



**GOVERNMENT OF KERALA
KERALA STATE PLANNING BOARD**

**FOURTEENTH FIVE-YEAR PLAN
(2022-2027)**

**WORKING GROUP ON
CIVIL SUPPLIES AND PDS**

REPORT

**PERSPECTIVE PLANNING DIVISION
March 2022**

FOREWORD

Kerala is the only State in India to formulate and implement Five-Year Plans. The Government of Kerala believes that the planning process is important for promoting economic growth and ensuring social justice in the State. A significant feature of the process of formulation of Plans in the State is its participatory and inclusive nature.

In September 2021, the State Planning Board initiated a programme of consultation and discussion for the formulation of the 14th Five-Year Plan. The State Planning Board constituted 44 Working Groups, with more than 1200 members in order to gain expert opinion on a range of socio-economic issues pertinent to this Plan. The members of the Working Groups represented a wide spectrum of society and include scholars, administrators, social and political activists and other experts. Members of the Working Groups contributed their specialised knowledge in different sectors, best practices in the field, issues of concern, and future strategies required in these sectors. The Report of each Working Group reflects the collective views of the members of the Group and the content of each Report will contribute to the formulation of the 14th Five-Year Plan. The Report has been finalised after several rounds of discussions and consultations held between September to December 2021.

This document is the Report of the Working Group on “Civil Supplies and PDS”. The Co-Chairpersons of Working Group were Dr. K. Ravi Raman and Dr. D. Sajith Babu IAS. Dr. K. Ravi Raman, Member of the State Planning Board co-ordinated the activities of the Working Group. Dr. V. Santhosh, Chief, Perspective Planning Division was the Convenor of the Working Group and Dr. Praveen P, Assistant Director, Perspective Planning Division was Co-Convenor. The terms of reference of the Working Group and its members are in Appendix 1 of the Report

Member Secretary

PREFACE

This report brought out by the Working Group on “Civil Supplies and Public Distribution System” constituted by the State Planning Board as part of formulating the Fourteenth Five Year Plan includes a general narration of the Public Distribution System and connected innovative initiatives along with the connected framework in the State. The report is highly relevant in the context of implementation National Food Security Act, 2013 and the policy of Government of Kerala aimed at ensuring “Food for all” in the State. It also attempts an evaluation of the schemes undertaken as part of the Thirteenth Plan [2017-2022] Period.

Kerala being a State which produces less than 15% of its food requirement depend heavily on the central pool for meeting the rice requirement of its citizens. Even the richest persons in Kerala cannot boast to have an acre of paddy land of their own. Under the circumstances, Government of Kerala warrants generous support from Government of India and other States to feed its 3.66 crore population as per the ration card database. The Department of Civil Supplies, Government of Kerala has been doing exemplary work to bridge the huge gap between the demand and supply of food grains in the State and proud to have averted hunger of its pupil under the most distress times.

We would like to place it on record the invaluable inputs made by the members of the Working Group in developing this report and the services rendered by the Staff of the Perspective Planning Division, State Planning Board in compiling this report, which we are sure would serve as a blueprint for the comprehensive and effective management of Public Distribution System in the State through the next five years and beyond.

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SUMMARY

The Focus of the 14th Five Year Plan Working Group Report on Civil Supplies and PDS was conducted by the State Planning Board with synergizing the existing schemes and envisages further improvement in this sector for the coming five years.

Kerala is a State that produces less than 15% of its food requirements; it relies heavily on the central pool to meet its citizens' rice requirements. Kerala merits support from Government of India and other States to feed the State's population, as indicated in its ration card database. Kerala's Department of Civil Supplies has done exemplary work to bridge the huge gap between the supply and demand of food grains in the State and is proud to have averted hunger among its pupils during the most desperate periods. A "hunger free Kerala" by 2030 is the aim of the Department's 14th Five Year Plan (2022-2027). The 14th Five Year Plan Working Group Committee Report on Civil Supplies and PDS serves as a conceptual framework of this sector for the next five years. Under the 14th Five Year Plan, the overall aim is to strengthen the Public Distribution System by implementing NFSA, 2013 and to further improve nutritional outcomes among beneficiaries by improving access and sufficiency of quality food at an affordable price. Transparency and efficiency will be optimized by streamlining the entire PDS network and Supply Chain Management System from top to bottom. This will be accomplished through a full-scale computerization initiative through the adoption of cutting-edge technology, office modernization, and automation tools to ensure a quick and efficient service delivery, the proper distribution of food grains in the right quantity, with good quality, and a building of the capacity of different stakeholders. The priorities during the implementation period include strengthening market intervention operations, establishing a statutory grievance redressal mechanism, etc.

The 14th Five Year Plan (2022-2027) envisages further improvement of Public Distribution system to provide quality food grains at right time, right quantity, as per entitlement with nutritional standards and hassle-free delivery by focusing inclusive development of the system with more focus on eligible beneficiaries.

CHAPTER : I

CURRENT SCENARIO AND REVIEW OF 13 TH FYP SCHEMES

Kerala has one of the most effective and best-run public distribution systems in India. Prior to 1997 the year of introduction of the targeted system, Kerala was the only State in India that had an almost universal coverage of Public Distribution System (PDS). As per the latest statistics, there are 91.43 lakh ration cardholders in the State and a brief of Public Distribution System [PDS] in Kerala is given below;

Table 1 Public Distribution System at a glance

No of districts	14
No of taluks	81
No. of Interim Godowns	223
No. of Authorised Ration Dealers	14002
No. of Ration Cards	91.43 Lakhs
No. of portability Cards	3.81 Lakhs
No. of PMGKAY Cards	3.95 Lakhs
No. of Anthyodaya Anna Yojana (AAY) cards	5.94 Lakhs
No. of Priority House Holds (PHH)Cards	33.63 Lakhs
Total NFSA Cards	39.57 Lakhs
Tide Over Cards	50.69 Lakhs

The present Government have taken major steps towards policy transformation. The following are the key policy transformation implemented,

a. National Food Security Act, 2013 implementation:

NFSA covers up to 75% of the rural population and 50% of the urban population under Antyodaya Anna Yojana (AAY) and Priority Households (PHH). While AAY households, which constitute poorest of the poor, are entitled to 35 kg of food grains per family per month, priority households are entitled to five kg per person per month. Corresponding to the all-India coverage of 75% and 50% in the rural and urban areas, State-wise coverage under NFSA was determined by the erstwhile Planning Commission (now NITI Aayog) by using the NSS Household Consumption Survey data for 2011-12. Kerala has got coverage of 52.63 % in rural area and 39.50 in urban area.

The National Food Security Act (NFSA), 2013 was introduced by the GoI to ensure food security for the vast majority of the population belonging to middle and lower classes of the society. The objective of the Act is “to provide food and nutritional security in human life cycle approach by ensuring access to adequate quantity of quality food at affordable

prices to people”. Under the NFSA-2013, the State Government shall be responsible for implementation and monitoring of the schemes of various ministries and departments of the Central Government in accordance with the guidelines issued by the latter for ensuring food security to the targeted beneficiaries of the State. In pursuance of the National Food Security Act 2013, Government of Kerala has decided to implement NFSA in the State with effect from 01.11.2016.

b. Beneficiary Identification:

The Government of Kerala took professional measures to identify eligible households by introducing a “mark based” system which is proved highly effective. The voluntary surrender scheme announced by the Government had brought in excellent results with the surrender of more than 1.60 lakh priority cards which could be re distributed to the most eligible within the shortest period of time. The popularization of a complaint cell number 9495998223 also was a successful initiative which ensured public participation in detection of ineligible priority card holders and timely intervention by the Department. In Kerala, the process of renewal of existing ration cards coincided with the statutory provisions of the NFSA. As mandated in the NFSA, “priority” and “non-priority” ration cards have replaced the BPL and APL cards respectively. Kerala has successfully implemented NFSA 2013 as per the norms suggested by Government of India in a time bound manner from 01.11.2016.

c. Supply Chain Management:

Supply-chain management and door-step delivery of food grains (from intermediary State-owned godowns up to the door-step of ARDs) has now been entrusted to Supplyco, who has been appointed by the Government as the authorized agency and system integrator for this purpose. Supplyco established taluk-level intermediary storage godowns and e-tender has been floated for selection of transporting contractors for lifting and doorstep delivery of food grains. GPS tracking of the transportation vehicles is still lagging behind so also the process of implementation of CCTV coverage at the entry and exit points of godowns.

d.FPS Automation:

Fair Price Shops (FPS) have been automated through the implementation of Electronic Point of Sale (E - PoS) device. Ration distribution happens through beneficiary's Aadhaar authentication, and food grains accounting happens on a real time basis in a central system with transactions details available on the public domain. Aadhaar authentication ensures that genuine beneficiaries are availing food grains from FPS. Kerala has got good Internet connectivity in both urban and rural areas. This also helped to achieve higher percentage of successful Aadhaar authenticated transactions. Table 2 shows percentage of Aadhaar

authentication.

Table 2 Details of Aadhaar Authentications

Month	Total No. of beneficiaries in the State	Aadhaar Authentication (%)
Mar-2019	353,16,328	87.5
Mar-2020	356,33,758	94.2
Mar-2021	357,02,225	95.10
January 2022	357,90,406	96.35

e. Grievances Redressal System:

The Department has developed an online Grievance Redressal mechanism for registration and tracking of grievances. A call centre/toll free helpline numbers (1967 and 1800-425-1550) for TPDS is already in operation with the collaboration of KSITM. Grievances can be registered via email-id: rcmskerala@gmail.com. NIC has customized a GR application newly prepared for LSGD, for the use of Department internally, as specified in NFSA, 2013.

f. Transparency Portal:

The existing website of the Department (www.Supplycokerala.gov.in) has been developed into a Transparency Portal by NIC through which all stakeholders can access information including allocation details.

g. Appointment of State Food Commission:

Chairman and members of State Food Commission have been appointed for the purpose of monitoring and review of implementation of National Food Security Act, 2013..

h. Doorstep delivery operations:

Supplyco has been entrusted with the implementation of the doorstep delivery of rationed articles under the PDS in Kerala. The food grains allocated to the State, either through Food Corporation of India (FCI) or from Compact Multi-Roller (CMR) mills have to be lifted from the respective godowns and delivered at the doorstep of the Fair Price Shops (FPS) after storage at intermediary godowns. At present the Corporation has started NFSA intermediary godowns in all 83 taluks in the State for storage of food grains lifted from FCI depots/CMR Mills. The Corporation has also hired 206 godowns with 15.0 lakh sq. ft. area, which can store about 2.5 lakh MT of food grains. Due to switching over to NFSA operations, the operations in the existing 11 sub-depots have been converted as NFSA Godowns.

i. Successful implementation of E - PoS across Kerala:

Electronic Point of Sale (E - PoS) has been implemented all across Kerala in a time-bound manner. Proper training has also been imparted to FPS licensee and department official on the operations of E - PoS devices. User manuals have been prepared and distributed to all FPS licensees. The Government have taken FPS licensees into confidence by increasing

their commission structure after implementation of E - PoS devices.

j. State portability Implementation:

State portability has been implemented to provide facility to beneficiary to avail food grains from any shops within the State. Large number of beneficiaries availed portability option for their convenience and experienced good service delivery during the period. FPS licensee can also improve service delivery to attract more beneficiaries.

k. Implementation of National Portability:

Food and Civil Supplies Department started National Portability transaction from January 2020. Those States / UT which are participating in the National Portability cluster can avail food grains within the cluster States through Aadhaar authenticated ePoS transaction. One Nation One Ration Card (ONORC) is one of the prestigious projects implemented by Department of Food and Public Distribution, Government of India to facilitate food grains from any State where ration card holder resides. National Portability feature shall support migrant labours to avail their food grains entitlement from where they work.

l. Social Audit:

The Government have introduced the practice of a social audit to bring in transparency and prevent pilferage in the public distribution system. The awareness levels of beneficiaries have been increased to demand their entitlements. Social auditing is the process through which we understand the gaps in the service delivery mechanism and can take measures to address the gap. Government plans to conduct social auditing by covering more areas to ensure that continuous improvement in the service delivery is achieved.

m. Humanitarian crisis and response:

Kerala have witnessed many crisis situations such as Ockhi cyclone, Nipah virus outbreak, Flood and Covid-19 in the recent past. During such crises the government could able to decisively and very quickly take various steps to make food grains reach the affected beneficiaries.

n. Ockhi response:

Government of India had allotted a quantity of 3555 MT of Rice at MSP derived rate to the State for distribution to the families affected by Ockhi cyclone. Nine districts were affected by the cyclone, namely, Trivandrum, Kollam, Alappuzha, Ernakulum, Thrissur, Malappuram, Kozhikode, Kannur & Kasargodu. Those families were issued 15 Kg Rice per families free of cost. For this, 2918 MTs of rice was utilized. The total expense incurred in connection with the distribution was Rs. 9.24 crores and this was reimbursed from the Chief Minister's Disaster Relief Fund.

o. Flood relief initiatives:

The State experienced two consecutive floods in 2018 and 2019. Civil Supplies department has been taken various flood relief measures to ensure all vulnerable beneficiaries are provided with ration food grains. As part of flood 2018 relief measures, Government has provided 15 Kg of ration articles to the affected people and people living near the coastal areas free of cost. The Department of Civil Supplies had directed the ration dealers to supply rice for

free of cost. As part of the move, necessary arrangements were made in E-POS machines also. A total of 48 lakh families in 1259 flood-hit villages in the State are eligible for the free ration supply.

p. PDS and Covid-19 response:

Now, the State of Kerala is witnessing an unusual situation in the food sector, for the first time after its formation in 1956, due to COVID-19 disease pandemic outbreak in January 2020. Even though Kerala has a strong Public Distribution System, a low food production rate is adversely affecting the food security of the State. In Kerala, the coverage of ration cards is almost total. By using the infrastructure and the deep-rooted network of the PDS, Kerala was able to overcome the crisis generated by the COVID-19 outbreak and the lockdown imposed by the Central and State Governments to control the spread of the pandemic.

Kerala handled the situation with proper planning. Fully automated FPSs with e-POS machines, online allocation systems, effective supply chain management, well categorized beneficiary data and smart grievance redressal systems helped our State successfully implement activities in response to COVID-19 related emergencies. For the first time in the history of State's public distribution system, more than 97 per cent of the beneficiaries availed their ration allotment during the lockdown.

Being a consumerist State, Kerala depends for its essentials and other materials on other States. In the wake of the Covid-19 pandemic, Civil Supplies Department of Kerala was in forefront in implementing various measures for providing relief to the society and in ensuring that no one is deprived of essential commodities in this pandemic period.

In April 2020, all families under NPS and NPNS were given 15 Kg rice free of cost. Subsequently, to ensure essential food items during the lockdown period, the State Government provided essential articles kit costing Rs.972/- per kit to 87.9 lakh families in the State at free of cost. The essential articles kit named 'Subsistence Kit' had 17 items that included cooking oil, sugar, pulses, spices, cereals, and soap and the distribution of kit was done through Kerala State Civil Supplies Corporation. In addition to this, free ration to tune of Rs.300 crore was distributed to all categories of families such as AAY, PHH, NPS, NPNS etc.

Even in the midst of Covid-19 pandemic, the State took extraordinary steps and provided Onam Food Kits to ration card holders which include 11 grocery items. 83,71,176 families were benefited by this distribution. The kits were distributed through ration shops. In addition, 10 kg of rice/card was given in August at Rs. 15/- per kg- rate to non-priority sections. Along with this, rice and other essential items were supplied at subsidised price by the Supplyco, Consumerfed and Horticrop. To tide over the difficulties caused by Covid-19 induced pandemic, Government decided to extend the supply of essential articles free kit which includes eight essential items to all ration card holders.

5 Kg rice or 4 Kg Atta/person was distributed to migrant or guest workers at free of cost. Labourers who were not covered under the National Food Security Act and State Public

Distribution System (PDS) were only eligible for this benefit. As part of the Centre's 'AtmaNirbhar Bharat and PM Cares' fund, food kits containing 5 kg. of White Rice and 1 kg of Black Chickpeas were given to the registered migrant labourers for two months.

In addition to these measures, students up to primary level who are covered in mid-day-meal scheme were given provisions and rice kit. Around 26,26,110 students in Govt and aided schools across the State benefited from the scheme. Fisher folk community affected by pandemic as well as the trawling ban was provided with food kits.

q. Road map set for the better future of PDS

There are various projects in the pipeline, which are likely to fructify in the next 5 to 10 years, which will add value to the stakeholders. These projects include development of scientific storage, implementation of the Hunger-Free Kerala project across the State, the diversification of the food basket in the public distribution system, building greater awareness among beneficiaries, and optimization of the supply chain.

Storage loss mainly arises due to loss of moisture, a prolonged storage period, varying climatic conditions, the bleeding/spillage of grains from gunny bags, bird/rodent infestation in storage complexes, sliding down/deterioration of stocks, and Fungus/insect infestation of stocks. To address storage losses, options for the construction/hiring of scientific storage units must be explored. The Food Corporation of India has mentioned the advantages of Steel silos with bulk handling facility as a highly mechanized and scientific way of bulk storage of food grains which brings in efficiency, flexibility of operations and prevents losses during storage and transportation. If food grains are stored in silos and transported in bulk, losses due to theft, pilferage and transportation would be negligible compared to food grains storage in bags in conventional warehouses. The requirement of land for silos is approximately 1/3rd of that required by conventional storage warehouses of same capacity, which is an added advantage. Moreover, silos can be operated round the clock. This would bring in flexibility and would improve overall efficiency. It would also contribute to improving the efficiency of railways as also creating an efficient Food Supply Chain Management System..

Hunger Free Kerala Project is a State government initiative under the 13th Five Year Plan. In keeping with the UN Sustainable Development Goals for 2030, different districts in Kerala followed different methods of enacting the project. Some districts, like Thrissur, provided meals at subsidised rates and delivered meals to the elderly, while others, like Alappuzha, operate on a largely charity-based model, with customers allowed to pay whatever they can, or nothing at all, for a meal a day, in addition to delivering meals to certain identified beneficiaries. Government plans to implement the project across all the districts in Kerala.

More awareness must be created to beneficiaries on their entitlement. The Department has been widely publicizing various channels of grievances redressal that beneficiaries can approach for the resolution of their problems. Radio, television, print media and social media are being used to create more awareness among beneficiaries. Measures are also being taken to create awareness among migrants to avail their entitlement in their local language. The

State also gives importance in diversifying the basket of food items for public distribution schemes. It is important that the number of beneficiaries and outreach of the public distribution system should be utilized to increase nutrition standards. It is desirable to add more food grains such as coarse grain in addition to rice and wheat.

Kerala Government is proactively taking various steps to increase agriculture production, 'Subhiksha Kerala' being the latest in the series. The 'Subhiksha Kerala' scheme as a flagship programme aims at large-scale production of paddy, fruits, vegetables, tubers, grains and legumes as part of making Kerala self-sufficient in food production. Various government departments are coordinating with farmers, youngsters, repatriated NRIs, Kudumbashree units and NGOs to disseminate the objectives of the scheme at the grass root level. The Government envisions a total revival of agriculture in the State. As per the programme objectives, within the next five years agriculture should be the major livelihood source and it must resolve food security concerns of the State.

In 2018-19, Hunger-free Kerala Project was re-named as 'Subhiksham' (Abundance). The first major step that has been taken up by the government is the conversion of fallow lands into farms. Initiatives have begun to convert around 25,000 ha of fallow land into cultivation of paddy and fruit crops through integrated farming, which would in turn increase production and income of the farmers. Various financial and technical facilities are provided to the farmers, farmer-producer organisations, Kudumbashree and co-operatives.

r. Review of schemes Implemented in Civil Supplies Department during 13th Plan:

In 2013, the revolutionary food legislation namely The National Food Security Act 2013 was promulgated and based on which the present system of rationing is being continued in the State since 01.11.2016. Consequent to this, the PDS in force was virtually subjected to a systematic change. As per the said Act, the responsibilities of both the Central Government as well as the State Government are clearly delineated which is one of the salient features of the Act. All the components contemplated in the Act have already been implemented in the State successfully.

The other prime concern of the Act is ensuring accountability and transparency in the functioning of TPDS. Some of the proactive steps taken by the Government for ensuring proper functioning of the PDS in the State are given below;

1. Identification of eligible priority households [PHH] as per the approved parameters of the State.
2. The Supplyco, a PSU under the Food and Civil Supplies Department has been designated as the Authorised Agency.
3. Ration cards were issued to almost all sections of people and families even beyond the scope of NFSA, for ensuring universal coverage.
4. The details of eligible households are made available in public domain.
5. The continuous purification of the final list of NFSA is being conducted and the State could weed out the number of ineligible families and this exercise could benefit 1.54 crore population to avail for the NFSA benefits.
6. The tracking of movement of vehicle carrying food grains for TPDS is being

implemented.

7. The E PoS machines have been installed in all FPS in the State.
 8. As regards the grievance redressal mechanism, a separate call centre has been constituted at the Commissionerate through which any one can lodge their grievance through online and will be duly redressed.
 9. Training was imparted to all members of the Local self-Government Institution regarding the mode of functioning of TPDS and the role of the LSG institution in this regard.
 10. Vigilance Committees were constituted as per the section 29 of the Act at all levels ranging for FPS level to State level.
 11. The State Food Commission with 5 members was also constituted which is being functioned effectively in accordance with the section 16 of the Act.
 12. The Addl. District Magistrate in each district is designated as the District Grievance Redressal Officer of that district as per section 15 of the Act.
 13. It has been decided to put all the activities of the PDS to social audit as per section 28 of the Act.
 14. Concurrent Evaluation of the functioning of the TPDS has been done through the faculties in the University of Kerala and their report has been communicated to Ministry of Food, New Delhi.
 15. The enforcement mechanism in the Department has been strengthened and also Deputy Vigilance officers are posted of late as the measure on this aspect.
 16. All FPS in the State had given a new face and converted them to be accessible ones, to all the card holders.
 17. The diversification of FPS is a great concern for the Government for which discussions are on with Banks and other agencies to convert FPS as Common Service Centres
 18. All FPS owners are being paid margins handsomely and timely disbursement of margins is ensured every month.
 19. Effected door delivery of food grains at FPS level.
 20. Mobile FPS are arranged in hilly areas where the AAY beneficiaries are mostly populated
 21. A detailed "Vision Document" is prepared for the 14 th Five year plan [2022-2027]
- All schemes under the TPDS are being implemented in the State in an effective manner. But in the case of Annapurna scheme which was launched in 2000, there is wide gulf between the numerical strength approved by the Government of India for the State and the available beneficiaries. The Government of India pegged 44 498 numbers as eligible beneficiaries in the State. As far as Kerala is concerned, a little is left behind from the social security pension scheme devised by the State Government.

r.1. Annapoorna scheme (State share 20% CSS) - Annapoorna is one of the component of 'National Social Assistance Programme' (NSAP) implemented by Ministry of Rural Development. It aims at providing food security to the aged destitute who have attained 65 years of age and eligible for National Old age Pension but are not getting the pension for some reasons. They are given 10 kg. of rice per month at free of cost. During the 13th plan period, the number of Annapurna cards has decreased from 5726 in 2017 to 1088 in 2020.

the number of beneficiaries of the scheme during the Plan period has shown a declining trend. The targeted number of beneficiaries approved by the Govt. of India is 44,980. As the State Provides its own Welfare pension to the said category the number of beneficiaries identified in the States is decreasing over the years, from 23,322 in 2015-16 to 5,726 in 2019-20.

r.2. Consumer awareness and welfare activities programmes: The objectives of the scheme are to provide awareness to consumers to their legal rights and strengthen the infrastructure facilities of CDRC and for delivering optimum and expeditious service to stakeholders. The main activities during the 13th plan period are seminars in connection with consumer awareness, advertisement, purchasing LCD and accessories, Consumer Day etc.

r.3 Council for Food Research and Development (CFRD): Government has constituted a Council for Food, Research and Development (CFRD) as a registered charitable society with the objective of promoting indigenous food items of Kerala and maintaining competitive quality in the International market. The objective of the scheme is to promote indigenous food items of Kerala and maintaining competitive quality in international market. Establishment of laboratories for College of Indigenous Food Technology, Training programmes, Conference Hall, Library and Reading room for CFT-K, Establishment of chilled storage and vegetable & fruits Dehydration unit at Elanji, Ernakulam, establishment of school of business management, construction of Hostels for girls at CFT-K, renovation of Food Quality monitoring Laboratory, equipment's and furniture are the main activities of the scheme during 13th plan period.

r.4. Assistance for implementation of National Food Security Act (NFSA): The National Food Security Act 2013 is an Act of the Parliament of India which aims to provide subsidized food grains to approximately two thirds of India's 1.2 billion people. As mandated in the NFSA, "priority" and "non-priority" ration cards have replaced the BPL and APL cards respectively. End to End computerization, digitisation of ration card and Aadhaar seeding, Grievance redressal portal, SMS cost, software charges, Biometric devices and E-POS machines, supply chain management from FCI to the ARD level, GPS and CCTV installation, computerisation of Taluk and District Supply offices, ICT Infrastructure and connectivity, Capacity building/ workshop/ Training on NFSA, social Audit, IEC activities, National Seminar on Food Security, Workshops, seminars, Adalaths, implementation of e-office, construction of intermediary godown etc. are the main activities undertaken during 13th Plan period.

r.5. Hunger Free Kerala: It is the policy of the Government to provide onetime free meal a day for the needy. The objective of the scheme is to eliminate hunger by 2022 in Kerala. This scheme was started during last year of the 13th plan period and is implementing with the help of Kudumbasree units and other voluntary organization/ non-government organization. Presently the scheme is implemented in Trissur, Alappuzha and Kottayam districts and it is intended to be extended in all districts. The main components of the scheme are Subhiksha scheme and orphanages and other welfare institutions. During the plan period, Subhiksha restaurants have been started in Alappuzha, Thrissur and Kottayam districts in the second

Table 3 Civil Supplies - Year wise Outlay and Expenditure (2017-18 to 2021-22) (Rs. In lakhs)

	Scheme Name	2017-18		2018-19		2019-20		2020-21		2021-22		Total Outlay	Total Exp.	%
		Proposed Outlay	Actual Exp.	Proposed Outlay	Actual Exp.	Proposed Outlay	Actual Exp.	Proposed Outlay	Actual Exp.					
1	Annapoorna scheme	51.00	0 .91	44.00	3.90	44.00	0.00	41.00	0.00	15.00	15.00	195.00	19.81	10.16
2	Consumer welfare fund	100.00	53.82	200.00	107.68	100.00	73.80	115.00	89.37	100.00	100.00	615.00	424.67	69.05
3	CFRD	650.00	591.2	600.00	269.62	711.00	250.00	652.00	530.79	652.00	652.00	3265.00	2293.61	70.25
4	Implementation of NFSA)	11700.00	8052.32	3100.00	1830.74	2293.00	1238.06	3810.00	1868.50	3945.00	3945.00	24848.00	16934.62	68.15
5	Hunger Free Kerala	70.00	70.00	1400.00	220.00	100.00	0.82	84.00	1.31	150.00	150.00	1804.00	442.13	24.51
6	Infrastructure for Civil supplies dept.			500.00	55.82	550.00	178.19	427.00	13.20	100.00	100.00	1577.00	347.21	22.02
7	Revamping of outlets of Supplyco			800.00	400.00	1000.00	300.00	829.00	801.52	1350.00	1350.00	3979.00	2851.52	71.66
8	Formation of Consumer Affairs Division					200.00	0.00	42.00	32.5	100.00	100.00	342.00	132.50	38.74
9	Total	12571.00	9062.29	6644.00	2939.19	4998.00	2040.87	6000.00	3337.19	6412.00	6412.00	36625.00	23791.54	64.96

phase of the project and the restaurants are operated under the supervision of the respective Taluk Supply Officers. Kudumbashree/ Voluntary Organisation and Co-operatives have entered in to an agreement to cook and distribute lunch at Subhiksha hotels at reduced rates.

r.6. Infrastructure for Civil Supplies Department: The objective of the scheme is to improve the infrastructure facilities of the department for better service delivery by implementing e-office, providing official vehicles, and constructing office buildings. There are 77 Taluk Supply Offices and 6 City Rationing Offices functioning under Civil Supplies. Construction of Taluk Supply Office, Kochi City Rationing Office, District Supply Office, Malappuram, E-office in Civil Supplies Department offices, purchase/ replacement of old vehicles, basic infrastructure for the Department etc. are the main activities undertaken during the period.

r.7. Revamping of outlets of Supplyco: The Supplyco has about 1100 outlets under various categories of retail activity, which have to be revamped, besides the centralised design and re-branding work. The objectives of the Schemes are to provide better shopping experience to consumers and thereby increase the turn over. During 13th Plan period, Depot Management system, Outlet Management system, Software Development and Modernization of Internet Connectivity in Supply-co-1, Web Based Centralized Software Solution, and Mechanisation of Tea Blending Operations in Supplyco etc. are undertaken.

CHAPTER : II

PROSPECT OF 14TH FIVE YEAR PLAN

The Department of Civil Supplies, Kerala have made a momentous contribution to the progress of our State in achieving Sustainable Development Goals (SDG) by establishing an unparalleled network of Universal Public Distribution System (PDS), spanning across the nook and corner of the State. The 14th Five Year Plan (2022- 2027) for the Department has been formulated with an objective to realize the vision of a “hunger free Kerala” by 2030 AD. The overall aim of the 14th Five Year Plan is to strengthen the Public Distribution System through the implementation of NFSA, 2013 and improve nutritional outcome among the beneficiaries by improving access and sufficiency of quality food at right quantity at affordable price. Achieving optimum transparency and efficiency by streamlining the entire PDS network and Supply Chain Management System from top to bottom through the expansion of end-to- end computerization with cutting edge technology, office modernization for ensuring speedy service delivery, ensuring distribution of food grains in right quantity, with good quality, capacity building of different stakeholders, strengthening of market intervention operations, establishment statutory grievance redressal mechanism etc., are the priorities during the implementation period. It is also planned to collaborate with other departments for a concentrated and holistic approach towards providing food and nutritional security to the citizens of Kerala.

Food safety is another area to be addressed during the 14th Five Year Plan. Centre for Food Research and Development (CFRD) Konni has number of Programmes in food safety training, value addition, food safety standards for storage facility, food safety survey of vegetables and non-vegetarian food items, food quality monitoring labs, School of food business management etc.

There are 14 District Consumer Disputes Redressal Commissions in the State and these commissions are overseen by the Consumer Disputes Redressal Commission at the State level. These forums and Commission are to be strengthened and modernized. There are different types of consumer awareness and welfare activities planned during the 14th Five Year Plan period.

Open Market Operation of Supplyco is to be supported for the price control of essential commodities and to supply essential commodities at subsidized price. The modernization and revamping of Supplyco outlets to be done to attract more customers.

Basic infrastructure such as own building and furniture for Civil Supplies department is to be provided for the smooth functioning of the department in food clean premises.

The Department of Civil Supplies, Government of Kerala is highly hopeful of bringing in a positive change in the whole public distribution scenario, by bringing in major policy changes. Some of the changes include the NFSA implementation strategy will mostly of nutrition based rather than quantity based. Strengthening of infrastructure including the godowns and the FPS is another important strategy for the next 5 years. The thrust on ICT

will be a key feature in the 14th five years plan with a view to further strengthens the End to End Computerization of PDS. Monitoring of quality and quantity of product and services of the Department will be another key event in the forthcoming plan period. Capacity building of the officials in the Department and awareness of consumers on their rights will be focussed in this plan period to improve the efficiency of the officials and also to empower the citizens. Some of such view are discussed here under.

a. Nutrition dimension of NFSA implementation

The government of Kerala started implementing the National Food Security Act (2013) from 1st November 2016 and the State has successfully implemented NFSA 2013 as per the norms suggested by Government of India. Kerala is a better performing State of the country, in terms of nutrition status indicators and performance of the public food distribution system. Special efforts were taken during COVID-19-19 to ensure that food was reached to the poorest and most vulnerable. The nutrition indicators as per the fifth and latest round of the National Family Health Survey (NFHS-5) 2019-20, however indicate a worsening of nutrition indicators in children less than 5 years of age in comparison to NFHS-4 (stunting has increased to 23.4% from 19.7% and underweight from 16.1% to 19.7%). Further, the COVID-19-19 pandemic since last year, is expected to have an impact on child nutrition indicators, particularly wasting. Anaemia is high among children (6-59 months) at 39.4%, women 15-49 years (36.3%) and girls 15-19 yrs (32.5%); it is also high among boys 15-19 yrs at 20.7%. A rising trend observable is the increase in overweight and obesity between the two NFHS rounds from 28.5% to 36.4% among men and from 32.4% to 38.1% among women. These indicators are correlated to increase in incidence of noncommunicable diseases, and are reflected in the higher prevalence of hypertension and diabetes in the population, in the NFHS-5. The trend is in keeping with trends observed globally with economic growth and development leading to increase in consumption of ultra-processed and unhealthy foods.

Development of scientific storage facilities, implementation of 'Hunger-Free Kerala' project across the State, diversification of the food basket in the public distribution system, building greater awareness among beneficiaries, and optimisation of the supply chain are listed as projects to be implemented in the next 5 to 10 years in the Kerala Development Report 2021. It is also Stated that the number of beneficiaries and outreach of the public distribution system be utilised to increase nutrition and that the food basket may be diversified by adding food grain such as millets.

The Hunger-Free Kerala Project was started as initiative under the 13th Five Year Plan to achieve SDG2 of Zero Hunger. Different districts in Kerala are following different methods of implementing the project. Some districts, such as Thrissur, provide meals at subsidised rates and deliver meals to the elderly, while others, like Alappuzha, operate on a largely charity-based model, with customers allowed to pay whatever they can for a meal a day, or even not pay, in addition to delivering meals to certain identified beneficiaries. The Alappuzha initiative has evolved into the 'Subhiksha' project, to provide at least one free meal a day to the needy. Subhiksha restaurants have since been started in Alappuzha, Thrissur and Kottayam districts in the second phase of the project; the restaurants are

operated under the supervision of the respective Taluk Supply Officers. Kudumbashree, voluntary organisations and Co-operatives have entered into an agreement to cook and distribute lunch at Subhiksha, at a cost of 20 per meal. For cooking and distribution, an amount of 5 per meal is given by the Government as subsidy. On an average, 500 to 1500 people are reportedly using this facility daily.

India carries one fourth of the global burden of food insecurity and hunger with about 195 million undernourished people consuming less than the recommended minimum dietary energy requirements. The global agenda of ending food insecurity and hunger by 2030 will not be achieved unless India makes significant progress. The Global Hunger Index (GHI) 2021, published by Concern Worldwide, an Irish aid agency, and Welt Hunger Hilfe, a German non-profit, has ranked India at 101 out of 116 countries, in its assessment of how successful countries have been in combating hunger. The Zero Hunger Framework through its 2030 agenda aims to end hunger and malnutrition in all forms and everywhere by 2030. Kerala is a State which has advanced towards ending hunger, therefore achieving the “Hunger Free” status should be possible and therewith setting an example for other States in India. In continuation to the NFSA implementation, End to End computerisation and consumer welfare activities, the current State strategies for food and nutritional security will need to be further strengthened to address nutritional imbalances in the short and long term in order to align with the goal of hunger free status by 2030

Evidence based nutrition-specific interventions and delivery strategies have to be implemented to reach poor segments of the population at greatest risk. Implementing nutrition-specific interventions solely is not enough; achieving a sustainable decrease in malnutrition rates requires an integrated response, therefore:

Nutrition specific approaches need to be linked to nutrition-sensitive approaches i.e., women’s empowerment, agriculture, food systems, education, employment, social protection and safety nets.

a.1 Public Distribution System scenario (PDS):- Under the PDS, presently fortified wheat flour, wheat grains, rice and sugar and kerosene are being distributed to various categories of beneficiaries. Though the wheat and rice distributed in the PDS are able to fulfil some of the macro-nutritional requirements of the households, the micronutrient content of these cereals is low and provides only a small proportion of the daily requirements of vitamins and minerals while the distribution of fortified wheat flour is limited to families above the poverty line. The PDS rations also do not provide the much needed high quality proteins and do not fulfill the nutritional requirements of key physiological phases of life such as the first 1000 days of life, adolescence etc. It is thus important that the State priorities in the next 5 years focus on micro and macronutrient aspects of food grains distributed under PDS.

a.2 Mid Day Meals schemes (MDMS):- The MDM should be made more nutritious by fortifying the meals with micronutrients which are currently lacking in the diet. Rice based hot cooked meals are provided to school children as part of the mid-day meal in the schools. Milk and egg are provided twice a week to school children partaking in the mid-day meals.

Though the mid-day-meal is an important policy instrument to foster learning and improve child nutrition, various studies carried out in Kerala also opines that mid-day-meal-scheme has no great impact on the nutrition level, enrolment and dropout of students. The scheme can however, make a positive impact on nutritional level of students, if the food-items provided have better nutritional content in terms of both macro and micronutrients.

a.3 Integrated Child Development Scheme (ICDS):- The ICDS scheme is India's response to the vicious cycle of malnutrition and morbidity. An integrated set of health, nutrition and education services are delivered through the Mother and Child Health Nutrition (MCHN) centers. The nutrition services include provision of supplementary nutrition as take home rations to children less than 3 years of age and cooked meals to children between 3-6 years of age along with nutrition health education. Children between 6-36 months of age in Kerala receive a blended food, locally known as nutri-mix or amrutham as take home ration. Though 100% of the Anganwadi centres in Kerala provide supplementary nutrition and 89.8% provide nutrition and health education less than half of pregnant women and lactating women respectively avail of the supplementary nutrition provided, some better off households prefer not to avail of these services. Sometimes the THR is not properly used by the mothers to feed themselves or the children.

Take Home Rations should be more effective: increase in vulnerable mothers and children availing of the THR, and better use of the THR at household level. The THR should be made more nutritious with sufficient macro-nutrients and by including all necessary micronutrients for the intended consumer. The branding of the product should improve. Households should be made aware of the importance of nutritious complementary food for children older than 6 months and usefulness of the ICDS provided supplements.

Rates of global acute malnutrition can be brought down by management of both moderate and severe acute malnutrition. Anganwadi centres play a key role in following up and detecting all children with acute malnutrition and to provide the caregivers with appropriate, quality, supplements and counselling. Severe cases are referred to proper medical care.

a.4 General Health and Nutrition: - The Government of Kerala in Perspective Plan 2030 recognizes nutritional deprivation as a serious problem. Some of the Government targets include increasing the health expenditure from 0.6 per cent in 2012 to 4-5 per cent of State GDP by 2027-31. This will be achieved by 1 percentage point increase spread over the next 5 years. Some of the targets include - Reducing MMR from 66 to 12 per 1 lakh live births; reducing IMR from 13 to 6 per 1,000 live births; achieve a compound growth rate of 7.5% during the next 20 years to reach the level of USD 19,000 equivalent by 2030 and poverty rates to 1% (\$2 per day PPP)

The increase in overweight and obesity highlights the need for better nutrition awareness regarding balanced diet and healthy foods. Micronutrient deficiency or hidden hunger, particularly anemia, is also a concern to be addressed on priority basis.

In view of the rising incidence of overweight and obesity, and micronutrient deficiency, in addition to under nutrition due to calorie deficiency among vulnerable groups, the

‘Hunger-Free Kerala project’ will be reformulated to address malnutrition as a whole and ensure a ‘Malnutrition-Free Kerala’.

Diversification of the food basket accompanied by nutrition awareness will be given thrust under the 14th Five Year Plan. Posters on healthy diets will be prepared and placed in the FPS, Supply Co outlets and Subhiksha restaurants. This will include highlighting the importance of consumption of green leafy vegetables to address iron deficiency anemia and replacing consumption of unhealthy ultra-processed foods (e.g., Lays chips, carbonated drinks) with fresh, locally made traditional foods with higher nutrition value (e.g. coconut and jackfruit based products).

Linkage can be established with the Subhiksham Keralam initiative and Kudumbashree producer groups to make green leafy vegetables available in Supplyco outlets. The introduction of millets (jowar and ragi) in the PDS can be introduced on a pilot basis in Palakkad and Idukki districts, the two districts where there is cultivation of the crop. One millet-based meal in the week in the school midday meal can also be promoted in these two districts. Supply of millet-based products (e.g., flour) can be promoted in Supplyco outlets across the State. In introducing millets in the PDS, necessary attention has to be paid to its procurement, proper storage and consumer preference and taste. Lessons from other States that have introduced millets in the PDS such as Karnataka , can be examined, before putting in place necessary measures for rollout.

Subhiksham restaurants can be started in all districts of the State to serve the poor and needy. Attention can be paid to serve foods made from locally available produce that are nutritionally rich. Innovative methods can be employed, such as engaging subject matter specialist (home science) from the KVK in each district to develop the recipes and provide training to the cooks. The food served in Subhiksham restaurants can become models for balanced healthy food at affordable cost.

In the long term, the State needs to invest in developing and implementing a strategy for “Hunger Free Kerala”. An in-depth analysis of Food Security and Nutrition gaps would suggest gaps and specific determinant of hunger in vulnerable groups. Based on these analysis strategies to combat nutritional deficiencies in specific groups will need to be developed. The State will also need to collaborate with various ministries, private organisations in the plan strategies to converge nutritional outcomes of various food based safety schemes. All this would depend on a secure political commitment for piloting and further scaling up approaches such as food basket diversification, fortification etc.

a.5 Diversify the food baskets:- The ration obtained through the PDS by the most vulnerable population should include pulses and the staple (flour or rice) should be fortified with micronutrients which are currently lacking.

Given that on an average almost half of the nutritional requirements of the households remain unfulfilled as per the NNMB report, diversified food basket seeks to fill this gap at the household level through the PDS platform. The recommendations for the food basket include:

Expand the PDS food basket in order to meet 50% of the recommended dietary intake of pulses. Assuming a five member household, considering the NNMB data sets and taking existing pulse consumption into account, this effectively translates into providing 5 kg of pulses and 2 ltr. of edible oil per household per month. Considering the scale of the activity, it is proposed to provide at least 2 Kg of pulse and 2 litres of oil to the most vulnerable 20% of the population.

Fortify the key staple consumed in the State as per the fortification standards issued by the Food Safety Standards Authority of India. In Kerala, a significant portion of the monthly grain allocation in the PDS is rice. Further the diversified food basket does not foresee any change in the existing allocation of cereals distributed to either the Antyodaya Anna Yojana or the priority households.

Guiding principles to be followed in the roll out of the nutritionally enhanced food basket: (i) Address nutritional gaps in the diet of the population (ii) include locally produced and preferred food items in the food basket (iii) use existing supply chain and administrative structures for providing the enhanced food basket and (iv) price control mechanism: Prices for high value commodities such as pulses are likely to be volatile. The pilot project therefore foresees provision of pulses and oil through the PDS outlets at prices lower than the market but with limited subsidy to provide the necessary cushion against inflation and price volatility. Rice is currently sold free to the beneficiary through the PDS though it is procured at a much higher rate. Fortification of rice will further increase the cost of rice by another Re 0.83/kg. A portion of the incremental cost on account of fortification of rice may be absorbed by the State while a portion may also be passed on to the PDS beneficiaries.

a.6 ARDs as a platform for IEC on nutrition awareness: Communication strategies need to be developed and implemented to ensure that beneficiaries utilize the diversified food basket options to buy nutritionally balanced foods, which meet the specific requirements of their household members. These communication strategies need to be implemented across all Authorised Retail Shops in Kerala.

a.7 Hunger Free Kerala/ Subhiksham Project: With the objective of completely eliminating hunger and achieving the sustaining development goal of zero hunger in the State, the Government of Kerala introduced the project in 2017. The project was started by serving one time free meal to bedridden patients in Alappuzha Corporation area and then in its second stage Subhiksham Hotels at Cherthala and Ambalappuzha Taluks were started for distributing meals at affordable low cost and sometimes free of cost to destitute. The project consequently won praise from all quarters. Later Subhiksham Hotels were established in Trissur, Kottayam Districts also and project implementation is at the beginning stage in Thiruvananthapuram District.

Currently efforts are undertaken to establish Subhiksham Hotels in all Districts by arranging appropriate shops fulfilling stipulated government criteria.

b. Infrastructure creation

Ensuring of Infrastructures is one of the basic pre-requisite of department. The food sector in Kerala has not given much thrust on this aspect all these years. The NFSA implementation can be completed fully in its true letter and spirit only if the supporting infrastructure is created in the public sector to reduce recurring expenditure and to avoid unforeseen problems like shifting, termination of contract etc. In the new plan important thrust is given on this aspect. With the help of Government of India Funds like Agricultural Infrastructural fund and or through loan assistance from NABARD, NCDC etc. and or through BOT/BOOT/PPP models it is planned to create infrastructure assets for the department which will help the Department in the long run.

b.1 Enhancing Storage Space

Enhancing the storage space for the food articles at least holding the same for 3 months, shall be a good strategy for a state like Kerala which depends FCI and other states for meeting 85% of its staple food needs. Adequate storage space shall be assured at decentralized and centralized levels. An ideal situation is to have a decentralized stock at FPS level for a period of 2 months and a stock for One (1) month at intermediary level preferably at Taluk level. For this 83 locations have to be identified for setting up of Taluk level godowns. These godowns will be centrally placed, which reduce the cost on logistics. Details of both strategies to enhance the storage space is given here under.

b.1.1 Construction of Scientifically designed Taluk Level Intermediary Godowns

National Food Security Act 2013 was enacted by the Parliament with the objective of providing food and nutritional security to 75% of population through a transparent, corruption free and efficient Public Distribution System by completely eradicating digression of rationed articles at various levels of the supply chain system.

The State of Kerala, having kick-started the implementation of the provisions NFSA Act from the year 2016 onwards, have successfully streamlined its TPDS system in consonance with the vision of the new act by completing end to end computerization of the entire Supply chain system, carrying out door step delivery through government agency in lieu of erstwhile private Wholesale Dealers, achieving nearly cent percent aadhaar biometric authentication, setting up of grievance redressal mechanism at the State and District levels and Vigilance Committees from the State to Local levels etc. as envisioned under the act.

Currently as part of five year plan period 2016-21 six NFSA godowns having an administrative sanction to the tune of Rs.43.18 crore are under construction at Valiyathura (2 nos), Kollam. Thiruvalla (2 nos) and Chullickal Kochi. under the scheme Assistance for the implementation of NFSA (State scheme) in the head of account 4408-02-101-99-PV.

As per Chapter VIII section 22 (4) of NFSA Act and Chapter IX section 24 (5) the Central and State governments are together obliged to “create and maintain modern and scientific storage facilities at the State, District, Taluk and Block levels, sufficient to accommodate food grains required under the Targeted Public Distribution System and other food based welfare schemes”.

As part of the implementation of the National Food Security Act 2013 in our State, Ration

Wholesale Dealers were removed from the responsibility of ration distribution and Supplyco being a Public Sector Undertaking (PSU) it was designated as the nodal agency for carrying out door step delivery of ration food grains from the year 2017 onwards.

The State's TPDS is currently storing its Central Pool of food grains which is lifted from FCI Depots, at 216 Intermediary storage godowns located across 83 Taluks in the State before distributing it to FPS under the Taluk through door step delivery system. The details of Godowns are shown below.

Table 4 Abstract of details Godowns under NFSA

Region	District	CWC	SWC	SWC Hired	Sup- plyco	CDA	Private	TOTAL	SCIENTIFIC
TVM	TVM	1	4	7	1		5	18	7
	KLM		3	4	1		18	26	4
KTM	PTA	2	2	5			6	15	4
	KTM		2	2			12	16	1
	IDK		2	1	2		6	11	2
EKM	ALP		4	2	2		4	12	4
	EKM	4	3	2	1		6	16	9
PKD	TSR	1	6	1			9	17	8
	PKD	1	3	7			11	22	5
	MLP	2	1	1			14	18	5
KKD	KKD	6				5	12	23	6
	WND						4	4	0
	KNR	2	3				4	9	1
	KSGD	0	5	1			3	9	1
TOTAL		19	38	33	7	5	114	216	57

Demerits of the present system

- Majority of these godowns are rented old buildings lacking in sufficient space or any hygienic standards. Insufficient storage space of these makeshift arrangements also causes the operation of NFSA through a large number of small godowns dispersed across different parts of the Taluk, making their official management almost impossible. Mostly of them are located at logistically inappropriate places within the Taluks. In addition they do not have any Weighbridge system for weighing loads coming in or going out of the Depot.
- The incapacity to implement First Come First Out policy and unhygienic milieu results in frequent instances of degeneration and damage of huge stock of food grains thereby causing enormous loss to government exchequer. It also results in distribution of food

grains of low quality wanting in food safety standards through the PDS.

- Huge shortage in food grain stock on physical verification and consequent imposition of fines to the tune of lakh of rupees on Intermediary Depot Staff.
- Incurrence of exorbitant transportation charges for movement of food grains from FCI Depot and to FPS in the Taluk area due to the logistically inappropriate position of the Intermediary Godown. Around Rs.280 crore is being currently spent annually to meet NFSA transportation charges from the budget provision in the non plan head of account 2408-01-101-94-03-33.
- Huge amount (Around 36 crore/year) being spent towards Rent of Intermediary Godowns in all Taluks is also met from the head shown above.

Benefits of the proposed scheme

Establishing scientifically constructed godowns with sufficient space to accommodate food grain allocation from the Central Pool at logistically proper points even within the comparatively large jurisdictional area of a Taluk Supply Office (Godowns within each Block is envisaged under the Act) will ensure the implementation of the Targeted Public Distribution System as envisaged in the National Food Security Act, 2013 as pointed out below.

1. Storage of ration food grains, strictly keeping with the food safety standards, can be ensured.
2. Strict adherence to the First In First Out stock movement method.
3. Excess expenditure towards rent and transportation charge can be greatly reduced.
4. Timely distribution of ration articles to FPS to avoid the menace of non- availability ration articles at the FPS at any time.
5. In addition, providing office space for those Taluk Supply Offices which are still working in rented buildings at the premises of these godowns will enable smooth functioning of offices as well. Expenses currently incurred towards rent of office buildings can also be saved.
6. The storing of buffer stock will ensure sufficient food storage to tide over any unforeseen natural calamity, the frequency of which is increasing nowadays due to the global warming phenomenon.

Therefore for the purpose of construction of NFSA godowns and office spaces in all 83 Taluks of the State as mentioned above and acquisition of land wherever it is found necessary due to non-availability of appropriate government land - 498 crore (@ Rs.6crore/Godown) is to be set apart in the respective capital head of account of Civil Supplies Department in the fourteenth five year plan period 2022-2027.

Inspection at the existing block godown to be strengthened to ensure food grains are stored in hygienic conditions, alternative location for godown may also be considered in flood prone area from the experience of 2018 and 2019.

b.1.2 Scheme for establishing Adequate Storage Space for all Fair Price Shops in the State

The lack of storage space in Fair Price Shops is currently creating grave obstacles to time bound ration distribution and to ensuring quality of ration food grain stock as per food safety standards. In compliance with the provisions in the NFSA Act, Government of Kerala has implemented several projects for the renovation and modernization of fair price shops during the 13th five year plan period. Establishment of scientifically designed adequate storage space capable of holding two month food grain stock is an absolutely inevitable requisite for ensuring that no beneficiary coming to a ration shop is forced to go back home empty handed without his rightful monthly ration allotment. On analysis it is observed that 8976 FPS lack this facility of 300 sq.ft area for storage. The heart of the “door step delivery” mechanism envisioned by the NFSA act is the end of this avoidable menace which is a shame to any modern society. Therefore in order to enhance the storage space of each and every Fair price shop in the State an interest free loan will be provided to Fair Price Shop owners as per norms. The government will bear the repayment of the interest portion of the loan.

b.1.2.1 Transformation of Fair Price Shops in Kerala

The State of Kerala have implemented the National Food Security Act 2013 with effect from 01/11/2016 and the Fair Price Shop (FPS) owners are one of the most important stake holders in the implementation of transparent, seamless and error free distribution of ration to the most needy in Kerala. As per the AePDS website of the Department (<https://epos.kerala.gov.in>) there are 14,002 FPS in Kerala. As per the provisions contained in the Kerala Targeted Public Distribution (Control) Order, 2021 the FPS in Kerala need to distribute rice, wheat, atta / wheat flour, sugar and kerosene through the shops uninterruptedly as per the orders prescribed in this behalf.

Out of the total 13,871 FPS, only 2109 FPS are getting an average income between Rs. 18,000 to Rs. 20,000 in a month and all the remaining shops are getting more than Rs. 20,000 per month as income. There are 2 shops in Kerala which earn more than 1 lakh per month as commission. It is interesting to note that Government of Kerala assures a monthly income of Rs. 18,000/- to all the Fair Price Shop owners who distribute more than 45 quintals in a month and almost every owner becomes eligible for this minimum commission.

The range of commission with the ration shops are getting as per the estimates of 2020-21 is given here under:

Table 5 Commissions of Ration Shops as per the estimates of 2020-21

Commission Amount	Total FPS
<10000	41
10001 TO 20000	2068
20001 TO 30000	6654
30001 TO 40000	3344

40001 TO 50000	1275
50001 TO 60000	368
60001 TO 70000	103
70001 TO 80000	14
80001 TO 90000	2
90001 TO 100000	2
TOTAL	13871

Government of Kerala on account of the same have expended an amount of Rs. 1052.8646 Crore in last 5 years and the annual expenditure incurred on account is given here under:

Table 6 Annual Expenditure from 2016-17 to 2020-21

2016-17	169.0746 Cr
2017-18	148.90 Cr
2018-19	184.30 Cr
2019-20	197.02 Cr
2020-21	353.57 Cr
Total	1052.8646 Cr

Transformation of Fair Price Shops is looked upon on two fronts by Government of Kerala as given hereunder:

b.1.2.1.1 The physical appearance and area

As part of enhancing the physical appearance of the Fair Price Shops, a uniform colour code has been introduced for the Fair Price Shops in Kerala with yellow and red colour as given hereunder:

Figure 1 Fair Price Shop



Besides this, Government of Kerala in the year 2022-23 has proposed a project in the Planning Board to financially support FPS owners to enhance the area of the Fair Price Shops.

The lack of storage space in Fair Price Shops is currently creating grave obstacles to time bound ration distribution and to ensure quality of ration food grain stock as per food safety standards. In compliance with the provisions in the NFSA Act, Government of Kerala has implemented several projects for the renovation and modernization of fair price shops during the 13th five year plan period. Establishment of scientifically designed adequate storage space capable of holding two month food grain stock is an absolutely inevitable requisite for ensuring that no beneficiary coming to a ration shop is forced to go back home empty handed without his rightful monthly ration allotment. On analysis it is observed that 8976 FPS (64%) lack this facility of 300 sq.ft area for storage.

Therefore in order to enhance the storage space of each and every Fair price shop in the State a low interest loan will be provided to Fair Price Shop owners as per norms. The government will bear the cost of repayment of a portion of interest of the loan.

b.1.2.1.2 The additional services rendered

Government of Kerala is planning to introduce variety of services in the Fair Price Shops so as to make it more citizen friendly and thereby enhancing the income of Fair Price Shop owners along with enhancing the value added services to the citizens who are approaching the Fair Price Shops.

b.1.2.1.2.a Introducing banking services through Fair Price Shops

As per the new economic policy the bank branches which are not economical in nature are either getting merged or getting closed especially in rural areas where the number of transactions are less. This ultimately would lead to reduce a money flow especially in rural economy. To avoid this Government of Kerala is trying to introduce the banking service in all Fair Price Shops which are distantly located from the main stream. It is important to note that the current E-POS machines which are in operation will be available at the current rates only till 2023 and it is obligatory on the part of the Government to think of an alternative system to either supplement or replace the E-POS system currently in place. In this background Government of Kerala is planning to introduce Android based mobile application which supplement or replace the E-POS system. The features like thumb recognition along with Iris recognition will be part of this Android solution which will revolutionize the rationing operations in the State. Moreover, as bankers are involved banking transactions especially cash withdrawals to the tune of Rs. 2000/- will be introduced in the Fair Price Shops. An RFP in this line is under final stages of preparation and the tender will be floated within 30 days, for finding out the banking partner to introduce the same.

b.1.2.1.2.b Payment of utility bills

The utility bills like Kerala State Electricity Board's bills, Kerala Water Authority bills and bills of various telephone service providers will be collected at the Fair Price Shops in the near future. This will be part of the banking transaction proposed above.

b.1.2.1.2.c Making the FPS a Mini Citizen Service Centre (MCSC)

The Citizen Service Centres by name “Akshaya” has been doing very good job in the sector. However, where the operation of Akshaya is not strong in such areas the Fair Price Shops will act as a mini Citizen Service Centre (CSC) to avail the Government services especially the certificate services. It will be on a turn key basis wherein the unemployed youth who would be able to bring in a laptop will be given a facility to sit and operate the laptop whereby providing additional income to the Fair Price Shops.

b.1.2.1.2.d Sale of other commodities / general store items through FPS

Government of Kerala expended nearly Rs. 950 Crores for stabilization of price in the market and the subsidized items are given only through Maveli Stores. The benefits of this are limited only to a small section of population, who have access to Maveli stores. If this is expanded to FPS, more income can be assured to FPS owners. Discussions are on to introduce 13 subsidy items in FPS as part of this scheme.

b.1.2.1.2.e Introduction of ATM sized ration cards

Apart from the fundamental functionality of providing ration items to the beneficiaries, the ration cards are being used by the citizen as a documentary evidence for the residence to many state and central public services. The department have successfully implemented the service for the citizens to download ATM sized cards with effect from Nov 2nd 2021 which made them to bid adieu to the age-old tradition of keeping book kind of ration cards.

Going one step ahead from the e-ration card, the department of Civil Supplies has made a dramatic change in the appearance of ration cards. The department introduced the PVC/Plastic kind of ration card on November 2nd 2021. Although the e-ration card served better, the scope for improvement in the design in terms of portability was taken as a challenge which made the path for introducing ATM sized ration cards that which is more handy and durable. It is also note worthy that the department has already rolled out One Nation One Ration policy in-line with NFSA where in AAY and PHH ration card holders shall avail ration across pan India. The introduction of plastic/PVC kind of ration card makes the beneficiaries to easily carry it when travelling and to get ration across the nation.

The first day of launching the project recorded a hit of 95,000 cards being downloaded and printed through various akshaya centres across the state. The dimensions of the card are so handy and are at least 0.76 mm thickness, 85.60 mm length and 53.98 mm breadth. It was also announced in the press release that sooner these PVC cards will be chip enabled for performing ration distribution to the beneficiaries. The Civil Supplies department offered the service free of cost, and the akshaya centres were authorized to collect a very marginal fee of Rs.65/- for printing these cards. Apart from the akshaya centres, the private service providers were also authorized to extend this service.

b.2 ICT & End to End Computerization

Integration of Public Distribution System through cutting edge technology is essential to ensure transparency / and efficiency in the system as envisaged by NFSA, 2013. During last five year plan period several path breaking steps were undertaken in this direction like installation of E - POS machines in ration shops, Aadhaar linked service delivery, issue of

e-ration cards etc.

It is necessary to establish State, District, Taluk and NFSA Depot level GPS tracking Control Rooms to augment the advancement of the system to ensure transparent TPDS. This will enable digital real-time tracking and control over the movement of PDS food grain stock in the entire State. Also, container modeled offices at all FCI godown premises for Civil Supplies Department officials engaged in food grains lifting duty is necessary to ensure efficient service delivery.

The objective of NFSA is to provide for food and nutritional security in human life cycle approach, by ensuring access to adequate quantity of quality food at affordable prices to people to live a life with dignity. Kerala has been a front runner in implementation the scheme with wide coverage of genuine beneficiaries across the State.

Digitization of Ration cards, implementation of six step validation to address exclusion of ineligible and inclusion of genuine beneficiaries under NFSA, Supply Chain Management and Fair price automation have been successfully implemented. Success of digitization and transparency was well appreciated during first and second COVID-19 lockdown where all needy and poor were covered under various schemes.

With successful implementation of AePDS and integrated Aadhaar enabled SCM The system has facilitated in eliminating ghost ration cards and enabled end-to-end tracking of stock movement It is the time to use the technology to refine the system and use the already existing data to analyze and to improve the entire PDS ecosystem.

Analysis of the existing system shows some area of improvement

1. Digital payment by dealers: Cashless mode, Aadhaar authentication payment by beneficiaries
2. Stock movement: Integration of Stage-I with FCI Depot operating system
3. Integration of Vehicle tracking system to integrate with GPS device: Vehicle tracking system is to bring more order and transparency in the public distribution system, the vehicles carrying food grains be installed with the GPS trackers. With the integration of IAe-SCM and AePDS authentication mode of stock receipt at FPS so far and more transparency has come to stock movement and definitely has put an end to the large-scale pilferage that is occurring in the food grains that reach the FPS. But vehicle tracking System is considered as a part of the modernization initiative to be implemented on the entire food distribution system of the State. We know that cargo theft is a major issue in logistics and the government trucks too are not spared. Defining shortest route through route optimization to reach the shop is to be worked on to decrease the cost of transport. Same day delivery and differed day delivery may be kept as criteria for payment calculation. The department of the State can track all the food grain trucks from a centrally operated system. The real-time location data streaming will let them know the exact geo-location of all the trucks on the go. The GPS tracking system will enable them to inquire whether the crew members are violating routes, taking halts at unscheduled locations and helping local food mafias to deplete the load. The

authorities will be able to keep an eye on all the trucks round the clock, at a time, and if any theft attempt is identified, taking immediate action will be easy.

4. Implementation of supplier's module for Dispatch of other than PDS commodities: Implementation of MDM, ICDS and other welfare schemes through POS with Aadhaar authentication: Which brings transparency to these subsystem and Aadhaar enabled distribution of commodities to these schemes gives more authentic system. Aadhaar seeding of all the beneficiaries under this scheme will avoid duplicity and will help in distribution of Dry ration to school kids during summer vacation.
5. Godowns: Integration of weighing scale and weigh bridges in godown with Automation of weighment, integration with POS at the time of receipt and issue of stock
6. LAB Testing module to be implemented to check the quality of commodities
7. Fair Price Shop: Reorganizing shops with less and more number of cards : GPS coordinates of all FPS to be collected and distance of one shop from another and also availability of shops in most populous area to be studied. Reorganization of shops to remove shops where distribution is less or number of cards are tagged are less should be dropped whereas the areas where people have to walk more or shops with more number of cards or more portability can be split to reduce the rush and queues.
8. The distribution pattern to be analyzed and as the observation says there is very less distribution on Sundays and month ending. In such cases the same shops can be used by the dealer to distribute other commodities. The Maveli commodities can be distributed through FPS to increase the income of the dealers and also people can take all commodities at one time from the shop.
9. In inaccessible and hilly areas the FPS can be converted as mobile FPS to the door step of the beneficiaries.
10. Mobile FPS to be used for door delivery for old, bed ridden leprosy patients and NACO cards.
11. During heavy rains and flood mobile FPS can provide a big relief.
12. The capacity of FPS in areas of heavy rain may be increased where the vicinity is less and in rainy season three months allotment and stock movement can be done in advance before rainy season starts under advance allotment
13. Changing commission payment mode for the dealers: In general Commodities are given to dealers after deducting their commission. Other mode of option would be to give commission based on ration distributed by them. This motivates them to be punctual and deal with more beneficiaries under portability. Award and encouragement to dealers with Fair mode of distribution and more portability
14. Digitization of un-automated shops in shadow areas: AePDS has a solution for shadow area shop with less internet connectivity. The partial offline solution works in online when signal is available and switches to offline mode when signal is available
15. Aadhaar authentication failures: It has been observed that Aadhaar authentication failures of the type error code 811, 995, 996 are not addressed where beneficiaries have to re-enroll. Nominee facility has been provided to draw ration but such beneficiaries have to reenroll at Aadhaar.

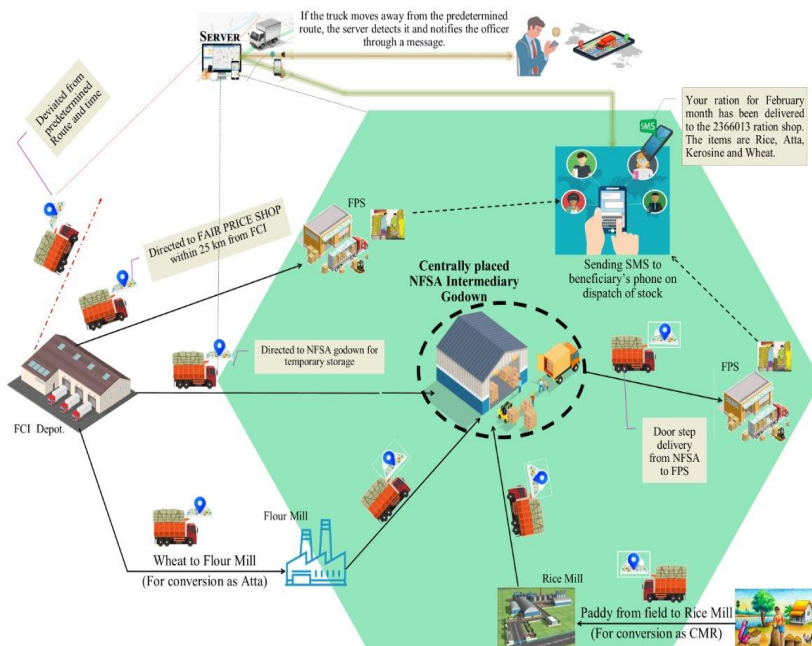
16. Discontinuing OTP based authentication: Kerala is the only State using OTP based authentication. Only one member of the family is seeded with Aadhaar and the mobile has to be carried by the beneficiaries who come to draw the ration. SMS do not always reach in time
17. Grain ATM: Introduction to Grain ATM which is already implemented in Haryana
18. Integrating weighing scale at FPS: As per Government of India rule each FPS has to be equipped with weighing scale which should be integrated with POS device to avoid manual intervention. Other than packed commodities all commodities should be weighed in front of the beneficiaries. Such weighing scales should be also made available in mobile vans for door delivery.

c. Innovation for bettering delivery mechanisms

The movement of grains happens from FCI godowns to NFSA godowns and from NFSA godowns to FPS normally. In the case of CMR the Paddy procured from field will first move to the designated 52 mills and the processed /bagged rice then moves to NFSA godowns. From these godowns it moves to FPS later. The wheat which is to be supplied as “atta” will move from FCI godowns to the mills and “atta” produced will first move to NFSA godowns from there to FPS finally.

There are many complaints on diversion of stock due to many loopholes in the delivery mechanism at present. In order to avoid the same a detailed plan has been prepared and it is under various stages of discussion. A thematic representation of the proposed system is given here under.

Figure 2 Thematic Representation of Delivery Mechanism



Once the above mention system is in place the delivery mechanism will become highly professional and accountable in nature.

C.1 Establishing “Model Fair Price Shop” in all Local Bodies in the State

The NFSA Act 2013 under Chapter V envisages far reaching progressive reforms in the existing Public Distribution System by “giving preference to public institutions or public bodies such as Panchayath, Self help groups, co-operatives in licensing of fair price shops and management of FPS by women or their collectives”. Fair Price Shops being the final public interface unit of the Public Distribution chain, the transparency and social benefit of the entire system depends on the quality of its service. As a first step towards the enactment of this provision in the said Act, “Model Fair Price Shops” will be set up in all local bodies in the State under the management of co-operatives or self help groups such as Kudumbashree units. The respective co-operative societies or local bodies concerned[As per Chapter X of NFSA Act] shall provide necessary shop space with adequate storage area for holding food grain stock equal to two months food grain allocation under NFSA Act. Anywhere ration system made possible by the ration portability mechanism will enable these newly established shops to cater to a large section of population including the migrant population who are incapacitated by time and social constraints and hence are presently deprived of their PDS allocation. These model FPS will emerge as a role model for transparent, people friendly public service centre and inspire the existing adjacent Fair Price Shops in the locality to follow its high standards thereby enabling the society to march towards the vision of a corruption free Public Distribution System. This will also enable the institutions to provide employment to educated unemployed women in their locality. The State Government will ensure financial support for establishing shop building by bearing the interest part of the loan taken by the above institutions as per norms.

c.2 Scheme for door step delivery of ration to tribal / coastal destitute living in forest/ tribal/coastal remote areas and for people affected by natural calamities

Absence of ration shops in remote forest and hilly areas and lack of conveyance facilities and exorbitant traveling expenses often force the tribal and destitute inhabitants to relinquish their privileged subsidized food grain allocation. This certainly results in a pathetic situation wherein the most deserved and needy section of the society is denied their rightful government assistance for life sustenance.

As a solution to this longstanding problem Civil Supplies Department has already introduced the “Mobile Ration Shop” Scheme which currently brings ration articles directly to the tribal people in 5 districts of the State. But currently vehicles for the purpose are taken on rent by the department which causes avoidable excess expenditure.

The scope of this project has to be enlarged to ensure that no tribal/coastal destitute people in the State living in the remote corners are left without getting their entitled ration benefit. For this purpose 14 heavy duty hill carrier vehicles are to be bought for the department and every vehicle shall be used for covering each districts. These vehicles can also be utilized for relief measures in the event of unforeseen natural calamities.

c.3 “Any time Anywhere Ration Shop”

Despite increased allocations, ration off take among non-priority category is remaining less, due to time and social constraints. As a solution to this, “Any time anywhere Ration shops” are to be set up at selected places by installing vending machines. In the initial phase such shops are to be established at the Corporation limits.

c.4 SMART Ration Card

The department introduced a major change in the appearance of the ration card. A new ATM sized type ration card was unveiled for achieving more compactness and durability when compared to the old model of ration cards. The process is made very simple that any ration card holder shall through authorized akshaya centres can download the new PVC type ration card and get it printed and laminated. The service was made available with a marginal cost. It is to be noted that the beneficiaries were refrained from visiting the taluk supply offices in person to get the new cards with the help of this scheme.

The ration portability integrated with the One Nation One Ration Card (ONORC) will become more efficient if the beneficiary is able to carry the card in his or her wallet in place of the paper based ration card. The concept of ATM sized ration card introduced from November 2021 in the State helped in enhancing the delivery of ration articles in a great way. The department of Civil Supplies has already introduced Statewide issue of e-ration card in lieu of the existing ration card in book format. In a further step forward ration card in SMART card format having the typical size of ATM cards with magnetic strips will be issued. This will enable the ultimate integration of the ration card with all IT enabled services. The issue of these newly designed cards will be free of cost to AAY and PHH card holders and will be issued at the rate of Rs.25/- to other category of card holders like NPS, NPNS etc.

c.5 Scheme for Direct Procurement of Farm Products and their Selling through Fair Price Shops coming under the Public Distribution System

The Department of Food and Civil Supplies in the wake of revised budget presentation for the current financial year 2021-22, had vide letter No.A3-154/2021/FCSD dtd.31/05/2021 submitted a proposal for incorporating a scheme for directly procuring cash crops from farmers by designating Supplyco as the Nodal Agency in order to mitigate the grave agrarian crisis prevailing in the State owing to the Covid-19 induced economic disaster. Cash crops that are cultivated throughout the State on commercial basis and the foreign reserves earned through its export form an integral part of our State’s agricultural and industrial economy. This scheme intends to procure agricultural crops produced in Kerala which records decline in prices due to unhealthy and dubious market interventions by the big players who control the market. The products are mainly cashew, cardamom, coffee, tea, pepper, cloves, nutmeg, cinnamon, dried ginger and dried turmeric. If the above products record lower than MSP announced or intended to be announced in the open market, then such farmers can approach the nearby Civil Supplies Godowns with their products along with their ration card and details of “cultivation certificate” issued by the local Agricultural officer. The products procured in the Civil Supplies Godowns from such farmers will be packed and distributed through fair price shops with the assistance of Kudumbashree units. The farmers will get the money through DBT from the Department. There is no need to make

any changes to the existing system being operated by Department of Agriculture or any other agency for the implementation of this scheme. If the scheme becomes a success even the coconut based products can also be made part of the system.

Benefits of the Scheme:

- Better producers' share on consumers' rupee will be ensured
- The middlemen will be out of the system and so also unwanted market forces
- The farmer will get reasonable prices for his crops due to the direct procurement of farm products by a government designated agency at government fixed support prices
- By ensuring selling of crops produced in the State within its borders, economy can be rejuvenated through ensuring increased internal cash flow
- A large number of employment opportunities can be created in the procuring, storing, packing and transportation processes of farm products
- Due to the direct intervention of Government in the food market chain, pesticide free natural farm products available locally can be distributed to the general public
- The scheme will boost the agrarian economy and will consequently inspire our educated, unemployed younger generation to become agripreneurs. These seminal changes will certainly make happen a food sufficient prosperous Kerala of our dreams.
- During the implementation of the project the following factors have to be considered:
- Installing adequate storage facility with the help of NABARD in places where large quantity of crops are cultivated.
- Procurement price has to be fixed in advance
- Processing and Packing of labour charges to be fixed
- Quality Check Measures to be ensured
- Fixing the selling rate of Items are to be fixed
- Incentive if any to be paid to FPS dealers shall be decided

d. Institutional strengthening

The strengthening of department is warranted both physically and professionally. The over dependence of department on stake holders outside the state and private players makes things worse at times especially in the case of IT institutions. This calls for a change the IT independence, through in house strengthening of IT Cell. Many offices of this department including the commissionerate are working either in rental premises or in dilapidated conditions. The physical infrastructure needs to be upgraded with changing times. The 14th plan is looked upon as a measure for the much desired strengthening of the department including the PSU under it, the Supplyco.

d.1 IT Independence

At present Civil Supplies Department, rely on more than 10 different stakeholders for various software/information technology related needs for the smooth distribution of ration. Depending on such vast number of stakeholders has been creating hindrance to the hassle-free management of services as well as posing imminent cyber security threats. As a lasting solution to this, an integrated IT platform has to be developed which can provide all the IT related needs of the department.

d.2 Infrastructure for Civil Supplies Department

The objective of the scheme is to improve the infrastructure facilities of the department for the better service delivery by implementing E office, purchasing of official vehicles in place of old and dilapidated ones and constructing office building at own premises. At present 24 Taluk Supply Offices and 1 DyCR office are functioning in rented buildings. Currently e-office system has been implemented in 26 offices. Remaining 75 offices also need to be configured with e-office so that the vision of paperless office can be achieved. e-office will reduce the file handling procedure and communications between offices can be made more hassle free.

d.3 State Food commission and establishment DCRC offices

State food commission is established as per the provisions of NFSA, 2013 with Head quarters at Thiruvananthapuram as a grievance redressal mechanism at the State level. During the current five plan period the commission had undertaken so many initiatives for giving awareness to common man about NFSA, 2013.

d.4 Construction of Multi Office Commissionerate for the Civil Supplies Department

Head office of Civil Supplies Department is currently functioning at the Public Office Compound with its various sections dispersed across different buildings. This scattering of various sections in the Head office is causing several practical issues in the day to day functioning of the office which in turn is affecting the timely execution of departmental function. In order to solve this conundrum once for all and to lay the cornerstone for better harmonious and expeditious functioning of the department, a new 3 storied Civil Supplies commissionerate building having 15000 square feet office space is to be constructed in the Government owned land at Kawadiar, Thiruvananthapuram. This building can also be utilized for incorporating various State level offices under the department like the ensuing Consumer Affairs Division, State Food Commission Office which are currently on rented building, Kerala Ration Dealers Welfare Fund State Office, City Rationing Office-North-Thiruvananthapuram etc, and also for providing space to conference/training hall and NFSA State control room etc. This infrastructure creation will certainly go a long way in modernizing and equipping the department with the changing times.

d.5 Assistance to Supplyco

Supplyco has been designated as the nodal agency for the implementation of NFSA, 2013 in the State. In connection with this Supplyco has been entrusted with the setting up of various projects like the construction of intermediary godowns. Supplyco has made significant contribution towards controlling open market prices through its market intervention operations and revamping of its outlet network, is a vital part in equipping it with the changing times.

d.6 Council for Food Research and Development (CFRD)

Government has constituted a Council for Food Research and Development (CFRD) as a registered charitable society with the objective of promoting indigenous food items of Kerala and maintaining competitive quality in the International market. If the management and functioning of CFRD is entrusted to the civil Supplies Department, the ongoing projects and schemes can be implemented in a time bound and effective manner.

e. Monitoring & evaluation

The Monitoring and evaluation is one of the major components in any successfully performing organisation. There are specific mechanisms working in the department will ensure timely monitoring and evaluation of various system functioning under the department. The assurance of the quality and quantity of the product and services supplied by the department is under

constant surveillance by these mechanisms. The various measures in the department which ensures better functioning of the department are explained hereunder.

e.1 Quality and Quantity assurance

For ensuring quality and quantity of the ration articles supplied through fair price shops a number of quality assurance initiative are in place.

The latest one being the standard operating procedure which is brought in place from 17.12.2021 towards ensuring sample collection at the time of lifting from FCI godowns, intermittent checking of the stock etc to ensure quality of food grains at the site of lifting.

Standard Operating Procedure to be followed while lifting of Stock from FCI Godowns by Civil Supplies Department, Government of Kerala

1) It is mandatory to ensure that food grains issued by FCI under Targeted Public Distribution system (TPDS) and other welfare schemes conform to the quality standards prescribed by Ministry of CAF & PD and FSSAI (formerly PFA). In this regard, the instructions have been circulated from time to time and also made available on web site of FCI.

1. Free access of notified/authorized officials of the State Government to check the quality of food grains prior to each lifting. Accordingly, it has also been prescribed that while issuing food grain stocks to TPDS ample opportunities are to be provided to the representatives of State Government to inspect the stocks prior to lifting from FCI godowns. It also reiterates procedures for sampling food grains being issued and in addition, prescribes that one sample given to representative of State Government may be used for displaying at FPS. However, this prescribed procedure has a limitation in implementation that one consignment lifted from FCI depot may be distributed among a number FPS shops and it may not be possible to display samples at all shops.
2. There shall be visible mechanism for taking the sample for future reference in case a dispute at a later stage. Clause 18.1 of the Quality Control Manual 1992 provides for Joint Inspection and Sampling of Food Grains issued by FCI. According to it, a representative sample shall be drawn in the presence of the authorized representative of the designated State Agency taking delivery of food grains. In case the representative so desires the sample shall be drawn jointly. Standard procedure will be adopted for drawing the sample. The sample will be mixed and divided into three equal parts. These three parts will be placed in tamper-proof sample bags and a sample slip mentioning details of the grain issued, date and place of issue and names and designation of the officers who have inspected and sampled the lot under issue is placed in each sample-bag. The sample slips will be signed by the officers who have inspected and sampled the lot. After placing the slips with these details in the sample bags, these sample bags will be sealed by joint seals. One of such jointly sealed sample bag will be given to the authorized representative taking delivery, one will be sent to the District Office of FCI and one will be retained in the depot from where the delivery is affected.
3. AS per section 6 (1) & (2) TPDS control order 2015, it is the primary duty of the FCI authorities to ensure sufficient quantity of food grains of prescribed quality specifications at the base Food Storage Depots (FSD) of FCI.
4. FCI authorities shall ensure that no food grains is issued out in cut & torn bags and are

of prescribed quality specifications.

5. In order to clear any doubts regarding quality of food grains issued by FCI, the District Manager of FCI concerned too may, on his own initiative, take steps for getting the samples analyzed by any one of above mentioned quality control laboratories after getting the sample from the designated State Agency too. The result of quality-check shall be reported to ED (QC) for further action.
6. While doing joint sampling process, samples may be drawn and analyzed not only from the peripheral bags but also the breakage of this entire stack for thorough satisfaction of the both parties. 8) On an average daily 100 loads of rice /wheat are lifted from various FCI godowns across the State and those are loaded from different points in the same FCI godown, and it is not possible for the officials on duty to reach those multiple loading points at the same time and there are high chances of damaged stock/gunnies getting loaded which is quite understandable. Being the main customer of FCI and the co-operation being extended by the State Civil Supplies Department, mutual co-operation and trust is highly essential. NFSA godowns are there for stocking only the Central Government allocation meant for the common man. No other stocks are kept in NFSA godowns other than PDS food grains.
7. FCI authorities shall ensure before lifting that food grains are issued in standardized approx 50 kg bags.
8. The weigh bridge accuracy be demonstrated to the State Government officer on duty and his signature shall be obtained daily in the register concerned.
9. FCI authorities and State Government officials shall ensure timely starting of lifting each day.
10. FCI authorities shall ensure un interrupted lifting of food grains ie; hindrances like continuous network failure, weighbridge failure for more days and non lifting due to wagon placement shall be avoided.
11. A Committee that comprises of a food commission representative, FCI Divisional Manager, DSO and FCI Depot Manger may be constituted and called for in regular intervals or as and when needed to deal with regular issues related to quality and quantity
12. No “Atti Coolie” shall be demanded by the labourers of FCI from the transport contractors of Civil Supplies Department / Supplyco. Any complaint in this regard shall be forwarded to concerned divisional managers with proper proof of identification of labours.

Any adulterations or pilferage of the food grains during transit will be checked through the GPS tracking of the vehicles used for transportation of the food grains. The regular quality checking through the quality inspectors of Supplyco at NFSA godowns will ensure the quality of grains stored at the intermediary NFSA godowns. The quality and quantity of the stock at the fair price shop level is being ensured through the regular inspection of rationing inspectors. The instruction modules and frequency are now being monitored online through the introduction of an android based mobile application by name “FPS Mobile”. The various operation of the said application being given here under.

e.1.1 Installation of CCTV in FPS

In this regard the Department has sent a proposal to State Government for obtaining financial assistance from Government of India (vide letter no: CCS/5510/21-IT3 dated: 20/01/2022) for installation of CCTV. If the Government of India is ready to provide assistance to the State Government, then the Department can implement the project, thereby bringing in more transparency to FPS transactions.

e.1.2 Establishment of Vigilance Committees

Government of Kerala has introduced a program to form a FPS level Vigilance Committee with the LSG's Ward Member as the Chairman of the Committee with the following members in the Committee.

- Rationing Inspector
- Ward Member / Councilor
- Members of political party those who have represented in LSGD nominated by Grama Sabha
- Four ration card holders (representation of SC,ST, PH and women) who are nominated by Grama Sabha
- Village Officer
- Junior Health Inspector
- Child Welfare Scheme Supervisor
- One Social worker who have active participation in the field of food safety nominated by Grama Sabha
- A representative from individual consumer organization nominated by Grama Sabha

e.1.3 Grading of Restaurants, Provision stores and Super Markets etc.

A Scheme for providing official rating to Hotel, provisional stores and supermarkets from 2021-22 onwards has been announced in the original budget for the current year. The scheme envisages to categorize these public market institutions on the basis of quality of service delivery. This will ensure protection of consumer price and standardize open market services in compliance with Government stipulated norms.

e.2 Bringing in accountability through Social Auditing

As part of improving the standards of the Fair Price Shops, Social Auditing has been conducted in various Fair Price Shops in Kerala which started in the last financial year and is being continued during this financial year as well.

The National Food Security Act, 2013, aims to provide 'adequate quantity of quality food at affordable prices to people and thus ensure food and nutritional security in India. Thus right to food is a legal entitlement in our country. Three existing programmes are the primary vehicles for implementing this Act viz, the Midday Meal Scheme, Integrated Child Development Services scheme, and Public Distribution System (PDS). Through these programmes large sections of people across the country living in conditions of poverty and insecure work, are able to subsist and survive.

The effectiveness of the implementation of this Act depends on many factors and periodic

social audit is a mandatory mechanism envisaged in the Act itself. Section 28 of the NFSA 2013 stipulates that “Every local authority, or any other authority or body, as may be authorized by the State Government, shall conduct or cause to be conducted, periodic social audits on the functioning of fair price shops, Targeted Public Distribution System and other welfare schemes, and cause to publicize its findings and take necessary action, in such manner as may be prescribed by the State Government.”

In Kerala , implementation of NFSA is covered by three different departments, Food and Civil Supplies (PDS) , Education department (Mid Day Meal) and Department of Women and Children development (ICDS). Food and civil supplies department initiated the social audit of PDS in 2019. However due to the Covid-19 situation, the social audit process could resume only by September- October of 2021. A pilot audit of PDS was conducted by the Department with the technical support of TISS. This year too, scaling up is being envisaged. .

The following activities are to be undertaken in general by the department as a pre-requisite for effective social audits.

- An entitlement campaign, giving wider propaganda and citizens education about entitlements of each category of cardholders. This is mostly overlooked, with the assumption that all the people are aware of their entitlements, but the field reality revealed by the pilot social audit indicates that there are confusions at the cardholder level.
- Campaign for error free weighing: one of the most important and popular activities undertaken as part of the pilot social audit was the model weighing exercise. The date for this model weighing exercise was undertaken on a pre declared date and time. Officials from the department and social audit team members were present at the ration shop to ensure that all cardholders were getting the full and correct amount of food grains. A similar State-wide exercise with the Vigilance and Monitoring committee once in every month will ensure accurate delivery of the food grains.
- The VMC at the FPS level plays a critical role in monitoring NFSA implementation. VMCs need to be set up across the State, so that their role in monitoring is appreciated. All VMC members need to be trained with regard to their specific roles and responsibilities, and the need to safeguard citizen entitlements. This training needs to be conducted periodically, and may be entrusted with the same agency which is organizing the social audit. Such a process will strengthen the social audit process and follow up activities.
- Social audits also need to be scaled up and conducted across the State. The current level of social audits needs to be enhanced further to cover all panchayaths in the next year and all FPSs in the following year.
- The regular conduct of social audit and regular follow up of social audit needs a dedicated arrangement within the department. An independent social audit cell with experts in the field of Social audit may be set up at the State level for the next 3-5 years, by which time the process will get regularised.
- The Department is planning to conduct Social Audit of Public Distribution System with the help of Tata Institute of Social Science (TISS) or other suitable agencies as part of NFSA, 2013 for ensuring transparency with people participation.

e.3 Grievance redressal mechanism

The popularization of a complaint cell number 9495998223 also was a successful initiative which ensured public participation in detection of ineligible priority card holders and timely intervention by the Department. This number also acted as the number for registering other compliance as well in WhatsApp. Grievances can be registered via email-id: rcmskerala@gmail.com. NIC has customized a GR application newly prepared for LS GD, for the use of Department internally, as specified in NFSA, 2013.

The Department has developed an online Grievance Redressal mechanism for registration and tracking of grievances. A call centre/toll free helpline numbers (1967 and 1800-425-1550) for TPDS is already in operation with the collaboration of KSITM.

The existing website of the Department (www.Supplycokerala.gov.in) has been developed into a Transparency Portal by NIC through which all stakeholders can access information including allocation details.

f. Training

The last TNA exercise for the Department of Food and Civil Supplies was conducted in 2012. In order to design and conduct suitable and need-based trainings for the department, a fresh attempt at a TNA exercise was necessary in the right of implementation of NFSA-2013. An updated TNA helps the department and IMG to reflect on the training needs more accurately.

Accordingly, a representative group of 20 personnel from the Department of Food and Civil Supplies convened at IMG Thiruvananthapuram from 1st to 3rd November 2021. They were introduced to the various tools that will assist in understanding the department's functions, analyze the issues and challenges that impede their effective performance, and arrive at training and non-training recommendations.

f.1 IEC Component

As the awareness is not adequate among stakeholders about the entitlement and various statutory grievance redressal mechanisms in place, wide publicity is required through the print and electronic media to empower people.

f.2 Consumer awareness and welfare activities Programs

Kerala being a consumer State the importance of imparting awareness to the citizens about consumer rights cannot be over stated. The modernisation and renovation of State level and District level dispute redressal institutions is inevitable to ensure free, effective and timely legal service delivery to consumers absence which will otherwise result in the denial and delay of rightful justice.

g. Budget requirements

The 14th Five Year Plan (2022- 2027) for the Department has been formulated with an objective to realize the vision of a "hunger free Kerala" by 2030 AD. This Five Year Plan vision document is the conceptual framework for PDS for the next five years. The overall aim of the 14th Five Year Plan is to strengthen the Public Distribution System through the implementation of NFSA, 2013 and improve nutritional outcome among the beneficiaries

by improving access and sufficiency of quality food at right quantity at affordable price. Achieving optimum transparency and efficiency by streamlining the entire PDS network and Supply Chain Management System from top to bottom through the expansion of end-to-end computerization with cutting edge technology, office modernization for ensuring speedy service delivery, ensuring distribution of food grains in right quantity, with good quality, capacity building of different stakeholders, strengthening of market intervention operations, establishment statutory grievance redressal mechanism etc., are the priorities during the implementation period.

g.1. Construction of scientifically designed Taluk level intermediary godowns

Lack of scientifically constructed godowns and limited storage space of ration shops (FPS) are the obstacles hampering the implementation of the TPDS in the desired manner as envisaged in the National Food Security Act, 2013. Only by establishing fully government-owned, scientifically designed, and adequately larger godowns at geographically central points in all the 83 Ration Taluks of the State, the twin aim of safely storing sufficient buffer stock equal to the central food grain allocation for three months as per NFSA standards and logistical transportation of rationed articles at minimum expenditure can be achieved. In addition, providing office space for those Taluk Supply Offices which are still working in rented buildings (25 numbers) at the premises of these godowns will enable smooth functioning of offices as well. This will also ensure avoidance of a huge amount of rent expenditure currently being incurred for both godowns and offices.

The setting up of Taluk wise “State of the art” scientific storage godowns will ensure hassle free and timely door step delivery of ration now being directly carried out by the Food and Civil Supplies Department. Safe storage of rationed articles through the implementation of the ‘FIFO’ (First in First Out) method in the movement of food grains as well as its quality by protecting from any kind of degeneration, a menace that is unfortunately prevalent now. The storing of buffer stock will ensure sufficient food storage to tide over any unforeseen natural calamity, the frequency of which is increasing nowadays due to the global warming phenomenon. An amount of Rs 498 crores may be earmarked for the 2022-27 plan period

g.2. Scheme for door step delivery of ration to tribal / coastal destitute living in forest/ coastal areas and for the people affected by natural calamities

Absence of ration shops in remote forest and hilly areas and lack of conveyance facilities and exorbitant traveling expenses often force the tribal and destitute inhabitants to relinquish their privileged subsidized food grain allocation. This certainly results in a pathetic situation wherein the most deserved and needy section of the society is denied their rightful government assistance for life sustenance.

As a solution to this longstanding problem Civil Supplies Department has already introduced the “Mobile Ration Shop” Scheme which currently brings ration articles directly to the tribal people in 5 districts of the State. But currently vehicles for the purpose are taken on rent by the department which causes avoidable excess expenditure. An amount of Rs 2.80 crores may be earmarked for the 2022-27 plan period.

g.3. SMART Ration Card

The department of Civil Supplies has already introduced Statewide issue of e-ration card in lieu of the existing ration card in book format. In a further step forward ration card in SMART card format having the typical size of ATM cards with magnetic strips will be issued. This will enable the ultimate integration of the ration card with all IT enabled services. The issue of these newly designed cards will be free of cost to AAY and PHH card holders and will be issued at specific price to other category of card holders like NPS, NPNS etc. An amount of Rs 1.00 crores may be earmarked for the 2022-27 plan period.

g.4. “Any time Anywhere Ration Shop”

Despite increased allocations, ration off take among non-priority category is remaining less, due to time and social constraints. As a solution to this, “Any time anywhere Ration shops” are to be set up at selected places by installing vending machines. In the initial phase such shops are to be established at the city Corporation limits. An amount of Rs 2.50 crores may be earmarked for the 2022-27 plan period.

g.5. Grading of Restaurants, Provision stores and Super Markets etc.

A Scheme for providing official rating to Hotel, provisional stores and supermarkets from 2021-22 onwards has been announced in the original budget for the current year. The scheme envisages to categorize these public market institutions on the basis of quality of service delivery. This will ensure protection of consumer rights and standardize open market services in compliance with Government stipulated norms. An amount of Rs 5.00 crores may be earmarked for the 2022-27 plan period.

g.6. Establishing “Model Fair Price Shop” in all Local Bodies in the State

The NFSA Act 2013 under Chapter V envisages far reaching progressive reforms in the existing Public Distribution System by “giving preference to public institutions or public bodies such as Panchayath, Self help groups, co-operatives in licensing of fair price shops and management of FPS by women or their collectives”. Fair Price Shops being the final public interface unit of the Public Distribution chain, the transparency and social benefit of the entire system depends on the quality of its service. As a first step towards the enactment of this provision in the said Act, “Model Fair Price Shops” will be set up in all local bodies in the State under the management of co-operatives or self help groups such as Kudumbasree units. The respective co-operative societies or local bodies concerned [As per Chapter X of NFSA Act] shall provide necessary shop space with adequate storage area for holding food grain stock equal to two months food grain allocation under NFSA Act. This will also enable the institutions to provide employment to educated unemployed women in their locality. The State Government will ensure financial support for establishing shop building by bearing the interest part of the loan taken by the above institutions as per norms. An amount of Rs 10.00 crores may be earmarked for the 2022-27 plan period.

g.7. Scheme for establishing Adequate Storage Space for all Fair Price Shops in the State

The lack of storage space in Fair Price Shops is currently creating grave obstacles to time bound ration distribution and to ensuring quality of ration food grain stock as per food safety standards. In compliance with the provisions in the NFSA Act, Government of Kerala

has implemented several projects for the renovation and modernization of fair price shops during the 13th five year plan period. Establishment of scientifically designed adequate storage space capable of holding two month food grain stock is an absolutely inevitable requisite for ensuring that no beneficiary coming to a ration shop is forced to go back home empty handed without his rightful monthly ration allotment. An amount of Rs 15.00 crores may be earmarked for the 2022-27 plan period.

g.8. Scheme for direct procurement of farm products and selling through Fair Price Shops

When NFSA operations are brought directly under the control of Civil Supplies Department, procurement and selling of various cash crops can be carried out through the vast network of Fair Price Shops spanning across the State. Also crops like Banana and Tapioca which are cultivated across the State and various vegetables, for which the Government have already fixed basic prices, can be procured and sold through these shops under Public Distribution System. Various value added products can be made out of these procured items and that too can be sold through the network.

The gravest problem haunting our agrarian sector is the lack of an efficient farmer friendly and well organized market distribution chain. The farming community at large falls prey to the hegemony of the vicious nexus existing between organized traders and their intermediates and is sadly deprived of their rightful gains for their hard toiling on the sand. The one and only solution to this pathetic situation is the implementation of an organized setup for direct procurement of farm products under government control. To fulfill this mission adequate scientific storage facility is necessary. An amount of Rs 5.00 crores may be earmarked for the 2022-27 plan period.

The abstract of the annual allocation of fund for 2022-2027 is given below

Table 7 Expected plan fund allocation for 2022-2027

Sl. No.	Item of Expenditure	2022-23	2023-24	2024-25	2025-26	2026-27	Total
1	End to End Computerisation	5.00	5.00	5.00	5.00	5.00	25.00
2	Construction of Scientifically designed Taluk level intermediate godowns	99.60	99.60	99.60	99.60	99.60	498.00
3	Scheme for door step delivery of ration to tribal/costal destitute living in forest/ tribal/coastal remote areas and for people affected by natural calamities	0.56	0.56	0.56	0.56	0.56	2.80
4	IT Independence	4.00	4.00	4.00	4.00	4.00	20.00
5	Social Audit	1.00	1.00	1.00	1.00	1.00	5.00
6	IEC Component	1.00	1.00	1.00	1.00	1.00	5.00
7	ICT infrastructure and connectivity, capacity Building, CUG connections, Emergency epidemic relief fund, SMS Cost, software maintenance etc. Under NFSA Scheme	40.00	40.00	40.00	40.00	40.00	200.00
8	Annapoorna Food Security scheme for the aged destitute (20% State Share)	0.20	0.20	0.20	0.20	0.20	1.00
9	Infrastructure for Civil Supplies Department	2.00	2.00	2.00	2.00	2.00	10.00

10	State Food Commission, Establishment DGRO Offices	1.00	1.00	1.00	1.00	1.00	5.00
11	Construction of Multi Office Commissionerate for the Civil Supplies Department	7.50	7.50	0	0	0	15.00
12	SMART Ration card-Non plan	0.20	0.20	0.20	0.20	0.20	1.00
13	Any time Any Where Ration Shop	0.50	0.50	0.50	0.50	0.50	2.50
14	Assistance to Supplyco	54.00	54.00	54.00	54.00	54.00	270.00
15	Council for food Research and Development (CFRD)	7.00	7.00	7.00	7.00	7.00	35.00
16	Consumer awareness and welfare activities programmes	1.00	1.00	1.00	1.00	1.00	5.00
17	Hunger free Kerala / Subhiksham project	1.50	1.50	1.50	1.50	1.50	7.50
18	Grading of Restaurants, provision stores and super markets etc	1.00	1.00	1.00	1.00	1.00	5.00
19	Establishing Model Fair Price Shop in all Local bodies in the State	2.00	2.00	2.00	2.00	2.00	10.00
20	Scheme for establishing adequate storage space for all Fair Price Shops in the State	3.00	3.00	3.00	3.00	3.00	15.00

21	Scheme for Direct procurement of farm products and their selling through Fair Price Shops coming under the Public Distribution system	1.00	1.00	1.00	1.00	1.00	5.00
Total		233.06	233.06	225.56	225.56	225.56	1142.80

CHAPTER III DIGITIZATION AND CENTRAL MONITORING

The entire Public Distribution System need to be developed in such a manner to bring in full transparency and efficacy. The End to End Computerization shall start with the stock details of FCI till the dispensation of desired entitlement to the ultimate beneficiary. The digitization of the process would definitely help in achieving the same. The given process-flows which depicts the movement of grains from FCI godowns till the handing over the entitlement to the beneficiary is the need of the hour to have a centralized control of the entire process.

Figure 3 Thematic Representation of Process-flow of Grains from FCI Godowns to FPS

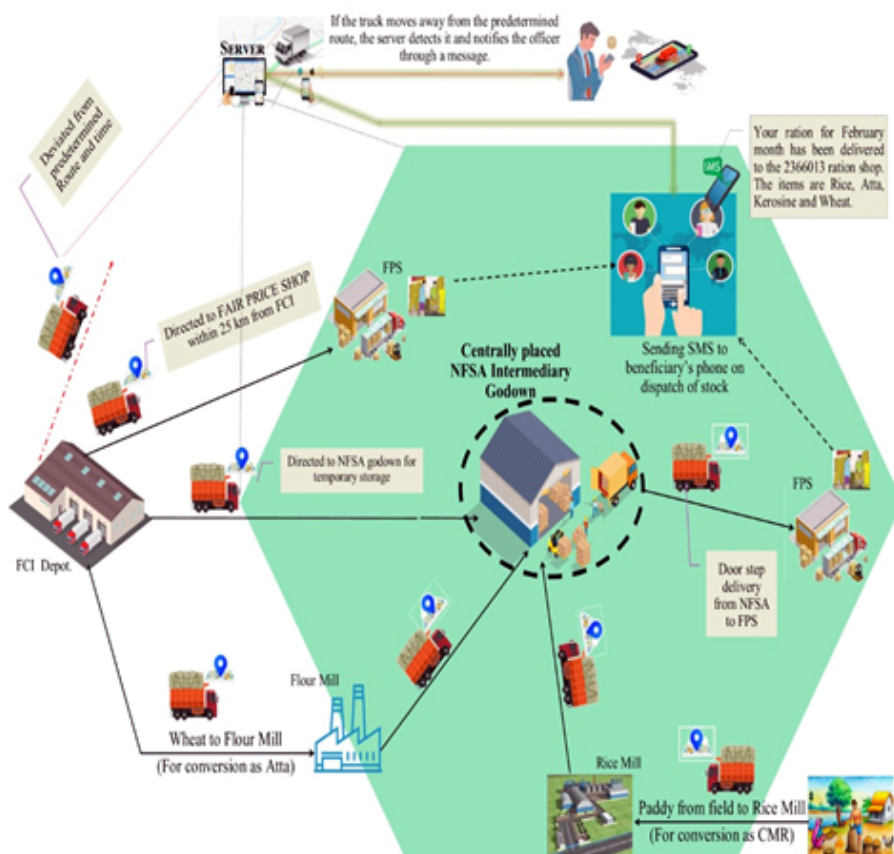
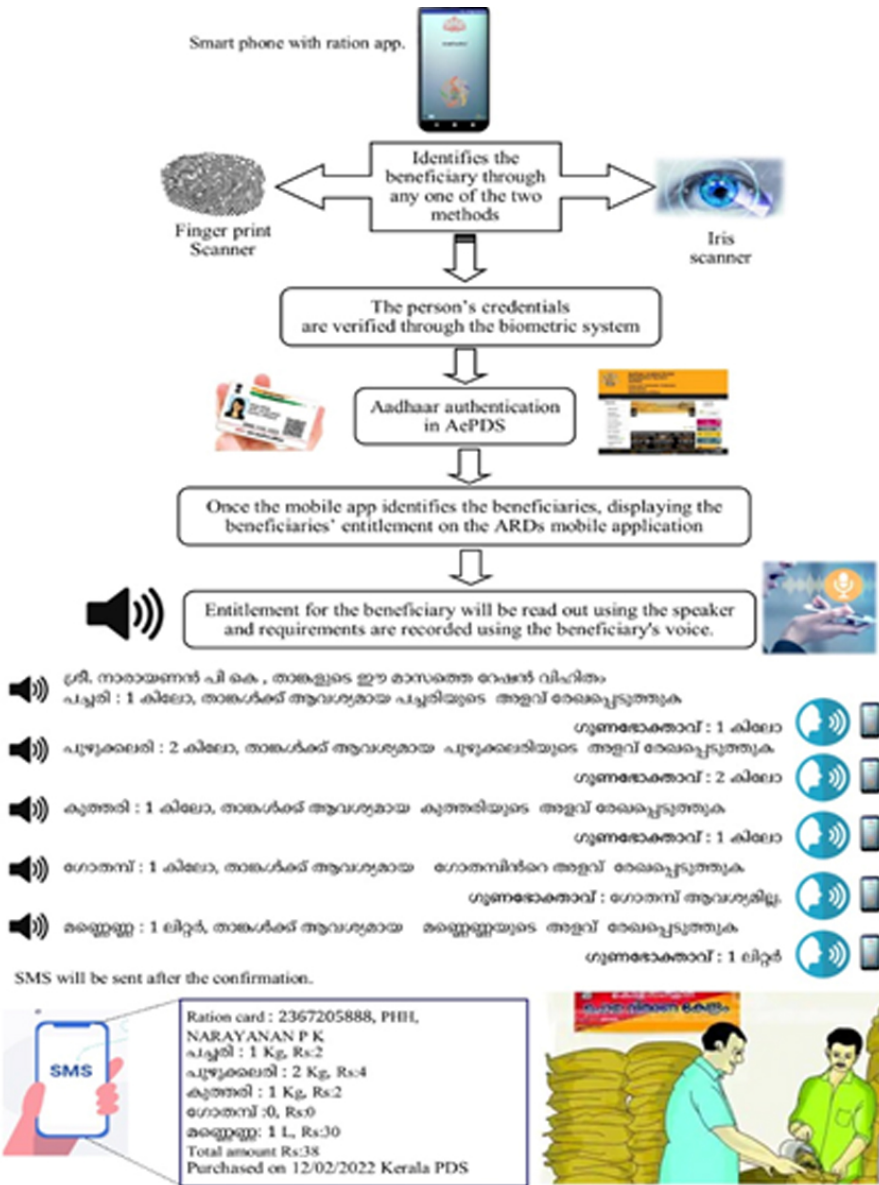


Figure 4 Thematic Representation of Grains from FPS to Beneficiaries



The proposed ERP as part of the 2022-27 plan period is a right step in this direction. Once the ERP is introduced in the Supply Chain Management then the entire operations can be controlled centrally. The scope of Artificial Intelligence (AI) and big data analytics can also be brought in for perfect decision making.

The proposed Control Rooms at Commissionerate of Civil Supplies and Supplyco Office would become a hub of all such decision making process in the near future.

CHAPTER IV

WAY FORWARD – POLICY SUGGESTIONS

To Summarize, the activities of department of Civil Supplies shall give thrust the following:

a) Concept of ensuring food for all

Food is the most important of all basic needs as far as human beings are concerned. Ensuring food at right quality and quantity to the most needy being the core objective of National Food Security Act, 2013, The Department of Civil Supplies is duty bound to treat this as the most important objective. The dispensation of correct entitlement to the beneficiaries in time and ensuring a “Hunger free Kerala” shall be one of the key functions of the Department.

b) Ensuring right quality and quantity of grains at different levels of stake holders

This is very important as far as a consumerist state like Kerala is concerned. The food grains being scarcely produced in the State both the rich and the poor in the State depend heavily on the Public Distribution System (PDS) in the State. Ensuring a very robust PDS and control over the market especially on the price of essential commodities has been one of the core objectives of the Department since its inception. This shall be further strengthened with technological interventions and professional management of resources. The proposed Enterprise Resource Planning (ERP) of the Department complied with version 2.0 of the End to End computerization which starts from the FCI godown up to the door step of the beneficiary will bring in a sea change in ensuring right quantity and quality of Food grains at the level of each beneficiary be it the FPS owner or the ration card holders. The introduction of FPS level vigilance committees and the proliferation of Social Auditing to more ration shops will also help in bettering the quality of service extended by various FPSs in the State.

c) Checking the pilferage of stock during transit and storage

The introduction of Inspection Offices near the FCI godowns with weighing bridge coupled with GPS tracking of the transporting vehicle along with CCTV surveillance and weighing bridge at NFSA intermediary godowns will bring in a good change in reducing the pilferage during transit and storage. The introduction of better systems like “FPS Mobile” the Android application for online real time inspection of FPS will be a great step in this direction.

d) Check the damage of grains at godowns

The proposed scientific godown at each taluk will help in reducing the damage during storage. The introduction of First In First Out (FIFO) principle in godowns will reduce the wastage of grains and ensure timely supply to FPS. Quality checks shall be made mandatory in these godowns and Standard Operating Procedures (SoPs) shall be designed and applied to professionalize godown management.

e) Ensuring Anytime Any where ration

Ensuring “Anytime Any Where” ration has to gain momentum with the “portability option” and also “One Nation One Ration Card (ONORC)” concepts. The introduction of “ATM

Sized ration cards” is a good step in this direction. This shall be further strengthened with introduction of “grain dispensing vehicle” at least at Legislative Assembly constituency levels in the next 5 years. These vehicles will move to the far off areas during the day time and will act as dispensing vehicle for the city dwellers during night hours.

f) IT interventions for better Grain Governance

The generation next technologies like Artificial Intelligence (AI), Big Data Analytics etc. are to be introduced at appropriate levels to bring in more efficiency and transparency to the whole Public Distribution System. This will help in reducing the lethargic and cynical attitude among the different stake holders, which ultimately will result in better “Grain Governance” in the State.

Conclusion

Kerala being a State which produces less than 15% of its food requirement depend heavily on the central pool for meeting the rice requirement of its citizens. Under the circumstances, Government of Kerala warrants generous support from Government of India and other States to feed its 3.66 Crore population as per the ration card database. The Department of Civil Supplies, Government of Kerala has been doing exemplary work to bridge the huge gap between the demand and supply of food grains in the State and proud to have averted hunger of its pupil under the most distress times. During the 14th five year plan period, the public distribution system of the state will be improved further based on the norms and regulations of the National Food Security Act (2013).

**PROCEEDINGS OF THE MEMBER SECRETARY
STATE PLANNING BOARD
(Present: Sri. Teeka Ram Meena IAS)**

Sub: - Formulation of Fourteenth Five Year Plan (2022-27) – Constitution of Working Group on **Civil Supplies and PDS** – reg.

Read: 1. Note No. 297/2021/PCD/SPB dated: 27/08/2021

2. Guidelines on Working Groups

ORDER No.SPB/437/2021/PPD/W(2) Dated: 7/9/2021

As part of the formulation of Fourteenth Five Year Plan, it has been decided to constitute various Working Group under the priority sectors. Accordingly, the Working Group on **Civil Supplies and PDS** is hereby constituted with the following members. The Working Group shall also take into consideration the guidelines read 2nd above in fulfilling the tasks outlined in the ToR for the Group.

Co-Chair Persons

1. Dr. K. Ravi Raman, Member, State Planning Board, Trivandrum, raviraman2013@gmail.com, 9958209920
2. Dr. D. Sajith Babu IAS, Director, Civil Supplies, Public Office Building, Trivandrum, Mob: 9447271243- E-mail sajith.ildm@gmail.com

Members

1. Dr R V Bhavani, Poverty and Social Protection Specialist, Food and Agriculture Organisation, Dhaka
2. Dr. Aby George, Associate Professor, KILA CHRDI, Kottarakkara, abeygeorgemail@gmail.com, Mob: 9497800971
3. Sri. Sunil Devassy, Former Programme Policy Officer (WFP), Mob: 9947363949- E-mail - sunildevassy@gmail.com.
4. Dr Jayasankar Prasad, Director, DCS MAT, Trivandrum, jayasankar@dcschool.net, 9847020127
5. Managing Director, SupplyCo, P.B No: 2030, Maveli Bhavan, Maveli Road, Gandhi Nagar, Kochi-682 020. Ph: 0484- 2206775-E-mail cmd@supplycomail.com
6. Sri.V. P. Patil, Deputy General Manager, FCI, Pattom Palace, Kesavadasapuram, Trivandrum, Mob: 9746473940 – E-mail srmke.fci@gov.in
7. Ms Sudha Narayan, Associate Professor, Indira Gandhi Institute of Development Research, Mumbai, sudha@igidr.ac.in, 022-69096549
8. Dr. Mini B Nair, Senior Faculty, IMG, Thiruvananthapuram, E-mail facultyimgmbn@gmail.com, [9447836600](tel:9447836600)
9. Sri. Subash V, CAO, Civil Supplies Department, Mob: 9946359558, ccsfinancection@gmail.com
10. Smt. Annappurna, Scientist, NIC , Hyderabad, apurna@nic.in, 9949670558
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12. Sri. Vilappil Radhakrishnan, Chairman, Standing Committee (Welfare), District Panchayat, Trivandrum, radhakrishnanb73@yahoo.in, 9495549518

Convener

Dr. V. Santhosh, Chief, Perspective Planning Division, State Planning Board, E-mail chiefppdspb@gmail.com, 8547434266

Co-Convener

Dr. P. Praveen, Assistant Director, Perspective Planning Division, 9446107617

Terms of Reference

1. To outline special problems and issues pertaining to Civil Supplies and PDS sectors.
2. Suggest, in particular, a set of projects which can be undertaken during the 14th Plan period in the sector.
3. Examine and suggest measures to ensure maximum utilisation of central government projects and programmes of assistance in the field of Civil Supplies and PDS in the State during the 14th plan period.

Terms of Reference (General)

1. The non-official members (and invitees) of the Working Group will be entitled to travelling allowances as per existing government norms. The Class I Officers of GoI will be entitled to travelling allowances as per rules if reimbursement is not allowed from Departments.
2. The expenditure towards TA, DA and Honorarium will be met from the following Head of Account of the State Planning Board "3451-00-101-93"- Preparation of Plans and Conduct of Surveys and Studies.

Sd/-

Member Secretary

To

The Members concerned

Copy to

PS to VC
PA to MS
CA to Member (Dr.K. Raviraman)
Sr. A.O, SPB
The Accountant General, Kerala
Finance Officer, SPB
Publication Officer, SPB
Sub Treasury, Vellayambalam
Accounts Section
File/Stock File

Forwarded/By order

Sd/-

Chief, PPD, State Planning Board