mini Antony, Secretary, F&CS Department, and Director (F&CS) Government of Kerala jointly made a presentation on best practices adopted by Kerala for improving viability of FPSs through fixing a remunerative commission of FPS dealers. Based on recommendations made by study conducted by WFP, the state adopted evidence-based approach for fixing commission rates for different FPSs as per tonnage. It was also highlighted that beneficiaries who would like to retain ration card without availing ration are given an option to give up ration temporarily for about 6 months through online means. Best practices related to face-lifting of FPS shops, direct supply to tribal hamlets etc. were also indicated.

I. State Food Commission: Gujarat experience

 Member Secretary, State Food Commission, Gujarat shared his experiences as a Member in the Commission and discussed two suo-moto court proceedings ordered to provide foodgrains and other benefits to a 90% physically challenged person and other deserving beneficiaries. He suggested some modifications in Section 3 and 5 of NFSA. He also shared complaints related formats.

m. Communitization as an effective approach for PDS operations: Nagaland practice

i. Shri A. Sangla, Director, F&CS Department, Govt. of Nagaland discussed about Communitization as an effective approach for PDS Operations in Nagaland by utilizing its rich social capital. The state has adopted a mechanism whereby Village Councils play a crucial role in management of Fair Price Shop operations and door-step-delivery etc, contributing to the viability of these operations.

n. Readiness to start fortification of rice under PDS: DFPD

- i. Sh. L. P. Sharma, Deputy Secretary (BP), Department of F&PD, Govt. of Inda made a presentation on pilot project of fortification of rice under PDS that is being implemented in 15 districts in the rice producing States. It was emphasized that fortification will serve as a strategy to address anemia and micronutrient malnutrition. The audience were briefed on the parameters of selection for implementing the pilot.
- ii. Representatives of Madhya Pradesh (which is already supplying similar fortified commodity under other schemes) enquired about the amount of fortification that is needed/ safe for an individual.
- iii. Joint Secretary (BP&PD), Govt. of India explained that it is important to understand that presently it is not feasible to plunge headlong into universal distribution of fortified rice and hence the Govt. opted for a pilot to learn about potential challenges (over-dose due to fortification, storage, shelf life, etc) and opportunities. Further, suggestions and feedback were invited from States about the pilot scheme.

o. Digital Cashless Transactions at FPS: Tripura experience

i. Sh. A.K. Dev, Sr. Technical Director, NIC, Tripura shared the modus operandi of the cashless transaction and issues/challenges faced by the State for implementation of Digital/Cashless Transactions at FPSs in their State.

p. Social Audit and Awareness: Madhya Pradesh experience

- i. Shri Shriman Shukla, Director, F&CS Department, Madhya Pradesh made presentation on replicable cascading model of integrated NFSA Social Audit adopted by State. He stressed upon the importance of formulating simple but clear messaging for awareness generation, choice of convenient timing, dedicated training and capacity building and strengthening of post-audit processes for conduct of successful social audits.
- ii. In view of success in procurement of Paddy in recent years, it was also shared that State government is also considering adopting a choice-based mechanism, whereby card holders can request/lift wheat and rice as per their preference.
- iii. Joint secretary (BP&PD), Govt. of India sought suggestions for re-engineering of the Wheat-Rice Policy through the social audit system with due regard to the complex set up of different States.

q. Closing Certificate for Annavitran Portal: NIC team

i. Sh. B.V.C. Rao, Sr. Tech. Director, NIC HQ highlighted the need of closing certificates of food grains distribution data generation through Annavitran portal and stressed for matching of State data with Annavitran portal. States/UTs were requested to duly check the figures/data appearing on the portal and provide the digitally signed certificate latest by November 10, 2019. It was followed by a brief presentation by Sh. Gaurav Verma,

Consultant, CPMU team on central dashboards, expectations from States for providing correct and timely data and periodic review by senior officers of the States.

r. Central Grievance Redressal management and Monitoring System: GIZ team

i. Shri Naveen Garg, Consultant, GIZ made a presentation on the components of Central Grievance Monitoring and Management System (CGMMS) of the PDS. He highlighted that the CGMMS will have the facility to register a grievance online from the NFSA portal through an online form that will be routed to respective States/UTs for action and required reports. The proposed system will also have a dashboard to show the grievance redressal status in all States.

IV. Concluding Remarks

In the closing remarks, Economic advisor, Department of F&PD, GoI appreciated the importance of such events in order to holistically address the issues pertaining to the PDS and its reforms. She also invited suggestions from the States/UTs for amendments in the National Food Security Act, responding to which the representatives of Chhattisgarh suggested that the coverage may be increased in-line with the annual growth in state population, and quota for PHH/ AAY may be increased. It was also suggested that provision shall be made in NFSA for a family consisting of all minor members to designate the eldest as Head of Family in ration card. Representatives of Maharashtra also suggested some amendments like linking AAY foodgrain entitlement to family size, allowing States to adjust rural-urban ratio given under State NFSA coverage ceiling, fixation on family size ceiling for PHH ration cards and doing away or decreasing number of members in State Food Commission. Economic Advisor, further requested States/UTs to share their comments/suggestion to the Department in writing at the earliest.

- 9. Economic Advisor thanked all the participants for their active participation and making the conference fruitful.
- 10. The List of delegates/participants in the conference and copies of the presentations is annexed.

List of Participants

S.No.	State/UT/ Deptt./Org.	Name	Designation
1.	Andhra Pradesh	Sh. P. Arun Babu	Director, F&CS Deptt.
2.	Arunachal Pradesh	Sh. Liyon Borang	Director, F&CS Deptt.
3.		Sh. B. R. Samal	Principal Secretary , F&CS
	Assam		Deptt.
4.	Assam	Dr. Pranati Gogoi	Deputy Secretary, F&CS
			Deptt.
5.		Dr. Kamal Preet Singh	Secretary, F&CS Deptt.
6.		Sh. A K Soma Sekhar	STD, NIC
7.	Chhattisgarh	Sh. J S Rathore	Joint Director, F&CS Deptt.
8.		Sh. Manoj Kumar Soni	Special Secretary , F&CS Deptt.
9.		Ms. Isha Khosla	Secretary, F&CS Deptt.
10.	Goa	Sh. Alex Kurian	Technical Director, F&CS Deptt.
11.		Sh. Atul Khunti	STD, NIC
12.		Sh. Aseem Chhabra	GM(A) NIC
13.	Gujarat	Sh. Ashok T. Patel	Dy. Director, F&CS Deptt.
14.		Shri M.A.Narmavala	Member Secretary, State
			Food Commission
15.	Himachal Pradesh	Sh. Ravinder Singh Thakur	Joint Director, F&CS Deptt.
16.	lamama 8 I/a ahmain	Dr. Mehraj	Add. Secretary, F&CS Deptt.
17.	Jammu & Kashmir	Dr. Imran Khan	Consultant , F&CS Deptt.
18.	Jharkhand	Sh. Sanjay Kumar	Director, F&CS Deptt.
19.	Varnataka	Sh. H R Vijaykumar	Joint Director, F&CS Deptt.
20.	- Karnataka	Sh. Balachandra K	STD, NIC
21.		Ms. Mini Antony	Secretary, F&CS Deptt.
22.	Kerala	Dr. Narasimhugari T.L. Reddy	Director, F&CS Deptt.
23.		Ms. Neelam Shami Rao	Principal Secretary, F&CS Deptt.
24.	1	Sh. Shriman Shukla	Director, F&CS Deptt.
25.	Madhya Pradesh	Sh. HS Parmar	Joint Director, F&CS Deptt.
26.]	Sh. Anil Thakur	Consultant, F&CS Deptt.
27.		Sh. Sunil Jain	STD, NIC
28.		Sh. Mahesh Pathak	Principal Secretary, F&CS Deptt.
29.	Maharashtra	Sh. Satish Supe	Joint Secretary, F&CS Deptt.
30.		Sh. Kishor Thosar	Domain Knowledge Expert
31.		Sh Nachiket Joshi	Principal Consultant
32.	- Manipur	Sh. Rajan Singh	Director, , F&CS Deptt.
33.	ινιαι ιιραι	Sh Booby Waikhom	Commissioner, Art & Culture
34.	Meghalaya	Sh. Jetstar Warjri	Deputy Director (Supply)
35.	iviegrialaya	Sh. S K War	Project Manager (Supply)
36.	Nogologi	Smt. ASANGLA IMTI, NCS	Director, F&CS
37.	Nagaland	Sh KAPENLO THONG	Assistant Director of Supply
38.		Shri. JUNGSHI S. JAMIR	Inspector(MIS) State Nodal

Shri. MOAMEREN Sub Inspector(MIS) F&CS				Officer
40. Odisha Sh. M.G. Hague Joint Secretary, F8 & CW 41. Punjab Ms. Simarjot Kaur Additional Director, F&CS Deptt. 43. Dr. Kimmi Vaneet Kaur Asst. Director, F&CS Deptt. 44. Rajasthan Dr. S.C. Gupta STD, NIC 45. Ms. Vinita lakhotia NIC 46. Ms. Vinita lakhotia NIC 47. Sikkim Sh. Ralzang Ongmu NIC 48. Tamil Nadu Sh. Ralakhotia NIC 49. Tamil Nadu Sh. Rakanan Commissioner, F&CS Deptt. 50. Telangana Sh. Akun Sabharwal Commissioner, F&CS Deptt. 51. Tripura Sh. Aku Sabharwal Commissioner, F&CS Deptt. 52. Tripura Sh. Akun Sabharwal Scoretary, F&CS Deptt. 54. Uttar Pradesh Sh. Suil Kumar Secretary, F&CS Deptt. 55. Sh. Ghaditional Commissioner, F&CS Deptt. Sh. M. Singharman Secretary, F&CS Deptt. 56. Uttarakhand Sh. S. Visay Verma Director Computer Programmer 57.	20		Shri MOAMEDEN	Officer
41. Oolsha Sh. M.K. Padhi Domain Expert, FS & CW 42. Punjab Ms. Simarjot Kaur Additional Director, F&CS Deptt. 43. Dr. Kimmi Vaneet Kaur Asst. Director, F&CS Deptt. 44. Rajasthan Dr. S.C. Gupta Secretary, F&CS Deptt. 45. Rajasthan Dr. S.C. Gupta STD, NIC 46. Ms. Vinita lakhotia NIC 47. Sikkim Sh. Kalzang Ongmu NIC 48. Tamil Nadu Sh. Rannan Commissioner, F&CS Deptt. 50. Telangana Sh. Ak De NIC 51. Tripura Sh. Ak De NIC 51. Tripura Sh. Ak De NIC 54. Uttar Pradesh Sh. Subrata Majumdar F&CS, Tripura 55. Uttar Pradesh Sh. Sunil Kumar Verma Special Secretary and Additional Commissioner, F&CS Deptt. 56. Uttar Pradesh Sh. M.S. Visen Joint Commissioner, F&CS Deptt. 57. Chandigarh Sh. M.S. Visen Joint Commissioner, F&CS Deptt. 58. Sh.				
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80.		Sh. Chandan Pandey	Scientist C
81.		Sh. Lalit Gupta	Scientist B
82.	GIZ	Mr. Gerrit Qualitz	Project Director
83.		Dr. Tapan Gope	Project Manager
84.		Sh Naveen Garg	IT-Expert
85.		Ms. Nidhi Ralhan	Project Coordinator
86.		Ms. Vinita Mulchandani	Admin
87.		Ms. Shefali Jain	Consultant
88.		Ms. Sanhati Pani	Moderator
89.		Mr. Hanif Shaikh	Monitoring & Data Analyst
90.		Ms. Simi Khan	Consultant