Government of Kerala
Civil Supplies Department

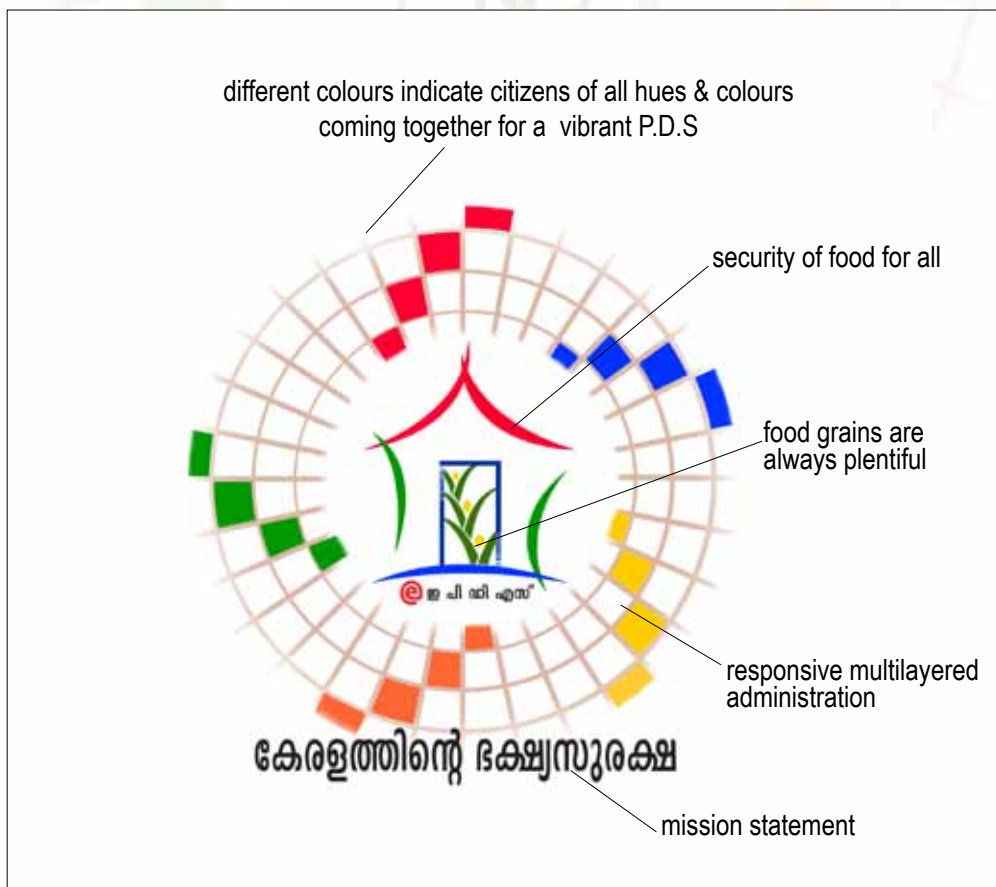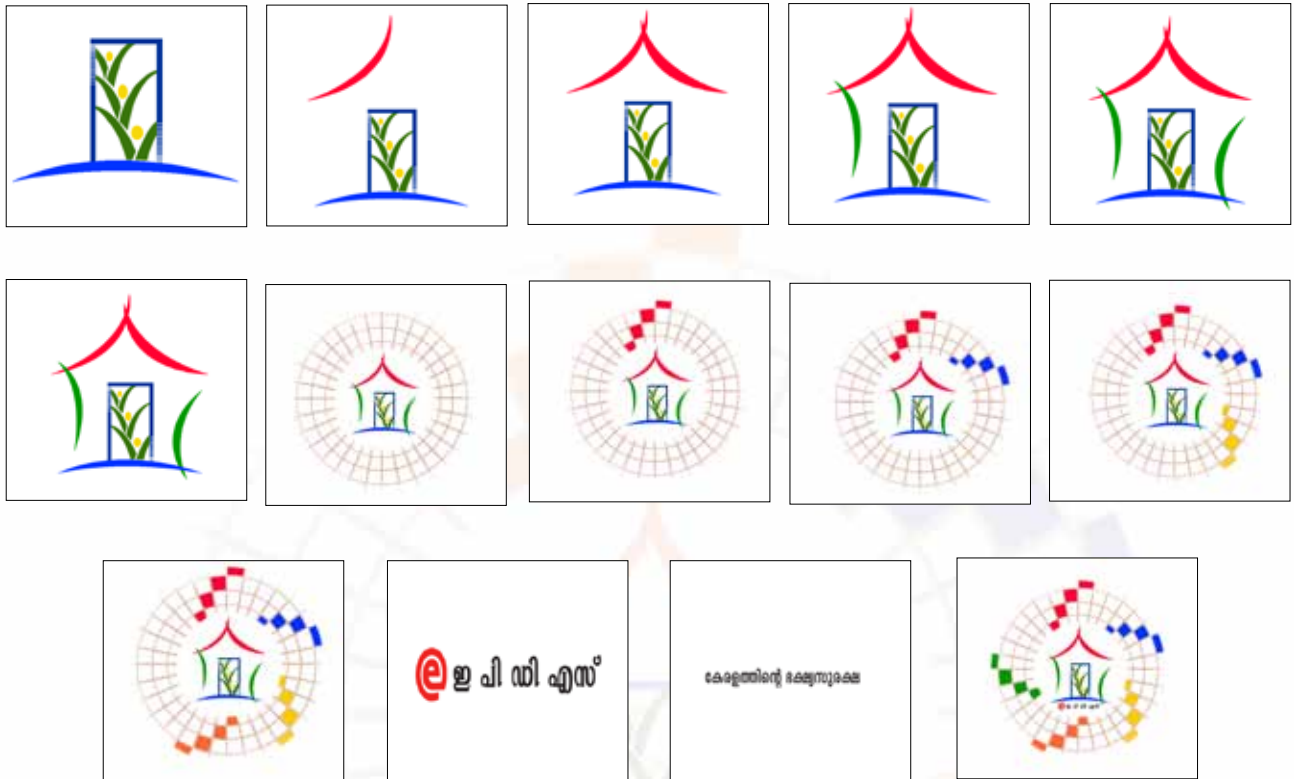കേരളത്തിന്റെ ക്ഷേമസുരക്ഷ

VOLUME - I

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PDS

DETAILED
PROJECT REPORT

For the End to End Computerisation
of Public Distribution network in Kerala

Ensuring...

▸▸ **Efficiency**

▸▸ **Transparency**

▸▸ **Accountability**

▸▸ **Effective Delivery**

▸▸ **Zero Corruption**

KELTRON

NATIONAL INFORMATICS CENTRE NIC

IT

EVOLUTION OF LOGO

different colours indicate citizens of all hues & colours
coming together for a vibrant P.D.S

security of food for all

food grains are
always plentiful

responsive multilayered
administration

mission statement

കേരളത്തിന്റെ ഭക്ഷ്യസുരക്ഷ

DETAILED PROJECT REPORT

For the End to End Computerisation of Public Distribution network in Kerala

Volume I

for Kerala

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PDS IN KERALA – ENSURING FOOD SECURITY FOR OVER 80 LAKH HOUSEHOLDS

Our inspiration

Our Commitment

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PUBLIC DISTRIBUTION SYSTEM IN KERALA
AN INTRODUCTION

**Kerala
towards e-pds**

PUBLIC DISTRIBUTION SYSTEM IN KERALA
AN INTRODUCTION

Kerala (38,863 km²; 1.18% of India's landmass) is situated between the Arabian Sea to the west and the Western Ghats to the east. Kerala's coast runs some 580 km in length, while the State itself varies between 35–120 km in width. The State of Kerala is divided into 14 revenue districts and these are further divided into 5 Municipal Corporations, 60 Municipalities, 63 Taluks, 1453 Revenue villages and 978 Grama panchayats. Each district has a head quarter where the administrative offices are functioning.

With a population of 33,388,000 in 2011, Kerala has the lowest population growth rate of 3.44% and a density of 819 people per km2. The State has the highest Human Development Index (HDI) in the country with 0.920 according to the Human Development Report 2011. It also has the highest literacy rate; 93.91%, the highest life expectancy; 74 years and the highest sex ratio; 1,083 women per 1000 men among the Indian states. Kerala has the lowest homicide rate among Indian states, for 2011 it was 1.1 per 100,000. A survey in 2005 by Transparency International ranked it as the least corrupt state in the country. Kerala has witnessed significant emigration of its people, especially to the Persian Gulf countries during the Kerala Gulf boom during the 70s and early 80s, and its economy depends significantly on remittances from a large Malayali expatriate community. Hinduism is practiced by the half of the population, followed by Islam and Christianity. Malayalam is the major spoken language. It is considered as the "cleanest state in India", however, the morbidity rate in the State is highest, at 118. The culture of the state traces its roots from 3rd century BC. It is a synthesis of Aryan and Dravidian cultures, developed over centuries under influences from other parts of India and abroad.

Kerala - Basic information	
Area	38,863 sq. km
Capital	Trivandrum
Language	Malayalam
Districts	14
Population	3,33,87,677
Males	16,021,290
Female	17,366,387
Density	859 per sq. km
Literacy	90.9%
Economy	Agricultural
Rivers	44

Kerala is a state facing acute food deficit. Of the total requirements of food grains only 15 per cent is produced in the state. More than 90 per cent of the pulses, beans, sugar are being imported from other states of the country or from abroad. Except a small share, almost all items of fruits are brought from other parts of

India. In the case of vegetables the State heavily relies on imports from the neighboring states. More than 57.6 percent of all vegetables items are brought from other states. Major share of other food items like eggs, meat, fish are also imported from other states. This chronic food deficit creates frequent shortages in the supply of the food items, hoarding of food items, increase in the prices due to the supply shortages, wide fluctuation in prices and creates acute problems in food security of kerala. In this context, public distribution and other market intervention measures possess a crucial role in ensuring food security and stabilizing the prices of food items. Another dimension of food security is the high incidence of Below Poverty Line (BPL) households in Kerala; According to the BPL estimate, 2009, State survey Kerala has 32.29 lakh BPL households constituting 42 per cent of the total households. Ensuring food security to the poorer sections is a tremendous task.

Review of Food Situation

Food availability is an important element of food security. Agricultural production plays a significant direct role in tackling the problem of food insecurity by increasing 'the food availability in a region and raising the income of the people. In other words, the internal production of food grains influences both the availability and the ability of households to obtain food. Declining internal production of rice along with tapioca (the most prominent cereal substitute) clearly raises the potential problem of food availability in the state.

Kerala does not produce even one fourth of the total requirement of our staple food grain. We need 42.65 lakh tonnes of rice per year, while the quantity of production is only 5.98 lakh tones. In other words, 86% of the food grain required comes from other states, namely Andhra Pradesh and Tamilnadu. The gap between production and requirement is widening every year. More and more farmers are retreating from farming. The unseasonal rainfall, rising temperature and the depletion of groundwater are some crucial factors that worsen the situation.

The monthly entitlement of food grain per adult was 13.8 kg in Kerala (or 460 grams per day), satisfying the minimum requirement of 370 grams of cereals per person per day recommended by the Indian Council of Medical Research. The quantity of food grain purchased from the PDS has been higher than in most other states, making a significant contribution to household nutrition. In 1991, the annual off take of food grain from the PDS averaged 69.9 kg per person in Kerala. The annual purchase of grain from the PDS provided about one half of the cereal requirements per person. Given the scale and effectiveness of the PDS it has been noted that the system has contributed to an improvement in consumption and nutrition in Kerala.

Public Distribution System

PDS in primarily a social welfare and antipoverty programme of the Government India. Essential commodities like rice, wheat, sugar, kerosene and the like are supplied to the people under the PDS at subsidized prices. It has been one of the most important elements in India's safety system for almost - year and also the most far reaching in terms of coverage as well as public expenditure on subsidies. PDS provides rationed amounts of base food items (rice, wheat, sugar, edible oils) and other non-food product (kerosene, coal, standard cloth) at below market prices to consumers through a network of fair price shops disseminated over the country. The scale of the programme is evident from the fact that it handles 15 per cent of the total availability of rice and wheat. With a network of more than 400,000 Fair Price Shops (FPS) in India's perhaps the largest distribution machinery of its type in the world. The PDS is said to distribute commodities worth more than 15,000 crore to about 16 crore families each year. The success of the huge network is dependent on its ability to translate a micro level self-sufficiency by ensuring availability of food grains for poor households. The PDS is considered as the principal instrument in the hands of government for providing a safety net to the downtrodden. The System serves triples objectives namely protecting the poor, enhancing the nutritional status and generating a moderating influence on market prices. Thus, the main objectives of the PDS can be summarized as follows.

- ➢ Maintaining price stability
- ➢ Raising the welfare of the poor(by providing access to basic foods at reasonable price to the vulnerable population)
- ➢ Rationing during situation of scarcity
- ➢ Keeping a check on private trade.
- ➢ Growth with stability, and
- ➢ Social justice

Different Phases of PDS

The focus and exposure of PDS has changed over the years. Initially during the World War civilian consumption was restricted so as to divert food items to meet the food requirement of defiance forces. Subsequently, frequent occurrence of drought throughout the country made the planners think about food shortages. In order to overcome these shortages, the Ration system came in to existence; Fair Price Shops were opened to distribute the items of mass consumption in urban areas. Thereafter, it was extended to rural areas. From the year 1992, the Revamped PDS was introduced in those areas where Drought Prone Area Programme, Desert Development Programme, etc were in operation. Under this system people were allowed to purchase essential items from the FPS at relatively lower subsidized rates. After, the Chief Ministers' Conference held in July 1996, a revised scheme known as the Targeted PDS was introduced countrywide with a network of 4.74 lakh FPS. Under the TPDS a two-tier subsidized pricing system is followed. Card holders are classified as APL and BPL. The BPL families are entitled to receive the essential commodities at a subsidized price. The TPDS was further expanded in December 2000 to include the Antyodaya Anna Scheme. It consists of the identification of 10 million of the poorest families out of the total BPL population of 65.2 million- 'the Poorest of the Poor', and provides them with 25 kg of food grains per family per month at the price of ₹ 2 per kg of wheat and ₹ 3 per kg of rice.

Food Subsidy

Food subsidy, given by the Centre to procurement agencies like the Food Corporation of India, is to cover the difference between buying and selling prices. To ensure that farmers get a good price the minimum support price for their crop and at the same time food is available to the poor at below market rates, the government procurement agencies buy costly and sell cheap, with the different being made by the center. The food subsidy consists of two components. The first Component is the Distribution subsidy that arises from the fact that the difference between the issue price (at which the Government sells) and the procurement price is not enough to cover the costs of distribution. The second component is the cost of carrying a buffer stock. Between 1971-72 and 2010-2012., the food subsidy has averaged a little less than 0.5 per cent of GDP. Broken up by the decade, the food subsidy has increased over this period and is nearly 0.6 per cent of GDP in the decade leading up to 2010-12. A strong food security system requires financial backing and adequate allocation. At present the food subsidy budgeted for 2009-10 of the Government is ₹ 46,906.68 Crore , which is about 1.18 per of GDP.

Public Distribution System in Kerala

The salient features of Kerala's public distribution system were its universal coverage, high level of utilization, physical access made possible through a vast network of retail outlets, rural bias and progressive utilization of the system. The origin of public distribution of food grains in kerala can be traced back to Second World War. In order to make good the deficiency and to safeguard the interested of the common man against exploration by the private traders, a system of PDS has been in practice in the state as early as the pre-independent days, which was discontinued for a short spell from 1954 to 1956. The State Government introduced an informal system of distribution of rice at subsided rates to lower income group in 1957 and the system contin-

ued till October1964. The state experienced acute shortage in the availability of rice in 1964 consequent on the restriction imposed in the movement of rice by the southern states of India. Formal rationing was introduced throughout the state with effect from 1ˢᵗ November 1964

All household in Kerala possess ration cards with which they can purchase rice, wheat, sugar and kerosene, in a specific quantity per week or month at subsidized rates. The result is that retail price of essential commodities cannot rise steeply as compared to other locations in India, even though Kerala is a consumer State. Larger percentage of Kerala villages are served by a fair price shop within two kilometers as compared to only 35 per cent of India's villages generally. The profile of PDS in Kerala during 1990-2010 is given in table herein under

Table 1 - Profile of PDS in Kerala (1990-2010)

Year	Ration cards	Rations Permits to institution (In number)	No of Retail Shops (in number)	Whole Sale Shop (in number)	FCI Depots (in number)
1990	50.52	9016	13007	296	39
1995	56.5	13173	14179	353	39
2000	62.6	17528	14226	345	23
2005	67.8	14187	14195	333	21
2010	68.4	14101	14239	335	22

In 1990, there were 50.52 lakhs ration cards in Kerala and ration articles are issued through 296 wholesale ration depots scattered all over kerala. During 2010, there were 14239 ration retails shops in kerala as against 13007 shops in 1990. Out of these 14239 retail shop, 12428 shops are in rural areas. The benefits of the system were equitably spread across income group in both rural and urban areas. Each retail outlet served about 400 households and, no individual needed to walk more than 2 km to fetch his ration. The system required a certain minimum off take in all these shops if they are to be viable

Targeted Public· Distribution System (TPDS)

Well targeted and properly functioning PDS is an important constituent of the strategy for poverty alleviation. In order to make PDS more responsive to the need of the poor, Targeted Public Distribution System was introduced in June 1997. In the TPDS, subsidies are restricted to BPL household. A profound consequence of TPDS is that it is the Central Government that fixes the BPL population within a state.

The TPDS has affected Kerala's PDS in several ways. First, as 25 per cent of Kerala's population have been termed BPL by the Planning Commission, the guaranteed and subsidized allocation of grain for BPL households under the TPDS accounts for only 10 per cent of the previous PDS supply Given that Kerala is a food deficit state, in the pre-TPDS period, the state's own production accounted for 20 per cent of grain requirements, the PDS accounted for 32 per cent and the rest came from private trade.

Secondly the main flaw is that in the approved list of BPL families (targeted beneficiaries) certain non eligible have found place whereas the 'real' eligible have been left out. It has been found that the criteria for inclusion in BPL list are solely economical which is often understated. There are complaints that persons having political patronage have found a place in BPL list. A large number of the very poor are in the APL category and are thus denied their right for subsidized food grains from PDS. The Kerala government has identified 42 per cent of households as BPL households are providing the BPL subsidy to these households from the state

budget. Government has continued to provide additional grain to BPL households as well as maintained its entitlements for APL households. There is a state subsidy on sales to APL households too.

Thirdly, off take from the PDS has declined. As compared to an annual off take of rice and wheat of around 2 million tonns in 1991 and 1992, the off take in 1999 was 1.6 million tonnes and in 2000 it fell further to 0.71 million tonnes.

Fourthly, there is evidence that ration shops are becoming unviable and closing down. With the higher APL prices, ration shops have lost their advantage in relation to private stores for the majority of the population and it is reported that people have begun to shift to private traders. As compared to a monthly sale of 7500 kg of rice and 2000 kg of wheat in early 2000, fair price shops are now selling 1400 kg of rice and 200 kg of wheat a month. Since sales from fair price shops have declined, many are estimated to be making losses

Finally, the distinguishing feature of TPDS is that it has a dual central issue price: prices for BPL consumers and prices for APL consumers. A third price introduced in 2001, is for beneficiaries of the Antyodaya Scheme.

The Central Government has restricted approximately 11 lakh of families under the BPL list. At the same time, the State Government expanded it as 25 lakh of families and distributed rice through ration shops for 2 rupees per kg. Government intervention through numerous stores of the Civil Supplies Corporation and Consumer Fed, Maveli hotels and Co-operative stores, in fact facilitated to curb the rate of price rise. And hence price for numerous food grains, vegetables etc. has become lesser than the producing states. For this, the State government spends ₹ 400 crores through the PDS.

Monthly Requirements

Monthly Requirements of rice under PDS as per 100 per cent entitlement and other welfare schemes including AAY is about 3.92 lakh tonnes per month. Government of kerala fully is utilizing allotments made by the Government of India under APL, BPL and AAY quota Present monthly sales of rice under public distribution system, including AAY, is about 3.17 lakh tonnes. A quantum of 49.39 lakh tonnes of rice and 8.36 lakh tonnes of wheat has been distributed through PDS on Kerela (source: Economic Review, Planning board, 2010), Details are given in table-2 and 3.

Table - 2 Distribution of Rice, wheat, sugar & Kerosene through the PDS (2007-08 to 2009-10)

Year	Rice (In Metric Tonnes)	Wheat (In Metric Tonnes)	Sugar (In Metric Tonnes)	Kerosene (in KL)
2007-08	854105	258932	37023	245448
2008-09	859091	202607	53787	243961
2009-10	1013931	202607	68147	244873

Source: Economic Review 2010

Table - 3 PDS Food Grain Distribution for different Schemes (In MT)

Scheme	Allotment	Lifting	% of off take Against Allotment	Off take
APL	447672	442190	99.00	442599
BPL	318792	379172	100.00	317841
AAY	250260	249872	99.76	249643
ANP	5400	5400	71.17	3841

Source: Economic Review 2010

Per Capita PDS Purchase

The trend of per capita PDS purchase emerging from Kerala requires further comment. Average purchase of rice crashed from 4.1 kg/capita in 1999-2000 (the highest across states in that year) to 1.71 kg/capita in 2004-05, and then recovered partially in subsequent years to 2.24 kg/capita at the end of the reference period. The initial decline in per capita purchase in Kerala is partly because PDS coverage in Kerala suffered with the introduction of the TPDS. In the pre- 1997 period, Kerala was the only state in which access to the PDS was close to universal in principle and in operational terms.

Issues in Intervention

In principle, food market interventions are supposed to enhance the efficiency of food markets as well as improve the equity of food market outcomes. The efficiency effect arises from price stabilization. As private storage of food grains is typically unprofitable across years, markets do not supply price stabilization even though it is socially desirable, as poor risk-averse food consumers cannot obtain credit or insurance against crop failures. The reduction in risk is beneficial to producers as well. Even with stabilization, the market outcome involves unacceptably low food consumption for the poor. The equity objective of food market intervention is to augment the food consumption of such target groups by offering subsidies. Both these goals could be achieved by procurement, storage and distribution. To meet the equity goal, the government offers limited quantities of food to poor consumers at subsidized prices.Targeting schemes usually involve a trade-off between errors of exclusion and inclusion. Subsidies with universal access minimize exclusion errors but maximize inclusion errors.

State Government's Initiative on Food Security

Rice is the staple food of Kerala while availability for a large portion of consumption needs of an average family has been taken care of under PDS, affordability of essential commodities to the poorest is another major issue. Food grains at the rate of ₹ 2 is being distributed to BPL/AAY sections of card holders, as well as families of SC/ST, in the state in Thiruvanthapuram district from 22.5.2009 and in other district form 23.05.2009 onward . The amount spent for the implementation of the sheme during the financial year 2009-10 is Rupees 195.95 crores. This is further expanded by reducing the issue price of rice from 2 per kg to Rupee 1 per kg form 1.9.2011. This was an appreciable initiation by the State Government to provide reliable food security. Kerala is the second state in the country to supply 1 kg of rice at ₹ 1 after Tamil Nadu. Table 4 shows PDS issue price for various commodities distributed through fair price shops in Kerala during 2011

Table - 4 PDS Issue Price In Kerala (As on 2012)

Items	BPL Households	APL Households
Rice	1	8.90
Wheat	2	6.70
Kerosene	16.50/17.00 per litre	16.50/17.00 per litre

Issue Price of essential commodities under Public Distribution System is significantly lower than those fixed by Government of India. As a result, State Government has been incurring substantial subsidy expenditure. During 2009-2010 the Sate had to enhance the food subsidy to 19.95 crore due to the purchase of additional quantum needed to cover the excess off take over and above central pool allocation. The case for the urgent need for strengthening the institution of PDS in Kerala is on several grounds. The need to complement food availability in the State given the State's acute and growing food deficit status, the need to stabilize the open market food grain prices and ensure physical and economic accessibility of food grains to he economically vulnerable households, to improve the extremely low existing level of cereal and calorie consumption of the poor households and to sustain the health achievements of the state. PDS had long been considered as an important institutional intervention for maintaining food security in such a chronically food deficit state of Kerala. Public Distribution System (PDS) is said to have existed from the time before independence in India,

and was initially intended to protect consumers from food shortages and producers from price fluctuations. At present the Government of India has, in addition to the TPDS, two other programmes called the Antyodaya Anna Yojana (AA Y) and the Annapurna scheme.

AAY Scheme (Antyodaya Annayojana)

The poorest of the poor families from amongst the BPL families covered under TPDS like landless agriculture laborers, marginal farmers: rural artisans/craftsmen such as potters, tanners, weavers, blacksmiths, carpenters, slum dwellers, and persons earning their livelihood on daily basis in the informal sector like porters, coolies, rickshaw pullers, hand cart pullers, fruit and flower sellers, rag pickers, cobblers, destitute and other similar categories in both rural and urban areas. Households headed by widows or terminally ill persons/disabled persons, persons aged 60 years or more with no assured means of subsistence or societal support and all primitive tribal households. The scale of food grains under the AAY scheme is 35 kg per household, priced at ₹ 3 per kg of rice.

Annapoorna Scheme

Indigent senior citizens or those 65 year of age of above , who though eligible for old age pension under than national Old Age Pension Scheme (NOAPS) are not getting the pension. Ten kg of food grains per month is supplied free of cost under the Annapoorna scheme. The sustainability of PDS is now a matter of concern. To quote the High Level Committee Report the introduction of targeting has not reduced the expenditure on the food subsidy while it has at the same time weakened the overall system. A switchover to the universal system would at least ensure access to PDS to all genuinely poor households in Kerela. However, the consideration of subsidy burden may go against such a policy change. A feasible alternative would be to bring down in the targeting errors, Particularity the exclusion errors to a negligible level. However, adherence to the strict income criterion ie, having the income below a certain level for being eligible to be categorized under the BPL category, is not likely to serve the purpose. These would result in bringing back the forced market dependents back to the ration category, thereby helping improve their consumption level. Only adequate public intervention through a well function PDS can ensure economic access to food and neutrino by the poor and help sustain the high social achievement of the state. A significant policy decision to restore the systems to its past glory is the immediate need of the hour.

Supply – Demand Gap

Rice

Following the implementation of land reforms, the agricultural sector in Kerala has undergone wide-ranging changes in terms of farm size, cropping pattern, cultivation practices and productivity. 96 per cent farmers are marginal farmers holding less than one acre of land. The chances of them to sustain farming are bleak. The redistribution of agricultural holding and the socio-economic changes during the past four decades is important factors contributing to the changes in the agriculture sector of the State. Of this, the changing structure of agriculture holdings is a major factor affecting land use, cropping pattern, productivity, and farm employment. The principal cause of food insecurity is poverty, there are also many other contributing factors, linked to the balance of supply and demand.

The demand for food was not just because rising populations resulted in more mouths to feed, but also because higher incomes enabled consumers to buy more and better food. The poorest people typically have to buy the cheapest available carbohydrates. But, with more' money, they can buy more fruits and vegetables, along with meat, dairy goods, and eggs. As a result, food habit have been changing from a traditional diet based on carbohydrates and vegetables to one richer in fat and protein. Food production in Kerala has never been sufficient to meet the requirement of its ever-growing population.

Rapid population growth is the major reason for hunger. Population growth in already densely populated area reduces the land available for each family, inevitably contributing to poverty and rural malnutrition.

Ending malnutrition will require reducing the cost of food for households and increasing their incomes. With rapid population growth, per capita agricultural productivity increased much more slowly than production. In Kerala, food production has been decreased day by day due to shortage of cultivable land area, absence of labors and several other factors, furthermore the rapid growth of population lead to widen the food gap and bring about a serious concern over our food security in future.

Table - 5 Requirement and availability of Rice

Year	Population	Requirement	Own Product			External Supply	Deficit %
			Total	Available	PDS	Private	
1951	135.49	14.22	7.12	6.41	-	7.81	55
1961	169.04	19.77	10.68	9.61	-	10.16	51
1971	213.47	24.96	120.98	11.68	7.37	5.91	53
1981	254.54	29.77	12.72	11.45	10.63	7.69	61
1991	290.99	34.03	10.87	9.78	17.50	6.75	71
1996	311.01	36.37	9.53	8.58	13.50	14.29	76
2001	318.41	37.98	7.51	6.76	9.07	22.15	82
2009	338.87	42.65	5.98	5.38	10.14	24.62	86

Note: ten percent of the production of rice is treated as seed requirement to arrive availability
Source: NSS Consumer Expenditure Reports

The extent of the food grain deficit in Kerala as indicated in table 5 has show that Kerala's deficit in rice was 50 to 55 per cent from the early fifties to the mid-seventies. Since then the deficit has increased steadily and now stand at more than 85 per cent its requirement. From the national view, Kerala accounted for only 1.3 per cent of the production in India till the mid-seventies; this has now come down to 0.5 per cent. Till the mid seventies Kerala accounted for only 4 percent of India's population which has declined to 3.3 per cent by the end of the century. Given the continuing trend in the decline of the area under rice, the deficit is likely to go above 90 per cent of the requirement with in the next few years. Latest figures (for 2009-10) show that the rice production in the state has declined to 5.98 lakh tonnes , i.e. only around 13.40 per cent of the requirement

There has been an unprecedented hike in the price of the rice over years. In 2000, the price of rice in the open market was ₹ 7 per kg. In 2010 it was ₹ 27.15 for one kg of rice. The food and Agriculture Organization (FAO) foresee 70 per cent hike in the price of rice every year. If the price continues to shoot up in this fashion, we will have to pay ₹ 150 to buy one kg of rice by 2020. The average Retails Prices of Rice in Kerala 2006-2010 is given below

Table - 6 Average Retails Prices of Rice in Kerala 2006-2010

Sl No	Commodities	Unit	Prices During December (in Rupees)					% variation over Previous years			
			2006	2007	2008	2009	2010	2007	2008	2009	2010
1	Rice(red) OM Matta	kg	14.03	17.67	19.76	22.89	27.15	25.90	11.80	15.8	31.5

Estimates on Poverty in Kerala

The official poverty line of Planning Commission, the revised poverty estimate based on Planning Commission Expert Group 2009 (Tendulkar Committee) and the BPL estimates of Kerala

The Concept of Poverty

Poverty is the denial of opportunity to lead a long healthy, creative life and enjoy a decent standard of living freedom , dignity and self-respect and the respect for other

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Reasons Cited for poverty in Asia and sub-Saharan Africa
- ➢ Being disabled (for example, blind, crippled, mentally impaired and chronically sick).
- ➢ Lacking land livestock, farm equipments, and a grinding mill
- ➢ Being unable to decently bury their dead
- ➢ Being unable to send their children to school
- ➢ Having more mouths to feed, fewer hands to help
- ➢ Lacking able-bodied family members who can fee their families in a crisis
- ➢ Having bad housing
- ➢ Suffering the effects of destructive behaviors(for example alcoholism)
- ➢ Having to put children in employment
- ➢ Being single parents
- ➢ Having to accept demeaning or low status work
- ➢ Being dependent on common property recourse

Source: Human development Report 1997

Official Poverty line in India (Based on Planning Commission's Expert Group 1993)

- ➢ **Poverty Line**: Poverty serves as a cut-off line for separating the poor from the non poor, given the size distribution of population by per caption consumer expenditure classes.
- ➢ Population with per capita consumer expenditure levels below the level defined by the poverty line is counted as poor
- ➢ The data on the size distribution of population by expenditure classes is obtained from the household consumption survey conducted under various National Sample Surveys(NSS) rounds
- ➢ The official's estimates are based on a calorie norm of 2400 calories per capita per day for rural areas and 2100 calories per capita day for urban areas.
- ➢ **Poverty line in 2004-05:** The poverty line 2004-05 at all India level is fixed at monthly per capita total consumer expenditure of 356.30 for rural areas and 538.60 for urban areas. At the consumer expenditure the above calorie norm will be met.

Population below Poverty Line In India

The official poverty line of the Central Government is based up on Planning Commission's definition of poverty. Table-7 gives the definition of official poverty line for India as well as Kerala State for the year 1987-88 to 2004-05. Accordingly a monthly per capita total consumer expenditure of 356.30 for rural areas and 538.60 for urban areas is the poverty line fixed for all India for 2004-05.

Table - 7 Definition of official Poverty Line

Year	Kerala		India	
	Rural	Urban	Rural	Urban
987-88	130.61	175.11	115.43	165.58
1993-94	243.84	280.54	205.84	281.35
1992-2000	-	-	327.56	454.11
2004-05	430.12	559.39	356.30	538.60

Source : (i) Planning Commission 1993 Report of the Expert Group on Estimation of the proportion a number of poor (ii) Ministry of Agriculture . Agriculture statistic at a glance 2004 & 2008

Population below Poverty Line in India

The population below poverty line based on planning commission's estimate for Kerala needs examination. A monthly per capita total consumer expenditure of 430.12 for rural areas and 559.39 for urban areas is the poverty line fixed by the planning Commission for Kerala in 2004-05 (Table-7) According to the this poverty line, the population below poverty line in Kerala   declined from 32.08 per cent in 1987-88 to 15.00 per cent in 2004-05 (Table-8). It is estimated that 49.60 lakh population are below poverty line in 2004-05 (Table-9). Political parties in Kerala raised strong objection to the estimate. They point out that this is an under estimate and does not reflect real magnitude of poverty.

Table 8 Population Below Poverty Line in Kerala (per cent)

Year	Rural	Urban	Total
1987-88	39.06	40.12	39.34
1993-94	37.27	32.36	35.97
1999-2000	27.09	23.62	26.10
2004-2005	28.30	25.70	27.50

Year	Rural	Urban	Total
1987-88	29.10	43.36	32.08
1993-94	25.76	24.55	25.43
1999-2000	9.38	20.27	12.75
2004-05	13.20	20.20	15.00

Source : (i) Planning Commission 1993 Report of the Expert Group on Estimation of the proportion a number of poor
(ii) Planning commission 2008 Eleventh five year plan 2007-12.vol.3

Table - 9 Population below Poverty Line in Kerala

Year	Rural	Urban	Total
1987-88	**66.20**	**26.02**	**92.22**
1993-94	55.95	20.46	76.41
1999-2000	20.97	20.07	41.04
2004-05	32.43	17.17	49.60

Source: (i) Planning Commission 1993Report of the Expert Group on Estimation of the proportion a number of poor
(ii) Planning Commission 2008 Eleventh five Year plan 2007-12. vol .3

1.11 Poverty in India 2004-05(Based on the revised Poverty Line of PC Expert Group)

Planning Commission's Expert Group 2009 has revised the definition of the poverty Line. The revised definition of Poverty line is given in Table-10. According to the revised poverty line the total population below poverty line in India is 37.2 per cent (Table-11). According to this estimate, 41.8 per cent of the rural population and 25.7 per cent of the urban population are below poverty line in India 2004-05. The expert group 2009 has changed the percentage of population below poverty line in India from 27.5 per cent 37.2 cent for the year 2004-05

Table -10 Revised Definition of Poverty line in 2004-05 (Planning Commission Expert Group)
Monthly per capita total consumer Expenditure *(In Rupees)*

	Rural	Urbanip
India	446.68	578.80
Kerala	537.31	584.70

Source : Planning Commission 2009 Report of the Expert
Group to Review Methodology for Estimation of poverty

Table - 11 Population below Poverty Line in 2004-05 (Based on revised Definition)
(Monthly Per Capita total Consumer Expenditure) (In Rupees)

	Rural	Urban	Total
India	41.8	25.7	37.2
Kerala	20.2	18.4	19.7

Source : Planning Commission 2009 Report of the Expert Group to Review
Methodology for Estimation of poverty

The Expert Group also revised the definition of poverty line and population below poverty line for Kerala. The revised definition of poverty line is given in Table-10. According to the revised definition the total population below poverty line in Kerala is 19.7 per cent for 2004-05. It is estimated that 20.2 per cent of the rural population are below poverty line in Kerala in 2004-05. Based on the revised poverty line, the poverty ratio in Kerala is the lowest compared for other southern state like. Andhra Pradesh, Karnataka and Tamil Nadu (Table-12). In rural and urban areas in Kerala, the percentage of people below poverty line is lower in Kerala compared to the southern states.

Table - 12 Poverty Line and Poverty Ratio for 2004-05(Expert Group, 2009)

State/UTs	Poverty Line		Poverty Headcount Ratio (%)		
	Rural	Urban	Rural	Urban	Total
Andhra Pradesh	**433.43**	**563.16**	**32.3**	**23.4**	**29.9**
Karnataka	417.84	588.06	37.5	25.9	33.4
Kerala	537.31	584.70	20.2	18.4	19.7
Tamil Nadu	441.69	559.77	37.5	19.7	28.9
All India	**446.68**	**578.80**	**41.8**	**25.7**	**37.2**

Below Poverty Line (BPL) Households in Kerala.

The Government of Kerala has classified the household or families in to two categories, viz., BPL and above the poverty Line (APL). The State Government has issued 20.82 lakh BPL ration card to households in January 2008. According to this estimate, 26.99 per cent of the household are BPL household (Table-13). The percentage of household varied between 20.54 to 34.5 per cent among the district in Kerala. These BPL household are given subsidized rice and other items through public distribution system.

The State Government has also conducted another survey of BPL household in 2011. According to this survey, 32.29 lakh household were enumerated as BPL household in 2011 and the BPL household constitute 42.46 per cent household in the state (Table-14). It is estimate that in some district more than half of the household were BPL households. In Wayanad district 57.46 percent and in Idukki 55.38 per cent of the household are BPL. The economists has raised objection about the estimate. They argue that this is an over estimate which accommodate a large number of non eligible households.

Table - 13 Number of BPL Households in Kerala, January 2008

District	APLCard*	BPLCard·	Total Ration Card	BPLCard
Thiruvananthapuram	576109	232518	808627	34.07
Kollam	409035	211451	620486	28.75
Pathanmthitta	214181	86935	301116	28.87
Alappuzha	331214	179779	510993	35.18
Kottayam	306852	136463	443315	30.78
Idukki	177722	92932	270645	34.33
Eranakulam	558438	144373	702811	20.54
Thrissure	476451	220836	697287	31.67
Palakkad	412047	145460	557507	26.09
Malappuram	4458880	199802	645682	30.94
Kozhikode	419423	171702	591125	29.04
Wayanad	114101	60142	174243	34.51
Kannur	344243	129079	473322	27.27
Kasaragod	152232	71202	223434	31.86.
Total	**4937928**	**2082674**	**7020602**	**29.66**

Andyodaya Annayojana is included in BPL Card
Source : Department of Economics and Statistics, 2009 statistic for planning 2009

Table - 14 Number of BPL Household in Kerala, January 2011

Districts	BPL Households (in Lakh) (January)	Percentage of BPL Households (per cent)
Thiruvananthapuram	3.99	47.30
Kollam	3.10	46.08
Pathanmthitta	1.14	36.50
Alappuzha	2.56	48.57
Kottayam	1.93	41.43
Idukki	1.53	55.38
Eranakulam	2.62	34.23
Thrissure	2.94	39.93
Palakkad	3.02	48.77
Malappuram	2.92	38.65
Kozhikode	2.55	38.73
Wayanad	1.07	57.46
Kannur	1.82	34.09
Kasaragod	1.11	42.64
BPL household	32.29	42.41
APL household	43.83	57.58
Total Household	**76.12**	**100.00**

Source: Mathirubhumi Daily January29.2011

Thus, have two estimates on the poverty in Kerala by Planning Commission and State Government. The Planning Commission's estimate says that the percentage of BPL population in Kerala for 2004-05 is 19.7 per cent. On the other hand the State Government's BPL survey in 2011 says that 42.41 per cent of the household in Kerala are poor. Thus we can notice wide variation in the two estimates and actual percentage of poor may be in between the two estimates.

കേരളത്തിന്റെ ഭക്ഷ്യസുരക്ഷ

Our Inspiration

"Ensuring food security to over 80 lakh households in Kerala"

Chapter-II
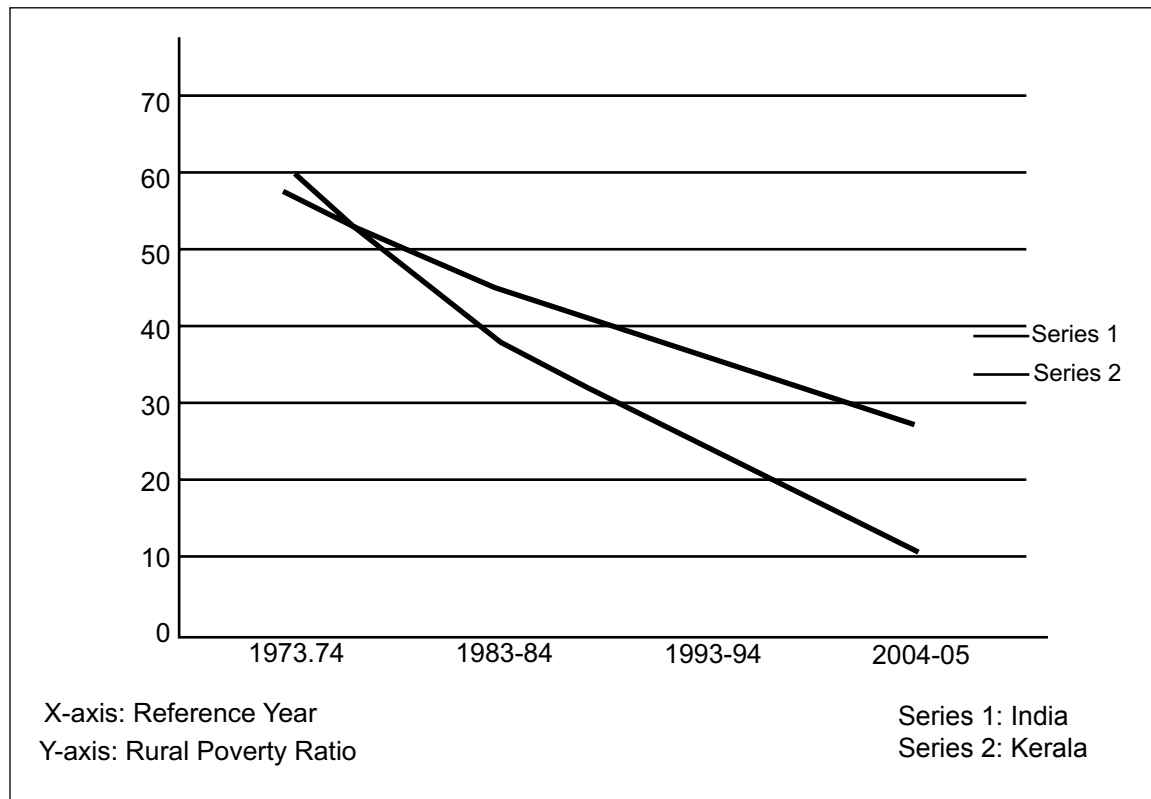# PUBLIC DISTRIBUTION SYSTEM KERALA SCENARIO

PUBLIC DISTRIBUTION SYSTEM
KERALA SCENARIO

Kerala has got one of the most effective and best run public distribution systems in India. Prior to the 1997 introduction of the targeted system, Kerala was the lone state in India that had an almost total coverage of Public Distribution System (PDS). Around 95% of all households were covered by PDS in 1991. All these families had ration cards. The quantity of foodgrain purchased from the PDS in Kerala has been higher than that bought in most other states. According to a study in 1989, the quantity of food grains per person per year distributed through the PDS was 5 kg in Haryana, 6 kg in Uttar Pradesh, 8 kg in Bihar, 9 kg in Madhya Pradesh, 23 kg in West Bengal and 52 kg in Kerala. In 1991, the average amount of rice and wheat bought per consumer from the PDS outlets in Kerala was 69.6 kg.

Kerala could also satisfy the minimum requirement of 370 gms of cereals per person per day recommended by the Indian Council of Medical Research, through the PDS. The monthly entitlement of foodgrain per adult was 13.8 kg in Kerala (or 460 grams per day). As per consumer surveys conducted throughout the nation, the functioning of ration shops and the delivery system has been better in Kerala than in other parts of the country. The Central Norm of one Fair price shop for a population of 2000 has already been achieved in Kerala and normally no card holders here need travel more than 2 Kilometer to reach his fair price shop even in the remotest area. The food grain production in the State falls 75% short of the actual demand. In an area of 38,885 Sq.M of the State, paddy is produced from 25% to 30% of total cropping area and is estimated at around 6 Million tonnes per annum. Of the required foodgrains, just 15% is produced in the State and the rest is brought from other States like Tamil Nadu, Andhra Pradesh, Karnataka, West Bengal, etc. PDS happened to become one of the effective tools which have helped a lot in Kerala's attempts at alleviating poverty. Statistics show that the rate of decline of poverty was faster than that of All India average. Moreover, they showed an almost downward linear trend.

Changing Trends in Rural Poverty Ratio: Kerala and India

Sl No	India		Kerala	
	*no of Persons(lakh)	* No.of Persons	*No.of Persons(lakh)	% persons
1	2	3	4	5
1973-74	2612.90	56.44	111.36	59.19
1983-84	2519.57	45.65	81.62	39.3
1993-94	2440.31	37.27	55.95	25.76
2004-05	2209.24	28.30	32.43	13.20

X-axis: Reference Year
Y-axis: Rural Poverty Ratio

Series 1: India
Series 2: Kerala

This inference correlates with Kerala's performance in social security measures like effective public distribution system, pensions, attaining high literacy rate, and achieving health indicators of low infant mortality rate and high life expectancy, participatory approach for alleviation of poverty through Kudumbasree Mission, decentralized planning etc. These were in addition to the implementation of major Centrally-Sponsored Schemes for poverty eradiation.

The Introduction of TPDS

Just as it was elsewhere in the country, the PDS in the state was replaced with TPDS on 1st June, 1997. With the introduction of TPDS, Families are categorized as Above Poverty Line (APL), Below Poverty Line (BPL) and poorest in BPL as Antyodaya AnnaYojana (AAY). They are given distinctive ration cards - APL - blue; BPL - pink and AAY - yellow. Food grain is issued at the prices fixed by the Government. As per the State Economic Review 2011', out of the 76, 28,656 cardholders in the State, 55, 71,568 families are APL, 14, 61,988 families are BPL and 5,95,100 families are coming under AAY scheme. Food grains are allotted by the Government of India for distribution to AAY cardholders at 35 Kilograms and for BPL cardholders at 25 Kilograms per month. During the year 2011 up to August, 1, 11,410 MT of wheat and 8, 29,682 MT of rice has been distributed through Public Distribution System in Kerala.

Public Distribution System in kerala- Profile 2006-07 to 2010-11

	Item	Unit	2006-07	2007-08	2008-09	2009-10	2010-11
1	No.of Ration Card and permits a) Ration Card for families as on 1st April	No	6986017	7025638	7034886	6835945	i7340488
	b) Ration permits for institution as on 1st April	'	14101	13330	10952	8709	7603
2	No.of FCI Sub depots as on 1st April	"	20	20	22	22	22
3	No. of Wholesale shops as on 1st April a) Co-Operative	"	34	36	35	25	36
	b) Supply Co	"				10	10
	c) Others	"	302	302	301	300	
	d) Total Wholesale shops	"	336	338	336`	335	334
4	No. of Retail shops as on 1st April a) Co-Operative	"	509	472	425	423	419
	b) Other	"	13702		13776	13819	13833
	c) Total Retails Shops	"	14211	14248	14244	14239	14252
5	Sugar(Allotted)	MT	56050	57236	49236	49338	49362
6	Kerosene	KL	277966	277968	277968	277944	225096

കേരളത്തിന്റെ ഭക്ഷ്യസുരക്ഷ

Our Commitment

"Availability of food grains at a controlled rate through the
Public Distribution System is a core funtion"

Chapter-III
PUBLIC DISTRIBUTION SYSTEM
THE EXECUTIVE FRAME WORK

PUBLIC DISTRIBUTION SYSTEM
THE EXECUTIVE FRAME WORK
BRIEF PROFILE OF THE ORGANISATION

Commissioner of Civil Supplies heads the Food and Civil Supplies and Consumer Affairs department. The Director of Civil Supplies monitors the day today administration of the department. From 1955 to 1974, this department was a part of the Revenue Department. From 1975 to 1992 this department was a part of the Board of Revenue. From 18/05/1992 onwards Food Civil Supplies and Consumer Affairs Department functions as a separate department of the state administration. At the Head Quarters level the following category of officials assists the Director of Civil supplies.

1. Controller of rationing

2. Chief Accounts Officer

3. Vigilance Officer

4. Finance Officer

5. Assistant secretaries - 3 nos.

6. Accounts Officer

7   Law Officer

8. Statistical Officer

With the Introduction of TPDS, the price and quantum of distribution is fixed by the central Government. The Existing pattern of Distributing and price index including the sate Government Subsidy are given below (as on 06/04/2013)

Rice	APL	*6 kg per/Month	8.90	8.90
Rice	BPL	*25kg/month	6.20	1.00
Rice	AAY	35 kg/Month	3.00	1.00
Rice	Annapoorana	10 kg/ Month	Free of Cost	Free of Cost
Wheat	APL	*1kg/month	6.70	6.70
Wheat	BPL	*5 kg/ Month	4.70	2.00
Sugar	BPL/AAY	400Gm/head/Month	13.50	13.50
Rice	APL(Subsidy)	6 Kg/Month	8.90	2.00
Wheat	BPL(Subsidy)	1 Kg/Month	6.70	2.00
Supplycow Fortified	APL/BPL/AAY	2 kg/Month	6.70	12.00
Kerosene	Electrified House	1 Ltrs/ Month	16.50 to 17.00	16.50 to 17.00
	Non- Electrified House	4 Ltrs/ Month	16.50 to 17.00	16.50 to 17.00

Sl No	Dist	Taluk	No of FCI Depot	No of AWDs	No of ARDs	Storage (MT)	Avg monthly Allotment (MT)	No of Ration Cards				
								BPL	AAY	APL-SS	APL-Normal	Total
1	TVM	CRO-South	2	1	145	750	1150	10562	4496	34646	17036	66740
2	TVM	CRO-North		1	140	0	1100	5450	4153	37067	28907	75577
3	TVM	Chirayinkeezhu		9	350	2510	3010	30141	11041	98674	25081	164937
4	TVM	Nedumangad		7	378	1590	3450	35839	17161	102526	28182	183708
5	TVM	Neyyattinkara		10	534	3880	4940	55884	17152	151663	24920	249619
6	TVM	TVM		6	334	2700	2850	24410	11573	96930	29118	162031
7	KLM	Kollam	3	3	421	3000	4250	52376	18680	129776	52448	253280
8	KLM	Karunagappally		10	251	1780	2450	27016	8460	61272	17183	113931
9	KLM	Kunnathoor		3	130	610	930	12613	3836	26713	9400	52562
10	KLM	Kottarakkara		10	352	1790	2120	33724	11247	84270	26093	155334
11	KLM	Pathanapuram		9	267	742	695	25790	9384	62816	22662	120652
12	PTA	Kozhenchery	1	8	244	3390	1830	13761	8210	43865	27370	93206
13	PTA	Thiruvalla		4	146	800	1030	11625	3676	25143	19560	60004
14	PTA	Adoor		5	196	1116	1381	14541	6032	39526	23530	83629
15	PTA	Ranni		5	151	810	980	10173	5542	23249	18128	57092
16	PTA	Mallappally		3	95	400	400	7701	3220	16384	8994	36299
17	ALP	Cherthala	2	6	289	1900	2537	33171	9993	73821	20721	137706
18	ALP	Kuttanad		4	118	750	1033	12184	4345	27462	5235	49226
19	ALP	Ambalapuzha		1	201	2150	2000	24807	8046	64718	18595	116166
20	ALP	Mavelikkara		6	227	1260	1530	21165	7279	43414	19719	91577
21	ALP	Karthikapally		9	265	1700	2258	26728	9362	58333	15579	110002
22	ALP	Chengannor		4	146	720	960	12344	4013	23093	15514	54964
23	KTM	Kottayam	1	8	292	2470	2830	30810	10784	66590	47422	155606
24	KTM	Meenachil		9	211	1960	1932	17672	7549	37036	33462	95719
25	KTM	Changanasery		7	168	1470	1460	15593	5560	40857	28199	90209
26	KTM	Vaikom		8	182	1370	1579	16814	6620	36262	15111	74807
27	KTM	Kanjirapally		4	138	810	1010	14340	4250	34063	19828	72481
28	IDK	Thodupuzha	1	6	193	1060	1733	15272	8327	44043	15019	82661
29	IDK	Udumbanchola		5	258	900	1943	25649	10594	46307	21942	104492
30	IDK	Peerumed		3	129	1010	1074	11398	5148	28443	6316	51305
31	IDK	Devikulam		3	117	500	883	7674	7953	21334	7843	44804
32	EKM	CRO-EKM	2	2	92	330	900	3006	2506	27116	39172	71800
33	EKM	CRO-Kochi		2	114	450	840	4451	1820	36615	25452	68338
34	EKM	TSO-Kochi		3	89	540	1010	12425	3731	34705	9255	60116

#	Region	Office										
35	EKM	Kanayannoor		3	167	1140	1660	10575	5632	58704	41672	116583
36	EKM	Aluva		5	202	1010	1480	15497	5744	67435	26425	115101
37	EKM	N-Paravur		5	161	1020	1480	16155	5523	63813	19096	104587
38	EKM	Kunnathunad		5	231	1055	1160	16688	6288	65740	26916	115632
39	EKM	Kothamangalam		3	122	540	650	9789	3560	32105	15058	60512
40	EKM	Moovattupuzha		7	162	910	1040	12386	4362	39815	27733	84296
41	TSR	Mukundapuram	2	11	359	4130	4451	47970	16144	112130	42118	218362
42	TSR	Kodungallur		2	129	800	1350	20398	5667	40598	14958	81621
43	TSR	Chavakkad		4	184	1883	2050	27566	8182	47518	28401	111667
44	TSR	Thrissur		3	301	1350	4000	39433	16285	97337	65441	218496
45	TSR	Thalappilly		3	232	1280	3080	32622	10698	73100	37083	153503
46	PKD	Palakkad	1	4	169	1440	2330	16042	6978	78147	48341	149508
47	PKD	Chittur		3	162	1100	1596	11167	8244	55001	32697	107109
48	PKD	Ottappalam		5	281	3000	3350	39074	10611	110170	44324	204179
49	PKD	Manarkad		3	149	1100	1800	12078	16043	50533	15872	94526
50	PKD	Alathur		4	167	1300	1950	16820	5292	57348	27674	107134
51	MPM	Tirur	2	4	265	1490	2910	30205	10916	96650	35381	173152
52	MPM	Perinthalmanna		4	172	1230	1230	21379	7549	65685	26919	121532
53	MPM	Thirurangadi		5	174	1320	2100	22795	8425	80174	20709	132103
54	MPM	Ernad		5	273	2050	2050	31789	11541	95383	40387	179100
55	MPM	Ponnani		3	128	1350	1340	16165	5479	42229	15610	79483
56	MPM	Nilambur		3	218	1900	1700	19661	10176	70244	29124	129205
57	KKD	CRO-North	2	1	75	1750	2500	4765	2545	31850	18563	57723
58	KKD	CRO-South		1	70	0	2000	3667	1154	24990	19022	48833
59	KKD	TSO KKD		3	341	1100	1450	52250	16861	144921	54782	268814
60	KKD	Koyilandi		5	277	1650	3000	36706	11141	108969	13970	170786
61	KKD	Vadakara		4	214	920	2600	31852	10499	87183	25749	155283
62	WYD	Vythiri	1	2	93	650	1114	10140	11325	31002	10601	63068
63	WYD	Batheri		2	118	560	900	11213	15864	35064	12663	74804
64	WYD	Mananthavadi		2	100	700	1340	9551	13891	28160	9777	61379
65	KNR	Kannur	2	4	231	1160	2493	23060	8545	96378	34436	162419
66	KNR	Thalassery		9	353	1460	3405	31717	16399	122505	44566	215187
67	KNR	Thaliarambu		7	273	1260	1260	33641	10907	88543	46556	179647
68	KSD	Kasaragod	1	5	175	800	1980	20803	10793	64016	32817	128429
69	KSD	Hosdurg		6	214	1370	2420	25833	10130	74471	29788	140222
			23	329	14305	92996	131297	1458561	591136	4216643	1778225	8044565

Rice/Wheat required for distribution to each category is supplied by the Central Government from the Central Pool through Food Corporation of India. Lifting, distribution etc are monitored at District and Taluk level.

Kerosene required for distribution is also supplied by the Central Government through oil Companies. Sugar required is supplied by the Kerala State Civil Supplies Corporation. Beneficiaries under each category are selected by the Local bodies as per target fixed by the Central Government. Consumer welfare and Hunger Free India is the motto behind the introduction of TPDS.

At zonal Level, there are 2 Deputy Controllers of Rationing. Zonal Head quarters are fixed at Kollam, and Kozhikkode. District level administration is managed by the District Supply Officers in all the 14 districts. Taluk level administration is managed by the Taluk Supply Officers. In Thiruvananthapuram, Eranakulam and Kozhikkode, there are two City Rationing Offices each. There are 63 Taluk Supply Officers and 6 City Rationing Officers in the State for the Taluk level administration. The Assistant Taluk Supply Officer assist the Taluk Supply Officer. A TSO post is fixed at the following criteria.

1. Taluks having Fair price Shops below 250 - 1 post

2. Taluks having Fair price shops above 250 - 2 posts

3. City Rationing Office - 1 post

Kerala Ration Dealers Welfare Fund is constituted to take care of the welfare measures of ration dealers. The Commissioner of Civil Supplies is the Chairperson of the Fund. The Secretary and Chief Executive of the KRDWF is an officer in the rank of Deputy Controller of Rationing.

ORGANOGRAM - FOOD AND CIVIL SUPPLIES DEPARTMENT
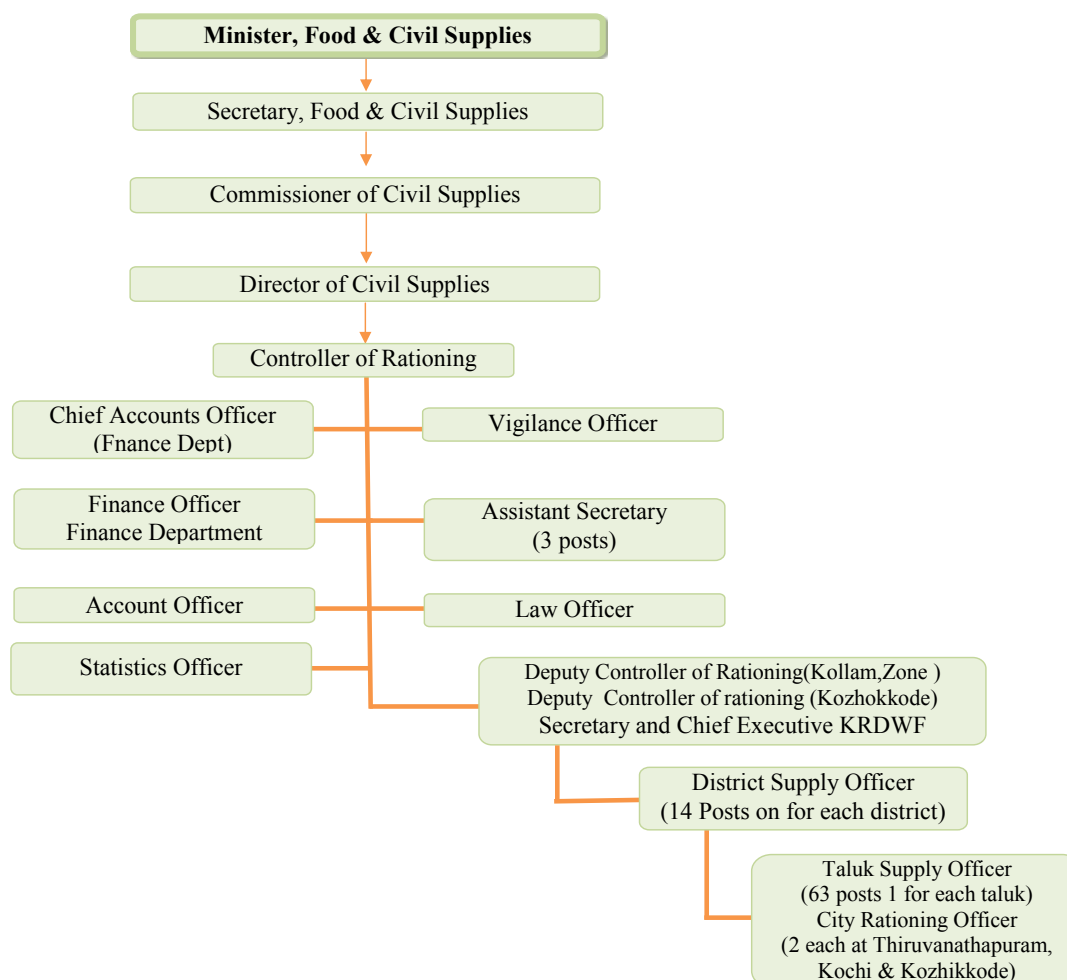
The Commissionerate consists of the following sections:

Name of Sections	Subjects
A	Rationing
B	Administration
C	Discplinary Action
D	Papres related to various committees & Right to Information
E	Differential cost – VAT
F	Internal Audit Files
G	Reconciliation of Account
H	Budget matters and Audit Reports of AG, Fund Allotment etc.
I	Preparation of Bills
J	Papers related to Pension and loans
S	Price Report. Stock Position, Annual Administration Report etc
CA	Consumer Affairs

Staff Strength

The category wise details of employees in Civil Supplies Department (excluding Kerala State Civil Supplies Corporation & Ration dealers welfare fund) are as detailed below:

Rationing Controller	-	01
Deputy Rationing Controller	-	03
District Supply Officer	-	18
Taluk Supply Officer	-	107
Assistant Taluk Supply Officer	-	118
Fair Copy Superintendent	-	1
Rationing Inspector/Head Accountant/Head Clerk	-	347
UD Clerk	-	331
LD Clerk	-	331
Confidential Assistant	-	52
Typist	-	96
Attender	-	15
Driver	-	91
Peon	-	216
IAS cadre Post	-	2
Deputation Post		
Law Officer	-	01
Finance Officer	-	01
Chief Accounts Officer	-	01
Statistical Officer	-	01
Total	**-**	**1734**

The functions carried out by the Department can be broadly divided into the following three categories.

1) Control of Rationing and marketing of essential commodities

In the State, which has very high deficit in the production of food grains, the PDS has great relevance and importance. Timely lifting of commodities allocated from central pool and ensuring distribution of the same through more than 14,000 ration shops and ensuring timely lifting and distribution of the same is a major

function of the Department. The Department keep vigil to discourage and prevent hoardings and black marketing of essential commodities.

2) Consumer Affairs

Keeping in view the importance and need for promotion of consumer awareness and protection of their rights, Government of Kerala formed a separate wing in the Food Civil Supplies and Consumer affairs Department in the secretariat to attend to the subject, Consumer Affairs. This wing works under the Additional Secretary to Government with supporting staff. Accordingly a Consumer Affairs Cell has been formed in the Commissionerate of Civil Supplies also.

Public Distribution System

Public Distribution System (PDS) was launched in the State with effect from 01.07.1965 with the implementation of Kerala Rationing Order, 1966. In the State, which has very high deficit in the production of food grains, PDS has great relevance and importance. The State won many accolades for the pioneering achievements made in 60s and 70s in the implementation of Universal Rationing System.

1. **Ration Cards**

   Photo affixed laminated ration cards with bar code was issued w.e.f. 01-11-2009. At present there are about 79.71 lakh ration cards in circulation. Out of which 14.54 lakhs are BPL, 5.92 lakhs AAY and remaining 59.25 lakhs are APL. A huge number of applications for ration cards are being received in all Taluk Supply Offices (including online applications) and the number of APL cards are increasing day by day. Recently, Govt. have conducted a house to house survey through LSGD to identify the BPL/AAY families. On the basis of the survey, the revised BPL list was approved by Govt. The list contains 32.29 lakh BPL families. The District Collectors have been empowered to issue BPL ration cards as per the BPL list 2009 after making proper enquiry vide G.O.(MS) No. 38/11/F&CSD dated 05-11-2011.

2. **Allotment**

   The allotment of rice and wheat from Govt. of India to Kerala and the present rate of monthly allotment of rationed articles are as follows.

Category	Rice (MT)	Selling Rate/Kg	Wheat (MT)	Selling Rate /Kg
APL	36056	8.90 & 2.00	11777	6.70 & 2.00
BPL	26566	1.00	6963	2.00
AAY	20855	1.00	-	
Annapurna	450 (Apr-Sep-12)	Free	-	
Welfare	148.55 (Apr-Sep-12) 98 MT (Oct-12 to Mar-13)	6.20 1.00	63.67	4.70
BPL-Adhoc	84978 MT of Rice and 34190 MT of wheat @ BPL rates for the period from Jul-12 to Mar-13			
APL Adhoc	15458	8.90 2.00	5049	6.70 2.00

   Out of 11777 MT of wheat (+ 5049 Adhoc) allotted under APL, 4000 MT are allotted to Supplyco for December-2012 for conversion to fortified atta and distributed through ration shops @ Rs12/- per Kg. All APL cardholders are eligible to get 2 Kg of fortified atta per month.

3. **Quantum of Distribution**

   a. **APL**

   It has been directed to issue 9 Kg of rice and 2 Kg of wheat to APL Subsidy cardholder and 10 Kg of rice and 3 Kg of wheat to Non-Subsidy cardholder. The availability of rice as per GoI allotment is

only 8.7 Kg per card per month and that of wheat is only 2.8Kg.(By allotting wheat to Supplyco, the availability reduces to 2.1 Kg)

b. **BPL**

The State Govt. have declared that every BPL cardholder should get 25 Kg of rice @ Re 1/- per Kg. They are also eligible to get 8 Kg of wheat @ Rs 2/- per Kg.

c. **AAY**

Allotment under AAY is sufficient to issue 35 Kg per month. The Govt. of India was requested to sanction additional quota of AAY beneficiaries to the State to include all primitive tribes to the scheme.

d. **Annapurna**

Allotment of Rice under Annapurna scheme is 450 MT. (But no allotment from October-12 to March-2013) The rate of issue is 10 Kg per month free of cost. There is huge stock of rice under Annapurna in all Taluks, due to shortfall in number of beneficiaries. The allotted number of Annapurna beneficiaries is 44980, whereas there is only 32152 beneficiaries under the scheme at present. The main problem for implementing the scheme is finding beneficiaries. In the state of Kerala, almost all people are covered under any one of the pension schemes. As per the direction of Govt. of India, no person receiving any kind of pension is eligible to receive rice under this scheme. But no one is willing to forego pension for 10 Kg of rice per month. Eligibility criteria for identifying Annapurna beneficiaries may be relaxed so as to include more deserving persons in the scheme.

e. **Welfare Institutions**

Under this scheme rice and wheat are issued at BPL rates to welfare institutions such as orphanages, old age homes etc. The inmates of Govt. approved orphanages are eligible to get 7 Kg of rice @ Rs 1/- per Kg, 3 Kg of wheat @ Rs 4.70/- per Kg and 400 g of sugar @ Rs 13.50 per Kg. Allotment for April-12 to September-12 has been given at 148.55 MT of rice and 63.67 MT of wheat per month. The allotment of rice from Oct-12 is 98 MT.

f. **Special Allotment for Wayanad and Palakkad**

The Government of India has allotted a special allocation of 393 MT of Rice and 62 MT of Wheat per month for the period from September-2011 to November-2011 to two poorest districts of Kerala, Palakkad and Wayanad, @ BPL issue price for the poor families identified by the state in the districts mentioned above who are not being provided foodgrains at BPL prices. Later, a quantity of 1809 MT of rice and 474 MT of wheat for BPL families and 1420 MT of rice for AAY families has been allocated under the scheme.

Rate of issue of foodgrains

Catgory	No of Cards	Entitlement per month	Price/Kg
APL RICE	16.81 lakhs	10 Kg	Rs 8.90
	42.23 lakhs	09 Kg	Rs 2
APL WHEAT	16.81 lakhs	3 Kg	Rs 6.70
	42.23 lakhs	2 Kg	Rs 2
BPL RICE	14.56 lakhs	25 Kg	Rs 1
BPL WHEAT	14.56 lakhs	8 Kg	Rs 2
AAY RICE	5.92 lakhs	35 Kg	Rs 1
Kerosene		1/2 L to E Cards 4 L to NE Cards	Rs 15.50-16.00
Levy Sugar	20.39 lakh	400 g per member of AAY/ BPL cards	Rs 13.50
Fortified Atta		2 Kg to APL	Rs 12

4. Foodgrains @ Subsidy Rate

The State Govt. gives subsidy to rice and wheat under various categories as shown below.

Sl No	Item	Actual Rate / Kg	Selling Rate /Kg	Rate of Subsidy /Kg
1	APL-Rice- Non-subsidized	8.90	8.90	0.00
2	APL-Rice- Subsidized	8.90	2.00	6.90
3	APL-Wheat- Non-subsidized	6.70	6.70	0.00
4	APL-Wheat- Subsidized	6.70	2.00	4.70
5	BPL-Rice	6.20	1.00	5.20
6	BPL-Wheat	4.70	2.00	2.70
7	AAY-Rice	3.00	1.00	2.00
8	Annapurna-Rice	Free	Free	

The scheme of issuing food grains @ Rs 2/- per Kg has been implemented from 22-5-2009. All BPL/AAY cardholders and SC/ST, Fishermen and Ashraya families under APL category were initially included in the scheme. The scheme has been expanded on 25-5-2010 and further expanded on 05-01-2011 to all the cardholders under BPL and AAY categories and to APL cardholders conforming to 41 special categories. In 25th February, 2011, the Govt. of Kerala, approved the scheme for providing foodgrains (Rice & Wheat) @ Rs 2/-to all cardholders subject to certain conditions.

The following ration card holders are not entitled to the benefit of the scheme

1. Those families having more than 2.5 acres of landed property.
2. Those having more than Rs 25,000/- monthly income.
3. Those having house of more than 2500 sq.ft. area.

The scheme of issuing rice @ Rs 1/- per Kg has been implemented since 1st September-2011. All BPL cardholders will get 25 kg of rice per month @ Rs 1/- per Kg and all AAY cardholders will get 35 kg of rice @ Rs 1/- per Kg. The inmates of Govt. approved orphanages will also get rice @ Rs 1/- per Kg.

5. Allotment, Requirement and Shortage of Foodgrains

The total allotment by Govt. of India under various schemes, the actual requirement and consequent shortage are given below.

	Cards	Entitlement	Requirement	Allotment	Shortage
APL-Rice	5925708	28 Kg /card	165920	51514	114406
APL-Wt	5925708	7 Kg/ card	41480	16826	24654
BPL-Rice	1453776	28 Kg /card	40706	35064	5642
BPL-Wheat	1453776	7 Kg/ card	10176	10382	-206
AAY-Rice	591173	35 Kg /card	20691	20855	-164
Annapurna	32152	10 Kg/card	322		322

a. Kerosene

The present allocation of kerosene is 30048 KL for the 3rd quarter, i.e. from October-12 to December-12. All Non Electrified cards were eligible to get 5 L of kerosene per month and al Electrified cards were eligible to get 1.5 L till March-2012. Allotment of kerosene is short and hence quantity issued is reduced to 4 L to NE cards and 1 L(in some months ½ L) to E Cards fromApril-12 onwards. A quantity of 2525 KL was issued to fishing permits, 30.97 KL was issued to Establishment permits and 184 KL was issued ot

Agricultural permits in June-12. It may be noted that the allotment of kerosene was 23160 KL/month till March, 2010.
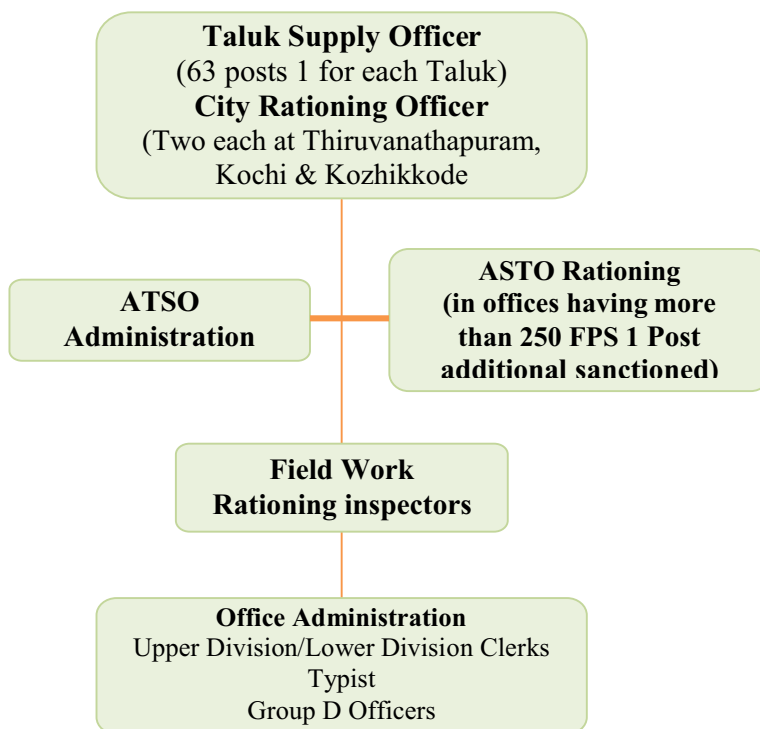
b. Levy Sugar

Sugar is being issued to BPL/AAY card holders only, @ 400 gm. per month per head. The total requirement of sugar per month is 4025 MTs, where as the allotment is 4103 MTs (4115.6 MT including sugar allotment to CRPF & BSF). During festival seasons like Onam, Govt. of India allotted special quota for all categories.

c. **Fortified Atta**

Out of 11777 MTs of wheat allotted under APL category, Govt. had given sanction to allot 6750 MTs to supplyco for conversion as fortified atta. On conversion of wheat, 95% of atta is derived, which comes to 6412 MTs. The above stock is being distributed to APL card holders @ 2 kg per card. But this is insufficient to distribute to all APL card holders. The selling price of atta is fixed as Rs.12 per Kg. In October-2012, 5800 MT of wheat was allotted to Supplyco for conversion into fortified atta. The quantity may vary month to month.

ORGANIZATIONAL CHART - TALUK SUPPLY OFFICES/CITY RATIONING OFFICES

Taluk Supply Officer
(63 posts 1 for each Taluk)
City Rationing Officer
(Two each at Thiruvanathapuram,
Kochi & Kozhikkode

**ATSO
Administration**

**ASTO Rationing
(in offices having more
than 250 FPS 1 Post
additional sanctioned)**

**Field Work
Rationing inspectors**

Office Administration
Upper Division/Lower Division Clerks
Typist
Group D Officers

Analysis of Strengths/Weakness/Opportunities/Threats (SWOT)

Assessment of the potentials and weakness, internal as well as external, is a prerequisite for any organizational analysis.

STRENGTHS

1. Well defined systems & procedures
2. Nation wide scheme for allocation and distribution of food grains
3. Unique system for selection of beneficiaries

4. Central Agency for storing and distribution
5. Well established network of retail outlets
6. Prevalence of Rules and regulations
7. Uniform Standard of distribution
8. Confidence of the people
9. Support scheme for aged citizens (Annapooma)
10. Efficient system of supervision, Inspection and prevention of misuse
11. Well established hierarchy of officials
12. Better co-ordination in assignment of work
13. Efficient System to redress public grievances
14. Existence of communication and conveyance facilities
15. Established procedure for assessment evaluation and settlement of cases
16. Contribution to state revenue
17. Support scheme for weaker section
18. Introduction of Online application for Ration cards
19. Programme of welfare orientation for Fair price shop owners

WEAKNESSES

1. Inconsistency in the allocation of Food grains (Rice/Wheat)
2. Deficiency in Company -wise allocation of Kerosene
3. Non -awareness of quality control measures
4. Non-Supply of quality rationed articles
5. Lack of effective monitoring system to prevent misuse of rationed articles
6. Lack of co-operation from the local bodies in selecting beneficiaries in a time bound manner
7. Political interference in the selection of beneficiaries
8. Non-availability of updated rules and regulations for ready reference.
9. Rampant Corruption and nepotism
10. Non awareness of existing rules and regulations
11. Incompetence and lack of experienced staff due to frequent deputation.
12. Sub-letting of work and dependence on other agencies
13. Lack of knowledge in computer application and RCMS software
14. Non-availability of proper infrastructural facilities
15. Lack of utilization of modem communication facilities
16. Lack of proper facilities for disseminating information to the public
17. Improper utilization of conveyance facilities due to imposed ceiling on the use of funds
18. Inadequate funding
19. Lack of adequate manpower
20. Absence of special cell for IT related works
21. Lack of basic facilities for keeping the modern electromagnetic devices dust free, safe and in the good working condition
22. Lack of knowledge and skill in preparation of Mahazar under CrPc rules and implementation of orders
23. Non-maintenance of updated incumbency details

OPPORTUNITIES

1. Ensuring food security of the state
2. Contributing more towards State revenue
3. Better service to the public and increased credibility
4. Improvement of work efficiency
5. Introduction of Good-Governance (via) E-Governance
6. Releasing poorest of the poor from the clutches of black marketers and middlemen

THREATS

1. Customer dissatisfaction - Discontent
2. Change in the Government policy
3. Inappropriate selection of beneficiaries by the local politicians
4. Withdrawal of FCI from the PDS

ENVIRONMENTAL, MOTIVATIONAL AND BEHAVIOURAL (EMB) ANALYSIS

An employee can perform well if he is offered an environment where all the tools, equipments, materials and other logistical supports are available. He should also be motivated either through incentives or recognition rewards for outstanding performance. The conducive environment and adequate motivation should be supplemented by adequate training to both off the job and on the job, to enhance his behavioral competencies (knowledge & skill). An attempt was made to identify the environmental motivational and behavioral factors that stimulate hinder the performance of the personnel in the Food and Civil Supplies Department, the summary of which is presented below.

I. ENVIRONMENTAL FACTORS

1. Storage problems- FCI, AWDs, KWDs
2. Under Weighment, Quality problems
3. Infrastructural deficiency
4. Un-Scientific seating arrangements
5. Insufficient conveyance facility
6. Shortage of manpower
7. Improper maintenance of computer accessories
8. Non-availability of basic facilities to public
9. Deteriorated condition of office building
10. Poor condition of Ration Shop building
11. Un-Scientific allocation of rationed articles
12. Division of society for ration
13. Delay in payment to assisting agency
14. Workload due to improper and unscientific work distribution
15. Attitude of the assisting agency is not in tune with the departmental objectives
16. Lack of proper guidelines

II. MOTIVATIONAL FACTORS

1. Insufficient allocation of Rice/Wheat etc. (variety wise)
2. Discontent on the company wise allocation of kerosene and not in tune with the requirement

3. Frustration due to discontented customers, dealers, wholesalers and related Problems.

4. Lack of appreciation by higher officers for hard work.

5. Unrealistic fixing up of targets

6. Complaint from the public

7. Complaints regarding mistakes on the ration cards

8. Frustration due to the inability in selecting actual beneficiaries in BPL Category and relevant issues

BEHAVIOURAL FACTORS

1. Unable to ensure quality as officers are not trained in checking quality control measures

2. The departmental officers do not have the expertise in detecting adulteration and conducting density tests etc.

3. The officers are not familiar with relevant rules and regulations

4. An updated Department Manual is not in existence for ready reference

5. The officers are not skilled in the use of computer software developed for automation.

6. Lack of proper means for imparting formal information to the public

7. Un-necessary dependence of forms and formalities

8. Non-adherence of standards specified

SERVICE DELIVERY AREAS
1. DIRECT DELIVERY AREAS

1. Ration Card	a) New card b) Spilt Card c) Duplicate Card d) Temporary card
2. Certificate	a) Surrender Certificate b) Reduction Certificate c) Non Inculcation Certificate d) Non renewal Certificate e) Non Ration Certificate
3. Modification Of Card	a) Addition b) Delction c) Correction d) Transfer Of Ration Card (ARD Change)
4. Permit	a. Ration Permit b. Establishment Permit
	a. Kerosene permit b. Cooking Permit c. Fishing Permit d. Agriculture permit e. Establishment Permit
5. Appointment Of ration Dealers	a. Authorized Wholesale Dealer b. Authorized Retail Dealer c. Kerosene Wholesale Dealer

6. Licenses	i. Kerala Food Dealer License
	ii. Kerala Kerosene Control Orders
	iii. Kerala Pulse Dealer License
	iv. Kerala Sugar Dealer License
	v. Kerala Edible Oil, Vanaspathy and baby food Dealer License

7. **Appointment of Ration dealer**
8. **Inspection of Petrol bunk/LPG Outlets**
9. **Public Dispute Redressal of Rationing and allied matter**
10. **Consumer Dispute Redressal Forum**
11. **Kerela Ration Dealer Welfare Fund**
12. **Supply of Rationed Items**
13. **Open Market Price Monitoring (Vegetable Outlet, Prevision Store, Bakery , Hotel)**
14. **Prevention of Hoarding and Black-Marketing**

15. Public Awareness Programs	i. Food Advisory Committee
	ii. Vigilance Committee
	iii. Consumer Cell

II. FUNCTIONS

Service Delivery Areas	Publicity	Process
Ration card	Publication of eligibility Criteria and conditions	Application in prescribed from and fee Application Received(Direct/Online)-Acknowledgement Enquiry/ Verification/ reporting Sanctioned/ Rejected-Printing-Issue of Card
Certificate	Publication of eligibility Criteria and conditions	Application in prescribed from and fee Application Received(Direct/Online)- Acknowledgement- Sanctioned/ Rejected-Printing-Issue of Certificate Modified Ration Card
Modification of Card	Publication of eligibility Criteria and conditions	Application in prescribed from and fee Application Received(Direct/Online)- Acknowledgement- Sanctioned/ Rejected-Printing-Issue of Certificate Modified Ration Card
Permit	Publication of eligibility Criteria and conditions	Application in prescribed from and fee Application Received- Acknowledgement Enquiry and report Sanctioned/ Rejected- Issue of Permit
Appointment of Ration Dealers	Notification	Application Received-Acknowledgement- Publication of applicant's details – Enquiry- Report to DC/DSO
Licenses	Publication of eligibility Criteria and conditions	Application Received- in Prescribed form and fee Acknowledgement Enquiry report Communicated to DSO.

LPG Outlet/Petrol Bunk	Publication of Rules and Regulation	Application/Petition Received Acknowledgement- Enquiry – Action taken – Repot Communicated to DSO
Redressal of public Grievances	Publication Rules and Regulations/ Citizen Charter	Application/Petition Received Acknowledgement- Enquiry – Action taken And reply
Consumer disputes redressel from	Publication Rules and Regulations/ Citizen Charter	Application/Petition Received Acknowledgement- hearing- finalization-Judgments.
KRDWF	Publication Rules and Regulations/ Citizen Charter	Application for enrolment- welfare measure Collection and remittance of contribution Recombination-Disbursement of welfare assistant- Monitoring
Supply of Rationed Items	Entitlement of card holder and list of Price	Publication of list of quotas allocated and lifted by each dealer in the local bodies/ media issue of authority/ passing indent/ well in advance Inspection – Action taken and publication
Public Awareness Programs	Publication Of citizen charter, brochures, seminars, etc.	Celebration of world food day, Consumer day, etc. Food advisory communities, Vigilance cell, CA cell,

JOB DISTRIBUTION FOR EACH CATEGORY
TALUK SUPPLY OFFICER

The Taluk Supply Officer is the head of the cutting edge level of the department who is responsible for implementation of all schemes and directions put forth by the Government and higher officers.

POWERS VESTED,
ADMINISTRATIVE POWERS

1. To sanction all kinds of leave, except study leave, Leave without allowance not exceeding 120 days, special disability leave and examination leave to all non-gazetted staff under their control.
2. To sanction annual increment to all non-gazetted staff under their control.
3. To sign all pay bills, contingent bills, which need no counter signature from higher authorities.

FINACIAL POWERS

1. To sanction purchase of stationery articles locally in urgent cases up to ₹ 250/- in each case, subject to a maximum of ₹ 2500/- per annum.
2. To sanction temporary withdrawal of provident fund up to a maximum of ₹ 75.000/- at a time to all staff under their control subject to provisions under GPF rules.
3. To sanction repair and replacement of spare parts to Motor vehicle unto ₹ lOOO at a time with a maximum of ₹ 5000/- per annum observing store purchase Rules.
4. To execute agreements with retail dealers authorized by the District supply officer and for release of security deposited by these dealers

DISCIPLINARY POWERS

1. To call for explanation from the staff working under them for dereliction of duty and recommend suitable disciplinary action through District Supply Officer to the Director of Civil Supplies.

2. To impose penalties of Censure, fine and withholding of increment on the staff working under him as per Rule 13 (2) of the KCS (CC and A Rules) 1960.

DUTIES AND RESPONSIBILITIES

1. Issue authority to draw rationed articles from Food Corporation of India and from wholesalers as the case may be.

2. Maintain adequate stock of rationed articles with wholesalers and retail distributors.

3. Ensure and arrange for lifting adequate stock in time

4. Ensure proper distribution of rationed articles from wholesale to retail outlets and to card holders from retailers.

5. Ensure proper functioning of distributing agencies by constant and continuous inspections, the Taluk Supply Officer should inspect at least 3 or 4 retail outlets in a day. All the wholesale depots should be inspected at least once in a month.

6. Issue and renew of ration cards and ration permits.

7. Verification of cards and permits to prevent malpractices

8. Conduct enquiries on complaints from consumers against AWDs, ARDs and staff of his office.

9. Ensure proper implementation of the various schemes introduced by the Government as a part of the TPDS Scheme.

10. Supervise the work of Asst. Taluk Supply Officers I Rationing Inspectors and other members of the staff.

11. Conduct tour for at least 15 days a month. Inspect AWDS. KWDS. ARDS, Open Markets. LPG outlets. Gas outlets, Hotels, vegetable outlets and verify ration cards.

12. Submit monthly rationing report and other periodical statements before the 5th of every succeeding month to the District Supply Officer.

13. Organise and conduct raids along with other departments like, Legal metrology, Police, Vigilance and Local bodies.

ASSISTANT TALUK SUPPLY OFFICERS

Assistant Taluk Supply officers are responsible for the implementation of all schemes of Rationing and assist the Taluk Supply Officer in administration. All the responsibilities vested on them are subject to the directions of Taluk Supply Officer/City Rationing Officer and other superior officers of the Civil Supplies Department. The post of Assistant Taluk Supply Officer is sanctioned on the basis of the number of retail outlets in each Taluk. In Taluks having outlets less than 250 one post is sanctioned and in Taluks having above 250 retail outlets two posts are sanctioned. In City Rationing Offices only one post is sanctioned. In Taluks having two posts one is designated as Assistant Taluk Supply Officer, administration and the other Assistant Taluk Supply Officer,(Rationing). Normally the senior most officer is designated as Assistant Taluk Supply Officer (Administration).

1. The Assistant Taluk Supply officer will be in charge of the Taluk Supply Officer City Rationing Officer during the absence of TSO/CRO (On leave or away furor HQ).

2. The Assistant Taluk Supply officer will perform the same duties an responsibilities of the Taluk Supply Officer with regard to the Taluk to which he/she is appointed.

3. He/She will be responsible for the implementation of all schemes introduce under the TPDS.

4. He/She may order enquiry on the applications or complaint petitions received the office.

5. He/She may order enhancement of unit in ration card provide that the application is support by necessary document issued by complete authorities.

6. He/She may order issue of surrender certificates 1 Reduction Certificate in ration card on application.

7. He/She sign all fair copies except those address to the commissionerate and D.O. Letters.

8. He/She also supervises the work of rationing inspector and other staff employed on in his office.

9. He/She well Comply with all direction issued by Taluk Supply officer from item to time.

10. He/She Well give necessary assistant and advice to the taluk supply officer on important matters relating to rationing and implementing various schemes and control order.

11. He/She should have an up to data information and basic knowledge regarding rationing and all important matters.

12. He/She should also intimate the taluk Supply Officers all the development in the absence of the taluk supply officer immediately on return to the office.

13. He/She well sign and issue authority list to AWDS, KWDS on behalf of the TSO and to the FCI I the absence of the TSO.

CAUSE AND EFFECT ANALYSIS

A detailed analysis of performance is done by attempting a cause and effect analysis using lshikawa. The cause and the consequential effects of various performance problem identified are given in the subsequent tables.

ABSENCE OF PROMPT SERVICE DELIVERY TO PUBLIC FROM OFFICE

Effect	Cause	Training/ Non Training
Human Resources	Lack of manpower	NT
	Lack of training	T
	Work Culture	T
	Lack of Cordial Behavior	T
	Attitude and Behavior	T
	Absenteeism	T
Fund	Lack of AMC	NT
	Non Execution Of service Contract	T
	Budget Forecast	NT/T
	Flexible Utilization of Fund	NT/T
Administrative back log	Lack of specify direction	NT
	Timely decision making	NT
	Lack of front office management	T
	Lack of dynamic higher officials	NT
	Lack of continuity in service due to frequency deputation	NT
Material Supplies	Lack of computer system and peripherals	NT
	Lack of printed forms, Registers and office stationeries	NT

IT	Lack of broadband facility	NT
	Lack of computer training	T
	Lack of software updating	NT/NT
	Lack of Updating training	T
	Lack of training in system administration	T
Infrastructure	Convenient Building	NT
	Accessible to public	NT
	Parking Facility	NT
	Basic Amenities to public	NT
	Visual Communication	NT/T
Observing Service Delivery time	Lack of timely reporting due to heavy work load	NT
	Lack of Scientific task distribution	NT
	Application accumulation	NT
	Lack of monitoring	NT

ABSENCE OF PROMT SERVICE DELIVERY BY ARDs TO PUBLIC

Effect	Cause	Training/Non Tr
Bill	Inscription of Scheme	NT
	Specific Quantity	NT
	Rate and value	NT
	Billing Unit (Electronic)	NT
	Non identification of bill due to the lack of name of licensee ARD No, Location, Taluk etc.	
Quantity	Electronic Balance	NT
	Rate per card	NT
	Inspection	NT
	Publication	NT
Quality	Hygienic Outlet	NT/T
	Potentiality in function	NT/T
	Exhibition of sample	NT/T
	Pulse and Spice	NT
	FMCG	NT
	Other Value added Service	NT

Infrastructure	Building With Proper Specification	NT
	Proper Lighting	NT
	Accessibility	NT
	Visual Communication	NT/T

ABSENCE OF PROMPT SERVICE DELIVERY TO ARDS FROM OFFICE

Effect	Cause	Training/ Non Training
WD/KWD	Quality Quantity Sample not issued Accessibility Government take over	Non Training
Infrastructure	Computer System Accounting and billing Software Broadband facility Maintenance of building Stationary	Non Training/ Training
Welfare measures	Strengthening of KRDWF insurance Declare ordination Programme	Non Training
Dealers Commission	Timely disbursement Scientific calculation Timely payment of cost of free ration Slab system in commission	Non Training
Business Diversification	Providing Pulse and spices Providing FMCG Sale of essentials at subsidies rate Government intervention	Non Training
Pricing Issue	Enhanced Distribution rate availability of required quantity and variety of food grains Honorarium for dealers Handling Shortage	Non Training

TRAINING NEEDS

- Work Culture
- Behavior
- Absenteeism
- Budget
- Front Office Management
- Computer Training
- Software Training
- Training Updation
- System Administration & maintenances
- Quality Management

NON TRAINING NEEDS
WORKSHOP ON MODIFICATION OF CIVIL SUPPLIES MANUAL FOR TRAINING NEEDS

Training Programme	Training Needs	Persons included for training
Behaviour training for important work culture	Work Culture Behaviour Absenteeism	Taluk Supply Officers Assistant Taluk Supply Officers Rationing Inspectors/ Head Clerk UDC/LDC
Computer and IT Training	Computer Training Software training Training Updation System Administration & System Maintenance	Taluk Supply Officers Assistant Taluk Supply Officers Rationing Inspectors/ Head Clerk UDC/LDC, typist
Planning Process and Financial Management	Budget	District Supply Officers, Assistant Secretaries, Acc Officers, TSO,CRO, Sir. Supdts
Front Office Management	Front Office Management	ATSO,LDC,UDC,Typist Group D officer
Quality office Management	Quality office Management	DSO, TSO, ATSO, Ration Inspector
Performance improvement for group D officers	Team Building and interpersonal relations, Customer Relation, Basic Computer Application	Group D officers

കേരളത്തിന്റെ ഭക്ഷ്യസുരക്ഷ

Our Service

"Timely delivery (in the right quality, quantity & rates) of food grains to all beneficiaries through out the state is critical"

Chapter-IV
PUBLIC DISTRIBUTION SYSTEM IN KERALA - TOWARDS END TO END COMPUTERIZATION

PUBLIC DISTRIBUTION SYSTEM IN KERALA TOWARDS END TO END COMPUTERIZATION

Governments around the world are embracing electronic government. Defined broadly E-government means the use of Information Communication Technology to promote more efficient and effective Government, facilitate better access to Government services, allow greater public access to information and making Government more accountable to citizens. Electronic Government might involve delivering services via internet, telephone, community center (self service or facilitated by others) wireless devices or other communication systems.

E-Governance, as with reforms cannot be achieved simply by drafting a law or issuing an ordinance. It requires a change in the way the officials think and act, view their jobs and share information between departments (G2G), with business (G2B) and with citizens (G2C). It requires to re-engineer 'Government' business process, both within individuals agencies and across Government.

There are accompanying risks to the introduction of E-governance and there risks can be significant. If not well conceived and implemented E-government initiatives can lead to wastage of precious natural resources and fail in their promise to deliver useful services and thus actually increase public frustration with Government. Moreover E-government in the developing stage must accommodate certain unique conditions needs and obstacles. These may include addressing the lack of infrastructure, ill informed and ill equipped administrative human resources, vested interests, corruption and issues related to unequal access to technology. Ideally speaking treating E-government as a reform process and not merely computerising government operations will contribute to building an "information society" in which the lives of citizens are empowered and enriched by access to information and the social, economic and political opportunity that it offers. This should be the priority in all Governmental efforts. It is in this backdrop that the recently mooted End to End computerisation of the Public Distribution in Kerala needs to be approached.

The Public Distribution System (PDS) was launched in Kerala w.e.f. 01.07.1965 with the implementation of the Kerala Rationing Order, 1966. In a State which has a very high deficit in production of food grains (we produce only 15 % of our actual requirement) the Public Distribution System has a critical function. Ensuring timely lifting of commodities allocated from the Central Pool and ensuring distribution of the same through more than 14,000 ration shops and ensuring that it occur timely and properly is a major responsibilityof the Food and Civil Supplies Department. Kerala did receive several accolades for the pioneering achievements made in the 60s and 70s in the implementation of a Universal Rationing System.

To get a comprehensive view of the extent and expanse of the public distribution system one needs to have a quick glance at the summary fact sheet on the Public Distribution System in Kerala

PDS AT A GLANCE

No of districts	14		
No of taluks	69	63 TSO + 6 CRO	
No. of AWDs	334		
No of KWDs	294		
No of ARDs	14267		
No of Ration Cards	80.44 lakhs		
No of APL cards	59.95 lakhs	(42.17 lakhs under Subsidy scheme Remaining 17.78 lakhs are non subsidy)	
No of BPL cards	14.58 lakhs		
No of AAY cards	5.91 lakhs	sanctioned is 595800	
No of Annapurna beneficiaries	32152	sanctined is 44980	
Catgory	**No of Cards**	**Entitlement per month**	**Price/Kg**	**State Subsidy per Kg**
APL RICE	17.78 lakhs	6 Kg	Rs 8.90	NIL
	42.17 lakhs	6 Kg	Rs 2	Rs 6.90
APL WHEAT	17.78 lakhs	1 Kg	Rs 6.70	NIL
	42.17 lakhs	1 Kg	Rs 2	Rs 4.70
BPL RICE	14.58 lakhs	25 Kg	Rs 1	Rs 5.20
BPL WHEAT	14.58 lakhs	5 Kg	Rs 2	Rs 2.70
AAY RICE	5.91 lakhs	35 Kg	Rs 1	Rs 2.00
Kerosene		1 L to E Cards	Rs 16.50-17.00	NIL
		4 L to NE Cards		
Levy Sugar	20.48 lakh	400 g per member of AAY/BPL cards	Rs 13.50	NIL
Fortified Atta	APL cards	2 Kg to APL	Rs 12	NIL
Subsidy Amount utilised by State Govt per month (in Rupees)			
APL-SS RICE	254,258,100		
APL-SS WHEAT	38,751,500		
BPL WHEAT	28,031,400		
BPL RICE	182,332,800		
AAY RICE	41,710,000		
TOTAL	**545,083,800**		

Subsidy Amount Utilized by Sate Govt per Month (₹)

	NOV-12	DEC-12
APL-SS-RICE	25,42,58,100	25,33,05,900
APL-SS WHEAT	3,87,51,500	4,29,58,000
BPL WHEAT	2,80,31,400	2,80,31,400
BPL RICE	18,23,32,800	19,62,74,000
AAY RICE	4,17,10.000	4,17,10,000
TOTAL	54,50,83,800	56,22,79,300

Given the above it is well understood that the Food and Civil Supplies Department administering the PDS has to without fail ensure the functioning of the system with fool proof delivery to the beneficiary which encompass nearly 80 lakh households in the State of Kerala addressed with a sub categorization of BPL, APL and APL(SS). Alongside administering the Public Distribution System, the Food and Civil Supplies Department also closely monitors the Kerala Civil Supplies Corporation Ltd which has primarily the role of market intervention and making available a basket of commodities at an effective retail price through the retail outlet of Hypermarkets, Supermarkets and Maveli stores though out the state. For the same an amount of approximately ₹ 700 to ₹ 750 crores is committed thereby totalling the total subsidy amount to an approximate amount of ₹ 1400 crores of addressing the food subsidy requirements in Kerala. This gigantic systemic arrangements of the Public Distribution System needs to be computerised to ensure the following objectives.

OBJECTIVES

I.   Total Transparency in the beneficiary data base, implying that all ration cards as primary means of entitlement to ration under the PDS are genuine without any fake or ghost claimant, no duplication for a particular beneficiary and a prompt and effective machinery to ensure that the ration card services to the citizen are offered in a very convenient and effective manner.

II. Proper accounting in the food grains allocation and transparency at all levels in the food grains and kerosene allotment, implying that each ration card receives its proper allotment of food grains and kerosene without any diversion at the central rate of issue.

III. Accessibility to information on the allocation, quality, entitlement and stock availability of food grains and kerosene at all levels including Wholesale Depots, Authorized Retail Depots and to the primary level of the ration cards holder.

IV. A Proper supply chain management which has a strong logistic backbone to ensure timely lifting of food grains and kerosene from FCI Depots and Refinery sale point stocking and issue of commodities at the wholesale point and availability and retail sale of these commodities at the level of beneficiary/ consumers.

V.   An effective and real time system able to detect stock and availability and placement of stock to ensure that no breakdown in the entire supply chain management is there. Ideally this has been sought to be addressed through the provisioning of door to door delivery by the Government and ensuring tracking of food grain movement through a geographical information system platform (GIS) coupled with GPS (Global Positioning System) based Vehicle tracking software which can provide real time input on stock location and quantity.

VI. A responsive grievance redress system that is able to record the complaint or grievance from the beneficiary/ ration card holders and respond to the problem area with a proper record of the response

thereof. It has been suggested that toll free numbers, customers help lines and extensive use of the internet be done including bringing in the concept of M-governance or mobile governance wherein SMS alerts and feed back could be provisioned for from the computerised system to the end consumer/ration card holder.

Having understood the objectives for modernisation of the TPDS (Targeted Public Distribution System), computerisation of its operation is the need of the hour. It covers various aspects of TPDS such as creation and management of digitized beneficiary and other data bases, supply chain management of TPDS commodities till the ARD (fair price shop), setting up of transparency and grievance redressal mechanism using call centres/toll free help line numbers, SMS based monitoring and websites/citizen portal, fair price shop automation etc. Computerisation of TPDS operation is aimed at streamlining and strengthening the functioning of the TPDS and would address the challenges faced by it such as leakages and diversion of foodgrains, fake and bogus rations cards etc. It would also introduce transparency regarding allocation off-take, availability of foodgrains at FPS etc; put all TPDS related information in the public domain and create robust grievance redressal and social audit mechanism.

Computerisation of TPDS has been taken up as a Mission Mode Project (MMP) under the National E-governance plan (NeGP) by the Central Government. As provided in the MMP guidelines dedicated institutional machanism for computerisation of TPDS is to be set up at National and State level. Under this programme the State Government have been asked to undertake Component I – of computerisation of TPDS for which necessary infrastructure and financial support has been assured. The Ministry of Food, Public Distribution & Consumer Affairs, Government of India has proposed a plan scheme on End to End computerisation of TPDS operation which is to be taken up in all states/Union Territories under the 12th Five Year Plan (2012-2017) on cost sharing basis with State Governments ie, 50:50 in the case of Kerala.

Computerisation of TPDS Components
Digitalization of Data Base

a) Digitalization of all data including ARDs, PDS agencies, storage godown and beneficiary data.

b) Digitalization of all data must be undertaken by using appropriate application software. Masters relating to stock holders, offices, FPS, depots, cards types, wholesalers, lead societies, ARD dealers etc will help the State government to maintain central registry of all PDS stock holders which can further be used any other application.

c) Data Digitalization should confirm to the standards prepared by NIC as it is intended to be universal standard for the entire nation together.

d) All these data bases must have interlinkages amongst them and hosted by each State on their respective transparency portal in the public domain without restrictions on their access.

e) State government should adopt a work flow based approach for issuance/modification/cancellation of ration cards based on the digitized data, using either the software developed by the NIC (ERCMS)(Electronic Ration Card Management System) or by any other agency. This should also have linkage with the transparency portal and SMS gateways, which may be used by the beneficiaries for lodging their requests, tracking their applications etc.

f) For the validation and deduplications of beneficiaries data, other than manual verification, State Government may use any of the data bases like VIDN, NPR, SECC, Census, Electoral data etc.

Computerisation of Supply Chain Management.

a) The State Government has to generate the district wise, taluk wise or FPS wise online allocation order on the bases of state allocation policy, FPS wise scheme wise ration card count and closing balance of FPS.

    b) The commodity wise allocation order can be generated at the Food and Civil Supplies Head quarter and can be sent to all concerned officers at FCI and district through online system.

    c) Movement of foodgrains are to be computerised as follows:

FCI to State Godown-The State Government shall computerise operations like receipt of payment from State Agency(Supplyco/AWDs) generation of release order against allocation, generation of truck challan, gate pass and capturing information pertaining to the receipt of goods by State Agency. Using NIC's application module, SMS/e-mail alerts are sent to concerned State Agencies after generating of gate pass at FCI depot infomation related to commodity off-take shall be made available to State Agencies through website/online application.

State Government Godown to ARD - After generation of release order and commodity off-take from FCI godown operations to be computerized include receiving commodity from FCI, receiving payment from state agencies/FPS dealers, issuance at state depot, generation of delivering order, generation of truck chellan, gate pass and recording the acknowledgement receipt received from FPS dealer. Using NIC's application module, SMS notification to be concerned FPS dealers/registered beneficiaries should sent. Information related to commodity off-take shall also be made available on website. State should ensure that the storage godowns are provisioned with computer along with network connectivity. At this level, foodgrains receipt and issuance is entered into the system and thus, stock position of PDS commodities for a godown is created this can be easily monitored at state level.

Development of State PDS Transparency portal

(a) States are required to develop their respective portal which should have all TPDS related data and information available for public view without restriction on access.

(b) The portal should have linkages with application softwares like SIMS(State holder Identity Module Software), e-RCMS, E-PDS, or any other software being used so as to ensure dynamic data updation.

(C) State Governments may avoid developing multiple portals/websites link and maintain only one portal which should be widely publicized.

(d) The contents and the reports should be displayed in a simple manner on the main page of the portal

(e) The reporting formats prepared by NIC have been advised to the States to host the various reports on their portal.

(f) The provision of registration and tracking of public grievances must also be available on the portal.

(h) The content on the portal must be in the local language of the state as well as in English wherever possible.

(i) The states should established linkages between their respective portal with the national PDS transparency portal being developed by the NIC.

Setting up of grievance registration and redressal Mechanism

(a) A toll free helpline number is required to be set up by each State for grievance registration and redressal. This number should be widely publicized through the state.

(b) Provision should be made for the beneficiaries to get acknowledgement of their complaint through SMS and for tracking the status of their complaints.

(c) Further, the provision of registration and tracking of public grievances must also be there on the transparency portal set up by the state.

(d) A dedicated team is to be deployed for the state for addressing the grievances of the individuals.

(e) Support from other agencies can be taken for ensuring this activity.

Separately, under Component II of the End-to-End computerization, POS(Point of Sale) unit will be installed in all the ARDs and the POS shall be connected online through a redundant connectivity module (GSM/K-SWAN/dial up) whereby record of every retail transaction shall be there and updation of the stock position online will be there. This POS will also allow for the biometric authentication of the beneficiary prior to approval of release of commodities at the ARD.

The listed activities comprise the conceptional frame work of the End-to-End computerization of Public Distribution System in Kerala and one needs to wed this with the realistic and structural realities in the State.

Judgment of Hon'ble Supreme Court of India

The Public Distribution System revamp and modernization was spearheaded by the Hon'ble Supreme Court of India wherein landmark Judgment were issued and these need to be recapitulated for the benefit of having a proper perspective about the efforts to improve the efficiency of the Public Distribution System. Writ Petition (Civil) No.196 of 2001 { People's Union for Civil liberties (Petitioner) verses Union of India and others (respondent) saw the Hon'ble Apex court examine the Public Distribution System and suggest panaceas of its ills. In the instant writ petition vide order dated 27/07/2010 the Supreme Court had directed quoting extensively from the high powered committee headed by Justice D.P. Wadhwa wherein its report it has mentioned that computerisation of PDS consists of primarily three components ie; creating and updating beneficiary data base. Stock management from FCI till FPS and sale of commodities at Fair Price Shops. In order to make PDS effective it is important that the delivery and management system is transparent. The citizen participating for social audit can play a crucial role in ensuring effectiveness of the system.

Justice P Wadhwa Committee Report

The Justice P Wadhwa Committee also made several recommendations pertaining to the State of Kerala which included the following.

(1) Whole Sale Distribution of PDS foodgrain is in the hands of Authorised Wholesale Distributors (AWDs). No useful purpose is served by AWDs and they rather indulge in diverting PDS foodgrain into black market in large scale in compliably in the Authorised Retail Distributes (ARDs) and the officials. AWDs are to be abolished and there functions to be entrusted to Kerala State Civil Supplies Corporation (SupplyCo) whose main objective is distribution of foodgrain in the state.

(2) The Committee during the visit observed that Kerala being a food deficit state is dependent for 85 % of the consumption of foodgrains from neighboring states and to ensure food security of the people of the state the allocation of foodgrains under PDS / OMSS should be enhanced.

(3) The Authorised Retail Dealer honestly cannot earn enough to sustain himself and his family. To avoid running into losses he indulges in black marketing. Study of the committee shows that merely increasing the commission will not result in making the FPS profitable or viable proposition. The Committee is of the view that the concept of stand alone FPS should be changed. It should be in the condition of FPS licensee that he runs a kirana / grocery shop. He should be permitted to sell all items except Non-PDS wheat and rice. Programme Evaluation Organisation under Planning Commission in its evaluation report on TPDS defined viability of FPS to mean and annual return of 12 % or more on the working capital. The committee, feels that the commission rates may also be fixed in such a way that the net income of the FPS dealer is at least equivalent to 12 % annual return on the investment he has made in the FPS business as observed by the Planning Commission.

Among other recommendations of the Justice P Wadhwa Committee that there is no separate system of implementation of enforcement and vigilance and Public Distribution System as there is no separate cell for monitoring PDS. It is recommended that a separate division of enforcement and vigilance of PDS be started in the state to deal with the specific problems of the Public Distribution System.

The committee further recommended that the state should set up Vigilance Committees at ARD level also to keep an eye on the Public Distribution System at the lowest level.

The vigilance / Administrative Committee constituted at the District / Taluk levels should be further strengthened and should meet at regular intervals. Date, Place and time for the meeting of the committees should be fixed in advance.

Vigilance Committee at various levels be strengthened by including the NGOs, Self Help Groups, Consumer Organisations and Educated Youth in the Vigilance Committee at various levels.

The Secretary of the Department of Food and Supply should be responsible for convening the meeting at the state level similarly District Collector should ensure that the meetings of the vigilance committee at District level are held at regular intervals at the ARDs level the responsibility can be given for convening the meeting regularly to municipal councilors of the area for urban areas and the Block Development Officer for the ARDs in Rural Areas. This effective continuous social audit and monitoring as recommend by the Justice P Wadhwa Committee has been implemented by the State Government and the Hon'ble Minister regularly reviews the Status of these meeting during video conferencing with the District and Taluk Supply Officers.

Another two recommendations of the Justice P Wadhwa Committee on increasing the effectiveness of the Public Distribution System stated that there should be a complaint mechanism and the State should set up a 24 hours toll free helpline where a beneficiary can lodge his complaint. The toll free number should be printed or stamped on the Ration Card. The toll free number for lodging complaints/suggestions should also be painted outside the premises of ARDs. There should be a system of the follow up of the complaint.

A post of Ombudsman/Regulator should be set up as suggested by this Committee in its Delhi Report. The Ombudsman/Regulator should look into the complaints received through the helpline and take appropriate action against the defaulting licences and the officials concerned.

Lok Adalat

Further a public hearing for PDS on the lines of the Lok Adalat (Bijlee/telephone/water) must be convened at a designated place, time and day every 2/3 months where general public can seek to resolve outstanding issues pertaining to the PDS. These may include those relating to their category/entitlements, non-issuance of the cards, bifurcation of cards, wrong inclusion of APL, complaints regarding under allotment etc. PDS Lok Adalat so constituted should be presided over by District Judge or a Judicial Officer nominated by him not less than rank of Additional Judge and should include the Collector of the District and the District Supply Officer. The system of accountability need be put in place to ensure the implementation of demise taken during these hearing.

കേരളത്തിന്റെ ഭക്ഷ്യസുരക്ഷ

Our Satisfaction

"A complaint free and responsive Public Distribution System that is transparent & corruption free shall ensure better services"'

Chapter-V
THE PROPOSED NATIONAL FOOD SECURITY BILL AND ITS IMPLICATIONS FOR KERALA

THE PROPOSED NATIONAL FOOD SECURITY BILL AND ITS IMPLICATIONS FOR KERALA ADVANCE ACTION REQUIRED FOR IMPLEMENTATION OF NATIONAL FOOD SECURITY BILL

1. The National Food Security Bill (NFSB) has been introduced in the Lok Sabha on 22.12.20II and is presently under consideration of the Standing Committee of Food, Consumer Affairs 'and Public Distribution.

2. The Bill seeks to give legal entitlements to food grains to about two thirds of the population and other entitlements aimed at food security. Provisions in the Bill regarding coverage and entitlement have been made keeping in view the current level of production and procurement of food grains. The Bill provides for coverage of u{>to 75% of the rural population, with at least 46% population belonging to priority households and Upto 50% of the urban population, with at least 28% population belonging to priority households for receiving subsidized food grains under Targeted Public Distribution System (TPDS). Priority households will be entitled to receive 7 kg. of food grains per person per month at prices not exceeding Rs. 3, 2, 1 per kg. For rice, wheat and coarse grains respectively and general households will be entitled to not less than 3 kg. of food grains per person per month at prices not exceeding 50% of Minimum Support Price (MSP) for wheat and coarse grains and not exceeding 50% of derived MSP for rice. The proposed coverage of priority households under TPDS in the NFSB will be substantially higher than the coverage of BPL households under existing TPDS. The Bill also contains provisions for nutritional support to women and children besides provisions for meals to special groups such as destitute and homeless, emergency and disaster affected persons and persons living in starvation.

3. Salient features of the Bill are listed later.

4. The Bill is presently under consideration of the Parliamentary Standing Committee on food, Consumer Affairs and Public Distribution. Irrespective of the final shape of the Bill, as it emerges after its examination by the Standing Committee, strengthening of TPDS will be necessary in order to be able to deliver the entitlements of the proposed legislation in a rights based manner. Following issues are considered important for successful implementation of the Bill.

A. Distribution related issues: Presently, shortcomings and irregularities in distribution of food grains to entitled beneficiaries are handled administratively However, once the proposed legislation is enacted, it will be legal obligation on the agencies involved in implementation of TPDS to ensure that beneficiaries received their entitlements. All required steps will have to be taken to check leakages and diversions of food grains, which would inter alia include the following:

a) Digitization of data base

b) Supply Chain management

c) Grievance redressal

d) Transparency portal

e) Door step delivery

f) Enhancing the viability of Fair Price Shops

B. Storage related issues: In order to ensure safe storage of procured food grains and also to store sufficient quantities of food grains at various levels for distribution purposes, it is necessary that food grains storage capacity is created at all levels. For this, State Govts. need to ensure timely completion of storage capacities sanctioned under. the PEG scheme and creation of intermediate storage capacities.

C. Increasing Procurement of Food grains: For meeting the food grains requirement under the proposed legislation, it would be incumbent upon the Central and State Govts. to ensure adequate procurement of food grains. This would require action on following points:

(i) Availability of adequate procurement infrastructure and storage space.

Deficit states need to emulate states like Chhattisgarh, Madhya Pradesh, and Odisha which have shown substantial increase in procurement in the last few years.

(ii) Development of State agencies capable of handling procurement operations Increased involvement of Co-operatives for procurement operations.

(iii) Decentralized Procurement (OCP) system should be adopted by the State Governments, in Assam, Bihar, Jammu & Kashmir, Jharkhand ..

(iv) Availability of requisite credit for procurement either through their own budget or through borrowing from RBI or consortium of banks.

5. State /UTs may inform about preparatory steps taken, if any, for implementation of NFSB.

SALIENT FEATURES OF THE NATIONAL FOOD SECURITY BILL, 2011

a. **Objective**: To provide for food and nutritional security, in human life cycle approach, by ensuring access to adequate quantity of quality food a1 affordable prices, to people to live a life with dignity.

b. **Coverage under the Targeted Public Distribution System (TPDS):** Upto 75% of the rural population (with at least 46% belonging to the priority households) and up to 50% of the urban population (with at least 28% belonging to the priority households) are proposed to be covered under TPDS. Corresponding to the above all India coverage, State-wise   distribution will be determined by the Central Government.

c. **Identification of Households**: Identification of priority and general households is to be done by the State Governments or such other agency, in accordance with guidelines for identification prescribed by the Central Government, provided that no household falling under exclusion criteria will be included either in the priority or general households.

d. **Entitlements and Prices under TPDS**: Priority households will be entitled to 7 kg. of food grains per person per month at prices not exceeding Rs. 3,2, I per kg. for rice, wheat, coarse grains respectively and general households will be entitled to not less than 3 kg. of food grains at prices not exceeding 50% of Minimum Support Price (MSP) for wheat and coarse grains and not exceeding 50% of derived MSP for rice.

e. **Entitlements for women and children:** There is a special focus in the Bill on nutritional support to women and children. Pregnant women and lactating mothers, besides being entitled to nutritious meals as

per the prescribed nutritional norms will also receive maternity benefit @ Rs. 1000/- per months for six months. Children in the age group of 6 months to 3 years will be entitled to take home ration and those in the age group of 3-6 years will be entitled to morning snack and hot cooked meal as per the prescribed nutritional standards. Higher nutritional norms have been prescribed for children in the age group of. 6 months to 6 years who are malnourished. Children in the lower and upper primary classes will be entitled to mid day meals as per the prescribed nutritional norms.

f. **Other entitlements**: NFSB contains provisions for meals, free of charge or at affordable prices, as the case may be to special groups such as destitute and homeless, as well as emergency arid disaster affected persons and persons living in starvation. The Bill also' provides that every State Government shall prepare and notify guidelines for prevention, identification. and relief to cases of starvation. Food grains for these schemes, as well as· schemes for women and children, will be provided by Central Govt. at prices specified for priority households in Schedule I. Meals will be provided in accordance with schemes, including cost sharing, to be prescribed by the Central Govt.

g. **Food Security Allowance:** The Central Government will provide funds to State slUTs in case of short supply of food grains from Central pool. In case of non-supply of food grains or meals to entitled persons, the concerned StatelUT Governments will be required to provide such food security allowance as may be prescribed by the Central Government.

h. **Reforms in TPDS**: Central and State Governments should Endeavour to progressively undertake reforms in TPDS, such as doorstep delivery of foodgrains, application of information and communication technology (lCT) including end to end computerization, leveraging 'aadhaar' for unique identification of beneficiaries , diversification of commodities under TPDS etc. The Bill also provides that entitlements of the priority and the general households shall be implemented with effect from the date of commencement of this Act. However, the entitlements of persons belonging to general households shall be linked to such reforms in the Public Distribution System and from such dates as may be prescribed by the Central Government.

i. **Women Empowerment**: Eldest woman of eighteen years of age or above will be head of the household for issue of ration card, and if not available, the eldest male member is to be the head of the household.

j. **Grievance Redressal Mechanism**: An independent three-tier mechanism- District Grievance Redressal Officer (DGRO), State Food Commission and National Food Commission- has been proposed to redress grievances relating to delivery of entitlements and related issues. Besides, Central and State Governments will also be required to put in place an internal grievance redressal mechanism.

k. **Role of Local Authorities**: The Bill provides for role of local authorities (Panchayats, municipalities etc.) in proper implementation of the Act in their respective areas. State Governments may also assign additional responsibilities to local authorities in implementation of TPDS or other schemes of Central and State Governments.

I. **Transparency and Accountability**: Provisions have also been made for disclosure of records relating to PDS, social audits and setting up of Vigilance Committees in order to ensure transparency and accountability.

m. **Special focus on vulnerable groups in remote, hilly and tribal areas**: The Bill provides that while implementing provision of the Act and scheme thereunder special focus shall be given to the needs of vulnerable groups especially in remote areas, other areas which difficult to access, hilly and tribal areas, for ensuring their food security.

n. **Enabling Provisions**: Provisions for revitalising agriculture, broad-basing procurement, encouraging decentralised procurement, augmentation of storage capacity etc have been made for advancing food security. The Bill also contains provisions for access to safe and adequate drinking water and sanitation, health

care, nutritional, health and education support to adolescent girls and adequate pension for senior citizens, persons with disabi I ity and single women. Introduction of schemes for cash transfer, food coupons, among others, in areas and in the manner to be prescribed by the Central Government have also been inc1 uded.

o. **Other Welfare Scheme:** The Bill provides that provisions of this Act shall not preclude the Central or State Govts. from continuing or formulating other food based welfare schemes.

p. **Penalty:** The Bill provides for penalty to be imposed on public servants or authority, by the State and National Food Commission if found guilty of failing to comply with the relief recommended by the DGRO.

ISSUES RELATED TO NATIONAL FOOD SECURITY BILL – vis-a-vis State of Kerala
Issue 1 : Exclusion of 123 lakh population from the purview of the Bill

As per the Bill, 75% of rural population and 50% of urban population come under the purview of the Bill, out of which 46% rural and 28% urban belongs to priority households and 29% rural and 22% urban, come under general households.

As per Census 2011, Rural population of Kerala is 1,74,55,506 and urban population is 1,59,32,171. (It is noted that the decadal growth of rural population is -25.96% and that of urban population is 92.72%)

Exclusion of 25% rural and 50% urban means exclusion of 123 lakh population from the purview of PDS.

Being a food grain deficient state like Kerala, the State depends on the TPDS to provide food security to the people and to control the prices of essential food gains. 80.2 lakh ration cards have been issued in the State, out of which 14.58 lakh are BPL cards, 5.91 lakh are AAY cards, 42.20 lakh are APL-Subsidy cards and 17.51 lakh are APL- Non Subsidy cards.

Based on the population and number of cards existing, a card consists 4.16 members in average, which means 123 lakh population is covered in 29.57 lakh ration cards. If the proposed coverage is accepted, 29.57 lakh families will be excluded from the purview of the TPDS. A consumer state like Kerala can not handle the situation.

Issue2 : Decrease in Food grain allotment when the Bill is passed as recommended

As per the Bill, 75% of rural population and 50% of urban population come under the purview of the Bill, out of which 46% rural and 28% urban belongs to priority households and 29% rural and 22% urban come under general households. As per Census 2011, Rural population of Kerala is 1,74,55,506 and urban population is 1,59,32,171.

The priority households will be 1,24,90,541 and entitlement to the group will be 7 kg (as proposed). Hence the requirement of food grains to the priority households will be 87434 MT per month.

The general households will be 85,67,175 and entitlement to the group will be 3 kg. Hence the requirement of foodgrains to the priority households will be 25,702 MT per month.

Hence, if the Bill is passed, the monthly allotment of food grains will be **1,13,136 MT.**

The Twenty Seventh report of Standing Committee on Food, Consumer Affairs and Public Distribution recommended that there should be a single category with uniform entitlements @ 5 Kg per person per month. The population come under the purview of the Bill will be 2,10,57,716 and the allotment of food grains will be **1,05,289 MT** if the recommendation is accepted.

- The present allotment per month is as follows

BPL- 59038 MT (26566 MT rice x 12 months + 6963 MT wheat x 12 months + 84978 MT rice(ad

hoc)+ 34190 MT wheat (Ad hoc)+ 132725 MT rice (Ad hoc) + 54211 MT wheat annually (ad hoc) **708452 MT for 2012-13 divided by 12=59038**)

AAY- 20855 MT

APL- 68340 MT (51514 MT rice x12 months + 16826 MT wheat x 12 months =820080 MT for 2012-13)

Total -**1,48,233 MT** food grains per month.

- The requirement based on the present card strength is as follows.

  BPL- 26.332 lakh families x 35 Kg = 92162 MT

  AAY – 5.958 lakh families x 35 Kg = 20853 MT

  APL – 49 lakh families x 20 Kg = 98000 MT

  Total = **2,11,015 MT** of foodgrains per month

Given the above, it is seen that if the bill is passed as per recommendations of the Committee at 5 kg per person there shall be a underallocation of 1,48,233 MT – 1, 05, 289 MT = 42,944 MT immediately which needs to be protected by Executive order.

Further, the actual requirement of the State is 2,11,015 MT of food grain meaning that there shall be a indicative scale-down from actual requirement of 2,11,015 MT – 1,05,289 MT =1,05,726 MT which in effect implies that the state shall actually be getting only 50 % of what is needed under the present TPDS dispensation. This will severely distort the financial situation of the state in case the entire additional allocation is to be met from financial resources of the State and it is not correct.

Issue 3 : Financial Burden due to the State due to under allocation of food grains

The projected requirement of the State is 2,11,015 MT while the projected allotment if the recommendation is accepted will be 1,05,289 MT of foodgrains, leaving a shortage of 1,05,726 MT. The economic cost of rice at present is Rs 25040.40 per MT. The estimated expenditure to be incurred by the State for purchasing 1,05,726 MT of rice is Rs 264.74 Crores per month.

The annual liability will be 3176.90 Crore rupees to make available sufficient quantity of rice.

Issue 4 : Construction of godowns for augmenting intermediate storage capacity

The storage capacity of the AWDs of the State is nominal, i.e. only 0.90 lakh MT on rental basis, even though the quarterly requirement is 6.91 lakh MT. The storage capacity of FCI godowns in the State is 5.13 lakh MT.

The intermediate storage capacity owned by the State Govt is NIL, but the Supplyco sub depots (9 numbers) having a capacity of 8520 MT, which is included in the 0.90 lakh MT. Steps are being taken to augment the storage capacity by constructing more godowns. Steps are being taken by the FCI also to construct godowns and SILOs.A master plan for the augmentation of the intermediary storage space on a defined time line with resource commitments shall be presented to the Government of India shortly for consideration and assistance thereof.

Given the fact that the average allotment per month is 1,48,233 MT of foodgrain then the ideal interim storage space for the state (capacity of 4 months allocation) would be 5,92,932 MT. This storage space has to be created at the Taluk level all over the State as per a master plan which is time bound and includes land identification and construction.

The agency for construction of intermediary storage space is proposed to be the Supplyco and as per their estimation, the construction cost will be as follows.

Assuming that all land being used for construction of godowns are Government owned and there is no acquisition charges, then basing on the scale that for storage of 1 MT a space of 06 Sq ft. necessitated, a rough estimation of the funds necessitated is as follows:

9 District Head Quarters, are proposed to be equipped with godowns having capacity of 8000 MT each, 5 District Head Quarters are equipped with godowns of capacity of 6000 MT each and 49 Taluk Head Quarters with godown of 4000 MT each. The Supplyco is proposed to utilize 2000 MT of storage space of each godowns for storing their own stock for distribution through their outlets. Hence a total storage space of 2,98,000 MT is proposed to be built out of which 1,26,000 MT has to be marked for Supplyco and the rest, i.e. 1,72,000 MT of storage of food grains under TPDS. The average construction cost of godown is Rs 6000/- per MT, hence a total cost of Rs 178.80 crores is estimated for constructing 2,98,000 MT of storage space.

Issue 5 : Introducing Door Step Delivery of foodgrains

Door Step Delivery of foodgrains to the FPS is proposed to be conducted by Supplyco which if commenced immediately on a rate contract basis by hiring vehicles shall cost Over Rs 22.5 crores per month and subsequently capital expenditure would have to factored for acquisition of owned fleet of vehicles with a judicious mix of a hybrid model of owned fleet and hired rate contract deployment with proper logistic management and incorporating a Vehicle tracking and GPS based monitoring system linked to the Transparency Portal.The introduction of Door to Door delivery along with the implementation of the End to End computerization is being worked out for Kerala and shall necessitate appr\oximately over Rs 270 crores annually on the rate contract model and eventually higher outlays for fleet acquisition subsequently. A detailed master plan for the same is being submitted shortly.

Issue 6 : Food grains allotted to lactating mothers, infants and adolescents

Special provisions are made in the Bill for the following categories.

(a) Pregnant woman and lactating mother shall be entitled to meal, free of charge, during pregnancy and six months after the child birth and Maternity benefit of rupees one thousand per month for a period of six months.

(b) Every child up to the age of fourteen years shall have the following entitlements

- Children in the age group of six months to six years, age appropriate meal, free of charge.

- Children in the age group of six to fourteen years, one mid-day meal, free of charge, everyday, except on school holidays

The State Govt. supports the specific provisions but the cost towards transportation, arrangements such as storage and cost provision for local cooking of food should be factored for and assistance should be received from the Govt. of India and also the requirement of food grains for MDMS and for the provision of meals to lactating mothers and children in age group up to six months to six years should also be provisioned by Special central allocation.

With over 14,267 authorised retail dealers the Public Distribution Network in Kerala reaches 80 lakh beneficiaries

ARD No: 144 at Kaithamukku

Chapter-VI
DOOR TO DOOR DELIVERY MANDATE TO BE EXECUTED

DOOR TO DOOR DELIVERY
A MANDATE TO BE EXECUTED

DOOR-STEP DELIVERY OF FOODGRAINS UNDER TARGETED PUBLIC DISTRIBUTION SYSTEM

1. For successful implementation of the TPDS, all States/UTs must ensure that foodgrains reach. the intended beneficiaries through Fair Price Shops (FPSs) without leakage and diversion. It is also understood that foodgrains are prone to maximum leakage/ diversion between I ifting from State godowns and subsequent transportation up to the FPS.

2. In view of the above, doorstep delivery of foodgrains by States/UTs upto Fair Price Shops (FPSs) instead of letting private transporters/wholesalers to transport TPDS commodities is one of the important measures for ensuring leakage free distribution of foodgrains and improving the system.

3. As per evaluation reports on TPDS submitted by PEO, Planning Commission & ORO MARG in 2005, among other shortcomings noticed in the implementation of TPDS, there were high levels of diversion/ leakages of food grains under TPDS and operations of fair price shops were financially not viable. These reports were shared with all State & UT Governments during five regional and one national level conference of State & UT Food Ministers and Food Secretaries. Based on this consultation process, a Nine Point Action Plan was evolved during 2006 which was communicated to all the States on 19.07.2006 for implementation. The Nine Point Action Plan among other aspects required the'states/UTs to, wherever possible, ensure door-step delivery of foodgrains instead of letting private transporter/wholesalers to transport goods.

4. During the Conference of Food Secretaries held during July, 2010 it was again resolved among others that States will endeavour to ensure door-step delivery of foodgrains to Fair Price Shops. The contents of the resolution were sent to all the StatesiUTs on 28.07.20"10 for appropriate action to implement the resolutions. Ensuring door-step delivery of foodgrains to FPSs by State / UTs was also recommended in the report of the Working Group on Food & Public Distribution under the Chairmanship of Deputy Chairman, Planning Commission, which was conveyed for implementation to all the State / UTs on 21.12.2011.

5. Further, Hon'ble Supreme Court in its Order dated 14.09.2011 in the Writ Petition (Civil) No. 196 of 2001-PUCL V /s Union of India and Ors have given certain directions which inter-alia mention that Governments will ensure door-step delivery of foodgrains for the ration shops in a time bound manner. These directions were also conveyed to all the State/UTs vide d.o. letter dated 05.10.2011 for taking immediate action for implementation. A d.o. reminder in this regard has also been sent on 05.07.2012.

6. So far, 18 State/UTs , namely, Andhra Pradesh, Chhattisgarh, Delhi, Gujarat, Haryana, ffimachaI Pradesh, J&K, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Odisha, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura & Puducherry have reported door-step delivery of foodgrains under TPDS in their States/ UTs. Some State/UTs like Arunachal Pradesh, Bihar and Nagaland have reported their inability to make

door-step delivery of foodgrains in their State due to lack of infrastructure and shortage of manpower/ resources. States such as Chandigarh, Goa, Kerala have said that door-step delivery is not required due to short distances and proximity of FPSs. States of Lakshadweep and Uttarakhand have stated that it is not practical due to special geographical conditions and hilly terrain respectively. Remaining States have not reported action taken in this regard.

7. The Ministry of food, Public Distribution and Consumer Affairs, GOI vide D.O. letter dated 02.08.2012 from Secretary (F&PD), has again impressed upon some of the major State/UTs, namely, Assam, Bihar, Kerala, Odisha, Uttar Pradesh and West Bengal consider the decision to ensure door-step delivery of food grains instead of letting private transporter/wholesalers to transport goods in their States.

8. Door-step delivery of food grains by the State Governments/ their agencies would help ensure that food grains reach the FPS without leakage/ diversion enroute. It would also ensure that FPS dealer does not have to incur undue expenditure on the lifting and transportation of food grains, thereby adding to his viability. Once the foodgrains are delivered at the FPS, its receipt could be acknowledged by village panchayat/ urban local bodies! women's SHG members, etc. SMS alerts to beneficiaries and other' registered individuals may also be sent so as to inform all stakeholders regarding the availability of the food grains at the FPS.

9. In view of the above,· all State/UTs which have not yet implemented door-step delivery must consider taking up the same at the earliest.

Door to Door delivery of Rationed articles in Kerala

In Kerala it is the private AWD license who undertakes the responsibility of transporting the food grains from the FCI depot to the Wholesale stock point incurring transportation costs and informal costs like Attikuly/Marikuly charged by the labour union/truck cartels at the Food Corporation Godown although the same has been explicitly declared illegal by the Hon'ble High Court. It is the Government's responsibility to ensure door to door delivery implying reaching the foodgrains from FCI depots to AWDs and from the AWDs to the ARDs. This need a substancial financial commitment which is anticipated to cost around ₹ 22.5 crores on a monthly basis and this need to be provisioned for on a priority with the responsibility being given to the Supply Corporation.

Support required for the Ration Wholesale distribution of food grains for 1&1/2 months requirement by Supplyco through Central assistance

Committee Recommendations

The Wadhwa Committee in its report, has stated that the wholesale distribution of PDS food grains in the State of Kerala be entrusted to the Kerala State Civil Supplies Corporation Ltd. (Supplyco) for enabling the food grains to reach the ultimate cardholders.

Further, the Committee has stated that the transportation cost is borne by ARDs. Due to its inviableness, door step delivery of the PDS food grains, be introduced for the ARDs distribution.

The Kerala government, is following up with Supplyco for the taking over of the AWD operation in the state.

The Committee has stated that Supplyco has all the paraphernalia for the PDS food grain distribution. Supplyco is incorporated mainly for Market Intervention Operation through distribution of essential commodities viz., rice, sugar, pulses and spices at subsidized prices fixed by the Kerala Government. The distribution of the commodities is accomplished through our taluk depots (decentralized offices) and retail outlets scattered throughout the state. Therefore, Supplyco can undertake the activity recommended by the committee, provided sufficient staff and logistical support are extended.

Besides, the FCI is insisting the states for storing food grains of three months requirement, for which corporation has located land in 8 districts for construction of godowns of a total capacity of 2 lakhs MTs.

Present ration distribution

At present, there are14,267 Authorised Ration Dealers(ARD) in the state distributing rice and wheat to around 80 lakhs ration cardholders. They are being fed by 329 Authorised Wholesale Dealers (AWDs), including 9 AWDs being operated by Supplyco. On an average 1,10,000 MTs and 30,000 MTs of rice and wheat are being distributed through the PDS in a month.

Suggested operational mode

The distribution through door delivery to the ARDs can be arranged from 63 taluks. Considering the ARD deliveries, twice in a month, the modus operandi of the operations are as follows.

- The district wise allotted quantity is to be lifted from the designated FCI depots, within the time limit. For the same, vehicles are required (either through hire or own).

- The lifted quantity after transportation needs to be unloaded in a godown (hired additionally/owned) under the Supplyco taluk depot.

- From the godown, the stock requires to be loaded on to a vehicle and transported to the ARDs, weekly and delivered.

For the operations, the prerequisites are as follows.

1. Cost of rationed articles(initial investment)

From the statistics provided by the Food department, there are 79.52 lakhs cardholders in the state in the category of APL (N), APL (S), BPL and AAY. The cost of rationed articles to be remiited at FCI at subsidized rates is ₹ 30 crores per month for a quantity of 1,11,937 MTs of rice and 25,000 MTs of wheat. For lifting one and half months required stock in the beginning, an amount of ₹ 45 crores needs to be invested, initially. For the operation, ₹ _**45 crores may be sanctioned initially as working capital fund.**_

2. Lifting of food grains from the FCI depots

a) Initially for lifting one and a half months requirement of 2,10,000 Mts food grains from the FCI, at an average rate of ₹ 5000/- per load, ₹ **10.50 crores** is required for transportation alone. Incidental expenses in connection with lifting from FCI (atticoolie, etc) @ 1,000/- per load ₹ **2.10 crores** has to be incurred.

In total, for the initial lifting ₹ 12.60 crores has to be spent.

b) For feeding 14267 ARDs in a month, approximately, food grains will have to be lifted from the FCI depots, and unloaded at the Supplyco depots. For the operation, transporting contractors may be appointed. The average rate for the transportation at present is around ₹ 5000/- per load, including the atti/mari kooli.

Thus for the transportation of 14,000 loads of rice and wheat, around

₹ 7.00 crores has to be spent, monthly.

3. Hiring of vehicles

For hiring of vehicles for door delivery to ARDs , considering an average distance of 70 kms (to and fro) coverage per trip/load @ ₹ 7000/-, taking into consideration the hill tract areas in the state in total ₹ **9.80 crores is required**.

4.Godown

Additional godowns with capacity ranging from 3500 MTs to 4000 MTs would be required for the operation, for which an average of 20,000 sq ft. capacity storage space is required. At ₹ 9/-per sq.feet rent, for

63 godowns, the total monthly rent would be ₹1,13,40,000/-.

(6 sq. ft/MT=60*21000 loads///5000*9)

5. Staff

A minimum of 5 nos of staff is required for each godown. With an average salary of ₹ 25,000/- per staff, the total salary expenditure in the godowns alone *shall be ₹ 78,75,000/- .* Another, 5 nos of staff need to function in the Head Office, for monitoring, there again another ₹ 1,25,000/-, has to be spent per month. *In total an amount ₹ 80 lakhs has to be expended.*

6 Handling charge

The average handling rate is ₹1700/- to ₹1850/- per load. For unloading the food grains lifted from FCI at each depot, and then loading from the depot to the vehicles for delivery to the ARDs of around14000 loads, *a total expenditure of ₹2.52 crores will have to be spent.*

7. Other Administrative expenses

In addition to the above, expenses will have to be incurred for stationary, telephone (landline & mobile), TA/DA etc. the total expenses is approx. 15,000/- per month per depot, and for 63 depots, the total expenses will be Rs. 9,45,000/-.

8. Office equipments, furniture

Items	Nos	Value (`)
Palletes (5 *2@1500)	1000	15,00,000
Tarpaulin (27*24,200 mcn*4000)	5	20,000
Weighing Balance	3	45,000
Computer	3	1,05,000
Printer	3	30,000
UPS (2 KV-3-65k, 1 KV-2-30k) 2		60,000
Table (incldg computer table)	5	30,000
Chair	6	15,000
Almirah	3	21,000
Rack	5	12,500
Desk, Bench	1	6,000.00
Total for a godown		**18,44,500**
		=======

Total expenditure for furniture and equipments is ₹ 18,44,500 x 63 = ₹ 11,62,03,500

The initial and operational expenses to be incurred in a nutshell are as follows

The total initial expenditure to be incurred on stock, transportation and office furniture and equipments is ₹ 69.22 crores,.

Conclusion

The aforesaid revenue expenditure ₹ 21,38,00,000/- per month will be reimbursed by the Government of Kerala for the AWD operations by Supplyco. The above expenses are worked out on the basis of the prevailing rates in the state. As and when the expenditure is increased, the relative expenditure may also be revised simultaneously. The present wholesale distribution commission is ₹ 24/- per quintal, and accordingly the total earnings against the above expenditure is only ₹ 3,36,00,000/- only, which may kindly be revised for the smooth operation on a no profit no loss basis.

Food Grains lifted from the food Corporation of india Allocation under the TPDS

Photograph of godown at FCI depot

loading of truck at FCI godown during AWD lifting

Chapter-VII
UNDER ALLOCATION OF FOOD GRAINS IN KERALA UNDER THE TPDS

UNDER ALLOCATION OF FOOD GRAINS IN KERALA UNDER THE TPDS

Allotment of Rice and Wheat to BPL cardholders

As per the BPL-list 2009, there are 32.29 lakh BPL families residing in the State. The list includes 5.958 lakh AAY families, hence the number of BPL families is 26.332 lakh. The requirement of foodgrains per card is 35 Kg and it needs 92162 MT of foodgralns per month.

It is projected that 92162 MT of foodgrains M.Jille allotted to the BPL cardholder. including 273730 MT of rice and 18432 MT of wheat so as to distribute 35 Kg offoodgrains per family.

Allotment of Rice and Wheat to APL Cardholders

At present, there are 59.50 lakhs APL cardholders in the State. A family may supposed to be consists of 5 members and each member will get only 2.16 Kg of foodgrains per month. At lest 5 kg of food gralns is needed per member of an APL family or 20 Kg per family. It needs 119000 MT of food grains for distributing at least 20 Kg of food grains per family, the present allocation is only 68340 MT(51514 MT of rice + 16826 MT wheat)

It is projected that 119000 MT of foodgrains may be allotted additionally for the APL cardholders including 73500 MT of rice and 24500 MT of wheat so as to distribute at least 20 Kg of foodgrains per family.

Allotment of Rice and Wheat to Welfare Instruction

The Govt. of Kerala decided to distribute 7 Kg of rice @ 1/- per Kg, 3 Kg of wheat and 400 g of sugar at BPL rates per month to all Inmates of the orphanages which have Govt. approval. There are 63267 inmates residing in 1195 orphanages. It needs 443 MT of rice, 190 MT of wheat and 25 MT of sugar for one month's distribution, while the allocation is only 98 MT of Rice per month.

It is projected to enhance the allotment for welfare institutions to 443 MT of rice and 190 MT of wheat per month.

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AWD's in Kerala have a collective intermediate storage capacity of 0.90 lakhs MT only

Photograph of food grain stocked at AWD

Chapter-VIII
AUGMENTATION OF THE INTERIM STORAGE CAPACITY OF THE PDS NETWORK IN KERALA

ISSUE RELATED TO THE PDS IN KERALA AUGMENTATION OF THE INTERIM STORAGE CAPACITY OF THE PDS NETWORK
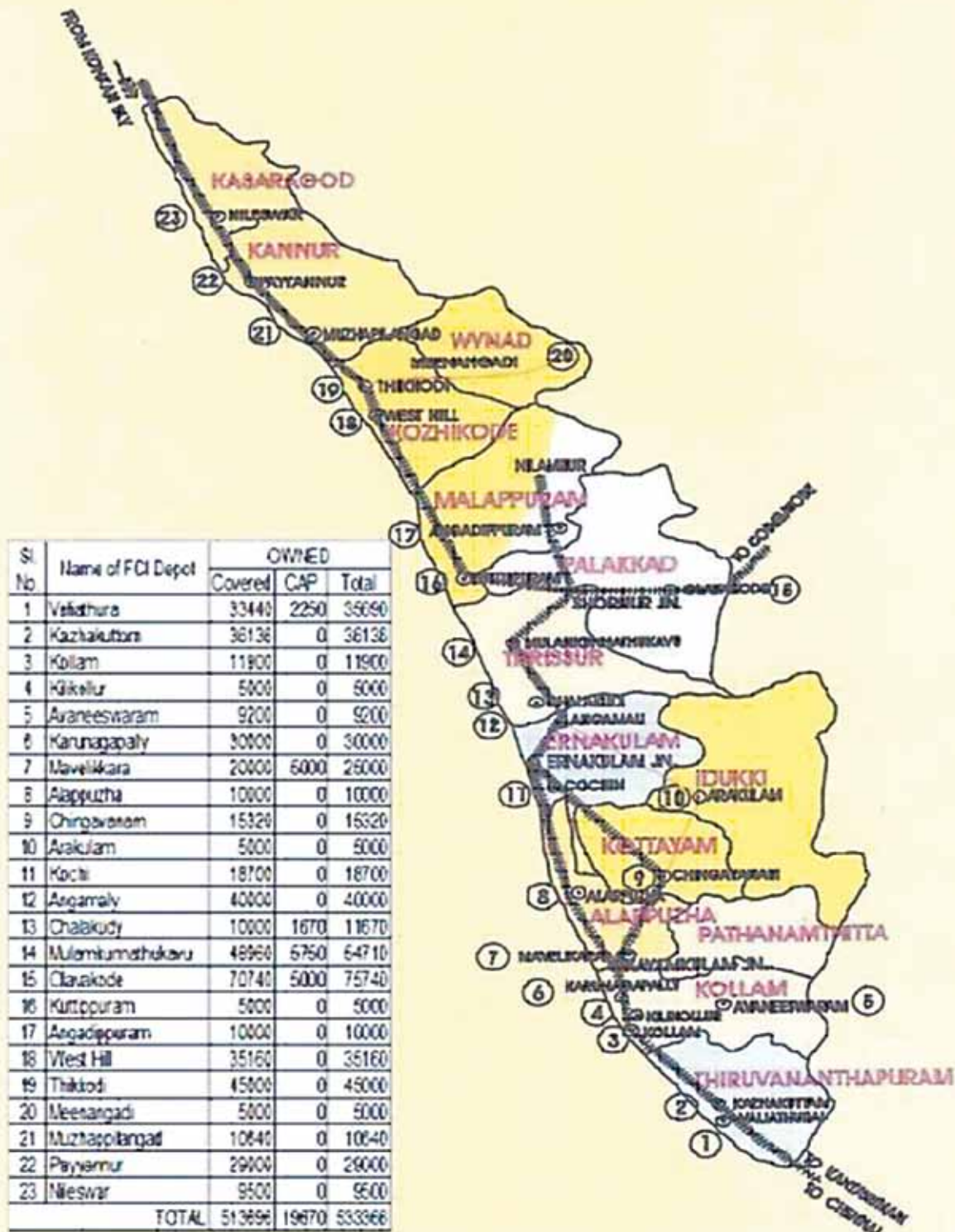
Inadequate intermediate storage Space

On an average we get approximately 1,35,000 MTs allotment of foodgrain on a monthly basis and with the proposed National Food Security act to soon become an Act and also to facilitate the distribution & Continuationion supply chain, the State Government should have at least 3 months allotment. Intermediary storage space which is woefully shorts in the sates. The below graphics show the available FCI depot and their storage. Capacity which is suitable for the butter and basic food security stick but the Sate Government on storage intermediary capacity of short as revealed by the following statistics.

District	Storage Capacity of AWDs (MT)	Storage Capacity of suplyco Sub Depots	Total	Average Quarterly allotment	SHORTAGE	Storage Capacity of FCI
Thiruvanthapuram	10680	750	11430	74722	63292	**69576**
Kollam	4922	3000	7922	62662	54740	**41900**
Pathanmthitta	6516	0	6516	28132	21616	**9200**
Alappuzha	3491	2150	5641	57962	52321	**30000**
Kottayam	8080	0	8080	42145	34065	**15320**
Idukki	3170	300	3470	27389	23919	**5000**
Eranakulam	6675	320	6995	59047	52052	**58700**
Thirssure	8943	500	9443	72124	62681	**58960**
Palakkade	7940	0	7940	51989	44049	**70740**
Malappuram	9340	0	9340	68361	59021	**15000**
Kozhikode	3920	1500	5420	61568	56148	**80160**
Wayanad	1910	0	1910	17642	15732	**5000**
Kannur	3880	0	3880	45257	41377	**39640**
Kasargode	2170	0	2170	22002	19832	**9500**
	81637	**8520**	**90157**	**691002**	**600845**	**508696**

TOTAL – 51369 MT

FOOD CORPORATION OF INDIA
KERALA REGION
Storage Centres with Capacity

Sl. No.	Name of FCI Depot	OWNED		
		Covered	CAP	Total
1	Valiathura	33440	2250	35690
2	Kazhakuttom	36138	0	36138
3	Kollam	11900	0	11900
4	Kilikollur	5000	0	5000
5	Avaneeswaram	9200	0	9200
6	Karunagapally	30000	0	30000
7	Mavelikara	20000	6000	26000
8	Alappuzha	10000	0	10000
9	Chingavanam	15320	0	15320
10	Arakulam	5000	0	5000
11	Kochi	18700	0	18700
12	Angamaly	40000	0	40000
13	Chalakudy	10000	1670	11670
14	Mulamkunnathukavu	48960	6750	54710
15	Olarikode	70740	5000	75740
16	Kuttippuram	5000	0	5000
17	Angadippuram	10000	0	10000
18	West Hill	35160	0	35160
19	Thikkodi	45000	0	45000
20	Meenangadi	5000	0	5000
21	Muzhappilangad	10640	0	10640
22	Payyannur	29000	0	29000
23	Nileswar	9500	0	9500
	TOTAL	513696	19670	533366

District	Requirement	FCI	AWDS	FCI depots	AWDs
TVM	74722	69576	11430	2	33
KLM	62662	41900	7922	3	31
PTA	28132	9200	6516	0	25
ALP	57962	30000	5641	2	30
KTM	42145	15320	8080	1	36
IDI	27389	5000	3470	1	17
EKM	59047	58700	6995	2	35
TCR	72124	58960	9443	2	23
PKD	51989	70740	7940	1	19
MLM	68361	15000	9340	2	25
KKD	61568	80160	5420	2	18
WND	17642	5000	1910	1	6
KNR	45257	39640	3880	2	22
KSD	22002	9500	2170	1	9
	691002	508696	90157	22	329

Storage in MT

3. Augmenting Intermediary Storage Capacity

The storage capacity of the AWDs of the State is nominal, i.e. only 0.90 lakh MT, even though the quarterly requirement is 6.91 lakh MT. The storage capacity of FCI godowns in the State is 5.13 lakh MT.

The intermediate storage capacity owned by the State Govt is NIL, but the Supplyco sub depots (9 numbers) having a capacity of 8520 MT, which is included in the 0.90 lakh MT.

Steps are being taken to augment the storage capacity by constructing more godowns. Steps are being taken by the FCI also to construct godowns and SILOs.

A master plan for the augmentation of the intermediary storage space on a defined time line with re-source commitments shall be presented to the Government of India shortly for consideration and assistance thereof.

The agency for construction of intermediary storage space is proposed to be the Supplyco and as per their estimation, the construction cost will be as follows.

Assuming that all land being used for construction of godowns are Government owned and there is no acquisition charges, then basing on the scale that for storage of 1 MT a space of 06 Sq ft. necessitated, a rough estimation of the funds necessitated is as follows:

9 District Head Quarters, are proposed to be equipped with godowns having capacity of 8000 MT each, 5 District Head Quarters are equipped with godowns of capacity of 6000 MT each and 49 Taluk Head Quarters with godown of 4000 MT each. The Supplyco is proposed to utilize 2000 MT of storage space of each godowns for storing their own stock for distribution through their outlets. Hence a total storage space of 2,98,000 MT is proposed to be built out of which 1,26,000 MT has to be marked for Supplyco and the rest, i.e. 1,72,000 MT of storage of food grains under TPDS. The average construction cost of godown is Rs 6000/- per MT, hence a total cost of Rs 178.80 crores is estimated for constructing 2,98,000 MT of storage space.

INTERMEDIATE STORAGE

SCHEMES FOR AUGMENTING INTERMEDIATE STORAGE CAPACITY (GOVERNMENT OF INDIA)

The States need to create intermediate storage space for usage by it for storage of foodgrains after taking over stocks from FCI and before distributing it to TPDS beneficiaries through Fair Price Shops. Earlier, the Department of food vide its letter dated 14.06.2011 had requested the Food Secretaries of all the States to consider drawing up their own scheme under PPP for construction of godowns to meet its own storage requirements on the lines of the Private Entrepreneurs Guarantee (PEG) scheme formulated by the Government of India. This Department had also vide letter dated 12.10.2011 forwarded guidelines and had also requested the states for utilizing the scheme for financing warehousing infrastructure under Rural Infrastructure Development Fund (RID F). The schemes which can be made use for creation of intermediate storage capacity are as under:-

Grants-in-Aid: This Department releases funds as Grants-in-aid to the NE States and J&K for construction of storage godowns for use by the State for its own storage requirements. A total capacity of 73,215 MT as on 30.09.2012 has been sanctioned for these States. Plan funds available for this year is ₹ I0 crore

Gramin Bhandar Yojana: It is a capital investment subsidy scheme of the Department of Agriculture and Cooperation. Under the Gramin Bhandaran Yojana 29,067 projects have been sanctioned for creation of storage capacity of about 335.6 lakh tonnes, as on 30.09.2012. These godowns can also be used for storage of-foodgrains.

Rural Infrastructure Development Fund (RIDF): In 2011-12 the Government of India announced the Rural Infrastructure Development Fund (RIDF). An exclusive allocation of ₹ 2,000 crore was made in the Budget of 2011-12 for creating warehousing infrastructure. The scheme is being implemented by National Bank of Agriculture and Rural Development (NABARD). In the year 2011-12, NABARD sanctioned ₹ 1493.82 crores for 13 States. In this financial year, another ₹ 5,000 crores has been provisioned. The scheme provides loan on low interest rates through RIDF not only to the State Governments but also to agencies of the State Government.

(i)   To meet the requirement of additional Intermediate Storages for distribution beyond FCI Depots. States should have capacity equivalent to at least 3 months allocation. To meet this,

  (a) NABARD's Special widow for RIDF may be utilized

  (b) Rural Godown Scheme should be used more liberally by the scheme

  (c) The sate Government may also consider having their own guarantee scheme for constriction of intermediate storage godowns

(ii)   The State Government/Nodal Agencies may Monitor the physical progress of the storage capacities approved under PEG to the privet investors. It Should be ensured that the privet investors complete the consternation work with in the allotted time frame. The state Government may hold investors meet where the performance of PEG is not them is not satisfactory

(iii)   The State Government may ensure that the SWCs should complete the capacities allotted to them in time

(iv)   The Government release fund as grants-in-aid to the NE state Government of Assam Mizoram, Sikkim, Tripura Meghalaya and Arunachal Pradesh may furnish utilization certificates for the funds released in the Previous years

(v)   The Sate Government/ SWCs may consider modernization of the existing storage godowns along with putting in place the latest Quality control techniques

Majority Wholesale storage (Intermediate) is with private concerns

Photograph of sale at AWD

Chapter-IX
LOW LEVELS OF COMMISSION TO WHOLESALE AND RETAIL DEALER IN KERALA

ISSUES RELATED TO THE PDS IN KERALA LOW COMMISSION TO WHOLESALE AND RETAIL DEALERS

Rate of commission

Commission given to ARDs for handing one quintal of food grain is as follows:

Item	Zone 1	Zone 2	Zone 3	Zone 4
BPL Rice	53.89	55.41	58.42	**58.42**
APL Rice	55.37	56.90	60.00	**60.00**
AAY/APNA Rice	53.89	55.41	58.42	**58.42**
BPL Wheat	53.37	54.86	57.85	**57.85**
APL Wheat	53.37	54.86	57.85	**57.85**
Levy Sugar	15	15	15	**15**
Fortified Atta	75	75	75	**75**
Kerosene (for KL)	**198.57**	**227.72**	**256.86**	**256.86**

AWDs

Commission given to AWDs for handling one quintal of food grain is as follows:

Item	Zone 1	Zone 2	Zone 3	Zone 4
BPL rice	23.90	24.46	25.02	**26.15**
APL Rice	24.38	24.95	25.51	**26.64**
AAY/APNA Rice	23.90	24.46	25.02	**26.15**
BPL Wheat	23.77	24.28	24.85	**25.98**
APL Wheat	**23.72**	**24.85**	**24.85**	**25.98**

Average Commission
For an ARD

	Allotment per Month	Average Rate/MT	Commission
BPL Rice	35064	560	19635840
APL Rice	51514	560	28847840
AAY Rice	20855	560	11678800
BPL Wheat	10382	560	5813920
APL Wheat	16826	560	9422560
			7,53,98,960
Kerosene	10016	200	20.03.200
Levy Sugar	4103	150	6,15,450
Fortified Atta	4000	750	30,00,000
Total Commission			8,10,17,610

There are 14265 ARDS functioning in the Sate and average commission given to one ARD is ` 5679/- per month. This amount does not appear to be commercially viable given the transportation cost, cost of engaging salesman, shop rent, electricity and stationary charges and the same needs to be addressed on a realistic

For AWDs

	Allotment per month	Average Rate/MT	Commission
BPL Rice	35064	240	8415360
APL Rice	51514	240	12363360
AAY Rice	20855	240	5005200
BPL Wheat	10382	240	2491680
APL Wheat	16826	240	4038240
			3,23,13,840

There are 330 AWDs working in the State, and each of will get an average commission of ₹ 97,920/- per month.

An average amount of ₹ 38838/- has to be spent by each ARDs for lifting PDS articles per month. An average amount of ₹ 8, 25,495/- has to be spent by each AWDs for lifting PDS articles per month.

Other Expenses

ARDs

a) In addition to the cost of the rationed articles, the following expenses are suffered by the ARDs

b) Transportation Charges from AWD to ARD in case of Rice and Wheat

c) Transportation Charges from KWD to ARD in case of Kerosene

d) Transportation Charges from Supplyco Depot to ARD in case of Atta and Sugar Average 2500/- for transportation

e) Loading/Unloading Charges- Average 2000/- for handling charges

f) Rent of the Building – Minimum 1000/- as rent

g) Salary of Salesman, if any - Minimum 9000/- as salary

h) Other charges like electricity charges, bonus to head load workers etc., Stationery – 500/-

Total: ₹ 15000/- per month for handling 10 MT of food grains showing net Loss of ₹ 9321/- per month.

AWDs

The above charges are applicable to AWDs also including

a) Transportation Charges from FCI to AWD -60000/-

b) Loading/Unloading Charges - 60000/-

c) Rent of Godown - 10000/-

d) Salary of Staff – 24000/-

e) Electricity/Telephone Carges - 1000/-

f) Bank Charges – 500/-

g) Miscellaneous – 1000/-

Total: ₹ 1, 56,500/- per month for handling 400 MT food grains Net Loss: ₹ 58580/- per month. Although the above calculations are illustrative and indicative they do reveal a deep structural malaise that needs to be rectified.

Other Issue faced by ARDs and AWDs

ARDs

a) Retail Ration Dealers lift rice and wheat from AWDs, Kerosene from KWDs and Atta and Sugar from Supplyco Depots. For every lifting transportation and handling charges are occurred and it will become a huge burden to the dealers. Sometimes the lorry owners and head load workers demand additional charges and it will make things worse.

b) An average quantity of 100 Quintals of foodgrains, 800 L of kerosene, 3 Quintals of levy sugar and 3 Quintals of Atta is needed to be stored for a month's distribution and most of the ARDs are working in rented buildings. In Cities/ towns, rent is a big problem.

c) It needs one or two salesman in each ARD for the smooth distribution of rationed articles. A minimum amount of Rs 9000/- is needed for paying salary to these salesmen.

AWDs

a) The AWDs will get only Rs 24/-as commission for handling 1 quintal of food grains. The amount is not sufficient for fulfilling the expenses such as transportation charges, handling charges, rent, salary of staff etc.

b) Another problem is the unlawful demand of 'Attikkooli' by the headload workers of FCI depots. In almost all depots, the 'Attikkooli' system is going on even after it is banned by the Hon. High Court.

c) Issues with lorry owners is another problem. The lorry owners of the locality do not allow another lorries and they demand hike in transportation charges.

d) When there is no stock in a particular FCI depot, the AWDs are forced to lift food grains from another depots and it causes additional transportation charges.

e) The total storage capacity of AWDs is only about 90000 MT, while one month's allotment of food grains is 1.34 lakh MTs. It will take urgent steps for augmenting the storage capacity. Financial assistance may be provided to the AWDs for the purpose.

f) There is no provision for handling loss for distribution of food grains through PDS.

g) The AWDs remit VAT @ 1% (Rs 3/- per Quintal) to the FCI for lifting AAY rice. An amount of Rs 6,25,650/- is remitted to the FCI as VAT per month. In the case of AAY rice, the Govt. have to reimburse the VAT, but no sanction has been given for the same. The AWDs have been remitting VAT since April-2005.

To comprehend the same and several concomitant issues the Government has constituted a commission under Smt. Nivedita P. Haran, IAS, ACS with the following terms of reference. The Commission shall be submitting a report with a period of next two months for the Government to examine and follow through.

Terms of Reference of the Commission

a) While implementing the End to End Computerization of the Public Distribution System, detail directions should be submitted for running the rations shops in a transparent, decent (economically viable) and useful to the public in a convenient manner.

b) What are the steps to be taken at the Government level in view of the above directions?

c) And the financial liability incurred for the same. The End to End Computerization is postured as a panacca for all the ills presently ailing the public distribution system.

കേരളത്തിന്റെ ഭക്ഷ്യസുരക്ഷ

Kerosene under PDS shall soon retail at market price removing any incentive for black marketing

Photo of a KWD

Chapter-X
IMPLEMENTATION OF THE DIRECT TRANSFER OF CASH SUBSIDY FOR PUBLIC DISTRIBUTION SYSTEM, KEROSENE SCHEME, 2012

IMPLEMENTATION OF THE DIRECT TRANSFER OF CASH SUBSIDY ON PDS, KEROSENE SCHEME, 2012

The proposal needs to be changed after approval at the Apex Committee)

INTEGRATION OF END-TO-END COMPUTERISATION AND DIRECT TRANSFER OF CASH SUBSIDY ON P.D.S KEROSENE SCHEME, 2012 IN KERALA.

The following integration matrix is proposed to be adopted:

A) A policy decision has been taken to implement the D.T.C.K 2012 scheme in an integrated manner with the end to end computerization project in Kerala. This translate to the simple fact that actual retail transaction of kerosene oil at the Kerosene Retail Dealer level shall be captured real time through the Electronic Point of Sale Device (E-pds) and the beneficiary biometrically authenticated. This transaction shall be captured real time and on the basis of the AADHAR linked bank account the subsidy amount shall be electronically directly transferred to the beneficiary's account. The transfer of this subsidy element shall be done for the first time for one quarter (three months allotment) and subsequently based on the off take actually recorded, the subsidy shall be electronically credited on to the beneficiaries account on a monthly basis.

B) Under the End to End Computerisation of the P.D.S., the Ministry of Food & Consumer Affairs, Government of India has committed to a 50:50 fund sharing pattern presently limited to the Component I only which includes the digitisaton of the Data Base and the Supply Chain Management. However, no financial assistance has been assured so far for provision of Electronic Point of Sale Devices which shall be a mandated necessity for the introduction of the Smart card based PDS entitlement system proposed to be introduced. It is intended to source the POS devices through the financial assistance under the DTCK, 2012.

C) The shifting from a nearly four decade old established and admirably functioning PDS, albeit discrepancies and diversions, in Kerala to an End to End computerized system would necessitate a major technology up-gradation of the human resource in the P.D.S including Government official, end beneficiary and the retail and wholesale licensees. This can only be accomplished by effective trainings and repetitive hands on experience classes prior to the shift to make the shift seamless and transition to the new proposed system without major transition pangs. It is sought to couple the efforts of trainings and the IEC work for the End to End computerization with the DTCK, 2012 for economies of scale and maximum efficacy.

D) The DTCK, 2012 shall pre-mandate the incorporation of bank accounts for each beneficiary and this shall be factored in alongside payment gateways and core banking systems that can regularly handle large transactions. Eventually, payments are sought to be made AADHAR linked to all end beneficiaries.

APPROACH UNDER THE DTCK, 2012

Under the Ministry of Food and Consumer Affairs the GOI is assisting the State Government of Kerala on a 50 :50 basis for the funding of the Component I which includes the full digitisation of the beneficiary data base and Supply chain management till Wholesale level. What is not provided for is point of sale devices at the retail outlets.

The following components are proposed under the Rs. 100 Crore corpus of the DTCK, 2012

1. Cost of provision of Electronic Point of Sale device at every retail outlet and site preparation for installation of POS

2. Cost towards the setting up of Smart card kiosks/ or smart card read/write issue points at the Taluk Levels

3. Cost towards Beneficiary awareness and motivation- includes ½ page advertisements about the DTCK and detailed modality of implementation in Kerala, printing of 80 Lakh information pamphlets + printing of training pamphlets and information dissemination pamphlets

4. Cost towards the staff training and workshops

5. Cost towards the hand on training for the KWDs and KRDs

6. Costs towards the establishment of control room and monitoring station Briefly the implementation methodology shall centre on the following approach: Initially there shall be a pilot project with detailed roll out in the subsequent phases as under:

(a) Pilot phase – Two wholesalers and 12 KRDs in Thiruvananthapuram District.

(b) Phase I – Two wholesalers in all other districts and 12 KRDs in each district and complete roll out in Thiruvananthapuram District.

(c) Phase II - Complete roll out in all districts.

APPROXIMATE COST PROJECTIONS FOR THE DTCK, 2012 in KERALA

Cost Estimates for the DTCK, 2012			
Component	Unit cost (in Rs) Approx. Unit Cost	Total numbers	Projected Cost
Flexible amount for integration with End to End computerisation project.			300000000
Kiosks at the Taluk levels information	130000	90	11700000
Point of sale device at the KRDs with site preparation charges	40000	14450	578000000
Beneficiary Awareness (IEC costs)- 1/2 page add 5 times, 80 lakh information pamphlets, 3 lakh information brochures			
Paper advertisement 1/2 page advertisement	800000	6	4800000
Pamphlets	2	8000000	16000000
Information brochures	5	300000	1500000
Hoardings (each district 40 numbers)	10000	560	5600000
Staff training and workshops(includes hands on exercise, training manual distribution, class room exercises)(Class of 50 officials at one time)	30000	210	6300000
KRD trainings	30000	140	4200000
KWD trainings	30000	20	600000

AADHAR seeding software and related expenditure	100000	1	100000
computer hardware and software (all taluks, districts)	500000	90	45000000
Grievance Redressal Call Centre supplementation	2000000	1	2000000
Training manuals (printing and distribution)	150	20000	3000000
Administrative cost (POL, stationary etc)	5000000	1	5000000
Pilot module checking and test run standardisations prior to launch	2000000	2	4000000
District level workshops	400000	14	5600000
Setting up of control centre and monitoring cum coordination node	8000000	1	8000000
Total Anticipated Cost			**1,00,14,00,000**

ACTION PLAN FOR IMPLEMENTATION OF DIRECT TRANSFER OF CASH SUBSIDY FOR KEROSENE, DTCK, 2012 IN KERALA

ASSUMPTIONS

1. Although the sale of kerosene shall be at market price, the recording of actual off take at the ARD per ration card holder shall be necessary for releasing the next quarter's cash subsidy in advance related to actual previous quarter's off take by a particular beneficiary .

2. The recording of all off take would necessitate an electronic point of sale device (E-PoS) at each ARD which is integrated to a central server hosting a transparency portal wherein all transactions are reflected real time

3. To ensure prevention of diversion of kerosene to other than the beneficiary, biometric authentication based on Aadhar may be adopted as the same is being adopted for the release of food grains.

4. To transfer the subsidy to the beneficiary's bank account directly, all ration card holders ID's have been linked to use the Aadhar enabled payment gateway for crediting subsidy to the beneficiary's account.

Sl No.	Action plan component (in sequential action)	Time anticipated	Reason for time taken
01	Aadhar seeding of all records in the e-RCMS (approx. 80lakhs households)	T_0 +300 days	Entire e-RCMS to be seeded using a three pronged approach to the online database- through Akshaya, through Kudumbasrees and through ration shops (ARDs) .
02	Intensive education campaign and beneficiary awareness	T_{300} +75 days	Paper advertisements, TV ads and Quickies ,FM radio, Hoardings, Pamphlets, Public announcement & TV documentary.
03	Introduction of E-PoS device at each ARD and training of ARD in handling etc.	T_{375}+ 25 days	Detailed RFP & finalization of design and procurement of PoS + training of all stake holders as was undertaken when EVMs were introduced for elections
04	Launch of DTCK 2012 in Kerala with transfer of subsidy in advance for one quarter and switch over to Kerosene retail at market price.	T_{400} +75 days	After inception and scaling throughout the state, pilot tests and standardization , report generation etc. being tested and system fitness addressed prior to official launch
Total time = 475 days from start			

NOTE: T_0 - Commencement times, (all time lines in nos. of working days)

$T_0 =$ Start date shall be from the date of approval of proposed action plan with time lines by Govern-

ment at highest level, including approval by State Apex Committee for End to End Computerization of PDS in Kerala

PRE-REQUISITES:

1. The <u>E-PoS, AADHAR</u> based model for implementation should be adopted integrating PTCK, 2012 implementation with End to End computerisation.

2. Revised DPR for End to End Computerization of Public distribution system interpreting implementation of the DTCK 2012 with the Ministry of Food, Public distribution, Consumer Affairs scheme on End to End Computerization to be approved by the State level Apex Committee chaired by the Chief Secretary.

3. Adequate & timely provision of funds to implement the project.

ISSUES RELATED TO DIRECT TR.ANSFER OF CASH SUBSIDY

As per the D.O. letter no. P-21016/9/2012-Dist (Pt. I), dated28-01-2013 of Special Secretary, Ministry of petroleum, Gol, the Gol has decided to implement the Direct Transfer of Cash Subsidy on PDS Kerosene Scheme, 2012 (DTCK)in the entire state covering all beneficiaries by 31-03-2013. But The Department of Civil Supplies is presently undertaking an End to End Computerization Project with assistance from the Ministry of Food and Public Distribution and Consumer Affairs. Gol, which shall provision for Electronic Point of Sale devices at the ARD (FPS) level to capture electronically every transaction under the Public Distribution System (both for foodgrains and kerosene) based on biometric validation using AADHAR. The implementation of End to End Computerization shall necessitate an additional 18 mont~s since it entails switching completely from the existing manual system to a fully online system including major aspects like AADHAR seeding of the entire database of consumers, trainings and Change management for the entire PDS network etc.

The State Govt. of Kerala proposes to implement the DTCK. 2012 scheme Of direct cash transfer to beneficiarie's account and retailing kerosene at market rate Only on successful commissioning Of the End to End Computerization as an integral part of the project.

ePDS based on ePoS (Electronic Point of Sale)

Chapter-XI
SETTING UP OF MODEL FAIR PRICE SHOP CUM MINI SUPER MARKETS IN KERALA- BY KERALA STATE CIVIL SUPPLIES CORPORATION

END TO END COMPUTERISATION OF PUBLIC DISTRIBUTION SYSTEM IN KERALA

PROJECT SNAPSHOT (For End-to-End Computerisation)

Existing IT Infrastructure.

    a.   All Ration Cards are Computer generated

    b.   RCMS has full details of 79.52 lakhs of ration cards. Central data is synchronized online with distributed Ration card data base of TSOs/ CROs can be accessed online

    c.   Facility for online submission of ration card

The Department of Civil Supplies has converted all the Ration cards in the State to computer generated laminated cards with the photo of the owner of the card on 31st March 2010, by issuing 68 lakh Ration Cards using the Ration Card Management Software. As on September 2012 the number of Ration Cards in the state is 79.52 Lakhs which is fully digitized. The Ration Card Database, one of the largest central database in the State covers almost 90% of the population in the state. The central data is synchronised online with the distributed Ration Card databases of TSO/CROs. Thus, the latest status of the Ration Card holders and their family members will be available in the Central Database, which could be accessed anywhere online.

As a second step, the Department launched the facility for online submission of application forms for Ration Card transactions such as Issue of New Ration Cards, Addition/Deletion of Members, Issue of Reduction/Surrender certificates, splitting of cards etc. Under this scheme, the citizen can avail the facility for online application for Ration Cards from his home or anywhere else by registering directly in the website of the Department (http://www.civilsupplieskerala.gov.in) or through Common Service Centers like Akshaya. This web based application was inaugurated on 23rd July 2010 and by 2ndSeptember, the online facility was made available in all the 69 Taluk Supply/City Rationing Offices. A total of 71,694 people have already registered in this website and 7,38,428 applications have been received online so far. 6,08,371 applications has been approved by the Taluk Supply Officers and 4,06,464 cards/certificates distributed in the Taluk Supply office in the entire state. This system has helped to reduce the processing time in the offices also. If all the accompanying documents are correctly provided, the department is equipped to issue the cards within 24 hours.

Back end computerization achieved and overall e-readiness of Food and Civil Supplies Department:

    a)   Total Beneficiary database has been digitized

    b)   All new Ration Card and changes in Ration card updated on database and issued through Computer by RCMS (Ration Card Management System)

    c)   e-Portal to be launched to have details of allocation, price of commodities, grievance redressal on 20th /21st November 2013

d) Proposal for creation of IT Division being examined by Government

e) Trainings to be undertaken and the IT Infrastructure needs to be overhauled

Overall the department is ready for the e-initiative and the direct transfer of cash subsidy on Kerosene, 2012 subject to training of existing staff and provision of Technical manpower

Components Proposed

1) End-to-End Computerisation

The End-to-End Computerisation of PDS have the following three major components

a) Creation of Ration card Database

b) Automation of allocation and distribution up to FPS

c) Automation of Fair Price Shops

a) Creation of database of all Ration Card holders and keep this updated

The State of Kerala has already completed this work. However we have to include the bio metric details of the beneficiaries also into the database and do the de-duplication. This can be done by linking the database same with AADHAR database.

b) Automation of Fair Price Shops

For the automation of fair price shops we may adopt the common application software developed by NIC Headquarters.

2) Movement and availability of Food Grains at Wholesale and retail depots

The NIC Kerala has already developed and deployed an M-governance project for monitoring of Food grains movement from the FCI depots and wholesale depots and from wholesale depots to retail dealers in Cherthala Taluk in Alappuzha. It enables effective dissemination of information about availability of food grains to the registered users. SMS alerts will be sent to registered users as soon as the lifted quantities are entered into the web-enabled system. The SMS message contains the names and quantities of the items lifted from the depot, wholesale/retailer number, truck number and date and time of lifting. With the State wide implementation of this application, department will be able to ensure that the allocation of food grains reaches the FPS through their respective wholesale dealers and that the information will be available in the portal.

Alternatively we may go for GPRS, enabled PoS devices in the Authorised Whole Sale Dealers through which the invoice for the items lifted are generated. Through the GPRS system the data will be updated to the central server immediately and disseminated to the registered users through SMS.

3) Web Portal for PDS Information

A web portal to be developed for disseminating information regarding date and quantity of food grains supplied to each Fair Price Shop. With the implementation of Food Grains Movement through SMS in the State, the lifting details of all FPS will be available on the Central Server. Thus the portal will have the complete information related to stock availability, movement and date of stock/quantity supplied to FPS every month for all the shops.

4) Hosting the digitized database of Ration cards in the Public Domain

The Central database of digitized ration cards is available on the central server of the department. Authorized users of the department able to view the ration card details and view reports on FPS wise list of APL, BPL and AAY cards. The same information can be made available on the public domain and on the web site for public access.

5) Establishing 4 Digit Toll free number for grievances registration and dispute resolution mechanism.

A well-structured and multi layered Public Grievances Redressal Mechanism including Dispute Resolution Mechanism can be set-up in the Department, right from the Commissionerate level up to TSO/CRO level. Citizens having complaints or grievances may contact the Call Centre on toll free helpline numbers {a 4 digit number).The Call Centers, immediately on receipt of the complaint shall follow the following procedure:

a) Shall register such complaint by allotting a unique identification number to be called the docket number.

b) Communicate, at the time of lodging the complaint, the unique identification number to be called Docket number, date and time of registration of the complaint, to complainant/consumer.

c) Record details in respect of such complaint

d) Intimate the citizen through telephone or other electronic means or any other means; and within the time limit specified the action taken on the complaint

e) Provide the citizen with the contact details of the Nodal Officer (including his name, telephone number and address)in case he/she are not, satisfied with the redressal of his/her grievance.

The time limit for redressal of grievances shall be redressed within a specified period (fixed by the department) from the date of registration of complaint

6) Grievance Redressal Mechanism using SMS/Website.

Citizens can send complaints as SMS to the website. The control room handling the website will redirect the SMS to the concerned group of TSO/CRO officials whose numbers are available on the site. The TSO/CRO officials can take action on the complaint and inform the citizen of the action taken. They can also send the reply as SMS to the same website from where it will be redirected to the citizen.

An application 'SMS alerts' for SMS complaint forwarding and monitoring developed by NIC can be used for the grievance redressal mechanism.

7) Elimination of Fake and Bogus Cards

The Ration card database needs to be cleaned by removing fake cards/duplicate cards, if any. The database can be cleared in two ways as follows:

a) By checking the internal consistency: Steps are being taken by the department for elimination of bogus cards.

b) By Cross checking with external databases: The central ration card database may be crosschecked with external databases such as election data base, census database etc.

7) Inclusion of PDS related KY+ field in the data collection of AADHAR

Steps are being taken by the department to issue directions to the implementing agency for ADHAAR to' include the Ration card Number of the citizens as a mandatory item in the data collection. The application form for ADHAAR should have a provision for entering the ration card number and the same to be entered into the system.

COVERAGE

e-Services to be offered to beneficiaries and citizens

a) After seeding of AADHAR database with RCMS, biometric authentication of beneficiaries for issue of PDS Commodity will be there.

b) SMS alerts shall be given of arrival of stocks at the FPS

c) Vigilance committee members shall be issued SMS of arrival of stocks from FCI to Wholesalers & Retailers.

d) Completely digitized Ration Card Management shall eliminate duplicate & fake cards when associated with AADHAR Database

e) Web Portal shall inform scale of allotment, price of commodity and rights of every beneficiary

f) Toll-free grievance redressal of complaints and follow-up on all registered complaints and complaint redressal

g) Facility of proper weighment and clear billing to the beneficiary by pas at the FPS to be ensured

h) Value added services such as e-verification for mobile phones, bank account, ID purposes shall be commenced.

i) e-application of Ration card for new card and modification in existing card, migration card shall be factored in

Timeline for Delivery of e-Services

Provide an integrated end-to-end computerized PDS in a total time frame of 18 months for standardization:

Manual supervision of public distribution system has its drawback

Inspection of AWD by TSO

Chapter-XII

ASSISTANCE ON 50:50 BASIS FOR THE COMPONENT-I OF THE END-TO-END COMPUTERISATION FROM GOVERNMENT OF INDIA

ASSISTANCE ON 50:50 BASIS FOR THE COMPONENT-I OF THE END-TO-END COMPUTERISATION FROM GOVERNMENT OF INDIA

Sl No.	Activity Description	Cost Estimation (All estimates are on one-time basis except where indicated otherwise			
A	Data Centre Infrastructure	Rs. 1.25 Crore per State/UT This is based on response received from NIC vide letter dated 23.11.2011. This cost includes servers, storage, application software, etc. for State Data Centres, DR site backup, hosting of digitized data of Ration Cards, transaction data, etc.			

Sl No.	Activity Description	Cost Estimates per State / UT			
B	State FCS Hq	**Cost Head**	**Number of Units**	**Unit Cost**	**Total Cost**
			Department	CS Corporation		
		PCs & System software				
		Desktop/Laptop with webcam	5	3	30,000	2,40,000
		Laser / Dot Matrix Printer	3	2	7,000	35,000
		MS Office Licence	5	3	12,000	96,000
		UPS	5	3	11,500	92,000
		LAN All in one Printer	1	0	1,20,000	1,20,000
		Networking				
		Cabling & Switches (Per PC)	5	3	5,000	40,000
		Total Expenditure / State				**6,23,000**

Sl No.	Activity Description	Cost Estimates / District			
C	District F&CS Office	**Cost Head**	**Number of Units**	**Unit Cost**	**Total Cost**
			Department	CS Corrporation		
		PCs & System software				
		Desktop/Laptop with webcam	3	2	30,000	1,50,000
		Laser / Dot Matrix Printer	2	1	7,000	21,000
		MS Office Licence	3	2	12,000	60,000
		UPS	3	2	11,500	57,500
		Networking				
		Cabling & Switches (Per PC)	3	0	5,000	15,000
		Internet Broadband cost foe 5 years @ Rs.1000 per month	5	0	12,000	60,000
		Total Expenditure / State				**3,63,500**
		Total for 14 Districts				**50,89,000**

		Cost Estimates / Taluk			
		Cost Head	**Number of Units**	**Unit Cost**	**Total Cost**
			FCS Department		
		PCs & System software			
		Desktop/Laptop with webcam	2	30,000	60,000
		Laser / Dot Matrix Printer	1	7,000	7,000
D	Taluk F&CS Office	MS Office Licence	2	12,000	24,000
		UPS	2	11,500	23,000
		Networking			
		Cabling & Switches (Per PC)	2	5,000	10,000
		Internet Broadband cost foe 5 years @ Rs.1000 per month	5	12,000	60,000
		Total Expenditure / State			**1,84,000**
		Total for 69 TSO/CROs			**1,26,96,000**

		Cost Estimates / State Godown			
		Capex (IT Infrastructure)			
			Units	**Unit Cost**	**Total Cost**
		PCs & System software			
		Desktop/Laptop with webcam	1	30,000	30,000
		Laser / Dot Matrix Printer	1	7,000	7,000
E	State Godowns	MS Office Licence	1	12,000	12,000
		UPS	1	11,500	11,500
		Networking			
		Cabling & Switches (Per PC)	0	5,000	0
		Internet Broadband cost foe 5 years @ Rs.1000 per month	5	12,000	60,000
		Total Expenditure / State			**1,20,500**
		Total for 333 Godowns			**4,01,26,500**

		PMU at States			
		Cost Heads - States	**Unit man – month cost**	**Man Months**	**Units**	**Cost**
		Consultant / Project Manager	195000	12	1	2340000
		Jr. Consultant	145000	12	1	1740000
F	Project Management Unit (PMU)	Office Assistant / Data Entry Operator	20,000	12	2	4,80,000
						4560000
					5	12,000	60,000
		Total Expenditure / State				**46,20,000**

G	Training	1. Number of officials / Staff to be trained one times @ Rs.2500 each: 5 at state headquarters, 5 at District, 3 at Taluk, and 2 at State Godowns 2. All FPS dealers to be trained @ Rs. 1000/- each

Cost Heads - States	Training cost	Number	Units	Cost
State FCS Hq	2,500	1	5	12,500
District	2,500	14	5	1,75,000
Taluk	2,500	69	3	5,17,500
State Godowns	2,500		2	5,000
Total Expenditure / State				**6,75,500**

H	Technical Support in F&CS Offices	

Cost Heads - States	Unit man – month cost	Man Months	Units	Cost
State FCS Hq	25,000	12	1	3,00,000
District	25,000	6	14	1,50,000
Taluk	25,000	6	69	1,50,000
State Godowns	25,000	3	1	75,000
Total Expenditure / State				**6,75,500**

I	Application Support	1,14,00,000
J	STQC Audit	Rs. 10 Lakh

K	SMS Cost	SMS gateway related infrastructure @ Rs. 3.80 Lakh per state

Description	Qty	Unit Cost	Total
Application Software	1	150000	150000
Application server	1	200000	200000
SMS Modem	1	30000	30000
Sum Total			380000

Mobile SMS related costs
No of SMS sent per month per FPS = 20
Cost of one SMS = 0.10
One FPS I year = 24 ; 14267 FPS = 342408
For 5 years = **17,12,040**

L	Awareness cost	Awareness cost per FPS per year = Rs. 50 14267 FPS = 7,13,350 For 5 years = 35,66,750

M	Toll free call center	The basis of cost estimates are as:

Description	Qty	Unit Cost	Total
Toll free Lines	4	46,600	1,86,400
Perline Charges with Manpower Charges	4	(46600 x 12) 559200	22,36,800
Infrastructure Support (One Time)	1	150000	1,50,000
Total			**25,73,200**
Total for 5 Years			**1,28,66,000**

N	Portal	R. 20 Lakh
O	Assessment	Rs. 6 Lakh per state / UT
P	Digitisation	Digitisation already completed. 79.52 lakhs ration card has been digitized Rs. 6,36,16,000/- required at the rate of 8/- per card
Q	AMC	Total Hardware cost is 5,85,34,500 10 % of the above cost is required as AMC cost for 1 year ie., 58,53,450/- For 5 years = **Rs. 2,92,67,250/-**
		25,61,85,040

Note: - Only this scale of funding has been proposed under the GOI assistance on a 50:50 basis. The remaining cost for component I & subsequently compount II will have to be Borne by State government.

Commission levels being low the functioning of the wholesale & retail Licensees is economically non viable

Photograph of unloading of food grain at AWD T-3

Chapter-XIII
PROJECT REPORT AS PER FORMAT PRESCRIBED BY DEPARTMENT OF INFORMATION TECHNOLOGY, GOVERNMENT OF INDIA FOR END TO END COMPUTERRIZATION OF PDS IN KERALA

PROJECT REPORT AS PER FORMAT PRESCRIBED BY DEPARTMENT OF INFORMATION TECHNOLOGY, GOVERNMENT OF INDIA FOR END TO END COMPUTERIZATION OF PDS IN KERALA

SECTION I

I. BACKGROUND OF PROJECT AND OTHER BASIC INFORMATION

a) Title of the Project

End-to-End Computerisation of the Public Distribution System and Total Office Automation of the Commissionerate of Civil Supplies

b) Does the project fall under an existing Mission Mode Project (MMP)? If yes state which?

Yes.

Public Distribution System

The Apex Committee for the National e-Governance Plan (NeGP) chaired by Cabinet Secretary has approved the inclusion of Public Distribution System (PDS) as a Mission Mode Project (MMP) under the NeGP.

c) Is the project:

   i) A Pilot or

   ii) A Roll out of the project subsequent to Pilot phase (give details of pilot in previous experience section)

   iii) Roll out Project without Pilot phase

A Roll out project with an inbuilt pilot phase

d) Project Initiator details

   i) Department/ Ministry initiating the project (Centre/State)

Food & Civil Supplies Department, Government of Kerala.

   ii) Background of the department/ ministry

The Food & Civil Supplies Department, Govt. of Kerala has the primary responsibility of ensuring food security in the State, ensuring market intervention and provisioning of commodities (other than essential commodities) at a fair price shop through the supply corporation and to ensure awareness and protection of consumer rights in the entire state.

The Citizens Charter of the Commissionerate of Civil Supplies is detailed herein under

Vision:

Achieving food security of Kerala

Mission:

We dedicate ourselves to provide better and speedy service to the common people

The Main objectives are:

1. Ensure food for all, especially to the weaker section of the society
2. Make sufficient rationed articles available in the state
3. Ensure that rationed articles reach the eligible ones without leakages and diversion
4. Provide food grains at affordable prices at easily accessible locations to all eligible people through PDS
5. Prevent price hike, hoarding and black marketing in the open market
6. Rectify inclusion/exclusion error under different category in ration card
7. Promote awareness among consumers

iii) Name and Job Title of the key contact person (person responsible for initiation)

Shri. B. Suman IAS
Secretary, Food & Civil Supplies

Contact details of Secretary

Contact details:
Address   :   Secretariat, Thiruvananthapuram, Kerala
Fax   :
Landline   :
Mobile   :
Email   :

Name	Address	Fax	Landline	Mobile	email
Shri. Suman IAS	Secretariat, Thiruvananthapuram				secy@sch.gov.in
Shri. S. Jaganna-than IAS Commissioner of Civil Supplies	Commissionerate of Civil Supplies, Public Office Building, Musuem P.O, Thiruvanan-thapuram- 695 033	0471-2321152	0471-2321152	+919446327878	essentialcommod-ity@gmail.com secy@sch.gov.in
Director of Civil Supplies	Commissionerate of Civil Supplies, Public Office Building, Musuem P.O, Thiruvanan-thapuram- 695 033	0471-2320578	0471-2320578	+919446327878	essentialcommod-ity@gmail.com

e) Implementing Agency details

i) Name of the Implementing Agency   Commissionerate of Civil Supplies

ii) Date of Establishment (if applicable)   01-08-1975

Department of Civil Supplies was constituted initially as a part of Revenue Department with a skeleton staff pattern. Later, on 01-08-1975 Civil Supplies was separated from Board of Revenue and there after started functioning as an independent department.

Being a food deficit State, the main role of Civil Supplies Department in the State was to deal with Public Distribution System (PDS) effectively to alleviate poverty and ensure food security. Kerala has a long history of PDS dating back to 1960's. With the promulgation of Kerala Rationing Order 1966, Universal and statutory rationing was introduced in the State from 01-07-1966. The PDS in Kerala is now functioning based on an understanding that considering the peculiar agro climatic conditions and scarcity of land for agriculture crops, Government of India will meet the food requirement of the State for ensuring food security through Public Distribution System. As part of economic reforms, Govt of India decided to change the Universal Public Distribution System into Targeted Public Distribution System (TPDS) with effect from 01-06-1997. Under TPDS, families are classified as APL, BPL and AAY. Each category is given distinctive ration cards. Quantity of allotment of food grains and price thereof are also different for each category.

The objective of the Civil Supplies Department in maintaining supplies of essential commodities and securing equitable distribution and availability at fair price are being achieved through 14246 Authorized Ration Dealers (ARDs) spread across the State. Besides there are 335 authorized Wholesale Depots and 293 Kerosene Wholesale Depots to cater to the ARDs. ARDs are functioning in every nook and comer of the State at easy reach of every family.

The entire PDS operations of the State are monitored and guided by the Commissionerate of Civil Supplies.

iii) person responsible for implementation   S. Jagannathan IAS, Commissioner of Civil Supplies

iv) Contact details   :

      Address   :   Office of the Commissioner of Civil Supplies
                                Public Office buildings
                                Museum P.O., Thiruvananthapuram
                                Kerala-695 033
      Fax   :   0471-2321152
      Landline   :   0471-2321152
      Mobile   :   +919446327878
      Email   :   essentialcommodity@gmail.com

f) Location of project implementation

Office of the Commissioner of Civil Supplies
Public Office buildings
Museum P.O.
Thiruvananthapuram Kerala

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SECTION II

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II. PROJECT OVERVIEW OR SUMMARY

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Public Distribution System in Kerala – An Overview

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The entire PDS operations of the State are monitored and guided by the Commissionerate of Civil Supplies.

Functions of this office.

1) Sub allocation of food grains allocated to the State to Districts as per the requirement, based on the number of ration cards and opening balance of stock.
2) Monitoring of lifting of rationed articles from Food Corporation of India (FCI) godown by Authorized Wholesale Dealers (AWDs) and Authorized Retail Ration Dealers (ARDs) from Wholesale Depots.
3) Timely remittance of State subsidy amount in FCI.
4) Sub allocation of Kerosene and Sugar to Districts and monitoring of lifting and distribution.
5) Redressal of complaints from public about rationing.
6) Monitoring of complaints received in Civil Supplies toll free helpline.
7) Provide necessary information to public through a front office functioning in the Commissionerate.
8) Provide information under RTI Act.
9) Make common people aware of their rights and protect them from exploitation.
10) Ensuring compliance to Financial Accountability.
11) Sanctioning of new ARDs, AWDs and KWDs.
12) Entertain appeal/revision petition.
13) Renewal of Ration cards, Kerosene permits.
14) Appointment, transfer and postings of staff.

Administration

Commissioner of Civil Supplies heads the Food and Civil Supplies and Consumer Affairs Department. The Director of Civil Supplies monitors the day to day administration of the Department. They are assisted by the Controller of Rationing, Chief Accounts Officer, Finance Officer, Law Officer, Vigilance Officer, Accounts Officer, Statistical Officer and 3 Assistant Secretaries. At Zonal level there are two Deputy Rationing Controllers with Zonal Head Quarters at Kollam and Kozhikode. District level administration is managed by District Supply Officers in 14 Districts. Taluk level administration is managed by Taluk Supply officers in 63 Taluks and 6 City Rationing Officers each in Municipal Corporations Thiruvananthapuram, Emakulam and Kozhikode. PDS is monitored at District Level by District Snpply Officers and at Taluk Level by Taluk Supply Officers. There are Assistant Taluk Supply Officers to assist the Taluk Supply officers. The field functionaries of the department are mainly Rationing Inspectors.

Consumer Courts

One Consumer Dispute Redressal Commission is functioning at Thiruvananthapuram which is the state level Consumer Court. In each of the districts, there is one Consumer Dispute Redressal Forum.

Kerala Ration Dealers Welfare Fund

There is Kerala Ration dealers Welfare fund managed by a Governing Body with commissioner of Civil Supplies as ex-officio Chairman and 10 members. A Deputy Rationing Controller from the Department functions as chief Executive officer of the Fund. This looks after the welfare of Ration Dealers who are members of it by extending financial assistance for their medical, educational and other needs.

The functions carried out by the Department can be broadly divided into the following three categories.

1) Control of Rationing and marketing of essential commodities

In the state, which was very high deficit in the production of food grains, the PDS has great relevance and importance. Timely lifting of commodities allocated from central pool and ensuring distribution of the same through more than 14,000 ration shops and ensuring timely lifting and distribution of the same is a major function of the Department. The Department keep vigil to discourage and prevent hoardings and black marketing of essential commodities.

2) Consumer Affairs

Keeping in view the importance and need for promotion of consumer awareness and protection of their rights, Government of Kerala formed a separate wing in the Food Civil Supplies and Consumer affairs Department in the secretariat to attend to the subject, Consumer Affairs. This wing works under the Additional Secretary to Government with supporting staff. Accordingly a Consumer Affairs Cell has been formed in the Commissionerate of Civil Supplies also.

Public Distribution System

Public Distribution System (PDS) was launched in the State with effect from 01.07.1965 with the implementation of Kerala Rationing Order, 1966. In the State, which has very high deficit in the production of food grains, PDS has great relevance and importance. The State won many accolades for the pioneering achievements made in 60s and 70s in the implementation of Universal Rationing System.

a) Identification of all stakeholders

- Ration Card Holders

Catgory	No of Cards	Entitlement per month	Price/Kg
APL RICE	16.81 lakhs	10 Kg	Rs 8.90
	42.23 lakhs	09 Kg	Rs 2
APL WHEAT	16.81 lakhs	3 Kg	Rs 6.70
	42.23 lakhs	2 Kg	Rs 2
BPL RICE	14.56 lakhs	25 Kg	Rs 1
BPL WHEAT	14.56 lakhs	8 Kg	Rs 2
AAY RICE	5.92 lakhs	35 Kg	Rs 1
Kerosene		1/2 L to E Cards 4 L to NE Cards	Rs 15.50-16.00
Levy Sugar	20.39 lakh	400 g per member of AAY/BPL cards	Rs 13.50
Fortified Atta		2 Kg to APL	Rs 12

- Authorised Retails Dealers
- Authorised Wholesale Dealers
- Official PDS Network of DSO, TSO & RIs
- Voluntary Consumer Organizations

Project Stakeholders and their roles and responsibilities.
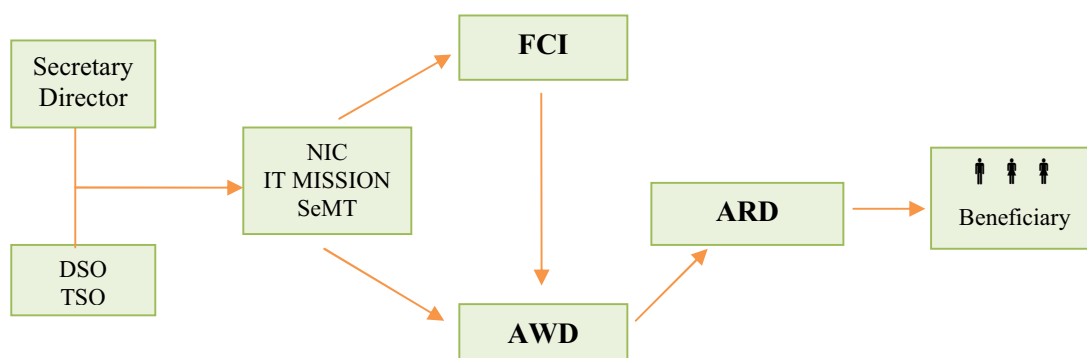
Roles and Responsibilities.

F&CS Department.

a) Standardising all policies
b) Interacting with NIC, IT mission who shall be the Total solution provider.
c) Addressing the manpower requirement.
d) Issuing specific executive instructions on End to end computerisation
e) Monitoring Timelines & Implementation
f) Backend administration
g) Coordinating among all players.
h) Inspection review supervision etc.
i) Plan & design project – Test through pilot and implement statewide.
j) Change management and capacity building
k) All system integrated services.
l) All policy related matters.

NIC / IT Department / IT Mission KELTRON / C-Dit

a) To provide technical solution

b) Troubleshooting

c) Standardising Technical aspects

d) Configuration of CAS required at the state with Technical/handholding support from NIC

e) System Integration services in pilot district including establishing IT infrastructure at State, Districts, Taluks, Godowns, and State department Locations

f) Supply Installation commissioning and operation support for hardware, system software and required infrastructure in the respective State.

g) Responsible for data digitisation, field survey, supply of smart card and smart card related infrastructure

h) O&M support for application and hardware infrastructure for I year

FCI

To cooperate in term of arrival & release of stocks on realtime basis.

AWD ARD Beneficiary

Endusers who shall be co-opted to participate for their benefits in the end to end computerisation.

PMU

A PMU shall be constituted at all levels – State, District, Taluk for the implementation process and rollout of end-to-end computerisation.

(a) Identification of all Stakeholders

The main stakeholder groups are

Stakeholder Group	Roles and Responsibilities	Level of Influence	Engagement/Communication Strategy
PDS Beneficiary	The beneficiary is the primary target group to whom better services and ensuring targeted delivery of essential commodities at right quantity and price is envisaged, The beneficiaries rights are to be protected by way of biometric authentication for release of essential commodities giving power of choice by allowing portability among the ARDs and giving effective information on stock availability, price of commodity and quantity relating to entitlement through easily accessible means like the transparency portal and pull-based sms services (user charges shall apply), email alerts where applicable. A comprehensive and responsive grievance redressal mechanism with a toll	The card beneficiary or ration card holder has a very low level of influence in case aggrieved. Presently does not have a responsive grievance redressal mechanism and no control over the quality of the essential commodity being offered. Further he also does not have prior information about arrival of stock at the specific ARD, and his/her entitlements as on date except through word of mouth or a once a month news paper release. Further a particular ration card holder is tagged to a particular ARD and he cannot change this shop at with in case of any inconvenience at the ARD for	Since the beneficiary database is 80 lakh households and diverse with categorization of operation of APL/BPL/APL(SS) as below: No. of APL card — 59.17 Lakhs No of BPL cards — 14.58 Lakhs No of AAY cards — 5.91 Lakhs No of Annapurna Beneficiaries — 31319 Total no of cards — Over 80 Lakhs Hence the ideal means of engagement should include the following elements – (a) Awareness of their category and entitlements and (b) Allowing a strong & effective complaint and grievance redressal syatem that provides a individual unique I.D. to each complaint, assigns the responsibility to a particular officer and defines a response time, whereafter alerts are send to higher authority on non redressal of complaints and simultaneously the complainant

	free number and call center to give active feedback and track individual i.d. assigned complaint/grievance shall be put into place. Presently the roles and responsibilities of the beneficiary are limited to receiving essential commodity allocation on the ration card and to bring to notice of officials of the Civil Supplies department any anomaly or complaint in the PDS relating to their respective area of interest	several reasons such as misbehavior of the ARD.	updated to contact the senior Authority. The state of the complaint shall be displayed in the grievance redressal dashboard on the Transparency portal. The communication strategy shall wipe upon full page paper advertisement on the end-to-end computerization, individual information handouts and pamphlets, awareness movies, Consumer club & other beneficiary form for information disseminates, Traditional announcements through vehicle mounted PA systems, district level or taluk level "Ration – your right" festivals as a pre launch to the end-to-end computerization, Repeat TV Ads and messages through celebrities and messages through eminent personalities and dissemination of a 'PDS-Revolution' booklet explaining in the changes being brought forth in the State of Keralafor PDS ◆ Consultation and Communication feedback on the proposed approach to the End-to-End Computerisation could also be taken up by way of paper advertisement on similar time as feedback taken for consulting parliamentary etc. ◆ Satisfactory survey and consumer sample survey based on a prefixed methodology and sample base would also be included prior to implementation of the project and after completion of the implementation of the sample survey would give the beneficiaries perspective of the before and after of the implemenatation of the End-to-End computerization project.
ARDs – There are a total of 14200+ARDs	• They timely lift stock from the AWDs and ensure their distribution at the Ration Card Level • They submit weekly sale figures and take weekly allotments authority list from the Taluk Supply Office for the distribution of essential commodities. • Ensure quantity of essential commodity and sale as per entitlement per card at the approved rate.	Being licensee in perpetuity and the last mode of distribution at the field level with primary contact with the ration card holder the ARDs have a very high degree of influence in making the end-to-end project succeed. Unless they accept the change the proposed project of end-to-end computeri- sation shall fail. Main problem is the pres-	• To communicate the basic changes at the ARD level a district level workshop followed by a Taluk level workshop would allow the ARDs to understand the project through a detailed training video and interactive session at all workshops attendance honorarium, TA, DA would have to be paid • Detailed information pamphlets and booklet on the roles & responsibilities and the change being introduced at the ARD level to be communicated. For the ARDs to begin a detailed

- For sale of essential commodities, they receive commission which is included within the price fixation of the essential commodity
- Are associated with the Food & Civil Supplies Department for licensing, inspections, maintenance of records as per approved formats including stock and billing.
- Responsible for transportation of commodities from the AWD to the ARD point at their own cost
- Responsible for safe storage of the stock received from AWD
- Responsible for proper weighment of essential commodities prior to issue to the beneficiary / card holder
- Responsible for running the ARD in compliance with all provision of the KRO,1966 as applicable.

ently very low commission and inability to deal in any other commodities other than essential commodities has covered the ARDs to adopt means to divert commodities for wonderful gain to remain commercially viable. This aspect shall be studied and addressed by the Smt. Niveditha P Haran Commission.

The ARD Associations are quite powerful lobbies that need to be convinced about the changeover in the end-to-end computerization

ARDs also act as a primary contact point with the Ration Card Beneficiary base for information dissemination on stock arrival etc. collection of any information dispensing any information to the ration card beneficiary. This services shall be invaluable to collect details of ration card holders such as AADHAR I.D. and mobile numbers etc.

analysis revision of ARD level commission to be communicated in the same writeup. A multimedia movie also needs to be defined for easier comprehension

- At 10% of the proposed e-PoS devices would have to be designated as training machines and atleast six training sessions for each ARD with detailed class room exercise with case scenarios would have to be devised. The training manual and training lab would have to be issued and a permanent training infrastructure to be maintained at the Taluk level office. The training manual to be hosted online in the Transparency Portal
- To ensure buy-in the convenience of remitting their commission directly to their accounts and ability to pay their renewal fees or penalties online in the future to be provisioned, Separately add one such as services at the ARD to public like downloads for the public at a cost or as an information Kiosk and for instant usage up to a limit can be ensured.
- To ensure buy in, the important of the infrastructures at the ARD level also would have to be built into the engagement strategy by demonstrating that the shops shall be made more presentable and the cost of the e-PoS and cabling etc will be at no inconvenience and no additional cost to the ARD Licensee
- A sense of pride and respect can be incorporated into the communication strategy by creating a profile of the ARD on the Transparency Portal and after effective portability is ensured among the ARDs based on volumes of transactions and other performance assessment took every quarter the best ARD prize and Certificate could be given in each Firka/Taluk/District.
- To build in a commitment to the computerization project, a monetary incentive on the electronic transactions and a monetary disincentive on paper based transactions can be factored in during the changeover period of two months prior to full transition

			to the online automated system in the End-to-End computerization project. • Select ARD representatives could be brought over onboard the training and design team for the e-PoS introduction and change management on a additional remuneration if willingness exists and their service as the ideal technology demonstrations for the end-to-end computerization project could be taken in a structured manner during the ARD Trainings. • The training held should also have a actual case scenario demonstrations in the classroom with a classroom exercise which needs to be repeated at least six times prior to installation of the machines in the ARDs. This will ensure complete comfort and confidence at the ARDs end when the e-PoS is introduced. • Since ARDs presently bear the transportation and loading /unloading of the stocks, their buy in can be ensured by assuring timely delivery of quality stock
AWDs – A Total of 330+ AWDs are there	• On communication of allocation by the TSO the AWDs deposit the value of food grains stock at the FCI and lift the stock and transport to their wholesale godowns from where they release stock to the ARD. • On specific instruction during time of need like Tsunami, Drought or any calamity they may release stock as directed subject to remittance of value subsequently from Government. • Commission to AWDs is paid for handling the essential commodities part is factored in to the price fixation and part of the commission is specific categorized like welfare differential cost, AAY commission and cost. • AWDs on the primary network of the Civil Supplies	Being the key part of the PDS the AWDs are highly influential and their non-cooperation can bring down the PDS as witnessed during their strikes for limited period of time in the past. Across the PDS spectrum as the AWDs deal with the maximum stock of food grain they have established lives of communication with officials, political executives, ARDs and all nature of pressure gronges hence the buyin by the AWDs and the whole & soul participation by the AWD Association shall be a critical necessity for the success of the End–to-End computerization. Presently, since the AWDs get very low commission level, they are	

	Public Distribution Network. They ensure timely lifting, stocking of the commodities and availability to the ARDs • During lifting the entire transportation cost is bourne by them and their commission also are not sufficient and need to be revised upwards under the commission handled by smt. Niveditha p Haran IAS • Responsible for receiving quality essential commodities from the FCI and storing the received commodities properly • Responsible for maintaining a proper account statement and stock statement as provisioned under the KRO. • Responsible Licensing, inspections, maintenance of records as per approved formats including Stock & Billing.	compelled to elicit other means of earning illegally to remain commercially viable. To ensure a clean and transparent system under the end-to-end computerization it would be critical to ensure the AWDs interests are duly addressed.	• A detailed communication plan have to be devised which shall comprise of an information primer movie/ multimedia film, a detailed information booklet, and a training kit with a class room exercise that has to be repeated at least six times with hands on training to ensure comfort level & confidence of the AWDs to begin to the end-to-end computerization project. • AWD Association representatives would have to be brought on to a consultative platform to ensure all the necessary provisions are made in the end-to-end computerization project specifically at the AWD Level. • The Communication strategy for the AWDs should specifically address the major problem faced by the AWDs – lifting issues at FCI, remittance of commission on various categories of commodities being delayed, discrepancies during inspections not accurately documented and mismatches in stock, allowances for spillage and transit loss, improper quality or poor quality of food commodities received from FCI, poor commission, transportation problems and loading/unloading problems. These issues have to be specifically addressed and a tenable solution offered to the AWD. • During the development of the various modules the AWD representative have to be consulted and the AWDs Buy in ensured by assuring provision of both facilities and service level and improved infrastructure at the AWD as an integral part of the End-to-End Computerisation
F&CS Department & Commissionerate of Civil Supplies	• Responsible for ensuring the implementation of the entire PDS network under the control orders and the Essential Commodities Act • Responsible for periodic inspection, monitoring of lifting and movement of stocks, arrivals and retention of stocks at AWDs and ARDs have to be ensured.	Since all government officials are bond by conduct rules their levels of influence in hindering the end-to-end computerization shall be low but their motivation and commitment for the successful implementation of the end-to-end computerization shall be a must	• Since the officials at the various hierarchal levels of the DSO, TSO, ATSO, RIs and HC, UDC, and LDC shall be the key level officials to demonstrate the End-to-End computerization process hence they would have to be thoroughly trained and motivated to fully own the project and to spearhead its implementation. • Proper structural trainings with training manuals, hand on classes and class room exercises which shall have to be conducted for an average

	• All complaints received have to be duly addressed and steps taken to ensure that grievances does not continue. • Ensuring the successful implementation of the end-to-end computerisation		of 8 times for each official over a period of time has to be incorporated to ensure that the total ownership and confidence levels are there in the entire staff throughout the vertical hierarchy to implement the End-to-End Computerisation project • To allow for proper inter departmental coordination between by departments like IT, Finance, F&CS the basic finalization of a detailed project report and frequently monthly review meeting at the state Apex level committee have to be done to ensure that a coordinated effort is adopted and there is no delay due to the tendency to work in
Stakeholder – Political Executive	• Decide upon the policy for the allocation of essential commodities and monitoring price, use and availability of essential commodities. • Ensuring no major complaint against any level in the PDS network	Very high, hence ownership and belief in the end-to-end computerization proposal has to be there, to translate the entire end-to-end computerization project	• A detailed brief on the end-to-end computerization has to be presented to each member of the political executive very leanly illustrating the various steps under the end-to-end computerization and how the project is intended to be implemented with specified time line - this has to be ensured at MLA, Panchayat President levels and municipal Corporation levels • All political leaders commencing from the top most to all hon'ble members of the legislative Assembly to be requested to record a message/ address as a multimedia platform for the end-to-end computerization which should be widely publicized in their respective are of influence as the end-to-end computerization project being spearheaded by the political executive.

a) Introduce the problem/issue the project is designed to address

This gigantic systemic arrangements of the Public Distribution System needs to be computerised to ensure the following objectives.

OBJECTIVES

I. Total Transparency in the beneficiary data base, implying that all ration cards as primary means of entitlement to ration under the PDS are genuine without any fake or ghost claimant, noduplication for a particular beneficiary and a prompt and effective machinery to ensure that the ration card services to the citizen are offered in a very convenient and effective manner.

II. Proper accounting in the food grains allocation and transparency at all levels in the food grains and kerosene allotment, implying that each ration card receives its proper allotment of food grains and kerosene without any diversion at the central rate of issue.

III. Accessibility to information on the allocation, quality, entitlement and stock availability of food grains and kerosene at all levels including Wholesale Depots, Authorized Retail Depots and to the primary level of the ration cards holder.

IV. A Proper supply chain management which has a strong logistic backboneto ensure timely lifting of good grains and kerosene from FCI Depots and Refinery sale point stocking and issue of commodities at the wholesale point and availability and retail sale of these commodities at the level of beneficiary/ consumers.

V. An effective and real time system able to detect stock and availability and placement of stock to ensure that no breakdown in the entire supply chain management is there. Ideally this has been sought to be addressed through the provisioning of door to door delivery by the Government and ensuring tracking of food grain movement through a geographical information system platform (GIS) coupled with GPS(Global Positioning System) based Vehicle tracking software which can provide real time input on stock location and quantity.

VI. A responsive grievance redress system that is able to record the complaint or grievance from the beneficiary/ ration card holders and respond to the problem area with a proper record of the response thereof. It has been suggested that toll free numbers, customers help lines and extensive use of the internet be done including bringing in the concept of Mgovernance or mobile governance wherein SMS alerts and feed back could be provisioned for from the computerised system to the end consumer / ration card holder. Having understood the objectives for modernisation of the TPDS(Targetted Public Distribution System), computerisation of its operation is the need of the hour. It covers various aspects of TPDS such as creation and management of digitized beneficiary and other data bases, supply chain management of TPDS commodities till the ARD (fair price shop), setting up of transparency and grievance redressal mechanism using call centres/ toll free help line numbers, SMS based monitoring and websites/citizen portal, fair price shop automation etc. Computerisation of TPDS operation is aimed at streamlining and strengthening the functioning of the TPDS and would address the challenges faced by it such as leakages and diversion of foodgrains, fake and bogus rations cards etc. It would also introduce transparency regarding allocation off-take, availability of foodgrains at FPS etc; put all TPDS related information in the public domain and create robust grievance redressal and social audit mechanism.

(b) Introduce the problem/ issue the project is designed to address

As on date, there is no proper information about the availability of stock of ration articles (essential commodities) and the rate and quantity for which every card holder is entitled. This lack of information is at all levels – from FCI to AWDs (wholesale points), from AWDs to ARDs and from ARD to the ration card holder. The project is designed to host all the relevant information relating to price, quantity of entitlement, quality and availability of stock at all levels of the Public Distribution Network on a online transparency portal that shall be integrated with Electronic Point of Sale (E-POS) devices at the ARDs and also at AWDs giving real online transaction records and position of stock real time at any given instance

The following problems are faced by Citizens at the ARDs

    (a) Improper information of stock of essential food grain stock at the ARD is there

    (b) The ARD licensee may misinform regarding the availability of particular entitlement and quantity admissible, for instance, a BPL ration card holder may be informed that BPL rice is not in stock and he may be compelled to buy rice at higher rate

    (c) The ARD licensee or the salesman may not behave properly with certain beneficiaries making it an unpleasant affair to claim ration entitlement

    (d) The ARD licensee may not issue the proper scale of entitlement, for instance, if the ration card is

entitlement of 2 litres of S K Oil but the ration dealer states that there is no stock and only issues 0.5 litres

(e) The ration shop may be closed and there if no other alternative for the ration card holder to claim ration

(f) The quantity of food grain and other essential commodities are issued by the ARD licensee but there is under weighment

(g) No proper bill is issued to the Ration card holder

(h) The ration entitlement of a particular beneficiary may be diverted to the Open market at Black market prices by giving false information by the ARD or by merely stating that there is no stock in connivance with Food and Civil Supplies Department officials

(i) The Ration card holder does not have a single toll free number to call for grievance redressal or for lodging a complaint against the improper functioning of any ARD other than giving written complaints. Further, there is no grievance redressal system that updates the complainant on the status of the complaint

(j) There is no methodology to ensure that the ration card holder only draws the ration entitlement and it is proposed to used biometric AADHAR based authentication for release of ration entitlement.

The following problems are faced by the ARDs at the level of lifting from the AWDs and running the shop

(a) The AWD may while releasing grain make under weighment and this would result in shortage in the stock in the ARD

(b) The AWD may not give quality food grain to the ARD

(c) Sometimes when the ARD arranges transportation for lifting of commodities from the AWD the AWD may not release stock stating various reasons

(d) AWD may compel the ARD to lift only a portion of the stock physically and adjust by paying cash to enable diversion of stock, this result in shortage of stock in ARD and consequently to the ration card holder.

(e) The level of commission being paid to the ARD for dealing in Essential commodities are not adequate and to be commercially viable the ARD has no other option but to divert stock to the Black Market or resort to malpractices

(f) The ARD may face problems with the local labour in unloading or loading of stock at the AWD location or at the ARD location itself

(g) The ARD may not receive the commissions that are due to them for the handling of essential commodities in a timely manner from the State Government

(h) The ARD has to maintain various registers like the Receipt book, Stock register, sale register and so on which is repetitive and cumbersome

(i) The ARD does not have any assistance from the State Government to improve the infrastructure at the ARD level itself

(j) The ARD has to pay extra money for the transportation of the essential commodities from the AWD to the ARD and this could be a fiscal drain on the ARD's resources

The following problems are faced by the AWDs at the level of lifting from FCI and also in distribution of the ARDs

(a) On depositing of amount of value of food grains at FCI there may be delay in lifting due to non lifting at FCI

(b) Bad quality of foodgrain is released from FCI and the same could not be checked

(c) Short weighment at FCI is done which shall immediately result in the stock shortage at the AWD

(d) The AWD has to arrange for the transportation and this cost is to be borne other than the illegal costs of loading and unloading known as "Attikuli and Marikuli" at the FCI location

(e) The commission being paid to the AWD is not enough to render the running of an AWD as commercially viable and there remains no other alternative other than the diversion of food grains for illegitimate returns

(f) The commission payable to the AWDs are not paid in time and there is delay in the payment of the amounts from the Taluk Supply officers

(g) The AWDs do not have a prior information of a lifting 'window' which is a pre designated time and location with pre assigned quantity that can be lifted by the AWD with placement of the vehicle at the FCI

(h) Due to reasons such as shortage of trucks at the FCI godown sometimes transportation is not available for the AWD to lift the commodities from the FCI and AWD may end up paying more amount to lift the stock which causes financial loss to the AWD

(i) During the inspections and checks there is a physical check done visually instead of physical weighment due to large stocks at the AWDs and there may be shortages which cannot be accounted for and penal proceeding may be initiated for the same against the AWD

The following problems are faced by the District and Taluk Level Food and Civil Supply Department officials

(a) The ready stock position at any ARD or AWD is not independently available and needs to be verified from the stock register and also the allocation made by the authority list which is a slow manual process

(b) The follow up of complaints on a complaint grid is not there and especially the complaint redressal being communicated to the complainant needs to be undertaken to improve the image of the department

(c) There is no electronic portal to report the actual number of field verifications and use IT to effectively supervise the functioning of the Public Distribution System

(d) Cumbersome paper work for the weekly authority lists at the level of the ARD and the AWD have to be undertaken which can be electronically replaced by a monthly allocation that can be lifted and monitored by the online stock monitoring system

(e) A decision support system is presently not available showing the actual stock position in all the ARDs and the AWDs and the need to supervision of any special intervention in the Public Distribution System

(f) Although regular daily collection and reporting of price of commodities is done there is no system wherein there is a built in system alert for the rising of prices or the shortage of stock of a particular essential commodity which needs to be there as an add on to the decision support system to enable the proper market interventions or changes in policy allocations as decided by the political executive

(g) A manual system shall not allow the implementation of the Direct Cash based transfer as envisaged for the kerosene scheme hence the electronic online AADHAR based system would need to be incorporated

(h) The present ration card management although practically an improvement over the paper ration card system still needs to be improved to allow for quicker processing at the Taluk Supply Offices and also to allow for more time for the Taluk Supply staff for the inspections and supervisory work. The ideal solution would be an AADHAR based ration entitlement linked system where the bio metric is the sole identification and there is no need for a ration card any more.

The above listed problems are sought to be addressed through the following solutions under the End to End Computerisation project

(1) Door to door delivery to be undertaken by the Supply Corporation as an integral part of the End to End computerisation project

(2) A transparency portal with online allocation of foodgrain at all levels is to be done and at he FCI, AWD and ARD with electronic Point of Sale devices a real time stock and supply chain management shall be put into place

(3) The transparency portal shall be accessible to one and all through touch screen kiosks at the Taluk Supply office and other popular locations like the Akshaya kendra's where the citizen can access the portal and have ready information about the allotment, rates and entitlements

(4) Ration entitlement shall be linked to AADHAR and biometric authentication of the beneficiary for claiming the ration entitlement

(5) The AADHAR enabled ration delivery mechanism shall also provide the framework for the direct transfer of cash subsidy eventually for Kerosene and other commodities as such

(6) The incorporation of all stakeholders such as the AWDs, ARDs will also ensure a mechanism by which the differential costs and the commissions to be paid to them are disbursed electronically and timely with details of the same listed out in the transparent manner.

(C) Explain in brief the causes and effects of the problem/issue

Problem	Cause	Effect
A ration card holder does not get ready information about the availability of stock and rate and entitlement quantity of essential commodity	Presently only reliance on news paper press release and other media like radio which is occasional and not repeated	The ration card holder is ill informed about the entitlements and rates and this results in reliance on ARD for information which may be coloured information for vested reasons
In case an ARD is problematic due to ill behaviour or not giving full stock the ration card holder attached to that ARD has no choice but to claim ration from there only	Since there is no provision to allow a ration card holder to claim ration from any ARD, the ARD has a monopoly on the ration card attached to it, this results in poor service to the committed consumer ration card holder	Despite ill behaviour or not opening or refusing sale of ration stating no stock etc the ration card holder has no option but to go to the same ARD
Sometimes when a ration card holder is not regular in claiming ration or there is a additional special allocation then ARD may mislead the card holder and divert the stock for illicit gains	Ration card holder is deprived of any additional quota or entitlement given by the Government since he is not informed and ARD misleads the card holder by not giving full entitlement without fear of cross checks	The ration card holder is deprived of the additional benefits and diversion of stock occurs for illicit gains which may not be the case once biometric authentication is a precondition for release of ration entitlement
ARD does not get the commission due for the handling of PDS commodities timely and also the commission paid is too meagre	The commission fixed for handling of the PDS commodities at the ARD level is too low and further the delay in payment makes it commercially non viable to run the ARD	Due to less returns the ARD resorts to illegal diversion of PDS stock to black market to make illicit gains

AWD commissions are low and also the AWD commissions are not paid timely causing further losses	The commission fixed for handling of the PDS commodities at the AWD level is too low and further the delay in payment makes it commercially non viable to run the AWD	Due to less returns the AWD resorts to illegal diversion of PDS stock to black market to make illicit gains
Both ARD and AWD have to bear the additional cost of transportation and loading and unloading of food grains. Presently the Government has not undertaken door to door delivery of food grains under PDS	Since commissions are low and transportation and labour cost for loading and unloading are fluctuating to make it profitable illicit means are adopted by ARD/AWD	Due to additional cost of transportation and loading and unloading the ARD/AWD resorts to diversion of commodities to make it commercially viable
AWD/ARD stock position cannot be verified at any given instance and presently they maintain a voluminous stock register and sales register which are cumbersome and time consuming. Ready stock figures for supervision by Food and Civil Supplies Department is not possible	The process of stock maintenance, lifting and release of stock are all done manually and this is time consuming and does not allow for immediate transparency and allows for human intervention and alteration of stock etc suiting vested interest for diversion of stock	Due to cumbersome and voluminous records inspections are time consuming and cannot be all encompassing and further, the manual system allow for alterations and corrections to suit the diversion of stock and sale figures
No Decision support mechanism available based on stock and price of commodities in the market leading to mechanical attempts at price control and service delivery in the PDS network. The policy maker and supervision staff cannot have all details on a information portal to take decision accordingly	Since ready online information is not there decision making regarding stock availability at ARD level or AWD level has a lag time and also monitoring and supervision also has a time lag with no decision support mechanism based on the stock and availability	Response time for the PDS network to market fluctuation in a consumer state like Kerala is with a lag time and unsystematic with knee jerk inspections and raids . No systemic decision support mechanism allows for arbitrariness and unfocussed decision making and delay in achieving objective of price control or ensuring availability of commodities
A manual record based system catering to 80 Lakh plus beneficiaries cannot be efficiently leveraged for the Direct transfer of cash subsidy to bank account	A direct method of targeting subsidy such as the direct cash transfer to account necessitates a AADHAR Based network for release of funds as subsidy by way of electronic transfer of funds	The PDS network has to be upgraded to an electronic online AADHAR based system or else it shall not be possible to ensure the direct transfer of cash through bank account in the present system

(d) Category under which services fall under : G2C (Government to Citizen), Government to Business (G2B) or Government to Government (G2G)

The Kerala: E Governance Roadmap document (version-I) which contains the draft strategic roadmap for delivery of Government to citizen services electronically and the creation of an digitally enabling ecosystem in the society through adoption of new technology developments identifies Services categorization and electronic delivery under the integrated electronic services delivery framework of Government of India envisages the categorisation of Electronic services as

Type 1 services which are services that can be provided "instantaneously" across the counter. These services would be those where an accurate digital database is available, the provision of statutory services across

the counter, requires that the database is digitally signed by the competent authority in bulk in advance , such that when any citizen makes a request, the relevant record is downloaded and a certificate can be issued by the CSC agent (Akshaya)

Type 2 services are those services that require a minimum of 2 visits, but can be migrated to Type 1 services with due data digitisation, one time physical verification and digital certification

Type 3 services require physical presence of citizen/ verification/ inspection and cannot be delivered across the counter

Under the Public Distribution System the following categorisation of services is broadly possible

Government to Citizen (G 2 C)

(i)   Issue of ration card to the citizen

(ii) Communication of ration entitlement, quantity admissible and rate at which allocated to eligible citizen

(iii) Redress of any complaint or grievance relating to the entitlements under the Public Distribution Network relating to ARD or any other matter

(iv) Ensuring biometric authentication for the release of ration entitlement after linking AADHAR for the ration entitlement

Government to Business (G 2 B)

(j)   Communication of allotment and lifting authority to the AWD and the ARD including the weekly authority list

(ii) Renewal of license for AWD/ARD/KWD

(iii) Payment of commissions and differential costs to the AWD and ARD

(iv) Supervision and monitoring inspections and imposition of penalties and fines under the provisions of the Kerala Rationing Order, 1966

(v)   Addressing local problems like shortage of vehicles for lifting food stock etc and ensuring door to door delivery of essential commodities to the ARD/AWD

Government to Government (G 2 G)

(j)   Communication of allocation list for lifting of essential commodities and depositing of the subsidy element via RTGS to the FCI account

(ii) Addressing local coordination issues for the lifting of essential commodities and ensuring availability of stock at the FCI sub depots

(iii) Service matters like seniority and gradation lists of all staff of the Food and Civil Supplies Department and other issues like Pay records, pension etc shall be eventually hosted on the transparency portal on the intra website

(e) Services proposed to be improved / provided to address the problem

Service levels refer to the parametres that can be used in measuring the efficiency, transparency and reliability of the core services in terms of

- Service quality
- Service quantity
- Service delivery time
- Service cost

Provided below is the synopsis of the existing and proposed service levels in the table below:

Table 1

	Existing Service Level	Proposed service Level
Existing services		
G 2 C (Government to Citizen)		
Issue of ration card to beneficiary	Paper ration card issue from on-line RCMS, can apply for ration card online, processing time approximately 3 to 10 days, no monitoring about the time period for issue of ration card done	AADHAR linked ration entitlement implying biometric authentication for ration entitlement, ration card only for record, ration can be claimed purely by biometric credential presentation Ration card can be issued within one day subject to AADHAR linked applications
Information to Beneficiary ration card holder about entitlements, rates and quantity and timely release of entitlements	Press release done once a month	Touch screen kiosks allowing beneficiary to access the monthly entitlement or help line to call to receive details on a toll free number or SMS based reply from call centre for entitlements and rates and quantity shall be in place including press release and weekly repeat of press release, radio and TV announcements
Grievance redressal and complaint receipt and action thereof	Presently by letter or telephonic complaints at levels of Hon'ble Minister, CCS, DCS, DSO or TSO is being resorted to	A toll free complaint registration and help line which shall give a unique ID to the complaint and also fix a time frame within which the grievance is to be redressed and the complainant to be informed of action taken to rectify complaint
SMS alerts on the release of stocks of essential commodity and arrival of stock	FMPDS is a system that send a push based SMS alert to registered users but the SMS originate after manual updation of lifting records	Based on the online updation of the stock position the SMS alerts on push basis shall be automated and also on "pull" basis SMS alerts can be used by subscribers for getting information on the allotments and quantity and rates of essential commodities
G 2 B (Government to Business)		
Allotments and authority list for lifting stock by AWD/ARD to be issued by offices at TSO/DSO and DCS	Presently through manual allocation order which are communicated in writing and faxed or send through e mail	All allocation shall be ration card strength based and done on the transparency portal and all lifting monitored showing a menu clearly showing balance allocated stock remaining to be lifted real time and the quantity already lifted/ released

Payment of commission for handling of Essential commodities to the AWD/ARD	Based on the abstracts from DSO's/ TSO's the fund is placed and drawn and disbursed to the AWD/ARD causing delay in the payments	Based on the actual lifting as uploaded on the transparency portal the figure admissible as commission to the ARD/ AWD shall be automatically computed and accordingly Electronic Fund Transfer shall be undertaken duly authenticated by AADHAR based payment gateway
Inspections or supervisions of ARD/AWDs shall be recorded and in case of complaints/ grievances the same shall be followed up	Presently, the manual mode of inspection is with stock verification, sale register verification and any specific complaint against official etc not being communicated specifically	Inspections shall be based on the stock available on the transparency portal and also ARDs/ AWDs shall have access to the help line to register complaints relating to official high handedness and also relating to lifting etc
Improper information for lifting leading to prior arrangement of vehicles for lifting of essential commodities, problems with labour at FCI and payment of "Attikuli/ Marikuli"	Due to written authority list on which RTGS money deposit with FCI is done at AWD level and ARD payment in cash at AWD level, there is no pre fixed lifting window showing availability and release of stock	Based on the arrival of stock at FCI/ AWD there shall be a lifting or release window wherein the ARD/AWD can lift the stock after depositing the value, further, the problem of transportation and loading and unloading is to be handled by the State Government by ensuring Door step delivery both at the AWD and at the ARD level
G 2 G (Government to Government)		
Depositing of value of subsidy is done electronically but the coordination mechanism for lifting is weak, with no pre assigned lifting window and no pre assigned equitable lifting sequence being communicated to AWDs	Presently based on the manual allocation the FCI releases essential commodities in coordination with TSO/DSO and AWDs without a pre fixed lifting sequence or prior intimation of days of anticipated wagon arrivals	The FCI shall also be requested to upload information on stock arrivals and non lifting days with at least one week's lifting programme in advance being finalised on the net. This will allow for the AWDs to deposit the value of the essential commodities and the State Government agency (Supply Corporation) shall lift the quantities based on the advanced lifting programme and release of food grain from FCI. Similarly, at the ARD level door step delivery shall be based on the deposit of cash value of the food grain where after within a predefined time limit the essential commodities shall be delivered by the State Supply Corporation
Staff of the Food and Civil Supplies department service matters like gradation list, promotion and postings needs to be transparent and accessible to all in the Government	The list if maintained in the Commissionerate but is manual and cumbersome, this needs to be made accessible to all Government servants in the Food and Civil Supplies Department	On a intra website the Government officers and staff can access all details such as the gradation list and the promotions and latest notifications, legal circulars and clarifications can also be sought in the officer's corner in the intra website on the transparency portal

Inspection and supervision page for Food and Civil Supplies Department	As on date no systematic mechanism exists to document the number of inspections done at AWD, ARD by inspecting staff, audit monitoring and it is manual	The entire inspection including videos and still images with a report on a standard report template shall be made compulsory for updating on the portal within the intra-portal site and this shall allow for supervision of inspections and also add on services such as legal clarifications and other details too on the intra website as a Government to Employee service
Proposed new Services		
	Not Applicable	Door to Door delivery of essential commodities based on a lifting window and delivery predefined time limit for AWDs and ARDs
	Not Applicable	Dedicated call centre with toll free help line with integrated grievance redressal mechanism which tracks complaints and provide redress feedback to complainant with updation real-time on the transparency portal
	Not applicable	Comprehensive Transparency Portal for log in by AWD/ARD and Government officials and citizens alike shall allow information dissemination and also clarification from the response corner at the Web Site
	Not applicable	Introduction of Electronic Point of Sale E- POS at the AWD and ARD to ensure automated billing and integrated real time stock upgradation on sale and transaction. The E –POS shall have biometric credential validation device to make all sales AADHAR validated
	Not applicable	A Spatial Data infrastructure based decision support system that is linked to the retail and wholesale prices of various locations and also the stock availability of the PDS commodities at the entire network shall be evolved with front end reports generated to assist in policy decisions for market interventions or additional allocation etc. This shall also include the setting up a headquarter based control rooms and response centres linked to the help line and toll free grievance redress centre

	Not applicable	A district specific area in the Transparency portal shall be introduced which shall allow for performance appraisal on basis of the data gleamed from the transparency portal and for alerts relating to problem areas that need action on priority including the complaints introduced into the intelligent grievance redressal mechanism on the transparency portal. This performance appraisal shall be supervised by the Call centre for progress monitoring and also by the senior officials in the Commissionerate which shall allow for the viewing of all districts at once glance for parameters such as lifting , stock availability, distribution details, number of complaints, complaint redressal performance etc
	Not Applicable	For ARDs the Supply Corporation shall set up model ARDs with adequate storage and retail infrastructure in each and every Legislative Assembly Segment which shall add as a Service standard and model demonstration ARD including provisioning for all nature of consumer amenities for the ration card holder.
	Not applicable	After introduction of E- POS in all the ARDs and complete AADHAR seeding and pre requisition of biometric authentication for ration entitlement, the introduction of ARD portability shall be brought in wherein the ration card holder can purchase the ration entitlement from any ARD, this shall introduce competition among the ARDs on the lines of the CORE-PDS in Chattisgarh state ensuring better service standards
	Not Applicable	Prior to implementation of the End to End computerisation project, a civil component shall be taken up as site preparation for the E-POS introduction in the ration shop which shall include a physical revamp with a unique colour coding, wiring, proper sale counter, listing out rights of the ration card holder, and other improvements in the civil infrastructure to identify physically the ARD and AWD covered under the End to End computerisation

	Not applicable	Introduction of a documentation centre at the Commissionerate of Civil Supplies and at the District level is envisaged which shall be singularly responsible for the recording of all events related to the implementation of the End to End project, preparation of monthly progress reports
	Not applicable	Introduction of E- office with a move towards paperless office and e –filing and also a E- archival system with the digitisation of the record room and all records thereof including the circulars and G/Os and executive orders and case laws with a search engine assisted flow for key words in the Civil Supplies Department with a link to the Transparency Portal

(f) Past Experiences and lessons learnt

There are two specific instances which need to be listed out briefly as the Past experiences and the lessons learnt.

Past experience Case I

Goal: Introduction of Direct Cash transfer of Cash in Nyettinkara and Kochi Taluks for Kerosene

Objective: As a pilot under the Direct Cash Transfer Scheme, 2012 an attempt was made to introduce the payment of kerosene subsidy through bank accounts to the ration card holders

Stakeholders: ARDs, ration card holders, Food and Civil Supplies Department staff

Service / Service level improvements: The kerosene subsidy was to be routed directly to beneficiary's bank account to enable to purchase kerosene that would retail at the market price

Demand off-take for the services: The pilot was sought to be implemented as a preparatory of the Direct Cash Transfer of Subsidy scheme of the Ministry of Petroleum and Natural Gas and not as a direct demand from the ration card holders as such

Key Activities:- the main activities included issue of a paper form to collect the bank account details of the ration card holder, entry of the bank account details in the online data base, ensuring retailing of kerosene at market price at the select taluks and prepositioning the subsidy amount with the ration card holder directly to the bank account and there after subsequently releasing further subsidy based on the actual off take of kerosene from the ARD

Key learning including issues faced and how these would be managed in case of the proposed project:

   (i)   No proper information, education campaign was undertaken whereby certain political leaders opposed the scheme not allowing the forms for collection of bank account details to be distributed thereby defeating the initiative at the very first step

   (ii)   There was no actual beneficiary education through thorough information and education campaign to

show the improved service levels and service delivery benefits post implementation of the project hence there was no buy in by the majority stakeholder, i.e, the ration card holder and hence there was no popular demand for the scheme to be implemented

(iii) There was no proper structured action plan for implementation which factored in case scenarios wherein there would be resistance from the Public Representatives hence there was no prior preparation to take the Public Representatives like Members of Legislative Assembly and other political representatives on board to implement the project

(iv) A clear thought out strategy and a Strength, Weakness, Threat and Opportunity analysis was not done and hence a simple issue such as the additional capital to be invested at the ARD level and the KWD level was not factored in and no means of how to offset the financial implication on the ARD/ KWD was thought out, simultaneously, the fact that the rate of kerosene for retail would be four times higher than in the adjoining taluk hence how could one prevent the purchase of kerosene at lower rate despite receiving the subsidy element by cash transfer directly to the bank account was not worked out and in brief, there was no contingency plan to react to ground situation in a time bound manner

(v) Ownership of the entire project was not there, neither was it projected as the initiative of the Ministry of Petroleum and Natural Gas, Government of India, nor was it owned up and promoted as a State Government initiative hence there was no political pressure or ownership to ensure that the project translates. In the End to End computerisation project proper departmental ownership of the project shall be ensured and cooperation from all quarters ensured with detailed IEC and stakeholder buy in strategies which shall be fleshed out and acted upon and closely monitored.

(vi) There was no fixing of responsibility in the Staff of the Food and Civil Supplies Department for the failure of the initiative nether was there any fact finding as to the causes of the failure, nor was the project monitored for course correction during implementation, demonstrating a clear absence of a Project Implementation Unit with dedicated time lines and output monitoring milestones not being there. This is sought to be remedied with a clear cut PIU in the End to End computerisation with defined time lines and technical manpower with issues of transition management and maintenance as the PIU winds up after project implementation.

Past Experience Case II

Goal: To implement the online ration card management system (E- RCMS)

Objective: To shift from the manual system of issue of ration card to a system where a ration card is issued online or through a Ration Card Management Software whereby the actual number of ration cards issued is hosted on a Central Server and the entire data is online and this database can be used for all further roll outs such as E – verification services etc

Stakeholders: Ration card holders and the officials from the Civil Supplies Department

Services/Service level improvements: It was ideally conceived to allow for convenience of the ration card applicant who could apply online or at the Akshaya centres and also with a built in time frame a proper laminated ration card with photograph of the ration card holder was issued and the same details were available in the ration card management system online to see and monitor

Demand off take for the services: the demand for the ration card has been a continuous feature and the RCMS has performed relatively well with the system allowing records of ration card issue and prompt issue of laminated and bar coded ration cards which are difficult to fake and easy to obtain from the Civil Supplies department at the Taluk level

Key Activities: A proper computerised section was built up at the Taluk level which was the functional unit on ground for the issue of the ration card through the Ration Card Management System

Key Learning including issued faced and how these would be managed in case of the proposed projects:

(i) The RCMS was a well received and well translated initiative that led to digitisation of the data base of the ration card holders in the Civil Supplies Department making it perhaps the largest data base in the Government and the services of ration cards could be issued without any major complaints as earlier of long queues and delay in processing application of ration cards

(ii) The time lines for translation of the RCMS were not clearly defined as a project and the operation and maintenance of the Taluk level infrastructure was not well conceived whereby the infrastructure created in 2005 was near obsolete in 2012 and needed major revamp but was inordinately delayed due to procedural issue. In the End to End computerisaton project clear time lines and implementation schedules would have to be defined wherein after the implementation of the project once launched shall be strictly monitored accordingly to the time schedule and feedback on the progress made in the field.

(iii) Four programmers engaged on contractual basis through the National Informatics Centre (NIC) could not be retained regularly with institutional clarity not being there within the state Government with queries from Finance Department and confusion in the Food and Civil Supplies Department which resulted in non-payment of remuneration to the contracted technical staff who subsequently quit thereby seriously impairing the functioning of the RCMS without required technical backup. A system has to be evolved in the End to End computerisation to ensure that the PIU is functional and all technical manpower requirements of the department are catered for in the said PIU and there is no such issue as cumbersome process for the release of remuneration and retention of technically qualified personnel.

(iv) The field level departmental staff of Technical coordinators at the Taluk Level such as the Rationing Inspector and ATSO's who were trained for the RCMS after a short period were deputed to the Supply Corporation and there was no continuity for training of the freshly posted staff whereby there was gradual deterioration in the technically skilled manpower at the Taluk level in the Department of Food and Civil Supplies resulting in serious problems in the RCMS maintenance and upkeep. The Deputation policy for appointed Technical co-ordinators in the Taluk and District offices and also in the Commissionerate of Civil Supplies have to be kept out of the deputation pool for an initial period of thirty months (30 months) from the commencement of the project and subsequently there has to be an institutional mechanism brought in whereby who ever is posted as the Technical coordinator at the Taluk/ District Office is trained for the running of the RCMS prior to posting or post joining in the post and kept stationary for at least a period of one year and eventually there also have to be posts of technical systems administrators created at the level of the TSO/ DSO too.

(v) The NIC which provided the technical backbone for the implementation of the RCMS after a period of implementation was not able to hand over the ownership of the RCMS to the Civil Supplies Department and due to non retention of the contractual engineers due to non payment of salaries a situation resulted wherein the NIC developed a distaste for continued participation in the RCMS and continued reluctantly with the RCMS in a skeletal manner thereby restricting upgrades and better fine tuning of the RCMS. A proper system has to be institutionalised in the implementation of the End to End computerisaton project in Kerala wherein a PIU integral to the Civil Supplies Department is institutionalised and subsequently there is a Information Technology Division vertically created in the Department that has departmental staff to hand hold and ensure departmental ownership of the End to End computerisation project and weaning off from the reliance on NIC for technical support. NIC can be utilised subsequently for system upgrades and bettering the technology options on the framework developed under the End to End Computerisation but ownership of the project and its components should vest in the Civil Supplies Department.

(vi) Government procedures for compliance of financial rules and other procedures were adhered to in the entire implementation but due to improper follow up and active intervention the process of obtaining sanctions and approvals was delayed resulting in very poor utilisation of funds for the computerisaton of the Civil Supplies Department. The Comptroller and Auditor General in audit report has mentioned in the report No.2 for the year ended 31 March 2010 in Para 1.4.5 pertaining to Financial Status that

"Out of total amount of Rs 6.5 crore sanctioned and allocated to the department during the period from 2000-2001 to 2009-2010, a sum of Rs 1.4 crores only could be incurred for computerisation in the department and a balance of Rs 5.1 crore (Rs 4.6 crore in 2002-2004) was surrendered during the period due to non utilisation of the same. The Audit objections raised were in Para 1.4.6 as follows " The objectives of the information system to review were to assess the extent of achievement of the objectives of computerisation by ascertaining whether:

➢ Effective organisational and management controls were in place to ensure safeguarding the business assets;

➢ Adequate internal and system controls were in place to ensure the achievement of intended results;

➢ Adequate security measures and business continuity planning were in place;

➢ Basic attributes of data/information like confidentiality, integrity, availability, reliability, compliance etc are maintained and

➢ The electronic system was successful in replacing the manual system

The audit findings are very briefly detailed herein under to ensure that repeat of the same issues do not occur again. The audit findings were that

- Para 1.4.13.1 – Improper designing of the data base
- Para 1.4.13.2-In-capability of the system in generation of real-time reports
- Para 1.4.13.3-Lack of foresight adversely affecting user-friendliness
- Para 1.4.13.4- Absence of mandatory provisions
- Para 1.4.13.5- Deficiencies in the software
- Para 1.4.13.6- Incorrect design of front end tool
- Para 1.4.13.7- Absence of management information system reports
- Para 1.4.13.8- Imperfect designing of master table
- Para 1.4.14- IT assets – Para 1.4.14.1- Malfunctioning of computers and printers
- Para 1.4.14.2- Lack of control over AMC provider
- Para 1.4.14.3- Malfunctioning resulting from flaws in terms of AMC
- Para 1.4.15- General control Para 1.4.15.1- Inadequate organisational and Management controls
- Para 1.14.5.2 Absence of change control management
- Para 1.4.15.3 Absence of continuity of operational staff
- Para 1.4.15.4 Neglect of internal audit
- Para 1.4.15.5 Absence of audit module
- 1.4.15.6 Human resource management- Lack of training
- Para 1.4.16- Physical and Environmental Controls
- Para 1.4.16.1 – Ineffective physical access control
- Para 1.4.16.2- Ineffective dust and moisture control
- Para 1.4.16.3- Lack of ensuring uninterruptible power supply (UPS)
- Para 1.4.16.4 Lack of information security policy
- Para 1.4.17- Logical Access Controls
- Para 1.4.17.1 – Absence of password policy
- Para 1.4.17.2- Sharing of login I.Ds and passwords
- Para 1.4.17.3- Failure in deactivating user-ids of retired/ transferred employess
- Para 1.4.18- Inadequate Segregation of Duties
- Para 1.4.19- Ineffective virus control

- Para 1.4.20 Input control – Para 1.4.20.1 – Lack of authorisation inputs
- Para 1.4.20.2- Non standardisation in input causing duplicate in house numbers
- Para 1.4.20.3- Non- capture of vital master data
- Para 1.4.20.4 – Failure in validation of records leading to mistakes and consequent financial loss
- Para 1.4.20.5 – Ineffective monitoring of data transfer
- Para 1.4.21- Business continuity and disaster recovery planning – Para 1.4.21.1 – ineffective environmental control for prevention of fire
- Para 1.4.21.2 – Insufficient data back up
- Para 1.4.21.3 Absence of external data back up

Para 1.4.22 – Conclusion of the Audit was as follows – Though computerisation project started in 1995-96 and succeeded in issue of computerised ration cards to nearly 69 Lakh households (May 2010) incurring an expenditure of above Rs 1.4 crore, the department has not made a break through in achievement of the objectives of computerisation. In the absence of equipping department's human resource with the essentials of maintaining an information system and ensuring their continued service, the department could not exercise managerial controls and had to unduly depend on outsourced personnel with the consequences of unrestricted avoidable mistakes. Ineffective organisational and management controls, inadequate planning and designing of the system, improper exercise of internal controls etc., stood in the way of usefulness as a management information system.

Audit Para 1.4.23-Recommendations

- The information system should urgently be redesigned to meet the basic user requirements and data normalisation principles
- Authorisation and validation of data should be given utmost priority. Completeness and correctness of data should be certified at appropriate levels
- Information system security and password policies should be formulated and their compliance ensured
- Immediate steps should be initiated in separate digital images from the primary tables used for querying with proper linking
- Steps should be initiated to equip the system for online processing instead of presently followed batch processing through data porting from central server to individual servers and vice versa
- Adequate training should be imparted to all levels of staff and their continued service should be ensured for the smooth continuity of the project
- Management Information System (MIS) reports should be generated on the basis of real-time queries. Further, MIS reports on the entire management of public distribution system, like total allocation, lifting, balance, distribution to ration depots, excess, shortage etc., should be made available to top/ middle management
- Penalty for failure/delay in providing services should be included in AMC conditions
- A suitable Business Continuity/ Disaster management Plan should be formulated and implemented.

It has to be ensured that the Detailed Project Report for the End to End computerisation has factored all the costs towards the various components and the same has been approved by the Finance Department and Planning Board, of the State Government and there is a regular and ensured fund flow for the implementation of the project and review and monitoring of the project based on the financial parameters is conducted at the highest level in the Government.

(vii) The Ration Card Management System was a well thought out system but the problem of fake card or duplicate cards was not well conceived as a result due to the fast turn around of new application and receipt of ration card the system over a period of five to six years has resulted in a card strength of more than 80 Lakh households. This shows a number of surplus cards having been issued for the existing population in the State of Kerala. This has been commented upon by the Accountant General, Kerala as follows in the provisional paragraph 7.2.1.1 as follow.

7.2.1.1 Impact of these deficiencies - Beneficiaries in ration cards exceeds the population of Kerala.

The asses the impact of this problem, we compared the number of persons as per 2011 census with the beneficiaries in the ration card. Census data has the total population of Kerala including infants whereas the ration card beneficiaries excluded infants below 2 years. Thus ideally the ration card beneficiaries should be less than the census figure. But we found that there were 11 lakh more people in ration cards as shown below:

Table: 5 A comparison of census & ration card data

Feature	2011 census	Ration card data - January 2011
Population included	All residents including infants	All residents above 2 years (Below 2 years excluded)
Number	3.34 crore	3.45 crore (cards)
Excess		11 lakhs

In other words, 11 lakh people are beneficiaries in more than one ration card or they are bogus beneficiaries. If the numbers of infants are excluded, the census figures will be much lower than 3.34 crore – widening the gap further. Thus the actual numbers of extra beneficiaries in ration cards are much more than 11 lakh.

When pointed out in audit, the CSD stated that at the time of renewal, there is no mechanism to check whether the details furnished are correct or whether the additionally added member is included in any other ration card. The cases of death / member going abroad are not normally reported by the cardholder and this cannot be checked at the present set up by the department.

However, this reply is against the instructions in the departmental manuals which provide for verification of ration cards systematically so that ineligible beneficiaries are identified and removed. The CSD neither insisted nor do the TSOs / CROs conduct such verification. We therefore, recommend that CSD to take effective steps for periodic verification of ration cards as stipulated in the rationing order.

It is necessary to address the de-duplication of the entire ration card data base by linking all the details in the RCMS to AADHAR I.D and then running the de-duplication program and weeding out fake or duplicate cards and ensuring cleanliness of the online data base

The online portal hosted for the Ration Card Management System was well conceived to allow for ration card applications to be made on line but processes were not defined in the office as to how much time would be needed to process online applications, standardisation of the same processes for the entire state need to be done and further the portal could not emerge as a complete transparency portal as envisaged under the End to End computerisation project which would have to be undertaken with constant content up-dation and content management. This has to be ensured in the End to End computerisation with a proper PIU which has a dedicated team for web site upgradation and updation including a core team of officials from the Civil Supplies Department to provide necessary assistance.

In the RCMS there was no standard protocol prescribed for the facilitating of services of ration card, although provision was made for online application it did not reduce the visit to the Taluk Supply office and further, since there was no system generated appointment or time at which to visit the Taluk office the tendency to visit arbitrarily creating queues in the offices continued. Hence, although the data base was digitised the actual benefit of streamlining the ration card delivery system within a time frame was only to an extent mitigated and this needs to be revamped as a comprehensive E-governance solution.

(g) Outline in broad terms project activities and timelines

In this section a brief synopsis of all the activities that are proposed to be undertaken under the End to End

computerisation of the Public Distribution System are listed out. Some of the activities to be carried out in the course of the e-governance project of end to end computerisation of the Public Distribution system in Kerala are as follows

(1)   **Planning:** to include the formulation of the Goals, Objectives and outputs for the purpose of the involvement of the critical stakeholders

The Goal & objectives of End to End Computerisation are briefly as follows

(i)   To ensure total transparency in allocations, stock positions and rates and quality   of essential commodities

(ii)   To ensure the use of Information Technology to develop a spatial data infrastructure based decision support mechanism for policy makers and senior officials for mid course corrections and interventions at policy level in the Public Distribution System

(iii)   To ensure a monitoring system that is based on a transparency portal for all stakeholders from ration card holders to AWD and Government officials in the Civil Supplies department or any citizen interested in locating specific information on the public distribution system in Kerala

(iv)   To provision for a toll free help line integrated with a MIS backed complaint registration and grievance redress system which shall provide feedback to the complainant and updates on the complaint status

(v)   To employ information technology for providing platforms for value added services such as SMS alerts and ready information via M-governance applications to citizens for stock availability, clarifications on entitlements and rates and quality

(vi)   To ensure a E- POS at the retail point of sale and having all transactions electronically captured and updated real time online to reflect on the actual stock position and availability and to ensure bio metric validation for all transactions for ration entitlement to be AADHAR based.

(vii)   To provision for a fully online supply chain management system for the movement of essential commodities from FCI to the AWD and ARD and for retail sale to the ration card holder

Given the above goals and objectives the outcomes are listed out in Table 2 in a methodical manner along with the prescribed time lines

(2)   **Scoping study:** to highlight key aspects including impact of the project on the stakeholders, service and service levels, business processes, organization, location, technology and data collection.

 For the scoping study following mechanism is suggested

(i)   The preparation of a Short documentary on the Public Distribution System in Kerala- Towards End to End computerisation. The documentary shall encompass the details of the Public Distribution system as it exists today and have details about the network and there after examine the following areas for computerisation (a) the release of food grain in the FCI to the AWD – which will include the step wise release of food grain from the Central Pool, communication of the allotment to the District and Taluk Supply offices, intimation of lifting authority to the AWD, depositing of the value of money from the AWD to the FCI and there after the actual process of lifting of food grain including problems of shortage of trucks, labour issues such as 'Attikuli, Marikuli" and also non availability day due to wagon placement and there after winding up with suggestions on how to provide for a computerised infrastructure at the FCI go-down or near the FCI go-down office for the Civil Supplies department for issuing the lifting challan and uploading the information on the net accordingly and how the provisioning of a lifting window based on the deposit of the money by the AWD shall be adequate and how the Door to Door delivery of grain from the FCI to the AWD needs to be taken over by the Supply corporation, subsequently as to whether it shall be feasible as a Phase II of the End to End computerisation project to individually tag every sack of food grain and also to introduce intelligent fleet management and Global Positioning Based vehicle tracking for on line alerts on location of stock and tentative arrival times and routes taken(b) The receipt of grain at the AWD and how to enter the same into the

stock system at the AWD showing stock receipt and thereafter to devise a computerised system of billing and stock release up-date real time on sale to the ARD on receipt of the cash value of the food grain, further, how the Door to door delivery system can be introduced from the AWD to the ARD and a delivery window is indicated in the billing system of the AWD and a delivery time indicated to the ARD. The suggestions to introduce a computerised system at the AWD which is online and real time updated related to the stock is to be factored for in the scoping study documentary (c) subsequently, at arrival of stock at the ARD and the updating of the stock receipt at the ARD through the E- POS and the requirements of ensuring bio-metric validation of the ration claimant prior to sale of the on ration is mandated and how the transaction is completed using AADHAR I.D, also the scoping documentary should capture factors such as no electrical supply at ARD, less educated salesman, dusty environment for the E- POS machine design to meet all these specifications. The documentary should also cover the ration card holders and their set of problems faced at the ARD in terms of non- information or lack of prior alerts for the arrival of ration in the shop, improper weighment, short stock being released and so on. (d) A section of the documentary should also be of an interaction with the Press and how they perceive the Public Distribution Network and adverse press reporting and the mechanism to handle the same in the department, the documentary should also interview certain retired officials of the Food and Civil Supplies department to understand their perspectives as officials in the department (e) Lastly, the documentary should also cover the political spectrum with the messages from the Hon'ble Chief Minister, leader of opposition and other prominent Hon'ble Ministers and Members of legislative Assembly and how the department shall ensure quality service for the End to End computerisation of the Public Distribution System.

(ii) A separate scoping study should also concentrate on the following areas (a) all the manual processes at the Commissionerate and District and Taluk office and the system to be adopted for the automation of the same (b) the standardisation of design of the Request for proposal documents and the evaluation system for various individual components of the End to End computerisation and integrating the same with the Common Application Software of the NIC and basing the entire computerisation of the PDS on the central pillar of the transparency portal (c) A further part of the scoping study should be to structure the process flow of approvals at the State Apex Committee level downwards for the DPR and the individual components and how the entire matrix shall be taken forward for the implementation of the End to End Computerisation.

(3) **Process Reengineering:** Streamlining of the Civil Supplies Department in order to improve performance, gain efficiency, reduce costs and eliminate redundancies. It represents an approach for redesigning the way work is done in the Civil Supplies Department to better support its mission and reduce costs. This sections would comment on compliance with guidelines, if any available for process reengineering

(i) Under Process Reengineering the following process flows shall be studied and recommendations made for the computerisation of the same

(a) The methodology of allotment and issue of authority list from Commissionerate onwards to the Taluk level

(b) The present system of inspections and reporting of inspections

(c) The Present system of stock verification and stock availability at all levels of the Public Distribution System

(d) The processes to be incorporated to bring in a spatial data infrastructure based decision support system for the efficient monitoring of the Public Distribution System

(e) The process flows to introduce a system of toll free help line that is linked to a call centre and an interactive MIS that is online hosted on the Transparency Portal showing the individual unique identity assigned to a complaint and the status thereof and who is to address the complaint and the system should raise alerts when complaints are not resolved within the stipulated time frame

(f)   The process flows for the introductions of online stock and supply chain management at the FCI, AWD and the E- POS at the ARD and the methodology thereof step by step.

(g)   Individual study teams with the officials of the Civil Supplies Department and the technical core team members have to be constituted for study and individual recommendation of the various process re-engineering as suggested above and a proper proforma and step by step computerisation thereof has to be lucidly planned for and a detailed report on how to switch over from the existing system by process re-engineering for the end to end computerisation of the Public Distribution Network in the state of Kerala

(ii)   A study of the necessary legislative amendments or changes to be incorporated in the legal framework of the End to End computerisation for the Public Distribution System is to be done and suggestions thereof mooted to the Government for incorporation of the same prior to the introduction of the End to End computerisation

(4) **Infrastructure (including technology) Adoption**: This refers to the up-gradation of the existing infrastructure (including technology) being used or incorporation of new infrastructure (including technology) to enable the processed to deliver the desired outputs. This section would comment on compliance with standards, if any available on technology (including networking, interoperability, data security, metadata and data structure, language localisation, quality and any other technology related issues.

   i.   Under the infrastructure adoption the compliment of infrastructure in terms of hardware and software at the Commissionerate, the District Office and the Taluk Office needs to be identified. This includes the entire systemic management of the RCMS, up-dation of the Transparency portal from Taluk level offices, provision of networked systems at the FCI, AWDs and the ARDs

   ii.   The standards for the transparency portal, the ration card management system and the other modules shall be based on the Common Application Software developed by NIC

   iii.   The transparency portal shall contain certain basic mandated details and and shall be in English and Malayalam. Among other things the transparency Portal shall have (a) a real time portal with all allocation, sale, movement of stock being shown on the transparency portal (b) details of all ARDs, AWDs including stock arrival, daily sales reports, stock position which shall be visible to everybody (c) the transparency portal shall also integrate the consumer awareness and consumer protection portal into the transparency portal making it one unique and combined portal where all sections, beneficiaries, ration card holder, ARDs, AWDs, Food and Civil Supplies staff will have access to data etc. (d) The payment of administrative charges and commissions to the AWDs and ARDs shall be through the transparency portal and AADHAR payment gateway (e) All status details shall be reflected in the Transparency portal for the staff too- promotions, seniority, performance appraisals, postings etc but these shall be in a intra website requiring a unique password from the staff only and a secure area (f) the transparency portal shall be a live portal facilitating a discussion blog, latest news on the rates of commodities, reports on stock, inspection reports and status reports of ration issued and outstanding amount to be issued (g) the transparency portal shall also have a complaint redressal section where a consumer can register a complaint and the same is redressed within an effective time period (h) The transparency portal shall be the one stop information point for the Civil Supplies Department with secure mail exchange facilities and web video conferencing facilities and web based video calls etc should also be factored in (i) inspection details and tour details of civil supplies staff shall all be recorded and displayed, all official activity shall also be reflected real time, like minutes of meetings, notification and GOs etc (j) Linked to the transparency portal shall be a elaborate 24 X 7 call centre that shall be toll free and responsive to complaints.

   iv.   All standards like networking, interoperability, data security, meta data and data structures and other technology related issues shall be finalised and specific as standard protocols for the End to End computerisation by the NIC based on the requirements of the Common Application

Software (CAS)

(5) **Change management:** Change management is a systematic approach to dealing with change, both from the perspective of an organisation and at individual level. This activity would include creating awareness (i.e, obtaining feedback and providing information to employees, beneficiaries, supporting units etc.,) regarding the new systems and processes and providing capacity building/ training relating to the tsame and also identifying legislative changes that might be required to facilitate improved service delivery

Change management has to be handled at all the levels in the Department and among all the stakeholders as follows

(a) **Departmental officers and staff**: The staff at the level of DSO, TSO being field level implementation leaders have to be firstly, given a clear comprehension of the End to End computerisation project with the dedicated time lines and various modules and how the strategy to implement the same. Separate trainings will have to be held on the Ration Card Management Software, the transparency portal, the methodology of allocation and separately, a session on the change in the inspection methodology. A very detailed hands on with exercises having case scenarios for the E-POS needs to be done so that the officers can handle any minor technical issue at the ARD level. Different modules for each aspect, FCI lifting computerisation, AWD computerisation, ARD automation, Web portal reporting and web based allocation, web based human resource management and all service matter online, complaint and grievance redress and the 24 X 7 toll free call centre and complaint monitoring portal, Citizen's perspective and behavioural change necessitated, infrastructure improvement and better ergonomics at the professional work space in the offices.

(b) **AWD licence**: To be given details brief on the lifting process which is to be automated, the entire door to door delivery system and the mechanism being implemented, payments by AADHAR enabled payment gateway for all dues to be received including commissions from the Government. A separate training module has to be adopted for them in which class room exercises have to be included and the matter taken forward

(c) **ARDs**: The ARDs have to have at least 6 (six) mandatory trainings with classroom exercise prior to the implementation of the E- POS (Electronic point of sale device) in the ration shops. Further the operation of the touch screen kiosks, the use of the transparency portal and the payment of all commissions and dues from Government to be paid through AADHAR enabled payment gateway is to be explained and demonstrated. The concept of portability to be introduced in the Fair price shops (ARDs) is to be explained in the best manner possible and a complete change in the approach in dealing with the ration card beneficiaries is to be explained. Further the potential to convert the ARDs into IT information kiosks at the very same location can be explained as a added phase roll out where in the ARD on user charge basis can offer a host of other services to ration card holders or citizens.

(d) **Political Executive**: The systemic improvement in the Public Distribution System and the key areas of change and what the change shall bring in terms of benefits is to be illustrated thoroughly and change management and problems areas in the change management are to be detailed to elicit their strong support and commitment to the project.

(e) **General citizen/ ration card holder**: being the targeted beneficiaries a very detailed and extensive Information, Education campaign should be undertaken listing out the basic services assured, the compliant and grievance redress portal and other changes that are being ushered in and the benefits and how to ensure that these benefits are easily available and accessible in the department should be provisioned for in a clear and sustained information education campaign.

(f) **Creating Awareness**: The awareness generation for the End to End computerisation has to be elaborately worked upon based on the target audience and a structured awareness campaign as has been indicated above. On finalisation of the DPR and the approval at the State level and the State Cabinet the DPR is communicated to all concerned in a single day workshop but prior to this act,

the very act of finalisation of the generic DPR with a technical DPR has to be undertaken where the relevant activities focussing in the various stakeholder components has to be completed. This would involve a consultative workshop for finalisation of the strategies proposed in the DPR and fine tuning the costing and adoption of various methodologies. Separately, the awareness has to be done on a pre-planned framework wherein the general citizen is informed through elaborate newspapers advertisement about the service standards and the time frame in which the department seeks to achieve the same, the press and electronic media is informed about the delivery standards and the manner in which the Department shall achieve the same, an ARD consultative session, a AWD consultative session and a detailed consultation with the Food and Civil Supplies staff. The Detailed Project report can also be finalised in consultation with prominent think tanks and institutional experts at the Government of India to ensure agreement on the funding streams proposed and strategies adopted.

(i) **Legal issues:** This compromises of identifying legislative changes which might be required to age old acts and rules to facilitate improved service delivery covering all services envisaged under the project. Also state the methodology to be undertaken for the same and ensure that the time lag for this is appropriately factored in the project timelines.

To address the legal issues, a single day consultative workshop and a project with the joint collaboration of the Law Department of the State Government to list out the acts and rules and the redundancies and the requirement of new legislation or amendments in the existing framework is proposed. This workshop shall propose clear and cogent suggestions for the changes in the legislative framework and the rules position to be recorded as a part of the final DPR.

(ii) **Awareness Creation:** This compromises of developing strategies and building processes to ensure appropriate communication of information and knowledge regarding the proposed changes and services among all the stakeholder groups. The target groups and messages would vary across the different stages of the project

The following strategy is proposed for the purpose of Awareness creation on finalisation of the Detailed Project Report after undertaking the individual stakeholder consultation approach as mentioned under the 'Creating awareness" head at para 'F' herein above in a sequential manner. A key factor to be remembered is that most of the awareness creation shall be a part of the immediate period from the date of launch of the End to End computerisation in the entire state which can be remembered as T_0 (the date of inception) which in itself can be marked by a ceremonial launch of the End to End computerisation project.

Proposed approach for creating awareness after the finalisation of the DPR and action plan of time line	Time frame
A one day workshop where the gist of the final DPR is circulated among all the Legislative Members/ Political executive at the highest level	One day
A one day workshop at three locations of Trivandum, Kozikhode, and Ernakulam for the dissemination of the final DPR, this workshop is to be attended by all stakeholders by open invitation and the gist of the DPR is circulated and the time lines and approach strategy is elucidated. A structured press release is issued and for participating media house a special supplement can be planned	One day at each location of Trivandrum, Kozhikode and Ernakulam

News paper ads which are timed with each phase and activity of the DPR are released regularly giving the actual activity and a departmental new letter on the happenings of the End to End computerisation is regularly released on a Monthly Basis with news on all the fronts, this news letter is also published on the internet for all members to see during the entire implementation phase and is continued into the monitoring and evaluation phase of the End to End computerisation	News letter in hard copies and soft text is released every month in a pre-planned monthly interaction of the Press with the Hon'ble Minister, Food and Civil Supplies
A one day workshop for the ARD, AWD and general citizens including the Voluntary Consumer Organisations and School Consumer clubs is to be done at all Districts as a district level awareness generation campaign which shall be lead by the District Supply officer under the Chiarmanship of the District Collector. Academic institutions such as Universities and other institutions can also be involved in this information dissemination activity to generate keen interest in the monitoring and evaluation of the project as it is implemented. A standard information dissemination video shall be played and specific sets of the gist of the DPR shall be distributed to all concerned. This workshop shall also be attended by the political functionaries of the Panchayats and also district level heads of the various other departments	One day at all the districts. The constitution of three core IEC teams has to be done with the necessary infrastructure such as projectors, information hand outs. These teams shall visit the districts and coordinate the conduct of such information dissemination workshop and the reports of such information dissemination workshops shall be reported in the monthly news reports and weekly content hosted on the Web site
Taluk level Information dissemination and awareness workshop of a ½ day have to be organised with a pre-programmed IEC material including video show and the distribution of the hand outs of the gist of the DPR on End to End computerisation	½ day workshop at the Taluk level to be co-ordinated by the Taluk Supply officer with the proper reporting of participation and the record of the proceedings with photographs etc to be done

(i) **Capacity Building:** Capacity building refers to the process of developing internal capabilities of the organisation in order to enable the achievements of the envisaged outputs, objectives and goals. This section would also examine the compliance with guidelines if any available for change management

The following capacity building strategy is to be adopted to ensure the success of the End to End computerisation

Capacity Building Activity Proposed	Time lines and duration
Capacity building for MPs & MLA's at the level of the Hon'ble Chief Minister and the Hon'ble Food and Civil Supplies Minister for ½ day	A ½ day pprogramme to highlight the success stories of various states, the existing systemic problems in the State's PDS and the benefits tio be achieved with the End to End computerisation- A lucid and simple documentary to be presented with the participation and addresses and discussion of the hon'ble participants including leaders from the opposition. The key objective is to ensure political commitment throughout the project

A one day capacity building on the role of the District Supply Officers and the District Collectors	A thorough and interactive build up to the finalisation of the implementation strategy while also exposing the core elements of the End to End computerisation. This one day capacity building and consultative workshop shall be held at Thiruvananthapuram
A one day capacity building workshop for the Taluk Supply and Additional Taluk Supply officers to be done at three different locations at Kozhikode, Ernakulam and Thiruvananthapuram	This shall be a comprehensive capacity building workshop that shall detail the core concepts of the End to End workshop and details out all the core concepts like a decision support system on a geo-spatial data infrastructure, the allocation online, reporting lifting online and online RCMS concepts. The capacity building workshop shall also identity master trainers among the TSO and ATSO and build them up as fulcrums for further training and capacity building in the Department
A one day workshop for the Rationing Inspectors-to be accomplished at three locations of Kozhikode, Ernakulam and Thiruvananthapuram	This shall be a comprehensive program with the role of the Rationing Inspector clearly demarcated and a detailed training on the role assignment including the inspection and supervision functions, the lifting functions and the role as technical coordinators for the Ration Card Management System is to be done
Training for the RCMS and follow up for the Rationing Inspectors and the C-DIT staff	An extremely focussed training session exclusively for the Ration card management system has to be done which shall include the emphasis to make the RCMS 100 % online and functional and the shifting to CAS-SIMS (Stakeholder Identity Module) of the NIC
Capacity building workshop for the AWD	All specific aspects of record maintenance electronically pertaining to the stock management and the programs of lifting and change over to E-lifting shall be discussed and detailed and class room exercises conducted. In all trainings a pilot shall be there and there after the entire training shall be upscaled implying that the ARDs and AWDs involved in the pilot project shall be taken on board with a consultative manner to develop training material standards and there after the training shall be undertaken on a mass scale for actual capacity building
Capacity Building for the ARD	A thorough training module for the capacity building of the ARDs has to be undertaken as a critical part of the change management part of the project. In this at least six classroom exercises have to be inbuilt for the hands on training of the ARD for the ARD automation using the E- POS on the same lines as the trainings designed for the introduction of the Electronic Voting Machines. A set of machines have to be kept exclusively for the training classes being labelled as training machines and a separate training module online has to be developed to allow for a real time stimulation to the online system.

Attitude change inputs- At the AWD and ARD level	This has to be a one day interactive session to elaborate on the previous mind set of the AWD and ARD and how to shift from the old prevailing mindset to the new functional mind set.
Attitude change inputs- For Food and Civil Supplies staff	As a part of the objectives of End to End computerisation, things such as prompt and courteous response, proper maintenance and upkeep of office premises with signage and cleanliness is part of the environment towards End to End computerisation and this capacity building and change has to be initiated from the present mind set in the Staff of the food and civil supplies department.

(6) **Monitoring, Evaluation and Assessment:** These activities relate to continuous / on-going, periodic and post implementation review of the project

The attempt to access the present drawbacks and systemic shortcomings prior to the End to End computerisation and during the implementation establishing certain standard parameters against which the performance evaluation is done and post implementation review as a continuous evaluation effort and against key expected outcomes is to be done using institutional partners and agencies active in the field.

The monitoring, evaluation and assessment is attempted to be done on two parallels approaches, firstly, a departmental approach which shall ascribe weighted points scored for each objective achieved and the results achieved and against this an evaluation and assessment being undertaken.

Separately, an institutional partner is to be taken on board to conduct an independent evaluation of the entire project on key delivery objectives and actual achieved parameters as a critical approach with mid evaluation inputs to course correct the departmental road map of implementation of the End to End computerisation project.

Further, independent think tanks and other organisations that have worked in the area of food security and service delivery under the public distribution system shall be co-opted for independent surveys and evaluation reports.

A brief framework of the Monitoring, Evaluation and Assessment activity is listed herein under

Manner of Monitoring, Evaluation and Assessment	Agencies/ methodology adopted
Independent institutional agency like University or Centre for development studies etc to be drafted with an independent mandate for the monitoring, evaluation and assessment	To provide for an institutional partnership for monitoring the activities and also independent feedback on the activities etc for course correction etc
Identification of monitoring staff and supervision staff, largely the District Supply officer and office of the District Supply officer with a monitoring committee that is constituted with an official notification under the chairmanship of the District Collector and holding regular monitoring meetings and reporting the evaluation and assessment of the programme	District Collectors to lead with the Assistance of the District Supply officer and to evaluate and assess the program progress against pre-determined monitoring reports and mile stones

Independent Think Tank to be contacted and given full access to the project implementation modalities and to evolve a programme evaluation and project outcome assessment matrix and report from the inception of the project	A reputed agency shall be shortlisted for an impact assessment, pre- implementation survey, post implementation achievement of perceived objectives, end user satisfaction grid and evaluation matrixes to ensure a proper and dispassionate analysis of the success and failures of the End to End computerisation project.
Monitoring and evaluation departmentally centrally through online portal and citizen feedback	It is proposed to have an online page on the transparency portal that shall details the entire DPR, the stage wise activities in both languages of English and Malayalam and this page shall have interactive elements of feedback by logged in citizen or official (who will have to mandatorily update information and feedback) and drill down reports based on the feedback received and the actual achievement in the field during the project implementation shall be included in a particular portion of the monthly newsletter and also the online publication of the department on the transparency portal.

(7) **Human Resource Development**: These activities would pertain to the various human resource related aspects of the project including availability of adequate number of skilled personnel, design of appropriate policies and procedures for employees etc. This section would comment on compliance with guidelines if any available for human resource development

The basic emphasis is on the quality up-gradation of the Public Distribution System and in this attempt the follow human resource up-gradation shall be attempted across all the stakeholders

Stakeholder	Human Resource development intended
Ration card holder	Presently the ration card holder is passive and prone to manipulation by the system at all level. A detailed study oif the present problems being faced by the Ration Card holder shall be done and listed out and a system evolved wherein as an integral part of the End to End computerisation the ration card holder shall be assured certain basic standards of service and empowered with the choice of portability between ARDs. He or she shall be encouraged to be assertive about the ration entitlements and also to make extensive use of the transparency portal based feedback and complaint and grievance redress mechanism. The various levels of response right up to the Hon'ble Chief Minister of the state shall be placed before the Ration card holder with telephone numbers and response times and also the action initiated against an erring official or service provider shall also be listed out. This assertiveness shall also be built into information dissemination videos as a key objective of the End to End computerisation project
AWD	He shall be encouraged to work professionally without fear or favour and human resource capabilities would include the extensive use of the transparency portal based accounting and stock taking modules for the AWD and total shift from the paper based system to the online transparent accounting and stocktaking system
ARD	He or she shall be encouraged to undertake a complete revamp of the look and feel of the Ration shop with a L.E.D based stock board connected to the E- POS device that is online and records all real time transaction. The ARDs capacity up-gradation shall include inputs such as competitiveness among the ARDs through interactive behaviour approach movies and also assertiveness based on ready availability of information on the stock allocation and the rates and the delivery schedules by the Door to Dopor delivery mechanism of the Government and damages for non timely delivery of the same

Departmental Staff	To shift from the present mundane paper based system to the completely transparent system would imply change in the mindset, they are to be made to feel proud to be in the Civil Supplies Department, the look and feel of the Civil Department is to be completely revamped with proper signage, proper office atmosphere, digital record rooms to ensure no old files and papers are lying strewn around, cleanliness and hygiene in the office premises and work environment and a paradigm shift to a complete and confident handling of the department's work on the online transparency portal for all activities including daily uploading of inspection and videos and report etc.

(8) **Other project specific activities**: In addition to these activities that would be typically performed in case of all projects, there may be certain activities that would be specific to the project. All these activities need to be provisioned along with the proposed budgets and timelines

Several key activities although not seemingly appearing to be linked to the End to End computerisation project shall invariably work as force multiplier in assisting the entire systemic change from a five decade old paper based system to a 100 % online, transparent and accountable system which would include the following components

(b)a A proper and ergonomic work environment which would mean proper signage at the office premises, proper office premises and systematic alignment of the office atmosphere with the aura needed to ensure that the entire system is fully online and functional besides being reliable and confidence inspiring. This would mean evolving unit costs for the facelift of each Taluk and District Supply Office, specifically the areas where there is maximum public interaction like in the issue of ration cards etc. Although this is not an integral part of the computerisation but it will be a very strong force multiplier to ensure that the change being ushered in with the End to End computerisation is proper and forever

(b)b An approach to the End to End computerisation siting in ivory towers shall be impracticable and towards this end, there shall be enough evaluation and impact assessment studies and also case studies wherein the successful and the unsuccessful experiments are documented and well studied to allow for the entire institutional shift on a permanent basis to the end to end computerisation architecture without any relapse to the present manual system or the scope for manual intervention and arbitrariness and discretionary exercise of the rule framework which presently ails the system in trouble spots.

The key activities that would be carried out in the project in order to achieve each of the outputs (Improved service levels/ Additional Services) should be indicated briefly. These should be supported with the activity costs and timelines envisaged for carrying out these activities.

Commencement implies T_0 which is the date of commencement of the project, here the maximum time line is shown as the outward time limit, the process flow based time lines is demonstrated in the Detailed project report elsewhere

Output (improved service levels/ additional services)	Activities	Time line
Ration card holder/ beneficiary level outcomes		
Biometric validation prior to release of ration entitlement	By introduction of e-POS and AADHAR based ration transaction	18 months from commencement with pilot to test out system
SMS alert of arrival of stock and allocation of quantity, quality of food grain and rate at which available	By introduction of automated system whereby stock update by the ARD automatically send SMS to those users who have registered for the service, this is on cost / subscriber based model	18 months from the commencement with pilot to test out system

Ready display of stock at the ARD based on a LCD stock board integrated with the E-POS	A integrated solution for the stock board along with the E-POS shall be provisioned at the ARD for ration card holder information	18 Months from the commencement with pilot to test out the system
Ration card application centre to be notified at Taluks to be revamped with standard response time on applications to be defined and displayed prominently and service standards to be defined for ration card services like prior appointment generation by system and lesser number of visit to the Taluk office	A proper study of the problems related to ration card issue shall be studied and a comprehensive solution based on the online RCMS shall be offered to ensure response time being minimised for ration card services and lesser number of visits to the Taluk office and less hassles at the Taluk office for ration card related issues	18 Months from the commencement with pilot to test out the systems
Information kiosks to be set up at the Taluk level and at the Panchayat offices to give direct access to the transparency portal for the ration card holder information system giving a touch screen menu on ration card holders rights, present entitlements, quantity and costs and a query module	A full fledged ration card holder information system module has to be designed to provide comprehensive information to the ration card holder on all aspects of the Public Distribution System	18 Months from the commencement with pilot to test out the systems
A grievance redressal mechanism and a transparency portal based 24 X 7 call centre or a 0800 hrs to 2000 Hrs based call centre with a toll free help line to be established to receive calls or queries and list all these on the website at the complaint redress site listing the unique ID of the query or complaint and assisting the ration card holder to ensure redress of the grievance	A proper interaction complaint and grievance redress module has to be designed based on the transparency portal and the listing of all complaints thereof with each complaint with a unique I.D and tracked with the officer responsible for grievance redressal compelled to list in a pre designated time frame the steps taken for grievance redress and in case of failure the next hierarchy of complaint redress machinery right upto the Hon'ble Minister is activiated.	18 months from the commencement with pilot to test out the systems
A periodic ration card holder contact programme shall be held every quarter for the further consolidation of the electronically available information with the personal interaction with officials at the 3 Taluk/ District and the Directorate/ Commissionerate / Government level	A ration card holder contact program shall ensure ration card beneficiary confidence and also supplement the transparency portal information by look and feel interaction with the project implementation officials.	21 months from the commencement of the pilot systems and testing out
Transfer of subsidy element direct into the bank account for commodities such as Kerosene that shall retail at market price under the Direct transfer of Cash Subsidy for Kerosene, 2012 and also other direct transfers in case of APL (SS) for rice and wheat can be done	The bank accounts and mobile numbers of all ration card holders shall be collected and AADHAR enabled or AADHAR bridged payment gateway shall be utilised for the transfer of cash subsidy into the bank accounts directly	18 months from the commencement with pilot to test out the systems

At the A.W.D level		
Entire accounting of the stock and sale has to be maintained on an digital platform that shall be uploaded real time to the transparency portal	The present system of manual maintenance of accounts shall be switched over to the electronic maintenance of accounts of stock that shall be updated real time on the transparency portal giving stock position at any given time allowing no scope for manipulation in accounting	18 months from the commencement with pilot to test out the systems
Infrastructure up-gradation of the AWD shall be done with introduction of computer and accounting systems and payment of incentive money to computer operator and infrastructure maintenance costs like recurring charges of electricity etc	To ensure the profitability of the AWD and to strongly dis-incentivise the diversion of grain illegally a proper system of ensuring profitable commissions to the AWD and to motivate the AWD to adopt the End to End computerisation process as an empowering process for the AWD	18 months from the commencement with pilot to test out the systems
Complete revamp of the supply chain management with emphasis on the door to door delivery food grain to the AWD from the FCI and also release of food grain from the AWD to the ARD by vehicles provided by the State Government Supply Corporation	This implies that the value of the food grain is deposited by the AWD and the deposit is alerted on the system to ensure the immediate allocation of a lifting window which is the date and time for lifting of commodities, on confirmation by the AWD the system shall ensure placement of truck at FCI and intimation to AWD to depute representative. Demurrage shall be admissible to the AWD in case of non-supply of the food grain after deposit of money within a pre-stipulated time period, for instance 72 Hours. The transit loss shall not be admissible and proper weighment at the FCI shall be responsibility of the Supply corporation and AWD jointly and receipt at AWD shall be responsibility of the Supply corporation and AWD only.	18 months from the date of commencement of the pilot systems and testing out
Revamp of the commission payment is system for the AWD and also the total commission admissible by revising the commission levels	Based on the recommendation of the Nivedita Haran Commission the commission levels of the AWDs needs to be revised and the entire cost of transportation from FCI to AWD doorstep needs to be borne by the Government and further the payment of the commission for handling of foodgrains shall be AADHAR based to the AWD account and based on the real time accounting	18 months from the commencement of the pilot system and testing out

Provision of the complaint and grievance redressal toll free help line shall be available to the AWDs also with individually tagged complaints and feed back on the complaint status and responsibility assigned to staff to address the grievance	The toll free help line shall also address the grievances of the AWDs on a real time basis assigning a unique I.D and a complaint redress time frame and responsibility of official assigned to redress the grievance	18 months from the commencement of the pilot system and testing out
At the ARD Level – Output		
Complete infrastructure overhaul of the ration shop at the ARD level to ensure a clean ambience and consumer satisfaction for meeting the needs of competitiveness based on portability of the ration card holder	The present ARD is ill kept without a proper ambience, this is to be sorted out with a demonstration model of a model ARD under the Supply Corporation wherein the storage and sale of other than essential commodities is also allowed and service standards are pre designated. Based on this state sponsored demonstration model the ARDs shall be assisted to upgrade which shall give them a sense of ownership and participation in the end to end computerisation and the popular perception of the ration shop as a dark and dinghy place would also change with a E-POS and portability among the ration shops	18 months from the commencement of the pilot system and testing out
Introduction of E-POS and LED based stock board to show the stock and integration of the E- POS with the existing weighing balance in the ARD	To ensure a real time based accounting system that weighs the stock then receipted and records each individual transaction by biometric means and updated the stock position accordingly real time	18 months from the commencement of the pilot system and testing out.
Revamp of the payment of the commission to the ARD to be completely done with the entire expenditure of reaching essential commodities to the door step of the ARD to be undertaken and borne by the Supply Corporation on behalf of the State Government	The present costs towards transportation of food grains to the ARD and the low commission levels make if less profitable and the ARD is forced to divert stock. The revision of the commission and the door steps delivery based on the stock delivery window displayed on the transparency portal after depositing money with the AWD shall be system assigned with a delivery window to the ARD with SMS alerts on the probable time of arrival of stock and demurrage in case of non- delivery of stock as per the stock delivery window and SMS alert. The SMS alert shall be based on the subscriber model and pull model	18 months from the commencement of the pilot system and testing out

At the FCI level		
To provide for infrastructure to ensure the lifting is taken over from the FCI go-down by the Supply Corporation and the door step delivery is assured to the AWD. The release challan is uploaded on the system online and the truck number and the details of the quantity are indicated by SMS alert to the AWD and the ARD subsequently	The present system allows the AWD to lift with a variable lifting window and accordingly to handle "Attikuli" and 'Marikuli" and not getting proper weighment or complaining about the same. Once the State Government through the Supply Corporation takes over the door to door delivery there after this issue can be resolved effectively and better co-ordination with the FCI authorities shall be there	18 months from the commencement of the pilot system and testing out
At the Government Employee level (in the naturie of cross cutting activities)		
To ensure a ergonomic and reworked work environment at the office related to the introduction of the End to End computerisation project	At present the Food and Civil Supplies offices radiate the typical Government office outlook of intimidation and distant offices, this has to be changed with proper signage, may I help you counters and touch screen information kiosks and responsive and service oriented staff by repetitive training and attitudinal reconditioning	18 months from the commencement and as an on- going process
All details of service records, gradation list, establishment matters and leave petitions etc and leave record, salary, transfer etc shall be hosted and updated on the transparency portal on a intra website area accessible with password or AADHAR I.D	At present there is resentment in certain quarters about the transparency in the staff and establishment matters which needs to be sorted out by ensuring transparency among peers and colleagues in the intra website with restricted access. This can later be up-scaled to ensure that ratings such as "best Rationing Inspector" , best performing DSO for the month are also hosted on the intra website so as to spur competition and performance and recognition to performing staff	24 months from the commencement and as an on-going process

h) Summary of the total project cost

A formal cost estimate should be prepared with documented assumptions, using a consistent methodology and historical data, if available. A summary of the total project cost estimated should be provided for the complete duration of the project

The tentative costings are enclosed in Table 3 as a separate format for quick review.

THIS TABLE DETAILS IN BRIEF THE COST IMPLICATIONS FOR THE VARIOUS ELEMENTS OF THE END TO END COMPUTERISATION PROJECT FOR THE FOOD AND CIVIL SUPPLIES DEPARTMENT INCLUDING THE COMPONENTS BEING FUNDED BY THE GOVERNMENT OF INDIA UNDER 50:50 SHARE

NOTE: THE COSTS HAVE BEEN INDICATED IN A YEAR WISE REQUIREMENT AND THE DETAILED COST ABSTRACT BASED ON THIS TABLE HAVE BEEN INCLUDED IN VOLLUME II OF THE TECHNICAL AND FINANCIAL DETAILED PROJECT REPORT

Table 3

(All figures in Lakh rupees)

Costs	Year 1	Year 2	Year 3	Year 4 onwards
Investment costs				
Pre- DPR stage and till finalisation of DPR	164.72			
One day consultative workshop for the finalisation of the technical and strategic DPR based on the Generic DPR[1]	15.02			
Engagement of an End to End Computerisation Project Management Consultant till implementation and completion of project[2]	30	30	30	30
One day consultative workshop on the design of the transparency portal and the key deliverable parametres of the End to End computerisation alongside the 24 X 7 toll free help line and integrated grievance redressal centre[3]	2			
Preparation of Final technical and financial Detailed Project Report with tied down time lines[4]	5			
Development of service standards and citizen's charter revamp along with one day workshop for finalisation[5]	1065			
Information dissemination and direct citizen interface at district and taluk levels[6]	76.50			
One day I.E.C workshop in conjunction with the Directorate of Information and Public Relations for finalisation of IEC strategy and plan of action with costing[7]	8.9			
One day workshop with Supply Corporation for the integration with the End to End computerisation project in the Food and Civil Supplies Department including FCI[8]	5			
One day workshop with ARDs and AWDs for finalisation of strategy and approach with modules of training and customisation of the software[9]	8.95			
One day workshop with Kerala Spatial Data Infrastructure and NIC on the spatial data infrastructure for the Public Distribution System in Kerala and a Decision Support System based on the spatial data infrastructure online[10]	4.95			

Departmental workshop with NIC for module development for the entire End to End computerisation[11]	8.4			
Implementation in Step Wise manner- Launch of End to End Computerisation	83.80			
State wide launch with inaugural workshop for the End to End computerisation in the State[12]	25			
District level workshop with all stakeholders on inception and ground breaking for End to End computerisation[13]	21			
Taluk level workshop with all stakeholders on inception and ground breaking for End to End computerisation[14]	37.8			
Survey Stage	102.15			
Survey of connectivity at all possible locations in the PDS network including ARD and AWD detailed infrastructure survey and unit cost finalisation for infrastructure up-gradation[15]	25.60			
Scoping study – preparation of multimedia presentation on problem areas and key delivery objectives of the End to End computerisation project[16]	10			
Preparation of hard copies of Public Distribution Network in Kerala on the Spatial Data Infrastructure platform- for multiple uses in End to End computerisation[17]	24.50			
Pre-implementation survey and satisfaction survey with existing PDS and end user sensitisation and pre implementation feedback prior to End to End Computerisation implementation alongside generating the framework for the Citizen's report card- By an institutional partner[18]	40			
Office automation and End to End computerisation preparatory survey including staff feedback surveys[19]	2			
Detailed I.E.C plan of action through project implementation	689.45			
Setting up I.E.C content management Laboratory in Commissionerate of Civil Supplies[20]	6.1			
Preparation of IEC material for Citizens and IEC strategy and implementation thereof[21]	43.15			
Preparation of IEC material for ARDs and IEC strategy and implementation thereof[22]	48			
Preparation of IEC material for AWD and IEC strategy and implementation thereof[23]	21.65			

Implementation of IEC material for departmental Staff including Supply Corporation and implementation thereof[24]	10			
Preparation of Master IEC teams that shall coordinate content and structure for training and ground breaking End to End workshops[25]	45			
Complete IEC plan and implementation costs thereof[26]	515.50			
Training and capacity up-gradation for End to End computerisation implementation	**306.35**	**1.6**	**1.6**	**1.6**
Preparation of generic training videos, RCMS training and RCMS standard assignment video tutorial including RCMS tutorial material (All material to be hosted online and for a minimum of 3 (three) trainings hands on for technical coordinators[27]	19.75			
Preparation of Training video and multimedia presentation for the Transparency Portal and the various attributes and hands on class room exercise for the Food and Civil Supplies staff[28]	12.50			
Preparation of training module for the AWD[29]	5			
Preparation of the training module for the ARD[30]	46.5			
Training of C.R, Dy. C.R, D.S.Os for the End to End computerisation components[31]	1.8			
Training of the TSOs for the End to End computerisation components[32]	9.25			
Training of the Ration Inspectors for the End to End Computerisation[33]	28			
Training of the AWDs[34]	29.40			
Training of the ARDs including purchase of dummy training E-POS models and an online hands online hands on exercise during classroom session[35]	101.25			
Training workshop for Journalists and media persons, pressure groups, VCOs, citizens organisation on End to End computerisation and how it empowers them[36]	14.40			
Training pamphlets and training inputs for the Citizens and end user (ration card holders)[37]	38.50			
Ration card database management – Digital Database	1747.10	1.4	1.4	1.4
Making RCMS online by providing hardware and inputs for infrastructure for the Ration card management system at all Taluk offices and District offices[38]	155.40			

Introduction of touch screen kiosks at all Taluk Headquarters and prominent places for ready interface with Citizen and as "one point of all information stop"[39]	630			
Seeding of the RCMS with AADHAR[40]	800.70			
Shifting from the present RCMS to the SIMS of the Common Application Software[41]	61			
Inclusion of additional fields of cell phone, banking, electoral roll data, LPG service number, Electricity Consumer number for cross indexing and rendering data base fault free[42]	100			
Supply Chain Management automation	841.70			
Installation of additional infrastructure at the FCI for F & CS and AWD staff to use[43]	95			
Installation of additional infrastructure at the AWD locations and KWDs[44]	720			
Completely online supply chain module and report generation based on spatial decision support system is to be included in the Supply change automation and monitoring set up[45]	26.70			
ARD Automation	11480			
Infrastructure up-gradation at the ARDs[46]	4290			
Introduction of Electronic – Point of Sale Machine which is online and networked for connectivity redundancy[47]	5940			
Solar based power solution at select ARDs with poor power supply (1000 shops)[48]	1250			
Transparency Portal for End to End computerisation related & Grievance redressal	130.90			
Bilingual website with all comprehensive features and capability for future up-gradation and continuous up-dation and upkeep[49]	9.6			
Preparation of the Spatial data infrastructure based web based decision support system[50]	29			
Integration of the Transparency portal with the grievance help line and transparent complaint and grievance redress system[51]	49.10			
Use of the transparency hub as a "continuous information source stop" with latest news and updates departmentally and otherwise with a "Media content management" and Citizen's report card being hosted live[52]	9.2			

Integration of the online Supply chain logistics software and vehicle fleet management system with the transparency portal and the decision support system on the spatial data infrastructure platform[53]	34			
Hardware and Technology up-grade for the Food and Civil Supplies Department offices related to End to End Computerisation	193.20			
Introduction of LAN and internet connectivity with Unified Threat Management for the Commissionerate[54]	151.20			
Provision of computers at Taluk and District level including the mobile solutions and technical hardware to be provisioned for operational staff of the Food and Civil Supplies Department (Handheld device at each Firka, Laptop for TSO, DSO with net connectivity dongle @ Rs 20,000/- for hand held device and Rs 40,000/- for mobile computing device with net connectivity)[55]	42			
Programme Implementation Unit (Staff)	469.32	469.32	469.32	469.32
Contractual staff at the Commissionerate of Civil Supplies(1 Systems Analyst) (4 programmers) (4 programmer Assistant)[56]	29.22	29.22	29.22	29.22
Contractual Staff at the District Level(1 Programmer in each district– total 14 numbers)[57]	37.80	37.80	37.80	37.80
Contractual Staff at the Taluk Level[58]	402.30	402.30	402.30	402.30
Monitoring and Evaluation of project implementation	523.60			
Impact assessment and evaluation studies for the on-going implementation and post implementation assessment of the End to End computerisation project[59]	200			
State level Quarterly review meeting for progress of the End to End computerisation[60]	5			
Weekly reports on the online portal and consolidated Monthly progress reports[61]	7.60			
Preparation of Annual report and release of the same to citizens and other relevant forums[62]	8			
Preparation of a Citizen's report card and evaluation of impact vis-à-vis the structured intervention by independent agency/ University including end user satisfaction survey[63]	200			
Door to Door Delivery of Essential Commodities by Supply Corporation	27105	2.71E+09	2.71E+09	2.71E+09

Fund provision for rental of fleet and hybrid model of fleet acquisition and hiring for door to door delivery[64]	27085			
Online fleet management and vehicle tracking logistics software integrated with the Web Portal[65]	20			
Demonstration Fair Price Shops (Authorised Retail Dealers- Supply Corporation)				
Introduction of Demonstration Fair Price Shops with all standardised customer service standards and as experiment model to subsequently upscale the ARD model into a public information and service centre (Rs 15 Lakhs per Assembly segment for a Model ARD)[66]	2190			
Creation of Interim Storage space infrastructure				
Cost towards the preparation of Go-down and storage master plan for the interim storage space requirements for Kerala for essential commodities and paddy procurement activities[67]	10			
Creation of adequate interim godown space in Kerala	500			
Office automation of the Commissionerate of Civil Supplies	825			
Establishment of a Repro- section with audio visual studio for the purposes of training and documentation[69]	5			
Establishment of a mobile training cell with class room aids like cordless microphone, projector, screen, laptop etc[70]	5			
Spatial management and reorganisation of an End to End Computerised office[71]	255			
Office automation of the District offices @ Rs 5 Lakhs per office (Ergonomic work stations/ clients- networked, UTM solution)[84]	70			
Office automation of the Taluk Office @ Rs 5 Lakhs per office (Ergonomic Work Stations/ Clients – networked , UTM solution)[85]	490			
Disaster Management and Disaster recovery for failure in system	46			
Disaster back up systems and disaster alerts programming and system down time fall up arrangements[72]	10			
Three Mobile Response technical teams/ Inspection teams for technical audit (Each comprising one vehicle+ Dedicated staff from I T Division of Department with testing equipment[86]	36			

Recurring costs	741			
salaries for the contractual staff at Commissionerate, District and Taluk level who are part of the Project Implementation Unit[73]	0			
User charges for the net accessibility and dail up, K-SWAN, SIM based GPRS, GSM connectivity at Taluk, District and Commissionerate and Government Department levels[74]	30			
Cost towards SMS alerts for the continued FMPDS module[75]	500	500		
Consumables such as toners, cartridges, pen drives, optical disks, recording HDD etc[76]	3	3		
T.A for project related activity to the staff and to the VCOs and other organisations tasked with specific tasks in the field[77]	100	100		
Stationary requirements[78]	3	3		
Service and maintenance of machines including upgrades[79]	5	5		
Annual Maintenance Contract charges at all levels of offices[82]	100	100	100	100
Pilot phase for testing and standardisation				
Testing and pilot on AADHAR based E-POS and Smart card based E-POS in 4 ARDs and 2 AWDs including TSO office and DSO office with pilot trial of web integrated allocation and supply chain monitoring[80]	500			
Administrative Overheads @ 1 % of total cost estimation[81]	100			
Cost of components being implemented by SUPPLYCO and integrated into the End-to-End Computerisation	**29295**			
TOTAL cost for the project for all Components for 48 Months (Excluding Door to Door Delivery & Model ARD by SUPPLYCO)	**20601.25**			

Explanatory Notes to cost estimates under Table 3

(Note: (a) The cost estimations made are rough approximations and may vary from 10 % to 20 % more or less from the projected costs and these can only be finalised in the Final Technical and Financial Detailed Project Report.

(b) Since the time outlays have not been finalised in the generic DPR the year wise requirement of funds and provisioning of funds has not been reflected which shall be presented along with the Final Technical and Detailed Project Report in the Volume II)

1. A national level consultation with think tanks about the strategy and implementation methodology shall be undertaken. The officials to be invited are the Government of India from the Ministry of Food, Public Distribution and Consumer Affairs and Ministry of Petroleum and Natural Gas, thinks tanks like the Boston Consulting Group working with the UN food mission, other progressive State Government Officials like Chattisgarh, Gujarat, Tamil Nadu, Andhra Pradesh and other proposed partner institutes like the Centre for Development Studies, Kerala University and other line departments of the State Government like the Directorate of Statics, Planning Board and other related departments. TA in terms of Air Fare to the Participants and post workshop publications shall be the main costs towards expenditure other than the venue and organisation costs. Participation of the District Collectors of all districts of Kerala shall be mandatory.

2. There are several activities such as finalisation of the Detailed Project Report, Trainings, selection of E- POS, coordination of the minimum pre-requisites of the Transparency Portal, reporting the progress on the implantation, co-ordinating the implementation of the project related activities at the field level district and Taluk offices, preparation of report generation modules, conduct of workshops and coordination which shall necessitate the presence of a Project Co-ordination Consultant in the nature of a project Management Consultants. The engagement of the consultant shall be on a process of competitive bidding based on a Request for Proposal for the same which has been whetted and the Bidding process participated by the IT Department and Finance Department, Government of Kerala. The amount is only an indicative figure.

3. Presently, the Transparency portal is a inadequate portal that needs extensive revamp to ensure all transactions are recorded online on the Transparency portal and alongside the Transparency portal there should be integration with the Consumer redressal forum and the complaint and help line with a online customer feedback or complainant feedback with integrated call centre services. The conceptualisation of these services shall necessitate an interactive forum with the NIC, Consumer Help line as existent now and official of the Food and Civil Supplies department, IT mission and IT department to plan out the framework and rework the organisation of the Transparency Portal accordingly.

4. The Detailed Technical and Financial Project Report based on the Generic Project Report shall have to be prepared with all technical details, costing, financials and detailed cost benefit analysis and the same document is to be hosted on the Transparency Portal and to be shared with the Government of India for part funding and with the Finance Department and IT department for the financial approvals and technical approvals and also to be placed in the special working group, the State Apex committee and the S-EPMT after preparation that shall necessitate at least three rounds of consultation between the NIC, Food and Civil Supplies and the IT department for finalisation. The amount necessitated for the organisation of such consultations and also to distillate the same into the Final Technical and Financial DPR

5. A one day consultation with the Voluntary Consumer Organisations, Ration Shop Dealers Associations, Wholesale dealers association, Supply Corporation, Citizen groups and other interested quarters with the Department of Food an Civil Supplies Officials relating to the service standards and specification of the same for instance, the amount of time a citizen should spend for application for a ration card, the basic service standards for delivery of the same, what is to be done is case of failure to maintain service standards etc is to be worked out in the workshop that shall involve at least 60 VCOs and other interested participants along with Government functionaries.

6. Information dissemination and direct citizen interface at District and Taluk Level- At each district a workshop chaired by the District Collector involving public representatives and Food and Civil Supplies Officials shall be conducted at cost of Rs 2.0 Lakhs at each district with detailed hand outs and 0.75 Lakhs for a Taluk level workshop for thorough information dissemination. The basic objective is

to use these forums for direct information dissemination about the details of the End to End computerisation to representatives of all stakeholders and public representative from District level to the Taluk Level with detailed hand outs and information about the implementation process and the authorities to be contacted for mid-stream course correction measures at any location. This shall be the most important detailed interaction and information input forum at the decentralised level.

7. A one day IEC workshop in conjunction with Directorate of Public Information shall finalise the Request for proposal for various aspects of the Information Education Campaign and the modalities thereof, the workshop shall have participation from various documentary makers, advertising houses and concerns, media representatives and officials from the District level from the Information and Public Relations Department and shall evolve a comprehensive IEC action plan that shall be an integral part of the End to End computerisation implementation.

8. The first step of the supply chain management shall be to evolve an intelligent lifting management system with pre-determined lifting and arrival of rake and non-lifting schedules and a system that delivers feedback based on the depositing of value of food grain to FCI by AWD and also the delivery window by the Supply Corporation for door to door delivery including a module for release of the grain from AWD to ARD. The workshop shall include the need to factor in interim storage plans and the approval of the master plan thereof as also the pre-requisites for the development of an integrated software for intelligent fleet management and GPS based tracking software.

9. AWD's and ARD's shall be involved in a one day interaction demonstrating the provisions being made on the online system in the Transparency Portal regarding lifting, door to door delivery, Stock monitoring methodology, sale online and updation of stock figures, bio-metric validation based commission transfer, service standards expected out of the AWDs and the ARDs and the service standards from the Food and Civil Supplies Department vis-à-vis the AWDs and the ARDs shall be finalised after detailed discussion.

10. In the one day workshop the GIS experts shall be invited for consultancy and for feedback on the basic modules on the Spatial Data Infrastructure and the Decision support system to be established online and the Spatial Data Infrastructure shall be fine- tuned and prepared for execution.

11. A two day dedicated workshop shall be conducted with the NIC for finalisation of each and every module on the Transparency Portal and the structural arrangements thereof for the Ration Card Management System, the Supply chain management, the stock monitoring module, the customer grievance redress mechanism and the integration of the entire systems for the development of a single transparent online solution for the End to End computerisation.

12. State wide launch shall be a two stage event with a State level workshop with all the Collectors and a final event with the official public launch of the End to End computerisation with a dedicated time line that shall be the monitoring schedule for the entire End to End implementation exercise at the various stages shall be made public and adhered to during the implementation of the project.

13. District level Official launches that shall be spearheaded by the District Collector with participation with representatives from the political sphere, the ARDs, the AWDs and all stakeholders shall be done as a repeat of the earlier district level workshop and the adoption of declaration of all quarters cooperating to ensure the success of the End to End computerisation project shall be the cornerstone of these half day event at the District Headquarters

14. Taluk level workshops as a repeat and continuation of the End to End computerisation once earlier shall hinge on the finalisation of the action plan and time lines and the adoption of a declaration of all quarters co-operating to ensure the success of the End to End computerisation.

15. A detailed connectivity survey per ARD location and AWD location shall be undertaken on a technical basis to finalise the best possible connection redundancy module-either GSM, GPRS or dial up or K-SWAN based or in exceptional circumstances a V-SAT to finalise the connectivity framework for the online bio-metric validation and online transparency portal based End to End computerisation. The connectivity survey shall also factor the individual ARD and AWD and the present amenities and what are the infrastructure up-gradation necessitated as per a structured questionnaire and post survey compilation of an action plan based on the survey results and a survey abstract publication.

16. A scoping study of the Public Distribution System shall be conducted that shall capture the present functioning system and the ills of the present systems, it shall capture the opinions and scope for improvement from all stakeholders and then identity the basic problems and the solutions proposed and how the State Government in conjunction with all the stakeholders attempt to provide an End to End computerised solution. This scoping study would be in an empirical form in print and also in a multimedia film/ presentation medium with English/ Hindi/ Malayalam subtitles and shall be of approximately 30 minutes in length. This shall be the basis of demonstrating the ills in the present system and how solutions to the same are attempted and how every stake-holders participation and commitment to see the implementation as a success is a must shall be proposed.

17. The Spatial Data Infrastructure exercise for the entire Public Distribution Network shall be reduced to proper print maps of various dimensions to display various aspects like the arterial routes covering the AWDs, ARDs, local landmarks, distance markers, storage capacity, proposed go-down and warehouse potential areas and other important indicators like population and category based geographical spread like BPL, APL and so on. These maps shall be end targeted at Taluk offices, AWDs, police station (where one can actually plot areas of previous seizures of unauthorised movement of essential commodities and cased under E.C Act

18. The pre-implementation survey with a pre-defined questionnaire shall ensure specific feedback on the present functioning of the Public Distribution Network and the need for improvement and correction during the implementation of the End to End computerisation implementation and the same base being used for determining the key determinants for a Citizen's report card and finalising the satisfaction survey post implementation of the End to End computerisation project. An institutional partner like Kerala University or the Centre for Development Studies shall be involved after a proper request for proposal for the same. A representative pre-defined sample size would be taken for the survey.

19. A thorough technical analysis of the need based requirement of the technical backbone at all levels of the Food and Civil Supplies department including hardware, software and connectivity tools shall be undertaken by a technical agency- NIC or KELTRON as a TSP and a report submitted which shall be factored into the End to End computerisation framework of the project.

20. A state of the art IEC material management laboratory is to be set up in the Commissionerate of Civil Supplies for content management and archival services for all IEC material with proprietary software with license like in-studio, pinnacle and so on.

21. Preparation of jingles for radio, quickies for TV and print ads, pamphlets by using services of professional advertisement agencies targeting the ration card holder shall be made

22. Preparation of radio jingles, advertisements on TV quickies print ads, pamphlets by using services of professional advertisement agencies targeting the ARD shall be made

23. Preparation of jingles for radio, quickies for TV and print ads, pamphlets by using services of professional advertisement agencies targeting the AWD shall be made

24. Preparation of pamphlets and motivational quickies giving sense of involvement and responsiblity by

using services of professional advertisement agencies targeting the food and Civil Supplies department shall be made

25. The Master IEC team shall be a team of experts based for a specific region at Kozhikode, Kochi and Thiruvananthapuram who shall have access to all IEC material and shall do intensive IEC campaign using traditional medium like Pancharimela, puppet show, announcement locally and through local drama troupe for sustained interest and information on the End to End computerisation of the Public Distribution System.

26. The total cost for the entire IEC campaign for all stakeholders with repeats of quickies, jingles, print ads for all stages including seeding, switch over to the end to end computerised system and the rights education and minimum standards for all levels for the ration card distribution shall be under this head

27. Preparation of training videos for the RCMS technical coordinators for display it the training class, preparation of the training hand outs of the RCMS system for each technical coordinator and hosting the training video, presentations and the RCMS hand book online

28. Training module for the transparency portal for the entire staff of the Food and Civil Supplies department on the various modules, the intra website area, web site up-dation, local up-dation of content, web enabled services shall be prepared in a multimedia presentation, training video and also training hand out at all levels during the training

29. Preparation of training module of the AWD and KWD who are around 333 + 267 in total and the entire material for training would give exposure to the Wholesale level stock management and real time stock sale up-dation and also the lifting window and service standards expected out of AWDs and the commitment of the Food and Civil Supplies department in terms of payment of commissions etc shall be incorporated in the training module.

30. Detailed training module with training video, service standards and a class room module with the hands on exercise on the E-POS will be prepared and a solutions hand book in case of trouble shooting shall be prepared and readied for the distribution and also for training level assessment of the ARDs

31. Two day detailed training of the lead staff of the Food and Civil Supplies Department shall be undertaken to ensure complete comprehension of all the aspects of the End to End computerisation.

32. One day detailed training for all TSO's and all anticipated staff to be posted as TSOs in the near future during the implementation of the End to End computerisation including supervisory role and all attributes of the online transparency portal. Multiple repeats at least twice of this training has to be done to all the TSO's in batch strengths of not more than 30 numbers to allow maximum focussed attention and also committed training inputs and evaluation exercises for the training

33. As the cutting edge field staff, the Ration Inspectors shall be given hand on trainings on the E-POS, the AWD modules, the transparency portal in a thorough and extensive training which shall also incorporate training videos and training assessment tests to check the suitability of the Ration Inspector for deployment after the implementation of the End to End computerisation project

34. Training of the AWDs for the shift over to the End to End computerisation project with all aspects related to in-house infrastructure being provided at the AWD and the modules for lifting, in receipt of stock, sales of stock and real time update of the stock and service standards to be ensured by the AWD and the service obligations of the Food and Civil Supplies Department towards the AWD.

35. Training of the ARD with exposure hands on to the E-POS and the class room modules of sale of the essential commodity and updation of stock real time, stock management and accounting on the E-POS,

service standards and commitments of the Food and Civil Supplies department and training assessment and certification to be done. The training has to be done in batch strengths of 25 only to ensure proper comprehension and detailed hand outs and solutions books for troubleshooting are also to be factored in

36. One day exposure workshop to journalists, VCOs and other pressure groups and interested quarters on the End to End computerisation project on implementation, the service standards assured, the systemic improvement proposed and how service delivery and end beneficiary targeting shall be improved substantially to make the End to End computerisation a successful project

37. Training pamphlets and information details to each ration card holder regarding the systemic change in the End to End computerisation and the rights of the ration card holder, grievance redressal mechanism and power of choice being explained to each and every ration card holder by an innovative one to one contact.

38. Provision for up-gradation of local servers for buffering architecture for Disaster management in case of failure of online up-dation, up-gradation of all servers, clients with local vernacular and for allowing for RCMS to be manned in such manner to comply with the minimum standards of service prescribed such as turnaround time, and service liability in case of slip up in the same, further, strengthening the computing backbone at the Taluk Level offices

39. A touch screen kiosk is estimated at a cost of Rs 1. 5 lakhs to give ready information to any citizen based on a user friendly tactile interactive platform in Malayalam to give real time information culled from the Transparency portal giving all relevant information. Such touch screen kiosks are to be installed at each Taluk office, at the District Collector's office and twenty (20) locations that are identified by the District Collector for each district.

40. Seeding of AADHAR as a complete project to seed the entire Ration card data base with each record being covered, Remote AADHAR seeding facility, manual seeding using Akshaya, Kudumbashree and ARDs for manual form circulation and up-dation is to be done with an intensive IEC campaign to ensure citizens respond and successful seeding of AADHAR is done in a limited time frame.

41. Shifting from the RCMS to the SIMS (Stakeholder identity module System) of the CAS (Common Application Software) to be done by the Kerala State Unit NIC based on the NIC, Delhi software – costs thereof

42. During the AADHAR seeding a physical form shall be designed and circulated through ARDs, Kudumbashree, Akshaya kendras for feedback and a manual seeding of the data base, for the same activity certain specific fields of information shall be solicited and entered into the database to make it comprehensive and fault free prior to undertaking de-duplication, fields such as mobile number, bank account details, electricity numbers, LPG consumer number, electoral roll Identity card number can be collected and entered simultaneously in the data base

43. At each FCI depot an infrastructure of computer, online connectivity to access the transparency portal, online generation of transportation challans and bio-metrically validated lifting reports to be done involving the Rationing Inspectors and AWD representatives deputed for lifting

44. Installation of infrastructure at the AWD and KWD for online supply management and accounting shifting from manual stock keeping to electronic online accounting showing all receipts, sale of stock, billing based on bio-metric validation. For a total of 333 AWDs and 267 KWDs a total cost component of approximately Rs 1.5 lakhs is anticipated

45. Design for the online transparency portal for complete stock management to be entirely online by NIC and the module development cost is factored herein with bio-metric validation at each stage of stock

movement with a properly designed work flow and process flow. The online stock movement and monitoring is to also factor for an intelligent lifting scheduler that gives the lifting window for FCI and for the ARD on depositing of money and updating information in system and allowing a queue system and first come first serve basis

46. At each ARD mere introduction of an E-POS is not adequate, a smart ration shop should also have the look and feel of a smart ration shop, cost towards a LED panel display for stock integrated with the E-POS which would also incorporate a face lift and reorganisation of the floor areas with display of service standards, hoarding of the help line and toll free grievance redressal number for complaint etc. An amount of Rs 30,000 per ration shop (ARD) is contemplated under the End to End Computerisation project for this element

47. Introduction of E-POS shall be necessitated with site preparation like wiring etc and additional arrangements for charging the E-POS, placement of display units etc and billing and consumer display sections which shall necessitated approximate expenditure of Rs 30,000 per ARD

48. In 1000 ARDs located in difficult areas provision shall be made for power back up with solar inverters to allow for an uninterrupted power supply to ensure the 100 % uptime for the E-POS and the shop. The unit cost is anticipated at Rs 1.5 Lakhs for a single solar inverter and hence the cost computation

49. The transparency portal has to be in English and Malayalam as the medium to express in both languages to allow for the ease of information to be gleamed from the portal and the portal effectively becoming a popular location for soliciting information about the public distribution system of Kerala. It implies Unicode support and also complete translation of all information and choice of browsing and uploading information either on English Website or the Malayalam site

50. Creation of a decision support system based on the Spatial data infrastructure with the online module being developed to allow for easy access to geographically linked information related to stock or the price of any particular commodity or the stock of quantity of any commodity on a geographical spread in the entire state. This support system should have layers in terms of general information on price and availability being a generic query accessible to all, however the price spread and stock spread locally should be perhaps aligned to be used as a policy decision tool at the highest level.

51. To integrate the grievance redress mechanism and the call centre and toll free help line with the transparency portal, ideally speaking the portal should record all complaints either received through the portal online, telephonically or received in hard copy at any level anywhere in the state, ascribe a unique identity to the complaint and fill up a check list for the complaint, the checklist for the grievance or complaint shall pre-assign the officer responsible and the time frame of grievance redressal and in case of the time frame being exceeded it shall alert the next hierarchy and this pendency alert shall be there for all to see. Further, the compliant on being addressed shall need to be updated with action taken on the check list and the same shall be uploaded and be visible for all to see on the transparency portal

52. Cost towards the continuous updation of the Transparency portal which would require every day routine work like lifting reports, inspection reports to be uploaded, new releases for the rates and new entitlements of commodities as notified should be hosted locally on the dynamic portal with content management everyday. The emphasis is also to provide for a "live" portal with all happenings of relevance reflected therein.

53. The online portal should also support an intelligent fleet management system that is hosted on it to show real time location and movement of fleet utilised for the movement of food grain from the wholesale to the retail and from FCI to wholesale, the concept is that at any given time an AWD or ARD after depositing money for value of the grain and receiving a unique receipt number is thereafter actually

able to track his "consignment" location and tentative time of arrival. The system should also indicate the delivery window at the location of the indenting AWD/ARD and also in case of failure to deliver in the pred-designated timeframe the system imposes penal fine on the Supply Corporation after generating system alerts to disincentivise a system that can be abused, further, the entire process flow shall be first come, first serve so that the ARD/AWD depositing value first receives the delivery first and thee can be no preferential lifting or allotment

54. Since the major updating and content management for all aspects on the transparency portal shall be done at the Commissonerate of Civil Supplies hence it shall be imperative that all sections are connected with a cost effective LAN with proper LAN administration and service back up along with access to the internet and a unified threat management system that allows net accessibility to be regulated, managed and also supervised

55. At each Taluk where the key updating of information on the lifting from the FCI and allocation to the AWD's is indicated there has to be a ready access to the decision support system at all times and hence the handheld devices that shall be system specific or generic smart phones for net access shall allow for ready information while on the field and separately also the mobile computing device shall enable decision support on the field and also provision for the updating of information real time for instance in the case of a physical inspection or any other requirement based on the modules developed in the transparency portal

56. Contractual staff salaries are to be borne as technically skilled staff shall be recruited and employed for the project period of 48 months from the commencement of the implementation of the project at the Commissionerate level

57. Contractual staff salaries are to be borne as technically skilled staff shall be recruited and employed for the project period of 48 months from the commencement of the implementation of the project at the District level

58. Contractual staff salaries are to be borne as technically skilled staff shall be recruited and employed for the project period of 48 months from the commencement of the implementation of the project at the Taluk level

59. An impact assessment study has to be conducted by an independent evaluation agency which could conduct a survey at the pre implementation stage and there after conduct the detailed survey at the post implementation stage, there would be two benefits, firstly the satisfaction levels can be assessed that can be brought out into a quantified Citizen's report card and secondly, any gap analysis can also be factored into the survey so that systemic shortcomings can be rectified based on actual consumer/ beneficiary level feedback

60. Quarterly review meeting are proposed at the level of the Hon'ble Chief Minister with other line department ministers to apprise about the progress on the project and also to record any changes in the policy and approach as directed by the State Government. Reports for all the progress including happenings on the field with a proper multimedia presentation shall be included in these quarterly progress reports

61. Weekly reports to be hosted and few hard copies to be circulated to media representatives through out the project implementation phase to update on the latest happenings and the online transparency portal status to display the same content likewise

62. A detailed Annual report with independent analysis, encapsulated statements on way ahead, success and failure instances and gap analysis during the implementation shall be reported in the Annual report that shall be targeted towards the Voluntary Consumer Organisations, Government of India and other

agencies including citizen's forums and media houses to update the status of the project

63. The preparation of a Citizen's report card shall be interwoven on the institutional study on the satisfaction survey and shall be lead by a subject matter expert who shall quantify and specify a feedback matrix based on which Citizen primary feedback can be collated through the online process or through actual feedback and there after a Citizen's report card shall be done, this report card shall cover all ARDs and the general perception of the ration card holder relating to ARD, AWD and other officials in the Public Distribution System.

64. The door to door delivery of essential commodities to be lifted from the FCI and delivered to the AWD and ARD are to be taken over as a key component adjunct of the End to End computerisation and for the same vehicles would have to be hired on rate contract by the Supply Corporation. This needs to be merged with an intelligent lifting monitoring system that has several attributes to provide a sequential flow of process and work flow with first come first serve basis automation without manual intervention

65. The integration of the online fleet management system has to be done on the transparency portal as essentially the entire system shall be manned and operated by the Supply Corporation and in this regard the Supply Corporation Web portal and the transparency portal have to be linked and the application for the intelligent lifting system and this exercise will have to be initiated on a pilot basis first at the Supply Corporation Godowns (AWDs run by the Supply Co and then taken forward for up-scaling to all AWDs)

66. Supply Corporation shall establish one model ARD at each legislative Assembly Segment in the State that shall function as the "Model ARD" for purposes of the demonstration effect, this model ARD shall be effectively accommodated in land either provided by Local Panchayats and shall be built up with adequate storage space and shall maintain basic service standards thereby allowing Government to demonstrate the ideal manner of functioning of a 'model ARD'.

67. The construction of intermediary godown spaces shall necessitate a master plan that identifies locations where intermediate godowns have to be constructed at the Taluk level, the technical designs of the scientific godowns and the manner of management of the storage space should feature in this consultancy

68. Nil (Deleted)

69. A repro section shall allow for quick and cost effective duplication of the detailed training handouts and materials for the class room exercise since training shall be a critical input hence this is necessitated

70. The training modules after having being developed, there shall be two to three master training teams that shall specialise in the training to be handed over to the staff and other stakeholders and there after a quick assessment shall also be conducted. It is envisaged that there shall be multiple trainings at each levels to leave no element of doubt and chance and the training shall handle classroom exercises for which a mobile team is of essence to ensure training without dilution of standards

71. Spatial management of the entire Commissionerate will have to be undertaken under a competitive bidding process wherein an architecture for a smart office needs to be established, hence for record room shift has to be towards digital record rooms, files have to shift over to e-files, all correspondences have to be tracked and disposal and individual PR (Personal registers) have to monitored electronically. This work shall be awarded to a Total solution Provider

72. In case of a system crash or an isolated grid failure of the network and inability of the ARDs or the AWDs to function on the online portal a standby disaster recovery mechanism has to be built into place

with proper protocols and the same should have a step by step operationalization plan which should be planned by NIC based on the CAS

73. For the first year there is requirement which has been factored earlier but for the second and third year the salary component would be necessitated

74. Since the entire operation of lifting, stock management and movement shall be on the transparency portal there shall be recurrent user charges for net access and for connectivity which should be factored for

75. FMPDS involves the systematic alerts to be provisioned for whenever the stock movement arises, for the first year the transparency portal has to be designed in such a manner that alerts are sent from the transparency portal for every ARD to 5 (five) registered numbers of the Circle inspector of police, Secretary of the local vigilance committee, local panchayat level representative, village officer and one beneficiary who shall keep changing after every three months. The first year the model shall be based on SMS credit purchased by the Government but from the second year onwards the shift should be to a push based subscription model wherein the cost of the SMS is shifted to the registered user

76. Cost towards purchase of electronic consumables like optical storage devices (for proprietary software), pen drives, anti-virus and fire wall solutions, printer cartridges and so on required for the end to end project implementation.

77. The expenses for the Travelling allowances is to be factored in for the staff attending trainings and training master teams and monitoring and supervision teams visiting various locations in the State

78. Project specific stationary requirements to be borne on this head

79. Hardware supplied earlier needs to be upgraded to add teeth to the existing hardware infrastructure at the Taluk and District level and also to supplement the provision of infrastructure for computerisation to allow for a facilitated implementation of the End to End computerisation project

80. Pilot to be conducted on the two models of AADHAR based End to End computerisation with smart card as a bridge technology or by way of complete reliance on the AADHAR on line authentication and there after decision to streamline the problem areas and roll out the project in the entire state is to be undertaken

81. Administrative overhead are the cost towards administration costs such as correspondence, convening of official meeting, ad hoc purchase of requisite office material for works related to project implementation, routine expenditures and so on.

82. The Annual Maintenance Contract for the maintenance of the entire hardware and software components at the locations of the Taluk, District and Commissionerate to be undertaken

83. Monitoring reports to be validated by Public Consultation and location specific monitoring reports to be presented for Social Audits

84. The cost towards office automation and redesign into ergonomic work stations with networked clients and Unified Threat Management for the District offices (exclusive of the cost of the Connectivity charges and O & M Charges)

85. Cost towards the office automation and redesign into ergonomic work stations with networked clients and Unified Threat Management for the Taluk offices (Exclusive of the cost of the Connectivity Charges and O & M Charges)

86. Cost towards Three vehicles and Three teams from the I T Division of the Department for response for technical troubleshooting and also for field level technical inspections for compliance with work plans and progress thereof

SECTION III

I. PROJECT DETAILS INCLUDING ITS IMPLEMENTATION MODEL

a) Goal

Ration Card related:

(1) Complete digitization of data base and maintaining the same 100 % online with all records seeded with AADHAR and AADHAR linked bank account, mobile numbers, EPIC numbers, LPG consumer numbers, Electricity consumer number and other relevant data such as house number in Municipal areas etc and pin code for postal address. In brief ensuring robust master data management and proper protocols for maintenance of the same

(2) Ensuring service standards and pre-defined protocols for time period for each service, for instance, number of visits for a ration card, time period for issue of ration card, concept of e-verification of ration card holder, e- Application for ration card, defining the resolution time for a ration card grievance including intelligent ration card management system where in an applicant is registered on-line and receives a mail or a printout option to what documents to submit as scanned digital copies, there after receives a date and time including full address and name and designation of officer to meet for physical verification and there after receiving ration card either by post or downloading the same from the net as a certified print out which can be verified online from any quarter. Ideally this will do away with the paper ration card and only have a E-ration card which may be printed by downloading in case of need arising.

Supply Chain related:

(1) Allocation of food grain automatically to the beneficiary level on the basis of previous month's actual off-take on the online portal

(2) Complete elimination of manual allocation of food grain based on self-declaration of month end or weekly ARD stock by the ARD dealer

(3) Ensure availability of food grain by the 1st of every month using door step delivery rather than waiting for ARD to lift grain. Also establish and enforce clear deadlines by which food needs to arrive at the ARD thereby ensuring predictability and convenience to the consumer

(4) Enroll at least 5 (five) registered user on push mode of SMS for which Government bears the cost, and allow for online registration for SMS alerts by ration card holder to receive automated SMS alerts for arrival of stock at ARD and also about the movement of food stock and anticipated time of arrival/ delivery of stock at AWD/ARD. The 5 users for push mode of SMS can be the local police authority, Kudumbashree, Food and vigilance committee members and a ration card holder in general who can be rotated every three months. SMS alerts are to be in loca language

(5) Intelligent fleet management system for streamlined and cost effective Government managed transportation and a transparent lifting system showing allocation online and on updating the depositing of value of food grain by AWD/ARD a lifting window (Exact date and time period window) and delivery window shall be shown based on pre-assigned system values to allow AWD/ARD representative to be present at lifting and also to be prepared for receipt of stock

(6) To ensure online visibility of stock at all levels from AWD/ARD which shall be reflected in a stock reporting module on touch screen kiosks at Taluk Headquarters and other prominent locations which citizens can access at any time at their convenience including other information on how to apply for ration card, how to file a grievance or complaint and protocols and contact numbers of officials in the Public Distribution Network

(7) To develop a Decision Support System for policy makers and policy implementation senior executives which can show the stock availability based on a query module in a graphic report indexed to the Geo-

spatial data infrastructure thereby allowing informed decision making

ARD transactions and Automation related:

(1) Introduction of Electronic Point of Sale device (E-POS) to allow for recording of all transactions and stock entry and receipt at the ARD including real time up-date on the central server with online connectivity

(2) Building robust but flexible processes and protocols to allow for exception handling like for example physically handicapped or elderly person to claim ration entitlement through proxy despite being unable to come to the ARD

(3) Improving the ARD viability through better commissions, ensuring door to door delivery and also a mix of other fast moving consumer goods being sold at the ARD

(4) Ensuring portability across the ARDs to give the power of choice to the ration card holder and to create competition amongst the ARDs

(5) To make rigid protocols for issue of bill for every transaction in the ARD and for having a LED based Stock board connected to the E- POS which automatically displays the stock position

(6) To allow for an inspection module based on biometric validation of the credentials of the official of the Food and Civil Supplies Department and to ensure log in the Sever of inspection time and details including reporting of irregularities etc.

(7) The E-POS is also to function as an automated attendance registry system whenever switched on and ideally, each transaction for sale and stock entry and receipt shall be biometrically validated

Grievance Redressal related:

(1) To establish a toll free help line that shall assign unique identity to every complaint/grievance and allocate the resolution of such complaint based on an intelligent MIS to a pre- assigned officer with a defined time line failing which the complaint centre shall alert the next hierarchy and show pendency of complain against assigned officer. The system shall generate Decision Support Systems for review and follow up

(2) Establish a system management centre that handles all errors on E-POS and other technical snags in the system and works to replace and rework within a pre-defined turnaround time and regularly keeps a log of such system errors and resolution

(3) To organize standard reports and make available such reports for open scrutiny and monitoring by all stakeholders, media etc

(4) Incorporate a social audit mechanism that is structured on a standard survey and query format which is filled online after convening a social audit meeting by officials and uploaded with image files for archival and referral purpose and for charting future course of action for a transparent and responsive system

(5) Incorporation of grievance redress adalats and sitting at local levels at Taluk and District level and also at Panchayat level

(6) Built in a module that is accessible by the Local Panchayat offices for monitoring performance and accessing relevant details

Project management Related:

(1) Ensure clear deliverables and cost being defined in a crisp and comprehensive Detailed Project report that defined the goals and framework and yet remains flexible to absorb the unanticipated events during field implementation

(2) A clear chain of command is to be established in the Detailed Project Report itself with relevant

checks and balances such as Hon'ble Minister's monthly review, Secretary's fortnightly review, Commissioner's weekly review and report to all participating stakeholders and levels of Government for achievement of specific performance targets and timelines

(3) Communication at all levels in government, media, stakeholders through extensive I.E.C about the goals and objectives of the project to ensure clear comprehension of project objectives and the systematic manner of approach and execution thereof

(4) Thrashing out local level acclimatization and customization with a greater degree of standardization at all the district and taluk levels to rule out exceptions and to being all units onto to common platform an extensive consultative phase to be built into the DPR

Change Management and Human Resource Related:

(1) A time bound plan for total switch over to the end to end computerized system should be defined and adhered to meticulously with a sandwich time where the two systems runs parallel for a maximum switch over of two months only. No exceptions should be allowed and strict laid down protocols for exception handling to be predefined.

(2) An Information Technology Division is to be created within the Commissionerate with extensive field footprint to take over and own the entire technological set up after the initial hand holding by the Technology Solution Providers and NIC. A clear plan thereof should be executed with defined time lines

(3) Intensive and well-structured mandatory training with training impact assessments to be introduced into the Commissionerate and the concept of Departmental examinations for the End to End computerization handling aspects to be woven in by rule and stipulation for further promotions. Proper training modules and hands on session to be predefined and number of training prior to induction in field for the staff to be ensured without fail.

(4) Extensive training and trouble-shooting help on site and assistance on call to be made available to the ARDs and AWDs through the implementation and thereafter during the continuity of the project.

End beneficiary and Consumer related:

(1) Strict compliance with timely delivery of food grains and ensuring good quality. The Commissionerate to ensure that the Consumer has right to choice, right to information, right to quality and timely delivery and a right for redress and complaint with feedback. These are to be ensured with predefined service standards. Each module of the End to End computerization to be so designed that it ensures maximum consumer satisfaction.

(2) Flexible system for accommodating instance of customers who cannot visit the Ration Shop and defining strict protocol for exception handling

(3) To provide value added services like SMS – alerts, LED screen for display of stock, dial a toll free for customer grievance, and a recurrent customer satisfaction survey to be woven into the system

(4) Portability and power of choice to be factored as a fundamental deliverable in the project

Technology related fail proof design & monitoring performance related:

(1) The basic rule of technology being an enabler rather than a disabler should be followed, project should address problems of power black outs, technological glitches and back up arrangement with a System log to track all errors and define the reaction time and correction time within the service standards protocols

(2) The system should have performance criterion pre assigned wherein a % grid is established, for example points assigned for timely opening of shop, points assigned for timely arrival of stock, points assigned for grievance submission and redress, points for inspections done at retail and wholesale outlet and so on and the system report generation module should at any given time frame generate a report based on

these % points. Other detailed report generation also should be pre-formatted and system generated

(3) Tracking of process completions and protocol compliance at all levels and report generation from the system to ensure transparency and competitive dynamics within the Commissionerate and field units. MIS data should be thoroughly analyzed for informed decision making and course correction during and post implementation of the project.

<div align="center">Briefly recounted the Goals of the End to End computerization are as follows</div>

(A) **Benefits to the Citizen:** - (i) Transparency- all transactions are by bills generated through the online system giving the rates and the quantity issued with proper weighment (ii) improvement in the service standards in all areas including applying for ration card, complaint redressal with complaint feedback and constant complaint status update on the online portal (iii) Ready information at all levels with the transparency portal and the touch screen kiosk services, help line (iv)providing power of choice to the ration card holder by allowing portability at all shops across the State (v) Bio-metric validation for each transaction on the Public Distribution System ensuring control of diversion and prevention of leakage (vi) Value added E- services like E- verification where the ration card data base can be used to validate the identity of any particular citizen

(B) **Benefit to Government**: (i) Ready infrastructure for assured targeting of subsidy without diversion and leakage (ii) real time feedback on market rates, stock availability, off-take on a Geo- Spatial index for decision making and monitoring (iii) prompt and effective grievance redressal with complainant feedback (iv) savings in the allocation by obviating diversion/misuse

(C) **Benefit to Business:** (i) Simplification of the process of lifting and sale (ii) maintenance of all records electronically obviating stationary cost and expensive accounting staff (iii) easy billing and exact weighment prior to receipt of stock (iv) door to door delivery of commodities (v) Direct and immediate payment of differentia cost and commissions (vi) Door to Door delivery of commodities (vii) Direct and immediate payment of differential cost and commissions (viii) hassle free redress of issues during official department interface

(D) **General/ Mutual benefit:** (i) Overall substantial increase in the service delivery of the entire Public Distribution System (ii) Quick clearance of dues through Electronic fund transfers at all levels of AWD/ ARDs (iii) effective delivery mechanism with low levels of complaints

b) Objectives: Identify SMART objectives:

♦ **S**pecific (to the objective it is supposed to measure) – specific means that the objective is concreted, detailed focused and well defined. Objectives must be straight forward and emphasize action and required outcome.

Specific objectives are at each stage of the project and these can be listed as follow

1. Transparency Portal: All processes online on Transparency Portal – from allocation to retail sale, reducing human intervention and hence limiting corruption

2. Effective grievance redressal with complainant feedback and defined turn around timelines to allow for a responsive and efficient system

3. Ration card Management- streamlining the process with maximum "one visit" to T.S.O for receipt of ration card

4. Proper weighment of foodgrains at all levels and electronic billing and stock maintenance at all times

5. Real time decision support system to allow policy makers and senior officials real time inputs based on a geo-spatial index for decision making

6. Biometric validation of all transactions with predefined exception handling

7. Portability across the State for claiming ration by empowering the Ration card holder with the "power of choice"

8. Mandatory issue of bill for all transactions

9. Ready access to information with Touch Screen kiosks and transparency portal on entitlements, rates, quality parametres and LED display at all times at ration shops when open

10. Timely arrival of stocks to ARDs and timely distribution to the ration card holder from 1st of the month onwards

11. Door step delivery of food stock to the ARDs and AWDs.

♦ **M**easurable (either quantitatively or qualitatively) - If the objective is measurable, it means that the measurement source is identified and we are able to track the actions as we progress towards the objective. Measurement if the standard used for comparison

1. Reduction in turn around time by over 80 % in several processes. A few instances are (a) the sale of commodities at the ARD would be concluded with a system generated bill taking 50 % to 80 % quicker than the present transaction time (b) The issue of weekly authority for ARDs from the TSO office for next allocation of essential commodities will not be needed as allocation for a month shall be decided centrally by the system (c) biometric validation shall at the most take 1 to 3 seconds which is considerably shorter than the present physical entry into the ration card after the sale

2. Direct payment of differential cost, commission etc to the account of the A.R.D or the A.W.D shall be considerably reduced (from 6 to 7 months) to immediate payment

3. Biometric validation of transaction and billing and stock maintenance being one electronically without human intervention will reduce corruption to NIL levels

4. Time bound grievance redressal with complainant feedback and complainant status displayed on Transparency portal shall be achieved

♦ **Achievable (can be realistically achieved)**

1. Ensuring proper targeting of subsidy

2. Increased efficiency and better service delivery in the Public Distribution System

3. Complete transparency and "Zero Tolerance' to corruption in the Public Distribution System

♦ **Relevant (to information needs of those measuring the objectives)**

1. Setting up the Transparency Portal

2. Creating an I.T Division in the Department

3. Introduction of E-POS in all A.R.Ds / A.W.Ds and integration with the transparency Portal

4. Door to Door delivery of foodgrains

♦ **Time bound (so we all know when the objectives are to be achieved)**

1. AADHAR seeding of database

2. Biometric validation by introduction of E- POS

3. Transparency Portal with Decision Support System

4. Consumer grievance redress system with help line

S.M.A.R.T Objective of the End to End Computerisation Project

"For ensuring a transparent, accountable, responsive, efficient and corruption free Public Distribution System within a time frame of Eighteen months from the date of launch of the End to End computerization project"

c) Stakeholder Analysis

♦ Identification of stakeholders and description of their roles and responsibilities, level of influence and proposed engagement/ communication strategy

Table 5

Stakeholder Group	Roles and Responsibilities	Level of Influence	Engagement/Communication Strategy
PDS Beneficiary	The beneficiary is the primary target group to whom better services and ensuring targeted delivery of essential commodities at right quantity and price is envisaged, The beneficiaries rights are to be protected by way of biometric authentication for release of essential commodities giving power of choice by allowing portability among the ARDs and giving effective information on stock availability, price of commodity and quantity relating to entitlement through easily accessible means like the transparency portal and pull-based sms services (user charges shall apply), email alerts where applicable. A comprehensive and responsive grievance redressal mechanism with a toll free number and call center to give active feedback and track individual i.d. assigned complaint/grievance shall be put into place. Presently the roles and responsibilities of the beneficiary are limited to receiving essential commodity allocation on the ration card and to bring to notice of officials of the Civil Supplies department any anomaly or complaint in the PDS relating to their respective area of interest	The card beneficiary or ration card holder has a very low level of influence in case aggrieved be presently does not have a responsive grievance redressal mechanism and no control over the quality of the essential commodity being offered. Further he also does not have prior information about arrival of stock at the specific ARD, and his/her entitlements as on date except through word of mouth or a once a month news paper release. Further a particular ration card holder is tagged to a particular ARD and he cannot change this shop at with in case of any inconvenience at the ARD for several reasons such as misbehavior of the ARD.	Since the beneficiary database is 80 lakh households and diverse with categorization of operation of APL/BPL/APL(SS) as below: No. of APL card — 59.17 Lakhs No of BPL cards — 14.58 Lakhs No of AAY cards — 5.91 Lakhs No of Annapurna Beneficiaries — 31319 Total no of cards — Over 80 Lakhs Hence the ideal means of engagement should include the following elements – (a) Awareness of their category and entitlements and (b) Allowing a strong & effective complaint and grievance redressal syatem that provides a individual unique I.D. to each complaint, assigns the responsibility to a particular officer and defines a response time, whereafter alerts are send to higher authority on non redressal of complaints and simultaneously the complainant updated to contact the senior Authority. The state of the complaint shall be displayed in the grievance redressal dashboard on the Transparency portal. The communication strategy shall wipe upon full page paper advertisement on the end-to-end computerization, individual information handouts and pamphlets, awareness movies, Consumer club & other beneficiary form for information disseminates, Traditional announcements through vehicle mounted PA systems, district level or taluk level "Ration – your right" festivals as a pre launch to the end-to-end computerization, Repeat TV Ads and

			messages through celebrities and messages through eminent personalities and dissemination of a 'PDS-Revolution' booklet explaining in the changes being brought forth in the State of Keralafor PDS • Consultation and Communication feedback on the proposed approach to the End-to-End Computerisation could also be taken up by way of paper advertisement on similar time as feedback taken for consulting parliamentary etc. • Satisfactory survey and consumer sample survey based on a prefixed methodology and sample base would also be included prior to implementation of the project and after completion of the implementation of the sample survey would give the beneficiaries perspective of the before and after of the implemenatation of the End-to-End computerization project.
ARDs – There are a total of 14200+ARDs	• They timely lift stock from the AWDs and ensure their distribution at the Ration Card Level • They submit weekly sale figures and take weekly allotments authority list from the Taluk Supply Office for the distribution of essential commodities. • Ensure quantity of essential commodity and sale as per entitlement per card at the approved rate. • For sale of essential commodities, they receive commission which is included within the price fixation of the essential commodity • Are associated with the Food & Civil Supplies Department for licensing, inspections, maintenance of records as per approved formats including stock and billing. • Responsible for transporttation of commodities from the AWD to the ARD point at their own cost	Being licensee in perceptivity and the last mode of distribution at the field level with primary contact with the ration card holder the ARDs have a very high degree of influence in making the end-to-end project succeed. Unless they accept the change the proposed project of end-to-end computeri- sation shall fail. Main problem is the presently very low commission and inability to deal in any other commodities other than essential commodities has covered the ARDs to adopt means to divert commodities for wonderful gain to remain commercially viable. This aspect shall be studied and addressed by the Smt. Niveditha P Haran Commission. The ARD Associations are quite powerful lob-	• To communicate the basic changes at the ARD level a district level workshop followed by a Taluk level workshop would allow the ARDs to understand the project through a detailed training video and interactive session at all workshops attendance honorarium, TA, DA would have to be paid • Detailed information pamphlets and booklet on the roles & responsibilities and the change being introduced at the ARD level to be communicated. For the ARDs to begin a detailed analysis revision of ARD level commission to be communicated in the same writeup. A multimedia movie also needs to be defined for easier comprehension • At 10% of the proposed e-PoS devices would have to be designated as training machines and atleast six training sessions for each ARD with detailed class room exercise with case scenarios would have to be devised. The training manual and training lab would have to be issued and a permanent training infrastructure to be maintained at the Taluk level office. The training manual to be host-

	• Responsible for safe storage of the stock received from AWD • Responsible for proper weighment of essential commodities prior to issue to the beneficiary / card holder • Responsible for running the ARD in compliance with all provision of the KRO,1966 as applicable.	bies that need to be convinced about the changeover in the end-to-end computerization ARDs also act as a primary contact point with the Ration Card Beneficiary base for information dissemination on stock arrival etc. collection of any information dispensing any information to the ration card beneficiary. This services shall be invaluable to collect details of ration card holders such as AADHAR I.D. and mobile numbers etc.	ed online in the Transparency Portal • To ensure buy-in the convenience of remitting their commission directly to their accounts and ability to pay their renewal fees or penalties online in the future to be provisioned, Separately add one such as services at the ARD to public like downloads for the public at a cost or as an information Kiosk and for instant usage up to a limit can be ensured. • To ensure buy in, the important of the infrastructures at the ARD level also would have to be built into the engagement strategy by demonstrating that the shops shall be made more presentable and the cost of the e-PoS and cabling etc will be at no inconvenience and no additional cost to the ARD Licensee • A sense of pride and respect can be incorporated into the communication strategy by creating a profile of the ARD on the Transparency Portal and after effective portability is ensured among the ARDs based on volumes of transactions and other performance assessment took every quarter the best ARD prize and Certificate could be given in each Firka/Taluk/District. • To build in a commitment to the computerization project, a monetary incentive on the electronic transactions and a monetary disincentive on paper based transactions can be factored in during the changeover period of two months prior to full transition to the online automated system in the End-to-End computerization project. • Select ARD representatives could be brought over onboard the training and design team for the e-PoS introduction and change management on a additional remuneration if willingness exists and their service as the ideal technology demonstrations for the end-to-end computerization project could be taken in a structured manner during the ARD Trainings. • The training held should also have a actual case scenario demonstrations in the classroom with a classroom exercise which needs to be repeated at least six times prior to installation

			of the machines in the ARDs. This will ensure complete comfort and confidence at the ARDs end when the e-PoS is introduced. • Since ARDs presently bear the transportation and loading /unloading of the stocks, their buy in can be ensured by assuring timely delivery of quality stock
AWDs – A Total of 330+ AWDs are there	• On communication of allocation by the TSO the AWDs deposit the value of food grains stock at the FCI and lift the stock and transport to their wholesale godowns from where they release stock to the ARD. • On specific instruction during time of need like Tsunami, Drought or any calamity they may release stock as directed subject to remittance of value subsequently from Government. • Commission to AWDs is paid for handling the essential commodities part is factored in to the price fixation and part of the commission is specific categorized like welfare differential cost, AAY commission and cost. • AWDs on the primary network of the Civil Supplies Public Distribution Network. They ensure timely lifting, stocking of the commodities and availability to the ARDs • During lifting the entire transportation cost is bourne by them and their commission also are not sufficient and need to be revised upwards under the commission handled by smt. Niveditha p Haran IAS • Responsible for receiving quality essential commodities from the FCI and storing the received commodities properly • Responsible for maintaining a proper account state-	Being the key part of the PDS the AWDs are highly influential and their non-cooperation can bring down the PDS as witnessed during their strikes for limited period of time in the past. Across the PDS spectrum as the AWDs deal with the maximum stock of food grain they have established lives of communication with officials, political executives, ARDs and all nature of pressure gronges hence the buyin by the AWDs and the whole & soul participation by the AWD Association shall be a critical necessity for the success of the End–to-End computerization. Presently, since the AWDs get very low commission level, they are compelled to elicit other means of earning illegally to remain commercially viable. To ensure a clean and transparent system under the end-to-end computerization it would be critical to ensure the AWDs interests are duly addressed.	• A detailed communication plan have to be devised which shall comprise of an information primer movie/ multimedia film, a detailed information booklet, and a training kit with a class room exercise that has to be repeated at least six times with hands on training to ensure comfort level & confidence of the AWDs to begin to the end-to-end computerization project. • AWD Association representatives would have to be brought on to a consultative platform to ensure all the necessary provisions are made in the end-to-end computerization project specifically at the AWD Level. • The Communication strategy for the AWDs should specifically address the major problem faced by the AWDs – lifting issues at FCI, remittance of commission on various categories of commodities being delayed, discrepancies during inspections not accurately documented and mismatches in stock, allowances for spillage and transit loss, improper quality or poor quality of food commodities received from FCI, poor commission, transportation problems and loading/unloading problems. These issues have to be specifically addressed and a tenable solution offered to the AWD. • During the development of the various modules the AWD representative have to be consulted and the AWDs Buy in ensured by assuring provision of both facilities and service level and improved infrastructure at the AWD as an integral part of the End-to-End Computerisation

	ment and stock statement as provisioned under the KRO. • Responsible Licensing, inspections, maintenance of records as per approved formats including Stock & Billing.		
F&CS Department & Commissionerate of Civil Supplies	• Responsible for ensuring the implementation of the entire PDS network under the control orders and the Essential Commodities Act • Responsible for periodic inspection, monitoring of lifting and movement of stocks, arrivals and retention of stocks at AWDs and ARDs have to be ensured. • All complaints received have to be duly addressed and steps taken to ensure that grievances does not continue. • Ensuring the successful implementation of the end-to-end computerisation	Since all government officials are bond by conduct rules their levels of influence in hindering the end-to-end computerization shall be low but their motivation and commitment for the successful implementation of the end-to-end computerization shall be a must	• Since the officials at the various hierarchal levels of the DSO, TSO, ATSO, RIs and HC, UDC, and LDC shall be the key level officials to demonstrate the End-to-End computerization process hence they would have to be thoroughly trained and motivated to fully own the project and to spearhead its implementation. • Proper structural trainings with training manuals, hand on classes and class room exercises which shall have to be conducted for an average of 8 times for each official over a period of time has to be incorporated to ensure that the total ownership and confidence levels are there in the entire staff throughout the vertical hierarchy to implement the End-to-End Computerisation project • To allow for proper inter departmental coordination between by departments like IT, Finance, F&CS the basic finalization of a detailed project report and frequently monthly review meeting at the state Apex level committee have to be done to ensure that a coordinated effort is adopted and there is no delay due to the tendency to work in
Stakeholder – Political Executive	• Decide upon the policy for the allocation of essential commodities and monitoring price, use and availability of essential commodities. • Ensuring no major complaint against any level in the PDS network	Very high, hence ownership and belief in the end-to-end computerization proposal has to be there, to translate the entire end-to-end computerization project	• A detailed brief on the end-to-end computerization has to be presented to each member of the political executive very leanly illustrating the various steps under the end-to-end computerization and how the project is intended to be implemented with specified time line - this has to be ensured at MLA, Panchayat President levels and municipal Corporation levels • All political leaders commencing from the top most to all hon'ble members of the legislative Assembly to be requested to record a message/address as a multimedia platform for the end-to-end computerization which should be widely publicized in their respective are of influence as the end-to-end computerization project being spearheaded by the political executive.

d) Services and Service levels

     i)   Identification of services and service levels

Service levels refer to parameters that can be used in measuring the efficiency, transparency an d reliability of the core services in terms of

- **Service quality**
- Service Quantity
- Service Delivery time
- Cost of service,

Improvement in service levels would imply improvement in all or some of these aspects of services. In case of services, which are already being provided and are to be made more efficient within the proposed project, existing service levels and the proposed service levels are to be indicated. Service levels should be defined along the four parametres indicated above i.e, quality, quantity, cost and time

Table 6

Existing services	Existing Service Level	Proposed service Level
G 2 C (Government to Citizen)		
Issue of ration card to beneficiary	Paper ration card issue from on-line RCMS, can apply for ration card online, processing time approximately 3 to 10 days, no monitoring about the time period for issue of ration card done	AADHAR linked ration entitlement implying biometric authentication for ration entitlement, ration card only for record, ration can be claimed purely by biometric credential presentation Ration card can be issued within one day subject to AADHAR linked applications
Information to Beneficiary ration card holder about entitlements, rates and quantity and timely release of entitlements	Press release done once a month	Touch screen kiosks allowing beneficiary to access the monthly entitlement or help line to call to receive details on a toll free number or SMS based reply from call centre for entitlements and rates and quantity shall be in place including press release and weekly repeat of press release, radio and TV announcements
Grievance redressal and complaint receipt and action thereof	Presently by letter or telephonic complaints at levels of Hon'ble Minister, CCS, DCS, DSO or TSO is being resorted to	A toll free complaint registration and help line which shall give a unique ID to the complaint and also fix a time frame within which the grievance is to be redressed and the complainant to be informed of action taken to rectify complaint

SMS alerts on the release of stocks of essential commodity and arrival of stock	FMPDS is a system that send a push based SMS alert to registered users but the SMS originate after manual updation of lifting records	Based on the online updation of the stock position the SMS alerts on push basis shall be automated and also on "pull" basis SMS alerts can be used by subscribers for getting information on the allotments and quantity and rates of essential commodities
G 2 B (Government to Business)		
Allotments and authority list for lifting stock by AWD/ARD to be issued by offices at TSO/DSO and DCS	Presently through manual allocation order which are communicated in writing and faxed or send through e mail	All allocation shall be ration card strength based and done on the transparency portal and all lifting monitored showing a menu clearly showing balance allocated stock remaining to be lifted real time and the quantity already lifted/ released
Payment of commission for handling of Essential commodities to the AWD/ARD	Based on the abstracts from DSO's/ TSO's the fund is placed and drawn and disbursed to the AWD/ARD causing delay in the payments	Based on the actual lifting as uploaded on the transparency portal the figure admissible as commission to the ARD/AWD shall be automatically computed and accordingly Electronic Fund Transfer shall be undertaken duly authenticated by AADHAR based payment gateway
Inspections or supervisions of ARD/AWDs shall be recorded and in case of complaints/ grievances the same shall be followed up	Presently, the manual mode of inspection is with stock verification, sale register verification and any specific complaint against official etc not being communicated specifically	Inspections shall be based on the stock available on the transparency portal and also ARDs/ AWDs shall have access to the help line to register complaints relating to official high handedness and also relating to lifting etc
Improper information for lifting leading to prior arrangement of vehicles for lifting of essential commodities, problems with labour at FCI and payment of "Attikuli/ Marikuli"	Due to written authority list on which RTGS money deposit with FCI is done at AWD level and ARD payment in cash at AWD level, there is no pre fixed lifting window showing availability and release of stock	Based on the arrival of stock at FCI/ AWD there shall be a lifting or release window wherein the ARD/AWD can lift the stock after depositing the value, further, the problem of transportation and loading and unloading is to be handled by the State Government by ensuring Door step delivery both at the AWD and at the ARD level
G 2 G (Government to Government)		

Depositing of value of subsidy is done electronically but the coordination mechanism for lifting is weak, with no pre assigned lifting window and no pre assigned equitable lifting sequence being communicated to AWDs	Presently based on the manual allocation the FCI releases essential commodities in coordination with TSO/DSO and AWDs without a pre fixed lifting sequence or prior intimation of days of anticipated wagon arrivals	The FCI shall also be requested to upload information on stock arrivals and non lifting days with at least one week's lifting programme in advance being finalised on the net. This will allow for the AWDs to deposit the value of the essential commodities and the State Government agency (Supply Corporation) shall lift the quantities based on the advanced lifting programme and release of food grain from FCI. Similarly, at the ARD level door step delivery shall be based on the deposit of cash value of the food grain where after within a predefined time limit the essential commodities shall be delivered by the State Supply Corporation
Staff of the Food and Civil Supplies department service matters like gradation list, promotion and postings needs to be transparent and accessible to all in the Government	The list if maintained in the Commissionerate but is manual and cumbersome, this needs to be made accessible to all Government servants in the Food and Civil Supplies Department	On a intra website the Government officers and staff can access all details such as the gradation list and the promotions and latest notifications, legal circulars and clarifications can also be sought in the officer's corner in the intra website on the transparency portal
Inspection and supervision page for Food and Civil Supplies Department	As on date no systematic mechanism exists to document the number of inspections done at AWD, ARD by inspecting staff, audit monitoring and it is manual	The entire inspection including videos and still images with a report on a standard report template shall be made compulsory for updating on the portal within the intra-portal site and this shall allow for supervision of inspections and also add on services such as legal clarifications and other details too on the intra website as a Government to Employee service
Proposed new Services		
	Not Applicable	Door to Door delivery of essential commodities based on a lifting window and delivery predefined time limit for AWDs and ARDs
	Not Applicable	Dedicated call centre with toll free help line with integrated grievance redressal mechanism which tracks complaints and provide redress feedback to complainant with updation real-time on the transparency portal

	Not applicable	Comprehensive Transparency Portal for log in by AWD/ARD and Government officials and citizens alike shall allow information dissemination and also clarification from the response corner at the Web Site
	Not applicable	Introduction of Electronic Point of Sale E- POS at the AWD and ARD to ensure automated billing and integrated real time stock upgradation on sale and transaction. The E –POS shall have biometric credential validation device to make all sales AADHAR validated
	Not applicable	A Spatial Data infrastructure based decision support system that is linked to the retail and wholesale prices of various locations and also the stock availability of the PDS commodities at the entire network shall be evolved with front end reports generated to assist in policy decisions for market interventions or additional allocation etc. This shall also include the setting up a headquarter based control rooms and response centres linked to the help line and toll free grievance redress centre
	Not applicable	A district specific area in the Transparency portal shall be introduced which shall allow for performance appraisal on basis of the data gleamed from the transparency portal and for alerts relating to problem areas that need action on priority including the complaints introduced into the intelligent grievance redressal mechanism on the transparency portal. This performance appraisal shall be supervised by the Call centre for progress monitoring and also by the senior officials in the Commissionerate which shall allow for the viewing of all districts at once glance for parameters such as lifting , stock availability, distribution details, number of complaints, complaint redressal performance etc

	Not Applicable	For ARDs the Supply Corporation shall set up model ARDs with adequate storage and retail infrastructure in each and every Legislative Assembly Segment which shall add as a Service standard and model demonstration ARD including provisioning for all nature of consumer amenities for the ration card holder.
	Not applicable	After introduction of E- POS in all the ARDs and complete AADHAR seeding and pre requisition of biometric authentication for ration entitlement, the introduction of ARD portability shall be brought in wherein the ration card holder can purchase the ration entitlement from any ARD, this shall introduce competition among the ARDs on the lines of the CORE-PDS in Chattisgarh state ensuring better service standards
	Not Applicable	Prior to implementation of the End to End computerisation project, a civil component shall be taken up as site preparation for the E-POS introduction in the ration shop which shall include a physical revamp with a unique colour coding, wiring, proper sale counter, listing out rights of the ration card holder, and other improvements in the civil infrastructure to identify physically the ARD and AWD covered under the End to End computerisation
	Not applicable	Introduction of a documentation centre at the Commissionerate of Civil Supplies and at the District level is envisaged which shall be singularly responsible for the recording of all events related to the implementation of the End to End project, preparation of monthly progress reports
	Not applicable	Introduction of E- office with a move towards paperless office and e –filing and also a E- archival system with the digitisation of the record room and all records thereof including the circulars and G/Os and executive orders and case laws with a search engine assisted flow for key words in the Civil Supplies Department with a link to the Transparency Portal

e) Implementation strategy

PLEASE PROVIDE NARRATIVE DESCRIPTION OF THE IMPLEMENTATION STRATEGY FOR THE PROJECT

The implementation strategy shall be commencing of several parallel streams of work areas related to the End to End computerization and these shall be merged together based on a time grid flow to translate into the project deliverables.

The basic approach is that firstly, the database shall be seeded with the AADHAR for a limited dummy laboratory exercise wherein a dummy database of 15 or more persons shall be evolved and tested out in the confined space of a laboratory, herein the Lab-pilot phase shall allow for the web based software components in terms of the entire online portal and the plug ins to be tested and standardized prior to induction into the pilot phase. Based on this dummy data base of TSO, DSO etc all modules such as central allocation, vehicle and fleet management, intelligent lifting system, biometric validation based on AADHAR, functioning parametres of E- POS shall be fine-tuned and prepared for the Pilot Phase.

Pilot Phase:- This shall cover a total of four A.R.Ds in which two A.R.Ds shall try out the smart card model and two A.R.Ds shall try out the AADHAR based model for a trial period of three months and standardize the E- POS (Version 1) and all the other modules in the Transparency portal and prepare the ground for the introduction of the E-POS in all other districts in each Taluk as the Phase I. All the ARDs tried out in the Phase I shall also include the E-POS Wholesale version also being introduced in the AWD concerned

Phase I- shall include the introduction of Two E- POS machines in each district in each Taluk and after standardization of systems and adjuncts like training etc

Phase II shall be implemented wherein the E- POS is introduced into all the ARDs and AWDs.

Given the above, there shall be various multiple streams of the End to End computerization concept that shall be included which are (a) a 100 % online Ration card management System (R.C.M.S) and complete AADHAR seeding of the RCMS database (b) Introduction of the E- POS (3) Hosting of the transparency Portal (4) Training of the staff/ ARD/ AWD (5) Connectivity survey and other surveys (6) Scoping study (7) Office automation and LAN (8) Introduction of information kiosks and hardware upgradation at the TSO/ DSO level (9)Information, education, communication module for the entire End to End computerization project (10) Vehicle and fleet management with GPS tracking (11) Decision support system for policy decisions and supervision and monitoring (12) Toll free help line and Grievance redressal centre (13) Engagement of Project Management consultant (14) Provisioning of Intermediary Storage capacity and Door to Door delivery systems in the Public distribution System to be undertaken by the Civil Supplies Corporation (15) Process of Statutory approvals for the End to End computerization

The various components indicated as multiple streams herein above shall be implemented in a time grid based on a sequential approach in a step wise manner as is illustrated herein under. The time grid placement shall be done separately in a time flow sequence chart separately

R.C.M.S – AADHAR Seeding

Step 1:- Preliminary upgrade of hardware at Taluk Level for making R.C.M.S 100 % online

Step 2:- Discussion with DSO and select TSOs for AADHAR seeding strategy showing draft approach and time lines for correction and standardization of service standards for ratio card issue, turn around time etc.

Step 3:- Appointment of R.Is and U.D.C/L.D.C as technical co-ordinators for R.C.M.S being made 100 % online

Step 4:- Meeting at level of Secretary, Food and Civil Supplies Department with Kudumbashree, Akshaya

and I.T Department and UIDIA for signing of MOU to be attended by the ARD association members, Dy.C.R and the D.S.Os

Step 5:- Approval for creation of an I.T Division and recruitment of the contractual technically skilled manpower under the Project Implementation Unit (PIU) of End to End computerization to provide technical back up (This step is not sequential and steps from 1 to 4 and later need not wait for step 5)

Step 6:- Start of the AADHAR pilot in CRO (N) for the pilot phase of the End to End computerization

Step7:- Meeting with the ARD association members and distribution of manual seeding forms after first I.E.C campaign which shall be sustained for 3 months and announcement of remote AADHAR seeding facility for citizens themselves

Step 8:- Start of I.E.C in a structured manner for two months and intensive campaign in the 3rd month to ensure 100 % AADHAR seeding and 100 % AADHAR coverage

Step 9:- Mid campaign review of the status of districts by Principal Secretary, IT and Secretary, F & CS with participation from District Collectors by video conferencing and commencement of weekly reviews

Step 10:- Weekly reviews to ensure 100 % AADHAR seeding by the end of 3 months of step 8

Step 11:- Commencement of validation of AADHAR seeded data base for validation with the SRDH – use of the Verhoff's algorithm

Step 12:- Identification of pilot Taluks in 13 district and validation of the date base for roll out of Phase II (pilot in the other 13 districts) with 2 AWDs and 4 ARDS

Step 13:- Preparedness with final hardware and connectivity upgrades for the entire AADHAR seeded database for roll out of the End to End computerization

Introduction of E- POS

Step 1:- Finalisation of the deliverables and technical specification of the E- POS and finalization of a R.F.P for enlisting the firm that shall provide the E- POS through technical and financial bidding

Step 2:- A customization pilot phase for lab trials of the E-POS in the test conditions to be run and finalization of generic and technical specification to be done including the training of E-POS module and training handbook

Step 3:- Introduction of version 1 of the E- POS for the pilot phase in CRO (N) in Thiruvananthapuram and feedback for ARD and citizens for improvements

Step 4:- Introduction of Version 2 of the E- POS in the 13 districts and Thiruvananthapuram sorting out all the glitches detected during Phase I pilot and ascertaining feedback during Phase II

Step 5:-Finalisation of Version 3 of the E- POS and commencement of training classes for technical staff, field staff and ARDs and citizen's groups

Step 6:- Introduction of the E-POS in all ARDs with switch over phase of two months for the entire PDS network- monitoring of the system and delivery during the switch over phase

Step 7:- Complete switchover and full implementation of the End to End computerization of the Public Distribution System

Transparency Portal

Step 1:- One day seminar for finalization of broad contours of the various modules on the Transparency Portal such as allocation modules, report modules, inspection modules, grievance redressal modules etc.

Step 2:- Receipt of estimates from NIC for estimates for web portal for Transparency Portal for incorporation into the End to End computerization of the PDS Detailed Project Report

Step 3:- First cut presentation of the proposed transparency portal by the NIC and a one day interactive workshop for finalization of the various modules of the transparency portal

Step 4:- Integration of the E- POS and the AWD I.T Unit and mobile I.T access points into the transparency portal

Step 5: Trial run of web based E- POS for lab conditions

Step 6:- Integration of the web based E- POS module for the pilot phase I in CRO (N) in Thiruvananthapuram

Step 7:- Removal of system glitches and trail run in lab conditions and preparation of web based E- POS veriosn 2 module

Step 8: Hosting of web rich content such as the training modules and report generation modules and grievance redressal modules on the transparency portal

Step 9:- Complete integration of web site and full implementation of the transparency portal prior to introduction of the E- POS version 2 module into the Phase II of the end to end computerization of the PDS project

Step 10:- All review of reports on the integrated and fully operational Transparency Portal

Training of Staff/ARD/AWD

Step1:- Development of Initial training primer for R.Is/T.S.O's/D.S.O's/Dy.C.R/AWD/ARD and citizen (ration card holder) about the End to End computerization project of the PDS

Step 2:- Working out the detailed training schedule and training budget to be included into the project DPR

Step 3: Holding of district level and taluk level information dissemination workshops for the End to End computerization of PDS

Step 4:- Development of detailed training module for all levels – R.Is/T.S.Os/ D.S.Os/ Dy.C.Rs/ AWDs/ ARDs for E- POS, Transparency module, allocation and lifting of food grain, grievance redressal, trouble shooting and technical break down handling

Step 5:- Development of training teams within each district and Taluk and central training teams and a Master trainer's kit for the training

Step 6:- Compilation of six rounds of training prior to introduction of the machine E- POS on pilot basis and later for the roll out by way of a detailed training schedule for all categories R.Is/T.S.O's/ D.S.Os/ Dy.C.R/A.W.Ds/ A.R.Ds

Step 7:-Trouble shooting and problem re-dressal and grievance re-dressal separately 2 additional trainings other than the 6 (six) trainings to be given.

Step 8:- Certification after assessment at each level for R.Is/T.S.Os/ D.S.Os/Dy.C.R/AWDs/ ARDs prior to actual introduction in the field of the euipments

Connectivity Survey and other survey related

Step 1: - Meeting of D.S.O and Select T.S.O to finalized survey forms for connectivity and infrastructure at ARD/AWD and DSO/TSO office locations

Step 2:- Based on data collection from Step 1 a connectivity survey is to be undertaken and the same finalized on a GIS map

Step3: Clear survey of ARD and AWDs with 1000 ARDs identified specifically in difficult areas for solar based power back, Phase I ARD & AWD and Phase II ARD, AWD and Phase III state wide roll out

Step 4:- The survey results to be reduced to a scientifically designed database which can be used for drill down reports that can be reflected on a geo-spatial framework for decision making.

Scoping Study

Step 1:- Preparation of a script for the scoping study and approval thereof

Step 2: Award of the work for the scoping study with an identified time line by a committee chaired by the Secretary/CCS with IPR department

Step 3: Preparation of multiple copies of the scoping study and an abridged version for the senior policy and decision makers

Step 4:- Use of the scoping study for information, education, communication and feedback from R.Is, TSOs, DSOs, AWD, ARD, and other stake holders

Step 5:- hosting of entire movie (scoping study) on the Transparency Portal for feedback for all quarters.

Office Automation and L.A.N

Step 1:- Submission of Detailed Project Report for LAN in Commissionerate and internet access solution with Unified threat Management

Step 2: Ergonomic space reorganization, cabling works and provisions of air conditioning and power back up solutions

Step 3:- Provisions of clients and internet to all the clients section wise

Step 4: Setting up of control room and conference hall in the Commissionerate

Step 5:- Complete integration of the modules with LAN through the online webportal

Step 6: Extension of the office automation and LAN concept to all field offices at District and Taluk Level

Introduction of Information kiosks and hardware upgradation at the TSO/DSO level

Step 1: - Thorough survey of the hardware and software requirements at the Taluk and District Offices and preparation of a requirement for hardware and software upgradation

Step 2:- Procurement and provisioning of the hardware and software at the TSO/DSO offices including handheld devices etc in a time bound planned manner

Step 3:- Integration of the hardware/software and other components at the TSO/DSO offices with the online modules

Step 4:- Standardisation of the touch screen kiosks- Technical and other specifications and issue of RFP – receipt of bids and finalization of the bids and award of the contract

Step 5:- Installation of the touch screen kiosks and the integration with the web based portal and provision of power back up at all locations at the TSO office and 20 other locations finalized by the District Collector

Step 6:- Cross checking functioning of the Kiosks and service and maintenance agreements to be put into place post operation.

Information, Education, Communication Module

Step 1:- Detailed master plan for the Information, Communication Module to be done in conjunction with the Information and Public Relation Department

Step 2:- Time plot related implementation of I.E.C commencing from the AADHAR seeding to be implemented

Step 3:- Training video and message from all Hon'ble Mnisters and MLAs to be taken and prepared

Step 4:- Training video for ARD training to be prepared

Step5:- Review of the IEC strategy and impact and use of multiple prongs for the IEC like TV ads, Radio, Print Ads and so on

Vehicle and Fleet Management with GPS tracking

Step 1:- Finalisation of the basic design of the vehicle and fleet management concept with Supply corporation

Step 2:- Detailed survey of location, quantity of essential commodities to be transported, number of trips to be made, volumetric carrying capacity of hire/contract vehicles, tentative routes and time taken. This has to be plotted for all AWDs and ARDs and an intelligent fleet management system to be designed synchronized with the online transparency portal

Step 3: Pilot field trial of the vehicle and fleet management to be done and the software and logistics process flow to be streamlined and tested for upscaling. Decision on whether to have GPS tracking included is to be taken at this stage

Step 4:- Upscaling the intelligent vehicle and fleet management system and introducing the same throughout the state and integration with the online portal.

Step 5:- Regular weekly and daily review at Supply Corporation and fortnightly at Secretary's level regularly

Decision Support System

Step1:- Presentation of the concept of the Geo-spatial based Decision Support system and a detailed action plan to be prepared for the integration of the Decision Support System with the online transparency portal. This would include the attributes to be assigned in the Decision Support System.

Step 2:- Integration of the Decision Support System with the Transparency Portal and the testing of the online base decision support system module during the pilot phase

Step 3:- Up-scaling of the Decision Support System for the entire state and for use as a regular tool for review and policy making

Toll Free help line and Grievance Redressal centre

Step 1:- Finalise the contours and basic details of how a call centre based toll free helpline should function and there after going ahead with finalization of the IVRS (Interactive Voice Response System) module, report generation module and standardizing reaction times and protocols departmentally

Step 2:- Implementation of the Toll free help line and integration with the online transparency Portal which shall list each and every compliant and the action taken thereof

Step 3:- Integration of the customer help line with the information kiosks to be provided at various locations including the TSO offices and report generation on the web portal

Project Management Consultant

Step 1:- Approval from the S-ePMT for the engagement of a P.M.C

Step 2:- P.M.C integrates and implements various modules of the End to End computerization project

Step 3:- All steps and time flow are integrated with the PMC in consultation with the Commissionerate of Civil Supplies

Intermediary storage space and Door to Door Supply

Step 1:- Preparation of the Master Plan for creation of Intermediary storage space and door to door delivery proposal

Step 2:- Inclusion of the proposal as a part of the End to End computerization of the Public Distribution System

Step 3: Implementation of the Door to door delivery and the intermediary storage space.

Statutory approach for End to End computerization

Step 1: Approval of the Detailed Project Report by the State E Project Mission Team

Step 2:- Approval of the DPR by the State Apex Committee

Step 3:- Approval of the DPR by cabinet

Step 4:- Approval of the DPR by the Special Working Group

Step 5:- Implementation of the Detailed Project Report taking the approval of the Cabinet for the same.

Pre and Post implementation Survey modalities

Step 1: A generic survey with an institution independent of the COmmissionerate of Food and Civil Supplies for the general satisfaction of the end user citizen and the perception of the citizen about the end to end project and report thereof

Step 2: Mid stream review of the implementation of the End to End project vis a vis the consumer satisfaction parameters

Step 3: Final survey post implementation of the End to End computerization project and the report and documentation thereof of the End to End computerization project

The General implementation strategy in terms of whether the new systems will be deployed horizontally across all offices/sites or vertically with full functionality in one site before proceeding to the next, is specified herewith as under

The basic approach is that firstly, the database shall be seeded with the AADHAR for a limited dummy laboratory exercise wherein a dummy database of 15 or more persons shall be evolved and tested out in the confined space of a laboratory, herein the Lab-pilot phase shall allow for the web based software components in terms of the entire online portal and the plug ins to be tested and standardized prior to induction into the pilot phase. Based on this dummy data base of TSO, DSO etc all modules such as central allocation, vehicle and fleet management, intelligent lifting system, biometric validation based on AADHAR, functioning parametres of E- POS shall be fine-tuned and prepared for the Pilot Phase.

Pilot Phase:- This shall cover a total of four A.R.Ds in which two A.R.Ds shall try out the smart card model and two A.R.Ds shall try out the AADHAR based model for a trial period of three months and standardize the E- POS (Version 1) and all the other modules in the Transparency portal and prepare the ground for the introduction of the E-POS in all other districts in each Taluk as the Phase I. All the ARDs tried out in the

Phase I shall also include the E-POS Wholesale version also being introduced in the AWD concerned

Phase I- shall include the introduction of Two E- POS machines in each district in each Taluk and after standardization of systems and adjuncts like training etc

Phase II shall be implemented wherein the E- POS is introduced into all the ARDs and AWDs

The prioritization criterion used in selecting sites and services that will be tackled by project before others are based on the following facts, the pilot in Thiruvananthapuram shall allow for a very close supervision at all levels at the pilot phase and for standardization of the software and the hardware component and also the strategy for the field components when up-scaling for the entire state.

Separately, the Phase I shall be introduction of the successful pilot of Thiruvananthapuram in one Taluk of the remaining 13 district and extending the pilot model to the remaining taluks of Thiruvananthapuram district and stabilizing the systems thereof and finally, up-scaling the entire project components throughout the entire state as Phase II

Regarding the delivery channel strategy for E- Services most of them shall be extended on the Citizen-Government interface on the transparency portal

f) Key Activities

i) Scoping Study (prior to pilot/roll out phase)

(9) Scoping study: to highlight key aspects including impact of the project on the stakeholders, service and service levels, business processes, organization, location, technology and data collection.

For the scoping study following mechanism is suggested

(iii) The preparation of a Short documentary on the Public Distribution System in Kerala- Towards End to End computerisation. The documentary shall encompass the details of the Public Distribution system as it exists today and have details about the network and there after examine the following areas for computerisation (a) the release of food grain in the FCI to the AWD – which will include the step wise release of food grain from the Central Pool, communication of the allotment to the District and Taluk Supply offices, intimation of lifting authority to the AWD, depositing of the value of money from the AWD to the FCI and there after the actual process of lifting of food grain including problems of shortage of trucks, labour issues such as 'Attikuli, Marikuli" and also non availability day due to wagon placement and there after winding up with suggestions on how to provide for a computerised infrastructure at the FCI go-down or near the FCI go-down office for the Civil Supplies department for issuing the lifting challan and uploading the information on the net accordingly and how the provisioning of a lifting window based on the deposit of the money by the AWD shall be adequate and how the Door to Door delivery of grain from the FCI to the AWD needs to be taken over by the Supply corporation, subsequently as to whether it shall be feasible as a Phase II of the End to End computerisation project to individually tag every sack of food grain and also to introduce intelligent fleet management and Global Positioning Based vehicle tracking for on line alerts on location of stock and tentative arrival times and routes taken(b) The receipt of grain at the AWD and how to enter the same into the stock system at the AWD showing stock receipt and thereafter to devise a computerised system of billing and stock release up-date real time on sale to the ARD on receipt of the cash value of the food grain, further, how the Door to door delivery system can be introduced from the AWD to the ARD and a delivery window is indicated in the billing system of the AWD and a delivery time in-dicated to the ARD. The suggestions to introduce a computerised system at the AWD which is online and real time updated related to the stock is to be factored for in the scoping study documentary (c)

subsequently, at arrival of stock at the ARD and the updating of the stock receipt at the ARD through the E- POS and the requirements of ensuring bio-metric validation of the ration claimant prior to sale of the on ration is mandated and how the transaction is completed using AADHAR I.D, also the scoping documentary should capture factors such as no electrical supply at ARD, less educated salesman, dusty environment for the E- POS machine design to meet all these specifications. The documentary should also cover the ration card holders and their set of problems faced at the ARD in terms of non-information or lack of prior alerts for the arrival of ration in the shop, improper weighment, short stock being released and so on. (d) A section of the documentary should also be of an interaction with the Press and how they perceive the Public Distribution Network and adverse press reporting and the mechanism to handle the same in the department, the documentary should also interview certain retired officials of the Food and Civil Supplies department to understand their perspectives as officials in the department (e) Lastly, the documentary should also cover the political spectrum with the messages from the Hon'ble Chief Minister, leader of opposition and other prominent Hon'ble Ministers and Members of legislative Assembly and how the department shall ensure quality service for the End to End computerisation of the Public Distribution System.

A separate scoping study should also concentrate on the following areas (a) all the manual processes at the Commissionerate and District and Taluk office and the system to be adopted for the automation of the same (b) the standardisation of design of the Request for proposal documents and the evaluation system for various individual components of the End to End computerisation and integrating the same with the Common Application Software of the NIC and basing the entire computerisation of the PDS on the central pillar of the transparency portal (c) A further part of the scoping study should be to structure the process flow of approvals at the State Apex Committee level downwards for the DPR and the individual components and how the entire matrix shall be taken forward for the implementation of the End to End Computerisation.

Please provide narrative description of each activity undertaken
The scoping study shall be undertaking in the following set of sequential activities
Firstly, there shall be a discussion to finalise the approach to the scoping study with the Information and Public Relations Department, Government of Kerala
Secondly, a script shall be readied which shall be approved and implemented
Thirdly, the script shall be executed with a documentary which captures the present day drawbacks in the Public Distribution System, including the entire expanse of the network and its effectivity, the message of the political executive and in a multimedia presentation shows how improvements have been done in certain states and what is proposed in the state of Kerala
Fourthly, the documentary shall be edited for the final flow for a full version of approximately 45 minutes and for a 15 minutes version which shall be displayed at the National Launch and also at the various training session
Fifthly, for the local training sessions it shall be ensured that the messages of the local MLAs and other political executive is also recorded and played back alongside the message from the Hon'ble Chief Minister and the Hon'ble Food and Civil Supplies Minister, Kerala.
Lastly, Multiple copies of the scoping study shall be made into DVDs and distributed with the training kit for reference of all concerned.

Summarise the same in the table below:

Table 7

(Rupees in Lakhs)

Name of the Agency *(that has undertaken the study)*	Agency shall be contracted through the Information and Public Relations Department, Government of Kerala	
Sub Activity, if any	**Time taken**	**Expenditure incurred**
Recording of messages of each public functionary	1 month (Cummulative)	
Elaborating on the expanse and spread of the Public Distribution System in kerala	1 month (Cummulative)	
Problems in the PDS captured with reference to the stakeholders as flowing module commencing with Citizen for (a) Ration card (b) information about arrival of stock (c) correct weighment (d) quality verification (e) complaint redressal and feedback & the proposed differences in the End to End computerisation	1 Month (cummulative)	The cost projected in the DPR is approximately Rupees Ten Lakhs only (Rs 10 Lakhs)
Problems and solutions under the End to End computerization at the level of the FCI	1 Month (Cummulative)	
Problems and solutions under the End to End project at the level of the AWD	1 Month (Cummulative)	
Problems and solutions under the End to End project at the level of the ARD	1 Month (Cummulative)	
Problems and solutions under the End to End project at the level of the Department and at the decision making level	1 Month (Cummulative)	

   ii) Process Re-engineering

Please provide narrative description of each activity and summarize below
Streamlining of the Civil Supplies Department in order to improve performance, gain efficiency, reduce costs and eliminate redundancies. It represents an approach for redesigning the way work is done in the Civil Supplies Department to better support its mission and reduce costs. This sections would comment on compliance with guidelines, if any available for process re-engineering
iii) Under Process Reengineering the following process flows shall be studied and recommendations made for the computerisation of the same
(h) The methodology of allotment and issue of authority list from Commissionerate onwards to the Taluk level
(i) The present system of inspections and reporting of inspections
(j) The Present system of stock verification and stock availability at all levels of the Public Distribution System
(k) The processes to be incorporated to bring in a spatial data infrastructure based decision support system for the efficient monitoring of the Public Distribution System
(l) The process flows to introduce a system of toll free help line that is linked to a call centre and an interactive MIS that is online hosted on the Transparency Portal showing the indi-

vidual unique identity assigned to a complaint and the status thereof and who is to address the complaint and the system should raise alerts when complaints are not resolved within the stipulated time frame

(m) The process flows for the introductions of online stock and supply chain management at the FCI, AWD and the E- POS at the ARD and the methodology thereof step by step.

(n) Individual study teams with the officials of the Civil Supplies Department and the technical core team members have to be constituted for study and individual recommendation of the various process re-engineering as suggested above and a proper proforma and step by step computerisation thereof has to be lucidly planned for and a detailed report on how to switch over from the existing system by process re-engineering for the end to end computerisation of the Public Distribution Network in the state of Kerala

(iv) A study of the necessary legislative amendments or changes to be incorporated in the legal framework of the End to End computerisation for the Public Distribution System is to be done and suggestions thereof mooted to the Government for incorporation of the same prior to the introduction of the End to End computerisation

In brief the process re-engineering would include sub-activities that shall be undertaken for process re-engineering

(a) Scope and purposed of intended process change

(b) Mapping of existing processes (as in work flow mapping)

(c) Identification of areas of inefficiency, duplication of efforts, redundancy etc and

(d) Preparation of the blue print for improving efficiencies

(e) Safe guard and protection of stakeholder interest

The basic details summarised in Table 8 below shall include the ' As is' study and existent procedures and practices at all levels, the scope for change and the manner of change suggested in the workflow, documentation of the proposed work flow and preparation of the blue print for the adoption under the End to End computerisation project. The primary guiding principle shall be protection of the stakeholders interest, a transparent system free from corruption and effective and efficient.

Summarise the same in the table below:

Table 8

(Rupees in Lakhs)

Sub Activity, if any	Estimated Time frame	Estimated Cost
Process re-engineering at the Commissionerate for all matters-study and projection of change requirements	2 months	3 Lakhs
Process re-engineering at the DSO office- study and projection of change requirements	1 month	1 Lakh
Process re-engineering at the TSO study and projection of change requirements office-	2 Months	4 Lakhs
Process re-engineering at the AWD - study and projection of change requirements		2 Lakhs
Process re-engineering at the ARD - study and projection of change requirements		2 Lakhs

iii) Change Management

(10)Change management is a systematic approach to dealing with change, both from the perspective of an organisation and at individual level. This activity would include creating awareness (i.e, obtaining feedback and providing information to employees, beneficiaries, supporting units etc.,) regarding the new systems and processes and providing capacity building/ training relating to the tsame and also identifying legislative changes that might be required to facilitate improved service delivery

Change management has to be handled at all the levels in the Department and among all the stakeholders as follows

(a) Departmental officers and staff: The staff at the level of DSO, TSO being field level implementation leaders have to be firstly, given a clear comprehension of the End to End computerisation project with the dedicated time lines and various modules and how the strategy to implement the same. Separate trainings will have to be held on the Ration Card Management Software, the transparency portal, the methodology of allocation and separately, a session on the change in the inspection methodology. A very detailed hands on with exercises having case scenarios for the E- POS needs to be done so that the officers can handle any minor technical issue at the ARD level. Different modules for each aspect, FCI lifting computerisation, AWD computerisation, ARD automation, Web portal reporting and web based allocation, web based human resource management and all service matter online, complaint and grievance redress and the 24 X 7 toll free call centre and complaint monitoring portal, Citizen's perspective and behavioural change necessitated, infrastructure improvement and better ergonomics at the professional work space in the offices.

(b) AWD licence: To be given details brief on the lifting process which is to be automated, the entire door to door delivery system and the mechanism being implemented, payments by AADHAR enabled payment gateway for all dues to be received including commissions from the Government. A separate training module has to be adopted for them in which class room exercises have to be included and the matter taken forward

(c) ARDs: The ARDs have to have at least 6 (six) mandatory trainings with classroom exercise prior to the implementation of the E- POS (Electronic point of sale device) in the ration shops. Further the operation of the touch screen kiosks, the use of the transparency portal and the payment of all commissions and dues from Government to be paid through AADHAR enabled payment gateway is to be explained and demonstrated. The concept of portability to be introduced in the Fair price shops (ARDs) is to be explained in the best manner possible and a complete change in the approach in dealing with the ration card beneficiaries is to be explained. Further the potential to convert the ARDs into IT information kiosks at the very same location can be explained as a added phase roll out where in the ARD on user charge basis can offer a host of other services to ration card holders or citizens.

(d) Political Executive: The systemic improvement in the Public Distribution System and the key areas of change and what the change shall bring in terms of benefits is to be illustrated thoroughly and change management and problems areas in the change management are to be detailed to elicit their strong support and commitment to the project.

(e) General citizen/ ration card holder: being the targeted beneficiaries a very detailed and extensive Information, Education campaign should be undertaken listing out the basic services assured, the compliant and grievance redress portal and other changes that are being ushered in and the benefits and how to ensure that these benefits are easily available and accessible in the department should be provisioned for in a clear and sustained information education campaign.

(f) Creating Awareness: The awareness generation for the End to End computerisation has to be elaborately worked upon based on the target audience and a structured awareness campaign as has been

indicated above. On finalisation of the DPR and the approval at the State level and the State Cabinet the DPR is communicated to all concerned in a single day workshop but prior to this act, the very act of finalisation of the generic DPR with a technical DPR has to be undertaken where the relevant activities focussing in the various stakeholder components has to be completed. This would involve a consultative workshop for finalisation of the strategies proposed in the DPR and fine tuning the costing and adoption of various methodologies. Separately, the awareness has to be done on a pre-planned framework wherein the general citizen is informed through elaborate newspapers advertisement about the service standards and the time frame in which the department seeks to achieve the same, the press and electronic media is informed about the delivery standards and the manner in which the Department shall achieve the same, an ARD consultative session, a AWD consultative session and a detailed consultation with the Food and Civil Supplies staff. The Detailed Project report can also be finalised in consultation with prominent think tanks and institutional experts at the Government of India to ensure agreement on the funding streams proposed and strategies adopted.

(iv) Legal issues: This compromises of identifying legislative changes which might be required to age old acts and rules to facilitate improved service delivery covering all services envisaged under the project. Also state the methodology to be undertaken for the same and ensure that the time lag for this is appropriately factored in the project timelines.

To address the legal issues, a single day consultative workshop and a project with the joint collaboration of the Law Department of the State Government to list out the acts and rules and the redundancies and the requirement of new legislation or amendments in the existing framework is proposed. This workshop shall propose clear and cogent suggestions for the changes in the legislative framework and the rules position to be recorded as a part of the final DPR.

(v) Awareness Creation: This compromises of developing strategies and building processes to ensure appropriate communication of information and knowledge regarding the proposed changes and services among all the stakeholder groups. The target groups and messages would vary across the different stages of the project

The following strategy is proposed for the purpose of Awareness creation on finalisation of the Detailed Project Report after undertaking the individual stakeholder consultation approach as mentioned under the 'Creating awareness" head at para 'F' herein above in a sequential manner. A key factor to be remembered is that most of the awareness creation shall be a part of the immediate period from the date of launch of the End to End computerisation in the entire state which can be remembered as T_0 (the date of inception) which in itself can be marked by a ceremonial launch of the End to End computerisation project.

Proposed approach for creating awareness after the finalisation of the DPR and action plan of time line	Time frame
A one day workshop where the gist of the final DPR is circulated among all the Legislative Members/ Political executive at the highest level	One day
A one day workshop at three locations of Trivandum, Kozikhode, and Ernakulam for the dissemination of the final DPR, this workshop is to be attended by all stakeholders by open invitation and the gist of the DPR is circulated and the time lines and approach strategy is elucidated. A structured press release is issued and for participating media house a special supplement can be planned	One day at each location of Trivandrum, Kozhikode and Ernakulam

News paper ads which are timed with each phase and activity of the DPR are released regularly giving the actual activity and a departmental new letter on the happenings of the End to End computerisation is regularly released on a Monthly Basis with news on all the fronts, this news letter is also published on the internet for all members to see during the entire implementation phase and is continued into the monitoring and evaluation phase of the End to End computerisation	News letter in hard copies and soft text is released every month in a pre-planned monthly interaction of the Press with the Hon'ble Minister, Food and Civil Supplies
A one day workshop for the ARD, AWD and general citizens including the Voluntary Consumer Organisations and School Consumer clubs is to be done at all Districts as a district level awareness generation campaign which shall be lead by the District Supply officer under the Chiarmanship of the District Collector. Academic institutions such as Universities and other institutions can also be involved in this information dissemination activity to generate keen interest in the monitoring and evaluation of the project as it is implemented. A standard information dissemination video shall be played and specific sets of the gist of the DPR shall be distributed to all concerned. This workshop shall also be attended by the political functionaries of the Panchayats and also district level heads of the various other departments	One day at all the districts. The constitution of three core IEC teams has to be done with the necessary infrastructure such as projectors, information hand outs. These teams shall visit the districts and coordinate the conduct of such information dissemination workshop and the reports of such information dissemination workshops shall be reported in the monthly news reports and weekly content hosted on the Web site
Taluk level Information dissemination and awareness workshop of a ½ day have to be organised with a pre-programmed IEC material including video show and the distribution of the hand outs of the gist of the DPR on End to End computerisation	½ day workshop at the Taluk level to be co-ordinated by the Taluk Supply officer with the proper reporting of participation and the record of the proceedings with photographs etc to be done

(vi) **Capacity Building:** Capacity building refers to the process of developing internal capabilities of the organisation in order to enable the achievements of the envisaged outputs, objectives and goals. This section would also examine the compliance with guidelines if any available for change management

The following capacity building strategy is to be adopted to ensure the success of the End to End computerisation

Capacity Building Activity Proposed	Time lines and duration
Capacity building for MPs & MLA's iat the level of the Hon'ble Chief Minister and the Hon'ble Food and Civil Supplies Minister for ½ day	A ½ day pprogramme to highlight the success stories of various states, the existing systemic problems in the State's PDS and the benefits to be achieved with the End to End computerisation- A lucid and simple documentary to be presented with the participation and addresses and discussion of the hon'ble participants including leaders from the opposition. The key objective is to ensure political commitment throughout the project
A one day capacity building on the role of the District Supply Officers and the District Collectors	A thorough and interactive build up to the finalisation of the implementation strategy while also exposing the core elements of the End to End computerisation. This one day capacity building and consultative workshop shall be held at Thiruvananthapuram

A one day capacity building workshop for the Taluk Supply and Additional Taluk Supply officers to be done at three different locations at Kozhikode, Ernakulam and Thiruvananthapuram	This shall be a comprehensive capacity building workshop that shall detail the core concepts of the End to End workshop and details out all the core concepts like a decision support system on a geo-spatial data infrastructure, the allocation online, reporting lifting online and online RCMS concepts. The capacity building workshop shall also identity master trainers among the TSO and ATSO and build them up as fulcrums for further training and capacity building in the Department
A one day workshop for the Rationing Inspectors- to be accomplished at three locations of Kozhikode, Ernakulam and Thiruvananthapuram	This shall be a comprehensive program with the role of the Rationing Inspector clearly demarcated and a detailed training on the role assignment including the inspection and supervision functions, the lifting functions and the role as technical coordinators for the Ration Card Management System is to be done
Training for the RCMS and follow up for the Rationing Inspectors and the C-DIT staff	An extremely focussed training session exclusively for the Ration card management system has to be done which shall include the emphasis to make the RCMS 100 % online and functional and the shifting to CAS- SIMS (Stakeholder Identity Module) of the NIC
Capacity building workshop for the AWD	All specific aspects of record maintenance electronically pertaining to the stock management and the programs of lifting and change over to E-lifting shall be discussed and detailed and class room exercises conducted. In all trainings a pilot shall be there and there after the entire training shall be upscaled implying that the ARDs and AWDs involved in the pilot project shall be taken on board with a consultative manner to develop training material standards and there after the training shall be undertaken on a mass scale for actual capacity building
Capacity Building for the ARD	A thorough training module for the capacity building of the ARDs has to be undertaken as a critical part of the change management part of the project. In this at least six classroom exercises have to be inbuilt for the hands on training of the ARD for the ARD automation using the E- POS on the same lines as the trainings designed for the introduction of the Electronic Voting Machines. A set of machines have to be kept exclusively for the training classes being labelled as training machines and a separate training module online has to be developed to allow for a real time stimulation to the online system.
Attitude change inputs- At the AWD and ARD level	This has to be a one day interactive session to elaborate on the previous mind set of the AWD and ARD and how to shift from the old prevailing mindset to the new functional mind set.

Attitude change inputs- For Food and Civil Supplies staff	As a part of the objectives of End to End computerisation, things such as prompt and courteous response, proper maintenance and upkeep of office premises with signage and cleanliness is part of the environment towards End to End computerisation and this capacity building and change has to be initiated from the present mind set in the Staff of the food and civil supplies department.

The various sub activities that may be undertaken under Change Management should include

- Capacity building/ Training – There is a distinct need to build capacities at various levels (i.e, Project Implementing Unit, Project E- Mission Team, State E- Mission Team and the Commissionerate of Civil Supplies)

Awareness Creation:- Development of a communication strategy and plan which will ensure that both internal and external stakeholders of the project are made aware of the project and changes it envisions (including process changes and its impact with regard to the HR aspects). Communications strategy will develop messages/ communications that are segmented and customized for different audiences, answering their questions

It is critical to ensure that a communication and capacity building strategy is effectively developed and carried out as it serves the following purposes:

- Citizens/Business/Government have an understanding of why change is happening
- Citizens/business/Government have ownership of the project
- Resistance is identified and dealt with early in the process
- Momentum is built through out different areas and levels within the organization
- Changes are less painful to the organization and to the employees
- A coalition of support among senior leaders and managers for the project
- There is a higher probability of meeting project objectives

Legal issues:

- There is a need to identifying legislative changes which might be required to existing acts and rules to facilitate improved service delivery covering all services envisaged under the project. Also state the methodology to be undertaken for the same and ensure that the time lag for this is appropriately factored in the project timelines.

Please provide narrative description of each activity and summarize below
Change management at different levels shall incorporate
Senior officials (Food and Civil Supplies, Finance, Planning etc) :- A detailed project report shall be presented and circulated and a monthly activity report shall be regularly placed before the State Level Apex Committee and the State E Project Mission Team without fail apprising and soliciting suggestions for every step in the implementation of the project
Departmental officers and Staff: - A Master Trainers Manual shall be prepared elucidating the basic concepts of the End to End computerization with the time lines and deliverables and this shall be a basic ingredient in the training and capacity building of the DSO and TSO. There shall be focused inputs for modules like R.C.M.S (Ration Card Management System), Intelligent Lifting System, Transparency Portal, Centralised allocation software, E- POS introduction into the ARDs and the computerization of the AWDs, Decision Support System, grievance redressal and 24 X 7 call centre and AADHAR based biometric validation will need to be covered in a Two day intensive module after an initial primer

AWD Licensee:- The change management shall include detailed one day introductory training and there after detailed training modules to be developed with hand on training for the billing, stock receipt and sale module for each AWD which shall be done, repeatedly at least three times prior to the introduction of the actual infrastructure to the AWD

ARD Licensee:- The change management shall include a gradual build up with a one day workshop at the TSO level with a introduction and there after a one day training workshop through master training teams and hand on training with E- POS at least six times prior to the introduction of the E- POS into the shops

Citizen level Change Management:- Detailed pamphlets and advertisements in Newspapers highlighting the benefits of the End to End computerization and introduction to the concepts of the grievance redressal help line and also the E- POS and bio-metric validation to be undertaken on a focused basis including declaration of service standards

Other change Management: For Team Leaders there shall be special conclaves wherein the change management is taken head on with a detailed copy of the DPR being presented with the detailed Scoping study being done and each step being included in the change management strategy of the department. For instance, for District Collectors, there should be a one day workshop on the End to End computerization introducing all the modules and incorporating their suggestions thereof.

For legal framework: The entire legal framework shall be studied by an expert committee and changes as mentioned in the approach to the End to End computerization project shall thereof and the changes necessitated and also the approach to new legislation like the National Food Security Bill/ Act, 2013 also shall be delineated.

Summarise the same in the table below:

Table 9

Note: The estimated time frame is elaborated in the time lines displayed in the DPR at a specific time

(Rupees in Lakhs)

Sub Activity, if any	Estimated Time frame	Estimated Cost
For Citizen -Training pamphlets -Full Newspaper Ads	Pamphlets do be distributed twice News paper ads to be done thrice once a week prior to introduction of E- POS	150 Lks 40 Lks
For ARD Design of the training video for the ARD ARD training module handout desing and print out (20,000 copies) & traiing kit ARD training at TSO level (Six times) with three training done by master training teams. Hands on classroom exercise on E- POS to be ensured	Introduction only after the pilot Introduction of the E- POS shall be only after the minimum of 6 trainings for ARD	5 lks 40 Lakhs 100 Lakhs
For AWD Design of the training video for the AWD AWD training module handout desing and print out (1000 Copies) & training kits for AWDs AWD training at the TSO Level (Six times with three trainings done by Master training teams. Hands on classroom exercise on the E- Infrastructure being set up at AWD to be ensured	Introduction only after the pilot Introduction of the E- Infrastructure in the AWD only after six mandatory trainings	5 Lks 3 Lakhs 20 Lks

Capacity Building for officials DSO level – development of training material and training kits (around 50 sets)(min 4 trainings) TSO level- development of training material and training kits (Around 500 sets) (Min 5 Trainings) & conducting of training and evaluations RI Level – development of training kits and min. of 1000 sets & conducting of training and evaluation	Introduction before Pilot and immediately after Lab stimulation Immediately after introduction in Pilot Phase Immediately after the introduction of the pilot phase	10 Lks 40 Lks 50 Lks
Preparation of master training kits (200 Numbers) Preparation of infrastructure like classroom aids etc and hiring of vehicle for 30 Teams (laptops and screens and Projectors) + Provision for multiple trainings at sub TSO sites (TA/ training allowance etc)	Prior to introduction of pilot Immediately after introduction of the pilot	8 Lks 75 Lks
Training for Collectors and Nodal officers for End to End in Districts	Prior to introduction of pilot phase in District	5 Lks
Training and exposure to Journalists, VCOs at District and Taluk level including Food and Vigilance Committee members	Prior to introduction of the pilot phase in Districts	20 Lks
One day legal workshop for identification of changes to be incorporated, experts to be involved	Prior to introduction of the pilot concept	2 Lks

iv) Infrastructure (including technology)

Please provide

♦ As- Is scenario

Table 10

Description		NIC DATA CENTRE	TSO 1 to TSO 69	Total
		Location 1	Location 2 - 70	
Backend (including database management tools used)				
	Digitisation of benficiary Data			
		PostGreSQL		1
			MS SQLServer	69
	Transparency Portal	PostGreSQL		1
Middleware (including application software)				
	Digitisation of benficiary Data			

		RCMS Central database management using PHP		1
			DataSync for Data synchronisation	69
			RCMS applcia-tion in VB.NET	69
	Transparency Portal	Joomla		1
Front End delivery channels (including application software)				
	eServices Portal	Web Browser	Web Browser	
	The applications / ser-vices can be accessed through CSC's (Akshaya Kendras)			
Network devices				
		Sharing the Network De-vices of the NIC DATA centre trivandrum for hosting the application		1
			BSNL Broad Band Modems	69
Information Security				
		Central database and applications hosted in NIC DATA Centre, Trivandrum.		1
		All the applications are security Audited by CERT-in empanlled Security Auditor		1
		The users are given role based access to the applcations and data-base and will access te applcaition through password control	The users are given role based ac-cess to the applca-tions and database and will access te applcaition through password control	70
		All the verifications and approvals are done by authorised person wilh role based access only	All the verifications and approvals are done by authorised person wilh role based access only	70

♦ To-Be scenario

Table 11

Description		Location 1	Location 1 - 70	ARD1 - ARD 14269	Total
			TSO 1 - TSO 69		
Backend (including database management tools used)					
	Digitisation of ben-ficiary Data				
	DBMS	PostGreSQL			
	Hardware	Two database Servers			
	DBMS For TSO's		MS SQLServer		
	Hardware		One Database Server in each location		
	Supply Chain Man-agement'				
	DBMS	MS SQLServer			
	Hardware	Two database Servers			
	FPS automation				
	DBMS	PostGreSQL			
	Hardware	Two database Servers			
	Transparency Portal				
	DBMS	PostGrSQL			
	HardWare	Above Hardware can be shared			
	eOffice	PostGreSQL	Postgresql		
	Hardware	SDC Hardware can be shared	SDC Hardware can be shared		
Middleware (in-cluding Applica-tion Software)					
	Digitisation of ben-ficiary Data				
			RCMS application in VB.NET		

			DataSync for Data synchronisation		
		RCMS Central database management using PHP			
	HardWare	Two Web/Applications Servers			
	Supply Chain Management				
		Supply chain Magment System of Common Application software (FEAST)	Supply chain Magment System of Common Application software (FEAST)		
	Hardware	Two Appication Servers			
	FPS automation				
		FPS automation application in Java		FPS automation application in Java	
	Hardware	Two Application Servers			
	Transparency Portal				
		Drupal and PHP applications			
	Hardware	Content Management Server			
	eOffice	eOffice applications	eOffice application		96
Front End delivery channels (including application software)					
	Hardware	150 PC + Printers in Commissionerates	1500 PC's + Printers in TSO/DSO offices+ 700 PC + printers in FCI, AWD and KWD's		
	The applications / services can be accessed through CSC's (Akshaya Kendras)				2000
	POS Devices in ARD's				14269

Network devices					
	LAN				
		Switch / Router / Cabling etc (For commisionerate)	Switch / Router / Cabling etc (For TSO's and DSO' and NEW TSO's)		96
	WAN				
		Will Share the infrastrcture of the KSWAN and SDC	Will Share the infrastrcture of the KSWAN and SDC	Will use Cellular network 2G/#G as per the availabli-ty of signal in the locations	
	WAN (backup)				
		BSNL VPN con-nection will be used as a redent connection from DSO/TSO' to the application	BSNL VPN con-nection will be used as a redent con-nection from DSO/TSO' to the applca-tion		96
	AWD/ARD's			GPRS Con-nectivity for AWD's and ARD's - SIM card needs to be purchased	
Information Se-curity					
		All the applications will be security Au-dited by CERT-in empanlled Security Auditors			
		The users will be given role based access to the appli-cations and data-base and will ac-cess the applcaition through password control	The users will be given role based ac-cess to the applica-tions and database and will access the applcaition through password control	The users will be given role based access to the applications and database and will access the applcaition through pass-word control	

		All the verifications and approvals are done by authorised person wilh role based access only	All the verifications and approvals are done by authorised person wilh role based access only	All the verifications and approvals are done by authorised person wilh role based access only	
		Digital Signature will be used whereever Signature of the authority is required	Digital Signature will be used whereever Signature of the authority is required		

♦ Description of application (s) to be developed in terms of the software platforms and technical architectures, and the standards for system engineering to be adhered to.)

♦ Other Details

   (a) Network Architecture

   (b) Conformance to security standards on data, network, software, etc

   (c) Conformance to technological standards on inter-connectivity and inter-operability

   (d) Scalability

   (e) Service providers

   (f) Linkages with core infrastructure (SWAN, SDC and CSC)

   (g) Estimated time frame and costs

Table 12

(Rupees in Lakhs)

Description	Estimated Time Frame (In Months)	Estimated Costs Involved (in Lakhs)	Any Comments
Backend (including database management tools used)			
Digitisation of benficiary Data	6		
PostGreSQL		20	PostGres Support Charges through NIC/NICSI empanlled vendors
MS SQLServer			The Present MS SQL in the TSO's can be used till complete database is migrated to PostgreSQL
Hardware	The present hardware is sufficient		

Supply Chain Management	12		
MS SQLServer		100	Estimated Cost of the MSSQL server for the live system and backup servers. Can be fnalised only after finalising the Hardware.(Cost given is approximate)
Hardware	15		
FPS automation	18		
FPS automation		20	Postrges Support Charges thorugh Third Party
Hardware	15		
Transparency Portal	6		
PostGreSQL		12	Drupal Support Charges
Hardware	15		

Middleware (including application software)

Digitisation of benficiary Data	6		
RCMS application software		10	For fine tuning the system
Maintennace and support charges		20	For maintenance an support for three years
Database Adminsitration/Systsem administration charges		60	Cost of database/system administratord for three years
Hardware	Present hardware is sufficent		
Supply Chain Management	12		
Application software customization		30	For fine tuning the system
Maintenance and Techncial Support		20	For maintenance an support for three years
DBA administration		30	Cost of database administration for three years
Hardware	15		
FPS automation	18		
Application customisaiton and maintenance charges		20	
Hardware	15		
Transparency Portal	6		

	Software development charges		10	
	Maintenance and support charges		10	
	eOffice	6	100	for the implementation of e-Office in the commissionerate/ TSO's and DSO's
Front End delivery channels (including application software)				
	Transparency Portal			
	The applications / services can be accessed through CSC's (Akshaya Kendras)			
	FPS Automation			
	POS Devices		8250	Cost of 16500 POS @ Rs.0.5 lakhs
Network devices				
	LAN	3	48	3 lakhs for commissionerate @ Rs. 0.5 Lakhs for TSO's/ DSO's/NEW TSO's
	WAN			
	Will Share the infrastrcture of the KSWAN and SDC	9.6	168	Last mile connectivity charges 34 MBPS for commissionerate @ 3.2 Laks per annum for three years & 2 MBPS for TSO's/DSO's @ 0.6 per annum for three years
	BSNL VPN connection will be used as a redent connection from DSO/TSO' to the application		86.4	Cost of BSNL VPN connection for 96 locations (69 TSO's + 14 DSO's + 1 CCS + 12 New TSO's)
	AWD'S/KWD'S		5400	Cost of Unlimited GPRS connectivity to 15000 ARD's/AWD'S @Rs.1000 for 36 months
Information Security				
	All the applications will be security Audited by CERT-in empanlled Security Auditors		20	Cost of Security Auditing of all applications with subsecuent audit of all applications every six months for three years
	The users will be given role based access to the applcations and database and will access the application through password control			

All the verifications and approvals are done by authorised person wilh role based access only. ARD's and AWD'S will be provided bio-metric based access to the stock information/supply chain management system			
Digital Signature will be used whereever Signature of the authority is required		8.4	Cost of Digital Signature @ Rs.555 to 1500 staff of Civil Supplies department

v) Monitoring, Evaluation and Assessment

2) Monitoring, Evaluation and Assessment: These activities relate to continuous / on-going, periodic and post implementation review of the project

The attempt to access the present drawbacks and systemic shortcomings prior to the End to End computerisation and during the implementation establishing certain standard parameters against which the performance evaluation is done and post implementation review as a continuous evaluation effort and against key expected outcomes is to be done using institutional partners and agencies active in the field.

The monitoring, evaluation and assessment is attempted to be done on two parallels approaches, firstly, a departmental approach which shall ascribe weighted points scored for each objective achieved and the results achieved and against this an evaluation and assessment being undertaken.

Separately, an institutional partner is to be taken on board to conduct an independent evaluation of the entire project on key delivery objectives and actual achieved parameters as a critical approach with mid evaluation inputs to course correct the departmental road map of implementation of the End to End computerisation project.

Further, independent think tanks and other organisations that have worked in the area of food security and service delivery under the public distribution system shall be co-opted for independent surveys and evaluation reports.

A brief framework of the Monitoring, Evaluation and Assessment activity is listed herein under

Manner of Monitoring, Evaluation and Assessment	Agencies/ methodology adopted
Independent institutional agency like University or Centre for development studies etc to be drafted with an independent mandate for the monitoring, evaluation and assessment	To provide for an institutional partnership for monitoring the activities and also independent feedback on the activities etc for course correction etc
Identification of monitoring staff and supervision staff, largely the District Supply officer and office of the District Supply officer with a monitoring committee that is constituted with an official notification under the chairmanship of the District Collector and holding regular monitoring meetings and reporting the evaluation and assessment of the programme	District Collectors to lead with the Assistance of the District Supply officer and to evaluate and assess the program progress against pre-determined monitoring reports and mile stones

Independent Think Tank to be contacted and given full access to the project implementation modalities and to evolve a programme evaluation and project outcome assessment matrix and report from the inception of the project	A reputed agency shall be shortlisted for an impact assessment, pre- implementation survey, post implementation achievement of perceived objectives, end user satisfaction grid and evaluation matrixes to ensure a proper and dispassionate analysis of the success and failures of the End to End computerisation project.
Monitoring and evaluation departmentally centrally through online portal and citizen feedback	It is proposed to have an online page on the transparency portal that shall details the entire DPR, the stage wise activities in both languages of English and Malayalam and this page shall have interactive elements of feedback by logged in citizen or official (who will have to mandatorily update information and feedback) and drill down reports based on the feedback received and the actual achievement in the field during the project implementation shall be included in a particular portion of the monthly newsletter and also the online publication of the department on the transparency portal.

A separate portion of the Detailed Project Report concentrates on the Citizen's Report Card Initiative and the concept note thereof from the Flinder's University, Australia is annexed herewith separately in this section.

- ♦ Indicators for assessment of success/ failure in terms of the Goals, Objectives and Outputs and means of their verification

An indicator provides evidence that a certain condition exists or certain results have or have not been achieved. Indicators enable decision –makers to assess progress towards the achievement or intended outcomes, outputs and objectives.

However, it is imperative to have a clear status of all inputs in the form of a baseline based on which the following indicators could be used to identify any change that has taken place due to this project.

Indicators can be classified as follows

Impact/ Outcome indicators

Impact/ Outcome indicators measure the broader results achieved through the provisions of improved service levels/new services. These indicators performance based upon the impact that the project has had upon the stakeholder groups (Government, Business and Citizen). Impact/outcome would be measuring the achievement of the goal of the project. These are more long term indicators that measure the impact of the project or the programme

Output Indicators

Output indicators measure the quantity of goods and services produced and the efficiency of production (e.g) . Output indicators would also measure the quantity/quality/time/cost of services (I.e, number of new services added, improved efficiency in service levels, new skills acquired, new legislation approved, new institutional capabilities or new facilities etc) achieved through this project.

Process Indicators

Process indicators measure means by which new services and service levels proposed to be improved. Thus process indicators indicate how well project activities are progressing

The above indicators can be either qualitative or quantitative. Quantitative indicators would be in terms of numbers and percentages (eg. % change, no. of attendants etc) whereasa qualitative indicators would be based

on individual/group perceptions (eg. Proportion of people who perceive local government management as 'very participatory', etc.)

The above indicators and their use at different stages of a project/ programme are depicted in the exhibit below:-

Project/ Programme   **Basis of measurement**
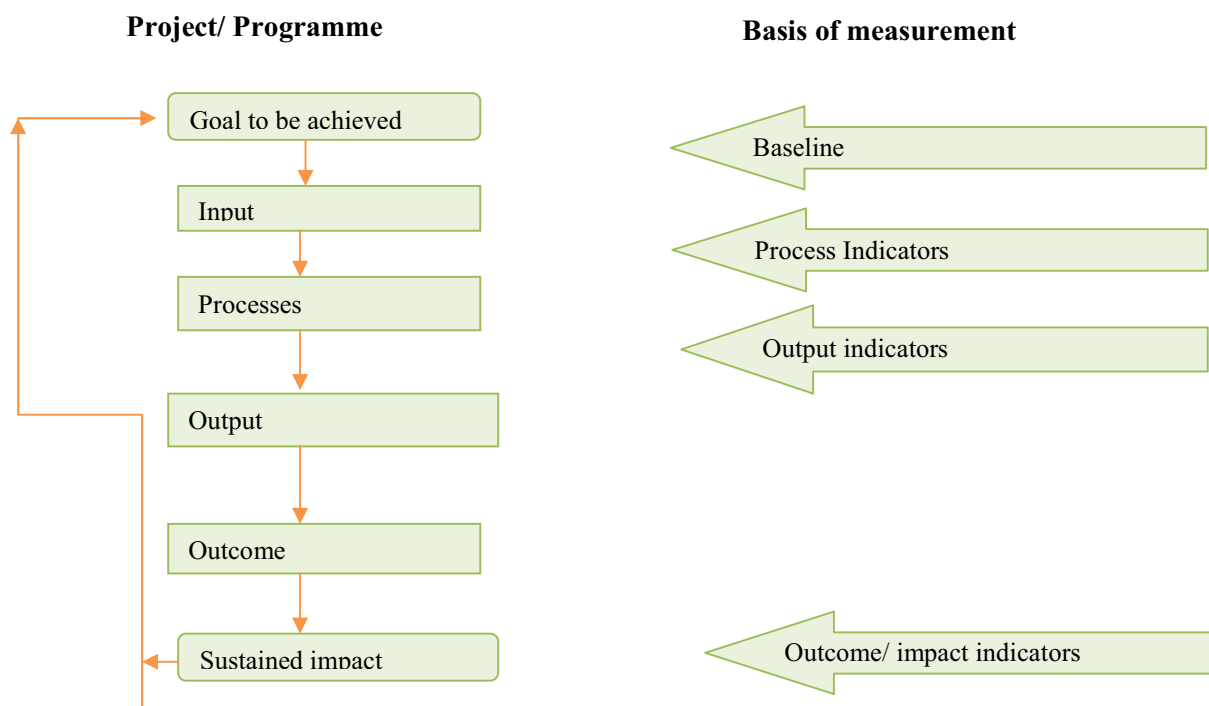
Accordingly the indicators to be adopted are as follows

Impact / Outcome Indicators

- o   % change in number of complaints
- o   % change in number of users reporting to Government services to be useful
- o   % change in number of users reporting that they trust providing personal information online etc

Openness in terms of :

- o   % growth in the use of the Government websites providing two way interactions
- o   Quality improvement of services as perceived by citizens/business/government

Increased access of Government services in terms of

- o   % change in usage of Government portals
- o   % change in usage of online forms
- o   % change in use of e-Government services by disadvantaged groups
- o   % change in number of business bidding for public tenders electronically
- o   % change in usage of Government portal for Business etc

Transparency and accountability in terms of

- o   % change in queries submitted online
- o   % change in online forum interaction

Output indicators

- •   Number of personnel trained/new skills acquired
- •   Reduced quantum of time taken to carry out a transaction

- % cost reduction in delivery of service
- % change in number of services on the Government website in terms of two way interaction
- New legislations/ rules approved
- New institutional capabilities/new facilities developed
- Number of locations where service is delivered/accessible
- % of beneficiaries in rural areas and vulnerable communities
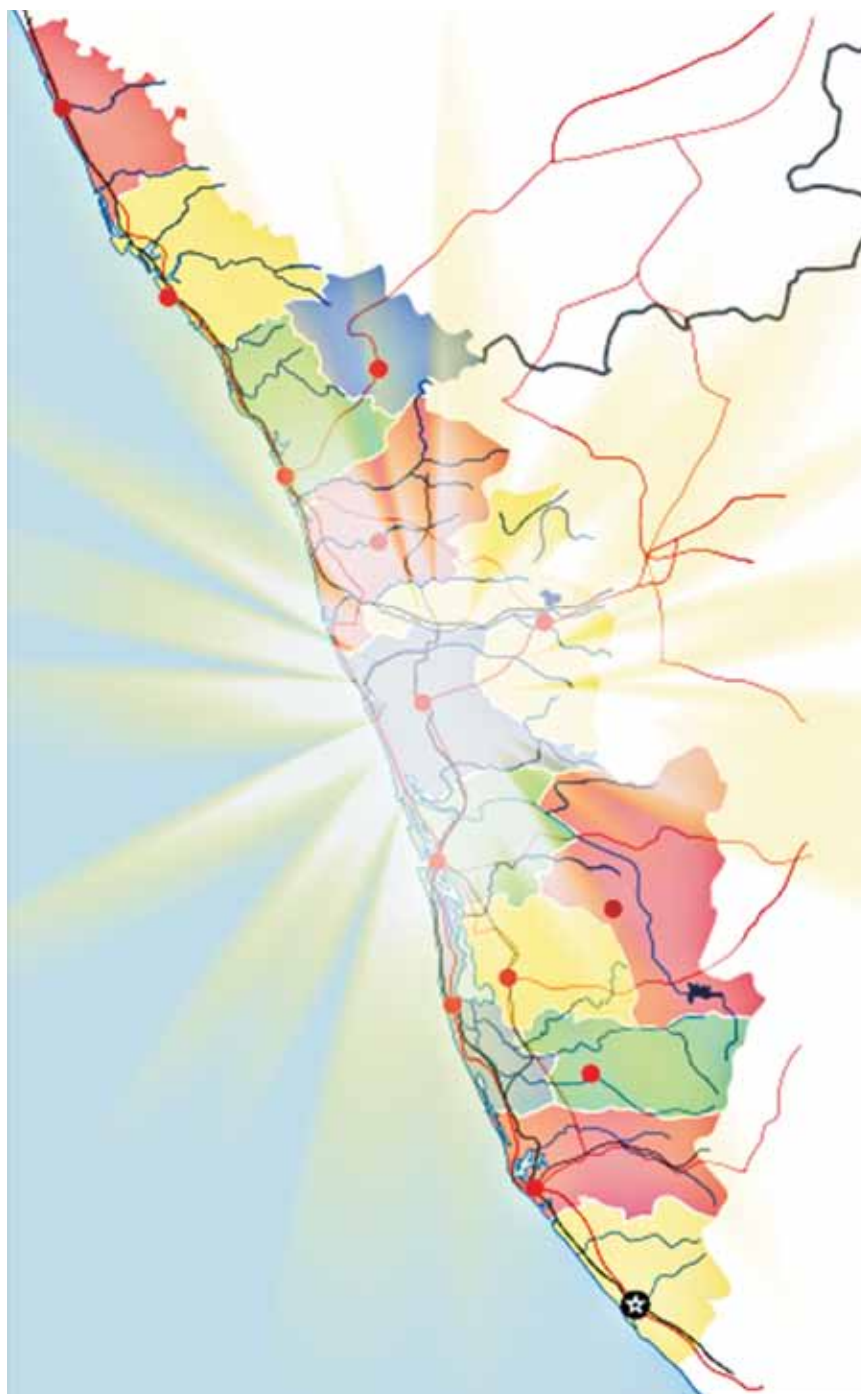
Process Indicators

- Empowered committee created
- Mission leader appointed
- Core processes mapped
- Scoping study undertaken
- Detailed project report prepared
- Government project report prepared
- Government process re-engineering undertaken
- Process of identification of stakeholders
- Process of identification of capacity building needs
- Clarity in content and use of training modules
- Process in place for continuous improvement

CONCEPT NOTE
CITIZEN REPORT CARD

Prepared for
DEPARTMENT OF CIVIL SUPPLIES, GOVERNMENT OF KERALA

By
FLINDERS UNIVERSITY APPLIED POPULATION STUDIES PROGRAM, AUSTRALIA

19 March 2013

CONTENTS

Aims and purpose

Aims: in the context of the systemic 'End to End Computerization of Targeted Public Distribution System in Kerala', it is proposed that the Department of Civil Supplies initiates a Citizen Report Card (CRD) research project.

Purpose: to develop new and deeper insights concerning the achievement of its organisational objectives, namely:

- Ensure food for all, especially to the weaker sections of the society.
- Make sufficient rationed articles available in the state
- Ensure that rationed articles reach the eligible ones, without leakage and diversion
- Provide food grains at affordable price at easily accessible locations to all eligible people through PDS
- Prevent price hikes, hoarding and black-marketing in the open market.
- Rectify inclusion/exclusion error under different category of ration cards.
- Promote awareness among consumers.

Rationale for proposed Kerala CRC

In the context of the Department's organisational objectives, the clear aim is to reduce the subsidy burden through increased efficiency producing mechanisms, including the elimination of wastage, leakage, and determination of the proper ID of intended beneficiaries.

While these priorities are already being systematically monitored and evaluated by the new distribution framework, certain other priorities are not.

This gap establishes the following rationale for a CRC. An adequate measure of efficiencies necessitates the monitoring and evaluation of the **impact** of reforms on intended beneficiaries, tested by their access to/ use of the new distribution framework, and ultimately, by their self-reported health status.

Consequently – and again in the context of the Department's organisational objectives – the proposed CRC would emphasis testing the following specific concerns:

- Inclusion/ exclusion
- Access/ use
- Self-reported health status

In addition, the proposed CRC could be expected to encompass renewal of Ration cards and Kerosene permits, monitoring/ redressal of complaints, awareness raising concerning the protection of rights, as well as appointment, transfer and postings of staff.

In sum, this CRC initiative would enable the Commission to design a roadmap towards the achievement of its mandate of running the ration shops in a transparent, decent (economically viable), convenient and useful way to the public.

How many CRCs are proposed?

- Initially, 2 CRCs are proposed: before-and-after the institution of the new distribution system.
- Further CRCs in subsequent years would facilitate monitoring and evaluation, particularly through the calculation of CRC indices.

Specifically, what are Citizen Report Cards?

- It involves a survey that solicits and aggregates user perceptions on quality of public services (not an 'opinion poll').

- The findings provide "signals" to agencies and pressures for change.

Citizen Report Cards (CRCs) are globally recognized as a powerful approach to bring in greater awareness of effectiveness together with responsiveness and accountability in the delivery of public services. The approach has evolved into a tool that facilitates focused diagnosis and a powerful conduit for receiving direct and unbiased feedback from citizens.

Report Cards Provide Conclusions on……

Citizen satisfaction with quality of service	Comparison of service providers on reliability and user satisfaction
Responsiveness and quality of problem solving by agencies	Estimate of hidden costs incurred by citizens

Content of CRCs

Generically, CRCs encompass feedback from actual users of services regarding:

Availability of service	Access to the service
Reliability of the service	Quality of the service
Satisfaction with service	Responsiveness of service provider
Hidden costs - corruption & support systems	Willingness to pay
Quality of life	

What kind of indices does the report card system enable?

The CRC would enable the calculation of at least two indices, to facilitate changes-over-time regarding the new distribution system, as follows.

- Overall satisfaction index. Overall satisfaction of the household is calculated by considering the usage pattern, service quality, problem incidence and interaction with public officials and corruption level.

- Staff Responsiveness index. Calculated by time taken to attend the problem, time taken to resolve the problem, behavior of staff, availability of staff in their seat, helpfulness of staff, efficiency of staff and ability of staff to resolve a problem.

Stages Involved in a Citizen Report Initiative

I. Identifying Scope, Actors and Purpose	II. Choosing an Approach
III. Designing Questionnaires	IV. Sampling
V. Execution of Survey	VI. Data Analysis
VII. Dissemination of Findings	

Key Points in Each Stage:

I. Identifying Scope, Actors and Purpose –

– What do you want to know? About whom?	– How will you use the information?	– Who will pay the bill?

II. Choosing an Approach

– Mix of quantitative and qualitative techniques	– Approach should reflect type of data to be collected

III. Designing Questionnaires

– Focus group interactions with users and providers to decide priorities	– Frame valid and effective questions – use lead in, qualifying, warm-up and demographic questions
– Avoid bias in instructions, wording, order, etc.	– Pre-test – piloting will reveal unexpected responses.

IV. Sampling

– Stratification – geographic, usage based	– Method: 'Quota Sampling' use of 'booster interviews'	– Choose Respondents – Household head women children…

V. Execution of Survey

– Training of survey personnel/ enumerators	– Pre-test enumerators – run "Pilot Survey"	– Group Training & Manuals

VI. Data Analysis

– Consolidate data	– Data Analysis – averages, data ranges, frequencies, etc…	– Data presentation – tables, charts and figures

VII. Dissemination of Findings

– Wide media coverage – radio, TV, newspapers	– Orientation for journalists
– Internet	– Interface between users and providers

VIII. Institutionalization

Should not be one-off exercise	– Performance based resource allocation between districts/sectors/states	– Performance based service contracts for facilities
– Information from Report Card feeds Planning/ Policy	Making/Election campaigns	– Random spot monitoring

Which countries/Indian states have used CRCs?

CRCs have been the preferred diagnostic tool for governance reform projects in Bangladesh, Philippines, Sri Lanka, Ukraine, and Viet Nam. In India, CRCs have been used in state-level studies on service delivery including program evaluation of rural food security in Tamil Nadu, and urban service delivery in Brahmapur, Orissa.

What kind of information and analysis could be expected from CRCs?

The following selective view of findings from the Brahmapur CRC on Fair Price (Ration) Shops shows *some* of the possible questions that Kerala survey could include, as well as the kind of analysis that this would enable[1]:

Usage Pattern of Fair Price Shops

- Less than half (45.0%) of the households have ration cards.
- 44.7% households have BPL card and
- 55.3% of household have other cards.
- Among the households having ration card 88.5% purchased rationed items in the last one year in the non-slum area.
- Most (83.9%) of the households visit ration shops once in a month.
- Kerosene is the single largest item available at the ration shop.

Are the people satisfied with the staff at the Fair Price shops?

- 86.7% of the households are satisfied with the overall behavior of the staff and 90.1% of the households are satisfied with the helpfulness of the staff at the ration shop.

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1   *Quality of Public Services in Brahmapur, Orissa. A Citizen Report Card*. 2008. Published by Youth For Social Development (YSD), Brahmapur (pdf. is available online)

- Among those satisfied with the overall behavior of the staff at the ration shop, 52.1% are partly satisfied. Most of (93.8%) the households reported that larger quantity than the eligible quota is not supplied at a higher price.

Problem Incidence and Resolution

- One fourth (26.3%) of the households had problems with regard to ration shop service in the last one year.
- Among the households that faced problem, 28.1% reported resolution of their problem by the service agency.
- 40.5% of the households reported the problem is mainly with the quantity of the rationed items not being sufficient to the needs.
- Ration shop not opening regularly.
- The qualities of the rationed items are not good.
- Rationed items not available of time.
- Other necessary goods are not available at the ration shop.

Did the citizens contact the agency to solve the problems and how?

- Most of (71.1%) the households contacted the service agency for their problems with regard to ration shop.
- Half (53.1%) of the households contacted through personal visits followed by 31% contacting the service agency through Residents Welfare Association.
- 40.6% of the households who contacted the local councilor finally to get their problem resolved with regard to ration shops in the non-slum area.
- 37.5% of the households had no idea where to contact in the agency.
- 31.3% of the households reported lack of response from the Civil Supply Department as a reason for not contacting the agency.

Staff Responsiveness

Calculated by time taken to attend the problem, time taken to resolve the problem, behavior of staff, availability of staff in their seat, helpfulness of staff, efficiency of staff and ability of staff to resolve a problem.

- Almost all (93.8%) the households were satisfied with the efficiency of the staff availability of the staff in their seat and ability of the staff.
- More than 70% of the households were satisfied with the time taken to attend to the problems and with the helpfulness of the staff.
- More than half (68.8%) of the households were satisfied with the time taken to resolve a problem and (53.1%) with the behavior of the staff.

Corruption

- Only 9.4% of the households paid a bribe to get their problem resolved (to get a fresh ration card.
- More than half (53.8%) of the households used middlemen to pay a bribe in the non-slum area.
- All those households that paid a bribe reported that the bribe was demanded by the public officials. And 57.1% get their work completed after payment of bribe.

Are the citizens satisfied with the nature of problem resolution?

- Half (53.7%) of the households were satisfied with the nature of problem resolution.
- All the satisfied households were partly satisfied with the nature of problem resolution.

How satisfied are the citizens with the overall quality of services?

Overall satisfaction of the household is calculated by considering the usage pattern, service quality, problem incidence and interaction with public officials and corruption level.

- 85.2% of the households were satisfied with the overall quality of ration shop services.
- Among them 64.3% of the households were partly satisfied with the ration services.

Why are the households dissatisfied with ration shop services?

- More than half (52.2%) of the households reasoned that the quantity supplied at the ration shop are not sufficient.
- Nearly half (45.3%) of the households reported that there is non-availability of information regarding the stock position of the ration shop.
- Most of the (77%) households reported that there is non availability of information regarding the person to be contacted in case of problem with regard to ration shop.
- Shop keepers are always absent.
- Ration shop is not opened regularly.
- No information on the available items and timing.
- Necessary items not available on time.

What suggestions do people have to improve Public Distribution System services?

- 48.5% of the households suggested that the quantity and quality of the rationed items should be more.
- Ration shop should be opened two times a day.
- There should timely availability of rationed items.
- Other necessary items should be available at the ration shop.

Calculating a budget

Presentation of an indicative budget is premature. On awarding of the project, the project partners – Flinders University, Australia and the Centre for Development Studies, Kerala (CDS) – would prepare a budget in direct consultation with Department of Civil Supplies for inclusion in the Project Document. The following points of 'agreement in principle' can be discussed on the basis of preliminary discussion concerning the division of project activities and responsibilities:

- Department of Civil Supplies, Government of Kerala is the project owner, and has requested Flinders University personnel to develop this concept note.

- Centre for Development Studies (CDS) has agreed to consider a subsequent request from Department of Civil Supplies to be a project partner in the implementation phases of the project, which CDS would formally respond to following their Faculty Meeting in April 2013.

- 'Implementation phases' refers to *primary responsibility,* in direct consultation with Department of Civil Supplies, for administering the household survey, either independently or in partnership with Government Kerala, as well as *shared responsibility* with Flinders University for the design of the household questionnaire, for analysis of survey data, for preparation of the Citizen Report Card publication, and for its launch/ promotion / dissemination events.

- In addition to the above *shared responsibilities,* Flinders University offers to assume *primary responsibility,* in direct consultation with Department of Civil Supplies, for developing the concept note into a Project Document. For this as well as for the above *shared responsibilities*, Flinders University Applied Population Studies Program would provide 3 senior researchers as project consultants. These would be Australia-based, except that 1 of these consultants would be resident in Thiruvananthapuram for a period of 2 months from October 2013, ideally on the basis of a CDS Fellowship application. The term of this residential factor is renewable from Flinders' perspective.

- Project Fees of CDS researchers, field staff and enumerators (if applicable) would be determined by CDS and notified to Department of Civil Supplies. Flinders University researchers would equally match those paid to similarly credentialed CDS personnel. An Administration and *Overhead* Levy of 10% is payable on any *Flinders* University component of funding that is included in the project budget.
- International airfares (Adelaide-TRV- ADL) for Flinders researchers would depend in number and frequency on the approval by Department of Civil Supplies of the finalized Project Document.

♦ Listing of all sub-activities along with their cost and time estimates and persons responsible for the same

Please provide narrative description of the indicators, activities and strategy below

The basic emphasis is on a transparent and inclusive methodology to the approach to the End to End Computerisation Project wherein all concerned Government departments like Finance, Planning and other related departments such as the IT department are on board for all decision making for the process indicators.

Further, since the Transparency Portal shall be the central pillar for the implementation of the End to End computerization and shall eventually integrate all modules as plug ins the most apt form of assessment in terms of performance indicators shall be the activity on a segmented basis on the Web Portal
Separately, a specific format for the evaluation of the indicators on a scale of 1 to 10 and also the monthly progress thereof shall be reported to the SeMT and the State Apex Level Committee for mid stream course correction if any.

Impact /Outcome indicators are finalized as follows
Government related outcome indicators:

(a) % change in the usage of the transparency portal
(b) % change in the online complaints and complaints redressal
(c) % change in the e-services being extended on the web portal
(d) % change in the number of procurements through E- procurement and e – tenders
(e) % change in the satisfaction towards direct transfer of subsidy/ commissions for AWD/ARD
(f) % change in the use of the intre-web site by the staff for establishment matters and online reporting
(g) % change in the use of the online modules for government review and effective use of the Decision Support System
(h) % change in the perception of the transparency portal as a one stop source of information on Food and Civil Supplies
(i) % change in the number of Government staff utilizing the Technical help line for system related issues for problem solving

Business related Outcome indicators
(a) % change over to the online lifting, receipt of and sale of stock
(b) % change and satisfaction for receipt of commission and other costs
(c) % change in the nature of contact to help line and complaint resolution

Citizen Related Outcome Indicators
(a) % change in the citizens using the web portal services in terms of downloading user forms, accessing information, seeking grievance redressal and feedback thereof
(b) % change in the satisfaction of the services on the transparency portal and quality improvement of services as perceived by Citizens
(c) % change of number of citizens satisfied with the level of transparency/accountability demonstrated by the Government

Separately, a detailed Performance indicators compilation shall be done and approved at the level of the Apex Committee, State E Project Mission Team and hosted online after presentation periodically to the State Government. This shall include the outcome indicators, as well as the Output indicators and process indicators and progress during the implementation and assessment thereof shall be done accordingly.

Means of verification:

Means of verification are the tools for verifying the status of the indicators stated above. Some examples of means of verification are stakeholder feedback, surveys, project reviews, minutes of meeting, attendance registers etc. All these shall be methodically maintained and hosted online at the End to End computerization transparency portal

Listing of sub activities would include preparation of report, carrying out surveys, evaluations etc along with the estimated costs and time frame involved. The strategy to ensure the participation of NGOs/Civil Society in the validation of the Monitoring and Evaluation Report shall also be undertaken.

Summarise the same in the table below:

Table 13

(Rupees in Lakhs)

Sub Activity	Persons/ agencies responsible	Estimated Time frame	Estimated cost
Preparation of the performance indicators report card format	Commissionerate of Civil Supplies	1 month	1 Lakh
Survey and citizen report card preparation by Flinder's University	Flinder's University, Australia	12 months	150 Lks
Monitoring and Evaluation Study and report	Commissionerate of Civil Supplies in association with autonomous Institution	12 months	150 Lks
Validation of the Monitoring and evaluation report- conduct of social audit	Commissionerate of Civil Supplies	12 months	50 Lks

i)   Other Activities like Civil Works, etc (please identify each separately)

Please provide narrative description of each sub-activity
The process of End to End computerization shall involve complete automation in the processes in the Commissionerate and the field offices of the District Supply Officers and the Taluk Supply Officer
As Phase –I the entire headquarters shall be spatially re-organised to provide for ergonomic work space including air conditioned modules for computer works, signages and reworking the entire present work flow system by provisioning the e-office infrastructure, including access to the internet with band management and Unified Threat Management concept and working processes on the online portal and on the intra website and provision of a digital archival unit.
This component shall then be extended to Phase II of redoing the offices of the District Supply Officer and also the Taluk Supply officers to allow for an effective working environment and change over to the End to End computerization project.

Summarise the same in the table below:

Table 14

(Rupees in Lakhs)

Sub Activities, if any	Persons/ agencies responsible	Estimated Time frame	Estimated cost
Provision of ergonomic work stations	TSP- KELTRON	Approx 1 year	250 Lks
Provision of LAN with UTM linked internet access to all staff	-do-	1 year	200 Lks
Provision of signages and notice boards	-do-	1 Year	20 Lks
Provision of a digital archival unit	-do-	1 year	30 lks

Organization structure

(i) **Existing and proposed Organization structure of the Line Department/ project implementation unit in which the project is to be implemented (in the form of an organogram)**

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                    ┌─────────────────────────────────────┐
                    │   Minister, Food & Civil Supplies    │
                    └─────────────────────────────────────┘
                                      │
                    ┌─────────────────────────────────────┐
                    │   Secretary, Food & Civil Supplies   │
                    └─────────────────────────────────────┘
                                      │
                    ┌─────────────────────────────────────┐
                    │    Commissioner of Civil Supplies    │
                    └─────────────────────────────────────┘
                                      │
                    ┌─────────────────────────────────────┐
                    │      Director of Civil Supplies      │
                    └─────────────────────────────────────┘
                                      │
                    ┌─────────────────────────────────────┐
                    │        Controller of Rationing       │
                    └─────────────────────────────────────┘
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Chief Accounts Officer (Fnance Dept)	Vigilance Officer
Finance Officer Finance Department	Assistant Secretary (3 post)
Account Officer	Law Officer
Statistics Officer	Deputy Controller of Rationing(Kollam,Zone) Deputy Controller of rationing (Kozhokkode) Secretary and Chief Executive KRDWF

District Supply Officer
(14 Posts on for each district)

Taluk Supply Officer
(63 posts 1 for each taluk)
City Rationing Officer
(2 each at Thiruvanathapuram, Kochi & Kozhikkode)

ii) Staffing and deployment strategy

End to End Computerisation comprises four distinct steps:

1. Ration Card database Management
2. Supply chain management
3. ARD automation
4. Transparency portal, complaint redressal cell & Grievance redressal cell

Step 1 – Ration Card Management System (RCMS)

(a) Ration Card database fully digitised and online and all new applications issued through the RCMS, migration to SIMS (Stake holder Identification Management System) of the CAS (Common Application Software) eventually developed by NIC.

(b) Linking of RSBY + PDS (BPL + AAY + certain portion of APL) and issue of smart cards to replace the paper ration card. The smart card shall have biometric data of 5 members of each household and will be designed for proxy claiming of ration, renewals and retaining the details of last 15 transactions of PDS.

(c) Fine tuning of the value addition services on the smart ration card such as e-verification services from the database, use of biometric authentication for direct transfer of cash subsidy eventually. All smart card services like special allocation, renewals etc shall be provisioned by providing a smart card reader/ writer and other infrastructure like Smart Card Key Management System at the T.S.O Level.

(d) After completion of AADHAR online authentication modalities including ensuring connectivity redundancy in all locations at ARD/AWD level without failure, smart cards shall be discontinued with only biometric authentication based on AADHAR being done for the issue of ration

Step 2- Supply Chain Management

(a) All FCI godowns accurate weighment of food grains to be ensured prior to release to AWD and details of vehicle transporting the food grain to be informed to all concerned including local vigilance committee members/ police.

(b) Door step delivery to be ensured for the AWDs and from the AWDs to the ARDs.

(c) For the movement of food grain from FCI to AWDs an elaborate vehicle tracking system to be designed based on GPS (Global Positioning System) and the feasibility of extending the same to the ARD level to be examined.

(d) All allocation of food grain to AWDs/ ARDs shall be made online and the allocation shall be visible to everyone on the Transparency Portal and with the launch of the FM-PDS (Food Grain Movement – Public Distribution System) on the 14th December 2012 any interested person can register and receive information by SMS regarding movement of food grain.

(e) Full supply chain management would imply facility of computers and weighment systems at every AWD for receipt and issue of food grain.

Step 3- Automation at the ARD level (POS)

(a) At every ARD point of sale devices (POS) shall be installed which have connectivity online through GPRS/GSM and all receipt and sale of food grain shall be done through the POS

(b) The sale of food grain /issue to ration card holder shall be only after biometric authentication and on sale after billing the stock figures of the ARD shall get updated immediately online along with the ration card beneficiary's allotment quota being received by the beneficiary being recorded and visible online at all levels.

Status as on date (22nd December 2012)

(a) On the 14th of December 2012 the FMPDS was launched along with the transparency portal as a first step towards Supply Chain management where release of food grain to AWDs and ARDs can be tracked by SMS reports to registered users and entire allocation of food grains being made online.

(b) The following immediate works needs to be done.

- Creation of an I.T. Division in the Department along with engagement of technical staff at Taluk/District and Directorate Level.

- Detailed project reports for various components such as Smart Card System architecture, provision of hardware, software at AWDs and provision of POS at the ARDs redundancy of connectivity at all locations and upgradation of existing I.T Infrastrucure for proper RCMS management is presently underway.

(c) Integral part of end to end computerisation is making ARDs and AWDs commercially viable and towards the same the modalities are being worked out including the appointment of a Commission to submit report within next 3 (three) months for the complete systemic improvement of the Public Distribution System.

(d) Training shall be a integrated part of the end to end computerisation as the entire departmental staff and all stakeholders including AWD and ARD licensees would have to be given extensive training

(e) Publicity and information dissemination has to be done at all levels extensively to educate the end beneficiary about the benefits and the modalities of end to end computerisation.

Step 4- Transparency portal and FMPDS

Objective of transparency portal

The aim is to make the entire Public Distribution System transparent. From the release of food grains/Kerosene from the FCI/ Oil Agency to the Authorized Wholesale Depots and from there to the ARDs the entire details of the quantity and the scale of issue per ration card holder and the rate at which the commodity is to be sold in retail is to be put on the public transparency portal for everyone to see.

How food and civil supplies department is going to make things transparent

(all details of allocation to AWDs, lifting time and date and quantity and quality of food grain lifted shall be hosted on the Web site on a real time basis and the allocation made to the ARDs and the scale and the retail issue price and the entitlement per ration card holder shall be made available on the website for everyone to see)

Department is focusing on the proper meetings of the Vigilance committees at the Taluk, District and the Panchayat levels and these members shall have access to the information from the web site and also by SMS.

FMPDS (Food Grain Movement Public Distribution System)

As soon as the AWD lifts quantity of food grain from the FCI an automated system gives the details of the truck number and the AWD number who has lifted the food grain to all the members of the vigilance committee registered for receiving the SMS and they all immediately know that food grain has moved out from the FCI and should come to the AWD go-down, the quantity thereof.

An online feature of this software is that being web based it allows anybody to register for the FMPDS SMS service for any given AWD and this would ensure that the entire movement of food grain from the FCI to the AWD can be tracked and people could be aware of the same.

The FMPDS and the transparency portal are a step towards the entire end to end computerization of

the Public Distribution System in Kerala. We are already having a online database and now we need to ensure the Supply chain management by making allocations public and informing movement at least up to the AWD level through the FMPDS, later when we have point of sale devices a the ARDS the entire system shall be automated with biometric verification of ration card beneficiary , direct transfer of subsidy in the case of APL — SS scheme and also a very open and responsive grievance redressal system with a 24 X 7 call centre for registering complaints and taking action against the defaulters.

Based on the online database e-verification services on the same database are being launched. Any concern such as a bank, a cellular service provider, an employer or any certified agency seeking to verify the credentials of a Ration Card holder can log in and solicit the e-verification services which shall be useful for any verification services.

Manpower requirement

End to End Computerisation shall necessitate technical nature of work which is not routinely handled by presently recruited staff and further for the presently working permanent staff a specific component of such staff has to be given systematic exposure and training and deployed on a continuous basis for a minimum period of 3 years for completion of the End to End Computerisation. This implies that in the Directorate of Civil Supplies a vertical and horizontal staffing pattern gleamed from the existing staff is created as a dedicated **I.T.Division** and separately to make provision for technically competent man power. Technically qualified individuals are to be recruited on a contractual basis.

The proposal for creation of the I.T.Division shall comprise designating key staff with specific responsibilities from the permanent staff who shall be exempt from the deputation policy for a period of 3 years.

The staffing part for the permanent staff in the **I.T.Division** is as follows:

Commissionerate of Civil Supplies (Computerisation Master Coordination cell)

Senior Staff to be exempted from Deputation

- Controller of Rationing
- Chief Accounts Officer
- Finance Officer
- Assistant Secretary-II
- Senior Superintendent, CA cell
- Senior Superintendent-Technical I
- Senior Superintendent -Technical II

Key staff for various dedicated areas and their functions in the IT cell

NAME OF THE CELL	STAFF REQUIRED	FUNCTION
1. Computerisation Master Coordination cell	3 LDCs + 2 UDCs	This cell shall coordinate the various key activity areas and all the activity profiles centrally ensuring timeline adherence and inter-cellular coordination. The master coordination cell shall report directly to AS-III as the nodal officer for computerisation implementation.
2. Smart Card cell + Ration Card database cell	1 R.I, 2 UDCs, 1 L.D.C	This cell shall work on all aspects of smart card issue including the joint PDS+RSBY card, what kind of smart card management architecture has to be in place and the smart card technical specification and key management scheme.

3. Training and Seminar & Workshop cell	1 SS, 2 UDCs, 3 LDCs	This cell shall plan all the trainings at all levels for the staff of the food and civil supplies department including finalising the training need analysis, training methodology, training modules and training material, class room exercises, hands-on exercise, training institutional partner and related matters.
4. Connectivity cell	1 RI, 1 UDC, 2 LDC	This cell shall exclusively deal with connectivity issues, specifically redundancy in connectivity solutions such as GSM, GPRS, CDMA and also KSWAN, all matter relating to last mile connectivity and all technical solutions for the connectivity backbone.
5. ARD automation cell	1 SS, 1 JS, 1 RI, 1 UDC, 2 LDC	ARD automation cell- Shall deal with all issues relating to POS at ARDs, technical specifications thereof, onsite warranty after sale and installation services, troubleshooting etc.
6. AWD automation cell	1 SS, 1 JS, 1 RI, 1 UDC, 2 LDC	AWD automation cell- Shall deal with all issues relating to computerisation at the AWD level, the O&M onsite and all related aspects of the systems study and manner of provisioning of the same.
7. Financial and DPR cell	FO, SS, JS, 2 UDC, 2 LDC	The financial and DPR cell shall be vested with the completion and proper preparation of a detailed project report along with broad financial outlays and time lines for implementation of the various submodules in the DPR for the end to end computerisation
8. Media cell	1 JS, 2 UDC, 2 LDC	Media cell shall undertake all activities related to information dissemination on the end to end computerisation, including a sustained and cost effective media campaign with continued media coverage at various stages of the end to end computerisation.
9. GIS+SDI+VTS	1 SS, 1 JS, 2 UDC, 3 LDC	The entire plotting of the PDS network in the state on a spatial data infrastructure base, the use of GPS and GIS to incorporate a vehicle tracking system for door step delivery and removal of diversions shall be mentored by this cell.
10. Communication & Coordination cell	1 SS, 1 JS, 2 UDC, 2 LDC	This cell shall deal with all manner of correspondences including e-mails, SMS, faxes, letter to all tiers, government, DSO and TSO, personally identified key resource personnel, institution etc. for the coordination of all activities pertaining to the end to end computerisation. This cell shall also be entrusted with developing a 24x7 cell centre for consumer/beneficiary grievance redressal.
11. DSO's Office	1 ATSO, 1 RI/HC + 2 LDC	The core staff that shall act as a connection link for all end to end computerisation works initiated at the DSO level

12. Website upgradation cell	1 JS, 1 UDC, 3 LDC	This cell shall handle the web content, its ready updation and for all information dissemination through the transparency portal.
13. TSO's office	1 ATSO, 2 RIs + 1 UDC + 2 LDC	The core staff that shall act as a connection link for all end to end computerisation works initiated at the DSO level

Mode of Selection of staff

The staff of IT Division will be selected by a committee of the following officers

- **Director of Civil Supplies**
- **Asst. Secretary- 1, 2 &3**
- **Controller of Rationing**
- **Chief Accounts Officer**
- **Technical Director, NIC**

Technical Employees on Contract basis can be recruited through NICSI.

Financial implication for contract employees

To assist the Civil Supplies Department with the data entry and software upkeep immediately and in the long term for the proposed mission mode project of end-to-end computerization contractual staff on the following categories shall be engaged by the NIC through its empanelled agencies as per standard procedure. The contractual staff and the entire Food & Civil Supplies Department shall be provided requisite training to implement the scheme in a proper manner since 1st January 2013.

Financial implication of engagement of contractual staff in the office of the CCS, DSO, TSO/CRO (for period of 1 year to continue for end to end computerization)

Sl.No (a)	Name of the office (b)	Designation (c)	No of Persons (d)	Rate/ Month (e)	Rate for 1 year (f)= (e) x 12	Total Amount (g) = (f) x (d)
1	Commissionerate of Civil Supplies (Computerisation Master Coordination Cell)	System Analyst	1	37,500	4,50,000	4,50,000
		Programmers	4	29,000	3,48,000	13,92,000
		Programmer Assistants	4	22,500	2,70,000	10,80,000
2	District Supply Office	Programmer Assistants	14	22,500	2,70,000	37,80,000
3	Taluk Supply Office	Programmer Assistants	69	22,500	2,70,000	1,86,30,000
		Data Entry Operator	144	12,500	1,50,000	2,16,00,000
Grand Total			**230**	**1,46,500**	**17,58,000**	**5,09,82,000**

Total Financial Implication RS: 5,09,82,000 (Rupees five crores eighty two thousand)

This staff component shall have to retained as the PIU for a period of 48 (forty eight months) till the conclusion of the End to End computerisation project.

Table 15

Position	Roles and Responsibilities	Number	Location
Project Implementing Unit (At Commissionerate of Civil Supplies)			
Systems Analyst	To integrate all systems and be closely involved in the development of modules	1 (one)	Commissionerate of Civil Supplies
Programmers	To assist in the development of all modules	4 (four)	Commissionerate of Civil Supplies
Programmer Assistants	To assist in the development of modules	4 (four)	Commissionerate of Civil Supplies
District Supply Officer (District location- 14 districts)			
Programmer Assistant	To integrate all systems on the centrally standardized platform	1 (one) at each district location	D.S.O office
Taluk Supply Office (69 Locations			
Programmer Assistants	To assist in the integration of the modules in the field offices	1 (one) at each Taluk Location	At T.S.O office
Data Entry Operators	To assist in the integration and implementation of the various modules of the End to End computerization and for AADHAR seeding validation and RCMS	2 (two) or 3 (Three)	At T.S.O office

c) Assumptions and Risk Management

   i)   Assumptions

Assumptions are factors that have an influence on the achievement of the project objectives. They need to be managed for the achievement of activities, outputs and objectives. The various assumptions that have been taken into account are listed herein under

   (a) It is assumed that being a Mission mode project with a clear projection of the requirement of resources the same shall be provisioned for by way of budgetary grants and funding from the Central Sector as applicable shall be there.

   (b) It is assumed that the man power requirement as projected in the Programme Implementation Unit other than the technical manpower being engaged on contract, being the staff of the Department shall be granted the necessary exemption for deputation for the implementation of the End to End project and prior to the conclusion of the project the systems for the maintenance and running of the system shall be in place

   (c) It is assumed that the Creation of an I.T Division shall be undertaken by the State Government for the Commissionerate of Civil Supplies and this shall be there after primarily responsible for the upkeep and maintenance of the system.

   (d) It is assumed that the commission costs shall be rationalized for the AWDs and the ARDs as per the recommendations of the Smt Nivedita P Haran, IAS commission report so as to ensure their participation without any prejudice and resistance in the effort for End to End computerisation.

   (e) It is assumed that the time lines suggested in the DPR are adhered to and there are no policy decisions taken that act as contrary to the specified time lines or create a situation wherein the progress in put into limbo due to a policy stalemate

   ii) Risk Assessment Matrix

Table 16

Impact Probability	Low	Medium	High
Low	ARDs and AWDs opposition to the project		
	Inability of department to adhere to specified time lines		
Medium		Transfer of concerned officials and staff in the field and Department	
			Non creation of the IT division in the department in a time bound manner
High			Delay in approval for proposals and delays in placement of funds
			Policy stalemate in case of any improper response/ implementation risk is encountered
			Untimely creation of the Intermediate storage space and door to door delivery services by the Supply Corporation due to no provision of funds

iii) Measures for risk mitigation

Table 17

Description of Risk	Risk mitigation measure	Stakeholders involved
ARDs and AWDs opposition to the project	AWDs and ARDs commissions are proposed to be revised subject to recommendations of the Smt Nivedita Haran, IAS commission	AWDs, KWDs & ARDs
Inability of department to adhere to specified time lines	Regular reviews and weekly and monthly progress reports to the Government shall be ensured	Supervisory officials
Transfer of concerned officials and staff in the field and Department	Exemption from the frequent deputations is being attempted by way of the IT division and the appointment of Technical co-ordinators for 30 months	Departmental staff
Non creation of the IT division in the department in a time bound manner	The non creation cannot be avoided and needs to be done on priority	Departmental staff
Delay in approval for proposals and delays in placement of funds	A special working group approval and approval of the State Cabinet shall be taken	Government
Policy stalemate in case of any improper response/ implementation risk is encountered	Proper I.E.C shall be ensured and implementation with consultation shall be followd	All stakeholders
Untimely creation of the Intermediate storage space and door to door delivery services by the Supply Corporation due to no provision of funds	Funds need to be provisioned since there is a critical need of storage infrastructure and door to door delivery	Well informed detailed estimates shall be submitted for the same

d) Estimated demand for and growth rate of proposed services in the short, medium and long term

The same can be delineated after a detailed survey as mentioned including the citizen's report card, however it is envisaged to standardize the range of services and time lines thereof and ensuring adherence to the same by maintaining consistent supervision and feedback through a compliant redressal and grievance help line which shall have state of the art CRM attributes (Customer relationship management)

e) Project Costs and financing

    i) Project Cost (to be provided in annexure I attached with this template)

Project cost is attached as a detailed Annexure I based on table 3 in section II of this template.

Financing model

Table 18

(Rupees in Lakhs)

Period	Centre		State		Others (including private sector support)		Total
	Amount	Nature of Assistance	Amount	Nature of Assistance	Amount	Nature of Assistance	
Year 1	2280.92	50: 50 assistance & DTCK 1st Installment	10000	State contribution to Project cost	Nil	Nil	12280.92
Year 2	9000	DTCK assistance	27615.08	State contribution to Project Cost	Nil	Nil	36615.08
Year 3	Nil	Nil	500	O & M Cost for one year	Nil	Nil	500
And so on	Nil	Nil	500	O & M Cost for one year	Nil	Nil	500
Total	11280.92	Partial assistance from GOI	38615.08	As detailed above	Nil	Nil	49896

Detailed Explanatory Notes on Table 18

1. Assistance from the Government of India in the Ministry of Food, Public Distribution and Consumer Affairs has only been assured for Component I of the project which included the digitization of the ration card data base and the Supply Change Management. As on date, the Government of India has not assured or committed the quantum of funding under the Component II which is the maximum cost as it related to the Automation of the A.R.Ds and the transparency portal and the Computerized grievance redressal mechanism

2. In the first year an amount of Rs 2280.92 lakhs is shown as the GOI assistance based on Rs 11280.92 lakhs being the assistance on 50 :50 basis for the Component I for the scale of components prescribed by the Government of India

3. In the first year an amount of Rs 1000 lakhs is also shown as the first installment of the DTCK, 2012 scheme

4. State Governments contribution has been reflected as sourced from the Plan Allocation as 10000 lakhs in the first year and Rs 27615.08 lakhs in the second year as the actual capital expenditure for the End

to End computerization project

5. State Government's contribution in the 3rd and 4th Year in reflected as source from the Plan Allocation for an amount of Rs 600 lakhs as the Operation and Maintenance costs, primarily the cost for the Project Implementation Unit for a period of the entire 48 (forty eight) months and AMC arrangements for the I.T infrastructure created and being utilized.

f) If Public Private Partnership (PPP) model is being adopted - provide key design features, business and financing model including the proposed cost sharing arrangement.

Not applicable

g) Sustainability plan, if any in place, for the project

Once the implementation is complete a full fledged I.T Division in the Commissionerate of Civil Supplies shall be created for maintenance and upkeep and constant upgradation of the system and for further value addition thereof.

h) Implementation arrangements

i) Management arrangements (including project management team proposed)

A Project Implementation Unit has been proposed that shall have qualified staff that are recruited through the NIC and contracted for a period of 48 months

ii) Contracting arrangements

The department shall contract the work arrangements through the NIC for manpower

iii) Accounting and audit arrangements

The Chief Accounts officer in the Commissionerate of Civil Supplies shall be the nodal person for accounting and the expenditures shall be audited by the Accountant General, Kerala.

iv) Detailed Work Plan

Please provide narrative description of phasing of the project, critical dependencies and key milestones for the project
Detailed time lines have been shown in the time lines for implementation for various components of the End to End computerization project

v) The schedule off implemention along with identification of responsibilities to be provided in table below

This tabular format shall be filled up based on the brief cost estimated and the time lines separately in the Vol II of the Detailed project Report which shall have the detailed implementation plan and the detailed cost abstracts.

Government of Kerala

PDS Towards End to End
Computerization

Public Distribution
System in Kerala Towards...

- Efficiency
- Transparency
- Accountability
- Effective Delivery
- Zero Corruption

COST-BENEFIT ANALYSIS FOR THE END TO END COMPUTERISATION PROJECT

COST BENEFIT – RATIONALE FOR IMPLEMENTATION OF THE END TO END COMPUTERISATION

From 2011-12 onwards, all BPL/AAY cardholders are eligible to get rice @ Rs1/- per Kg and more than 70% of the APL cardholders can get foodgrains @ Rs2/- per Kg. The Govt. of Kerala commits substantial subsidy for distributing foodgrains at the above rates. The subsidy amount utilized by the Government of Kerala for the last three years is as follows.

2010-11	Rs269.22 Crores
2011-12	Rs635.24 Crores
2012-13	Rs653.30 Crores

In the current year 2013-2014, the same or more amount is expected to be utilized as subsidy. As on date there is a functioning Public Distribution Network but it has drawbacks of diversion and leakages coupled with comparatively ineffective monitoring and supervision mechanism. The End to End computerization offers a scientific system for monitoring the distribution of food grains compared to the ageing system of manually inspecting the registers kept in ARDs and AWDs and check the physical stock in the depot. The End to End computerization of the Public Distribution System offers the alternative to ensure an efficient, effective delivery oriented, accountable, transparent and zero corruption Public Distribution Network

The Govt. of Kerala is going to implement End to End Computerisationin TPDS, which will digitize almost all transactions in ARDs and AWDs. The officials can monitor each and every transaction online. This may reduce the diversions and leakages in the Public Distribution System. It is assumed that 15 % to 20% of foodgrains may be saved by the implementation of End to End Computerisation.

The utilization of subsidy in 2012-13 is as follows.

Item	Allotted for 2012-13(MT)	Rate of Subsidy (per MT)	Subsidy
BPL RIce	413660	5200	2,15,10,32,000
AAY Rice	250260	2000	50,05,20,000
Welfare Rice	1479.3	5200	76,92,360
Subsidy for `1/- Scheme			**2,65,92,44,360**
APL Rice	443556	6900	3,06,05,36,400
APL Wheat	105479	4700	49,57,51,300
BPL Wheat	117746	2700	31,79,14,200
Subsidy for `2/- Scheme			**3,87,42,01,900**
TOTAL SUBSIDY			**6,53,34,46,260**

It may be noted that about 55% of the subsidy was utilized for distributing foodgrains to the APL cardholders. In addition to the above, the Government of indiacommits substantial subsidy on foodgrains.

Item	Allotted for 2012-13(MT)	Rate of Subsidy (per MT) *	Subsidy
BPL RIce	413660	19390	8,02,08,67,400
AAY Rice	250260	22040	5,51,57,30,400
Welfare Rice	1479.3	19390	2,86,83,627
APL Rice	618168	16740	10,34,81,32,320
APL Wheat	201912	10860	2,19,27,64,320
BPL Wheat	117746	12810	1,50,83,26,260
TOTAL SUBSIDY			27,61,45,04,327

* Economic rate and Central and StateIssue Rates are as follows

	Economic Rate per MT	Issue Rate per MT	Difference (GoI Subsidy)	Selling Price per MT	State Subsidy per MT	Actual Selling Rate per MT
BPL RIce	25040	5650	19390	6200	5200	1000
AAY Rice	25040	3000	22040	3000	2000	1000
Welfare Rice	25040	5650	19390	6200	5200	1000
APL Rice	25040	8300	16740	8900	6900	#2000/8900
APL Wheat	16960	6100	10860	6700	4700	#2000/6700
BPL Wheat	16960	4150	12810	4700	2700	2000

About 70% of the APL allotment is sold at the rate of Rs2/- per Kg by adding State Subsidy and the remaining portion is sold without State Subsidy, i.e. atGoI rates.

By saving 20% of foodgrains from the TPDS quota means saving of huge subsidy incurred by both the State and Central Govts.It is roughly calculated as follows

	Subsidy (in Crores `)	20% of Subsidy (In Crores `)
State Subsidy	653.34	130.67
Central Subisdy	2761.45	552.29
Total	3414.79	682.96

An amount of Rs130.67 Crores can be saved from the State share and Rs552.29 Crores can be saved from the Central share. The total expenditure expected to implement End to End Computerisation is Rs 475Crores in the first 18 (eighteen months) and there after a recurrent expenditure of only Rs 6 Crores approximately is anticipated annually although the major cost of Rs 250 Crores shall be required to be committed by the State Government/ Government of India by way of assistance for Door to Door supply of the essential commodities under the Public Distribution System. By implementing End to End Computerisation, the amount can be realized within a period the next three years by saving the subsidy amount.

The substantial benefits that shall accrue are as follows:-

(A) **Benefits to the Citizen:** - (i) Transparency- all transactions are by bills generated through the online system giving the rates and the quantity issued with proper weighment (ii) improvement in the service standards in all areas including applying for ration card, complaint redressal with complaint feedback and constant complaint status update on the online portal (iii) Ready information at all levels with the transparency portal and the touch screen kiosk services, help line (iv)providing power of choice to the

ration card holder by allowing portability at all shops across the State (v) Bio-metric validation for each transaction on the Public Distribution System ensuring control of diversion and prevention of leakage (vi) Value added E- services like E- verification where the ration card data base can be used to validate the identity of any particular citizen

(B) **Benefit to Government**: (i) Ready infrastructure for assured targeting of subsidy without diversion and leakage (ii) real time feedback on market rates, stock availability, off-take on a Geo- Spatial index for decision making and monitoring (iii) prompt and effective grievance redressal with complainant feedback (iv) savings in the allocation by obviating diversion/misuse

(C) **Benefit to Business:** (i) Simplification of the process of lifting and sale (ii) maintenance of all records electronically obviating stationary cost and expensive accounting staff (iii) easy billing and exact weighment prior to receipt of stock (iv) door to door delivery of commodities (v) Direct and immediate payment of differentia cost and commissions (vi) Door to Door delivery of commodities (vii) Direct and immediate payment of differential cost and commissions (viii) hassle free redress of issues during official department interface

(D) **General/ Mutual benefit:** (i) Overall substantial increase in the service delivery of the entire Public Distribution System (ii) Quick clearance of dues through Electronic fund transfers at all levels of AWD/ ARDs (iii) effective delivery mechanism with low levels of complaints

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