## STANDING COMMITTEE ON CONSUMER AFFAIRS, FOOD AND PUBLIC DISTRIBUTION (2024-2025)



**EIGHTEENTH LOK SABHA** 

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

{Action Taken by the Government on the Observations/ Recommendations contained in the Fortieth Report of the Committee (Seventeenth Lok Sabha) on the subject 'Transforming Fair Price Shops' pertaining to the Ministry of Consumer Affairs, Food and Public Distribution (Department of Food and Public Distribution)}

## FOURTH REPORT



LOK SABHA SECRETARIAT NEW DELHI

December, 2024/Agrahayana ,1946 (Saka)

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Presented to Lok Sabha on 2 December, 2024 Laid in Rajya Sabha on 2 December, 2024



## LOK SABHA SECRETARIAT NEW DELHI

December, 2024/Agrahayana, 1946 (Saka)

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## Composition of the Standing Committee on Consumer Affairs, Food and Public Distribution (2024-25)

Smt. Kanimozhi Karunanidhi - Chairperson

#### **MEMBERS**

#### LOK SABHA

- 2. Shri Anto Antony
- 3. Shri Sudip Bandyopadhyay
- 4. Shri Jaswantsinh Sumanbhai Bhabhor
- 5. Smt. Malvika Devi
- 6. Shri Manish Jaiswal
- 7. Shri Saumitra Khan
- 8. Shri Manoj Kumar
- 9. Shri Sunil Kumar
- 10. Shri Bharat Singh Kushwah
- 11. Shri Ajendra Singh Lodhi
- 12. Shri Neeraj Maurya
- 13. Shri Bastipati Nagaraju
- 14. Shri Haribhai Patel
- 15. Shri Ashok Kumar Rawat
- 16. Shri Bunty Vivek Sahu
- 17. Shri Rao Rajendra Singh
- 18. Shri Ujjwal Raman Singh
- 19. Shri Bajrang Manohar Sonwane
- 20. Dr. Indra Hang Subba
- 21. Shri Rajmohan Unnithan

## **RAJYA SABHA**

- 22. Smt. Sumitra Balmik
- 23. Shri Prakash Chik Baraik
- 24. Shri Rambhai Harjibhai Mokariya
- 25. Shri Baburam Nishad
- 26. Smt. Ranjeet Ranjan
- 27. Shri Arun Singh
- 28. Vacant
- 29. Vacant
- 30. Vacant
- 31. Vacant

#### SECRETARIAT

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- 1. Dr. Ram Raj Rai
- 2. Dr. Vatsala Joshi
- 3. Dr. Mohit Rajan
- 4. Smt. Veena Luthra

- Joint Secretary
- Director
- Deputy Secretary
- Executive Officer

## INTRODUCTION

I, the Chairperson of the Standing Committee on Consumer Affairs, Food and Public Distribution (2024-2025) having been authorized by the Committee to submit the Report on their behalf, present this Fourth Report on Action Taken by the Government on the Observations/Recommendations contained in the Fortieth Report of the Committee (Seventeenth Lok Sabha) on the subject 'Transforming Fair Price Shops' of the Ministry of Consumer Affairs, Food and Public Distribution (Department of Food and Public Distribution).

2. The Fortieth Report was presented to Lok Sabha and laid in Rajya Sabha on 07.02.2024. The Government has furnished its replies indicating Action Taken on the recommendations contained in the Report on 07.05.2024.

3. The Report was considered and adopted by the Committee at their sitting held on 28 November, 2024.

4. An analysis of the action taken by the Government on Observations/Recommendations contained in the Report is given in Appendix II.

5. For facility of reference and convenience, the Observations/Recommendations of the Committee have been printed in thick type in the text of the Report.

NEW DELHI; <u>28 November, 2024</u> 07 Agrahayana , 1946 (Saka) Kanimozhi Karunanidhi, Chairperson, Standing Committee on Consumer Affairs, Food and Public Distribution

(iv)

## REPORT

## CHAPTER – I

This Report of the Standing Committee on Consumer Affairs, Food and Public Distribution deals with the action taken by the Government on the Observations/Recommendations contained in the Fortieth Report of the Committee (Seventeenth Lok Sabha) on the subject 'Transforming Fair Price Shops' pertaining to the Ministry of Consumer Affairs, Food and Public Distribution (Department of Food and Public Distribution).

1.2 The Fortieth Report was presented to Lok Sabha and laid on the Table of Rajya Sabha on 07.02.2024. It contained 08 Observations/Recommendations. Action taken replies in respect of all the 08 Observations/Recommendations contained in the Report have been received and these have been categorized as follows:

(i) Observations/Recommendations which have been accepted by Government:

Para Nos. : 1, 2, 3, 4, 5, 6, 7 & 8

(Chapter – II, Total: 08)

(ii) Observations/Recommendations which the Committee do not desire to pursue in view of Government's replies:

Para No.: Nil

(Chapter – III, Total: 0)

(iii) Observations/Recommendations in respect of which replies of Government have not been accepted by the Committee:

Para No.: Nil

(Chapter – IV, Total: 0)

(iv) Observations/Recommendations in respect of which final replies of Government are still awaited:

Para No. : Nil

(Chapter – V, Total: 0)

1.3 The Committee trust that utmost importance will be given to the implementation of the recommendations accepted by the Government. The Committee desire that final action taken notes to the Observations/Recommendations contained in Chapter-I of this Report should be furnished to the Committee within three months of the presentation of this Report.

1.4 The Committee will now deal with action taken by the Government on some of the recommendations.

## Recommendation (SI. No. 4)

1.5 The Committee in their original report observed/recommended as follows:-

"The Committee note that under PDS reforms, the Department, in collaboration with all States/UTs has implemented a scheme on 'End to End Computerization of TPDS Operations'. Under this scheme, ration cards/beneficiaries database have been completely digitized in all States/UTs, transparency portal and online grievance redressal facility/Toll-free number have been implemented in all States/UTs, Online allocation has been implemented in all States/UTs (except UTs of Chandigarh and Puducherry, which have adopted DBT Cash Transfer scheme) and supply chain has been computerized in 21 States/UTs. Further, the Automation of Fair Price shops (FPS) is also being done in all States/UTs by installing electronic Point of Sale (ePoS) devices at the FPSs for the distribution of foodgrains in a transparent manner (electronically) and for unique identification of genuine beneficiaries through biometric/ Aadhaar authentication on the ePoS device. The Committee appreciate PDS reforms carried out by the Department in collaboration with all States/UTs by implementing a scheme on 'End-to-End Computerization of TPDS Operations'. The Committee specifically desire that the Department should ensure that all ePoS are connected with weighing machines and synchronized so that the beneficiaries could get the exact quantity of ration."

1.6 The Ministry in its action taken reply has stated as under:-

"As per The Food Security (*Assistance to State Governments*) Rules, 2015, as amended from time to time the Central Government provides additional margin to State Government towards the cost of purchase, operation and maintenance of the electronic Point of Sale (ePoS) devices, its running expenses and incentive for its use and any savings if accrued could be utilized for purchase, operations and maintenance of electronic weighing scales and their integration with the ePoS devices.

This Department has already taken initiative and written letters to all States/UTs for integration of ePoS devices with electronic weighing scales so that the beneficiaries can avail the exact quantity of ration as per their entitlement. Apart

from that this Department has also shared the best practices of Andhra Pradesh with all other States/UTs, to adopt and implement the functional model in their respective States/UTs."

While appreciating the PDS reforms carried out by the Department, the 1.7 Committee had noted that automation of Fair Price shops (FPS) was also being done in all States/UTs by installing electronic Point of Sale (ePoS) devices at the FPSs for the distribution of foodgrains in a transparent manner (electronically) and for unique identification of genuine beneficiaries through biometric/Aadhaar authentication on the ePoS device. The Committee, however, had specifically desired that the Department should ensure that all the ePoS are connected with weighing machines and synchronized so that the beneficiaries could get the exact quantity of ration. The Department in its Action Taken Reply has stated that the Department has already taken initiative and written letters to all States/UTs for integration of ePoS devices with electronic weighing scales so that the beneficiaries can avail the exact quantity of ration as per their entitlement. The Department has further stated that apart from that, the Department has also shared the best practices of Andhra Pradesh with all other States/UTs, to adopt and implement the functional model in their respective States/UTs. The Committee, however, have not been informed about the outcome of the initiatives taken by the Department, the Committee, therefore, strongly desire that Department should make all possible efforts to ensure that all ePoS are connected with weighing machines and synchronized in time bound manner and ensure that all the beneficiaries start getting the exact quantity of ration in every part of the country. The Committee may also be apprised about the State-wise progress made in this direction.

#### Recommendation (SI. No. 6)

#### 1.8 The Committee in their original report observed/recommended as follows:-

"The Committee note with satisfaction that under the FPS transformation initiative, this department has requested all the States/UTs to identify and develop 75 model FPSs in their respective States/UTs by utilizing the MGNREGA funds for the construction and upgradation of FPSs. The Committee also note that as per information received from Public Sector Banks (PSBs), as on 24 November, 2023, a total of 1,15,803 loans have been extended to FPS dealers since the inception of PMMY on 08 August, 2015. The Committee observe that in regard to District level CSC awareness workshops for FPS dealers, 42,739 FPSs have been onboarded as CSCs. In addition, 2,33,098 FPSs have been whitelisted for onboarding. The Committee also observe that States/UTs have been advised that FPS owners may be encouraged to sell non-PDS items through PDS outlets for on extra income. States/UTs may also explore that possibility for empanelment of suppliers to provide other products such as Khadi/Ayush products/MSME products through FPSs. Further, 3164 FPSs have been enabled to provide banking financial services and postal services through India Post Payment (IPPB)/DoP across Andhra Pradesh, Bihar, Gujarat, Karnataka, Madhya Pradesh, Odisha, Rajasthan and Telangana. While applauding the aforementioned efforts made by Departments, the Committee desire that a monitoring cell at the highest level be formed to track the progress of model FPS in all the states so that their earnest efforts may culminate into the desired results. The Committee may also be apprised about the progress made in this direction. "

1.9 The Ministry in its action taken reply has stated as under:-

"The Department has advised the States/UTs to use MGNREGA funds to build FPSs only on government land. DFPD has also shared the action plan, model design, estimate, and indicative characteristics for developing Model Fair Price Shops (FPSs), with all States and Union Territories (UTs). The States/UTs are also being regularly followed up, to implement the aforesaid initiative and provide an update on the progress in the respective State/UT."

1.10 The Committee desired that a monitoring cell at the highest level be formed to track the progress of model FPS in all the states so that their earnest efforts may culminate into the desired results. The Department in their Action Taken Replies stated that this Department has advised the States/UTs to use MGNREGA funds to build FPSs only on government land. DFPD has also shared the action plan, model design, estimate, and indicative characteristics for developing Model Fair Price Shops (FPSs), with all States and Union Territories (UTs). It has also been informed that the States are being regularly followed up, however, the Department is silent regarding monitoring mechanism being followed to track progress of model FPS in all the States. The Committee strongly reiterate their view and desire that a monitoring cell at the highest level be formed to track the progress of model FPS in all the states and the Committee may be apprised regularly about the progress and achievements made in this direction.

#### CHAPTER II

## OBSERVATIONS/ RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

#### Recommendation(SI. No. 1)

The Committee note that Dept of Food and Public Distribution implemented Targeted Public Distribution System (TPDS), which was aimed at the ensuring food security of the people, especially the poor and vulnerable sections of the society i.e. Antyodaya families and Below Poverty Line families. Thereafter. End-to-End Computerization of TPDS operations scheme was also implemented to bring more transparency in the entire PDS operations and address issues related to leakages and diversion of foodgrains, inclusion and exclusion errors in identification of beneficiaries under TPDS, etc. The Committee further note that the Department is implementing the Scheme in association with all State/UTs on cost sharing basis. The Committee note with satisfaction that the key activities of the scheme and its expected outcome like Digitization of ration cards for beneficiary database for correct identification, online allocation of foodgrains towards system generated allocation to bring transparency in allocation of foodgrains, up to the Fair Price Shops level, computerization of Supply Chain Management for ensuring timely availability of foodgrains at all FPSs for delivery to the targeted beneficiaries have been a great success so far. Further, they also acknowledge the efforts of the Department in checking leakage/diversion of foodgrains, Online Redressal of grievances, Toll Free Helplines and creation of Transparency portals to introduce transparency and public accountability in the implementation of TPS. The Committee appreciate the various steps taken by the Government/State Governments for implementation of Targeted Public Distribution System (TPDS) for ensuring food security to the people, especially the poor and vulnerable sections of the society i.e. Antyodaya families and Below Poverty Line families. The Committee hope that the Department will continue their efforts in this direction for reaping expected results.

#### **Reply of the Government**

2.2 Under the ongoing processes of technological reforms in Targeted Public Distribution system, this Department has time-to-time taken new initiatives. In this regard, the SMART-PDS (Scheme for Modernization and Reforms through Technology in Public Distribution System) initiative, spearheaded by the Department of Food and Public Distribution (DFPD), is a critical endeavor aimed at enhancing the transparency, efficiency, and effectiveness of the Public Distribution System (PDS) in India. Governed under the provisions of the National Food Security Act (NFSA), this scheme addresses key challenges while leveraging technology to monitor and analyze real-time data for informed policy decisions.

At its core, the SMART-PDS project aims to strengthen the technology infrastructure of the PDS ecosystem, promoting transformative change through standardized operations and data-driven decision-making. By integrating disparate systems at the Centre and State levels into a unified platform, the scheme seeks to streamline operations and mitigate challenges faced by various stakeholders.

Key objectives include the development of a national-level dashboard for monitoring PDS activities, integration with different stakeholders such as WDRA, FCI, CWC, and different Ministries/Departments, and the establishment of robust mechanisms for Ration Card Management System (RCMS), Fair Price Shops (FPSs) Management system and automation of Supply Chain Management (SCM), along with Grievance redressal mechanism.

The SMART-PDS project also emphasizes the adoption of advanced technologies like Artificial Intelligence (AI), Blockchain, and Machine Learning (ML) to enhance service delivery and enable data-driven decision-making. Capacity building initiatives and the establishment of technical helpdesks and monitoring centers are integral components of the scheme, aimed at providing necessary support to stakeholders and ensuring the seamless implementation of PDS reforms.

Furthermore, the scheme underscores the importance of data analytics systems, both at the national and state levels, to facilitate continuous monitoring and improve the functioning of PDS operations. By fostering collaboration, leveraging modern technologies, and promoting data-driven governance, the SMART-PDS project is poised to enhance food security and ensure the efficient delivery of benefits to the most vulnerable sections of society.

In summary, the SMART-PDS initiative represents a comprehensive and forwardthinking approach to modernizing the PDS, aligning with broader national objectives of ensuring food security and inclusive development.

> [Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution) O.M. No. 9(2)/2023-PD-I (E-385131) Dated 02<sup>nd</sup>May, 2024]

### Recommendation (SI. No. 2)

2.3 The Committee note that under the Targeted Public Distribution system (TPDS) reforms, the Department has implemented the One Nation One Ration card (ONORC) plan aimed at the nation-wide portability of ration cards and beneficiaries covered under the National Food Security Act (NFSA), 2013. The Committee also note that since inception of ONORC plan in August 2019 till 08<sup>th</sup> December, 2023, more than 125 Crore portability transactions have been recorded under the ONORC plan in the country, which include both inter-state and intra-state transactions delivering both regular NFSA and PMGKAY foodgrains to the beneficiaries with flexibility. The Committee observe that during the same

period States/UTs have delivered more than 241 LMT foodgrains to NFSA beneficiaries. While appreciating the efforts of the Department w.r.t. ONORC plan, the committee recommend the Department to address the challenges such as fake/ineligible ration cards and coordinate with States/UTs for ensuring continuous review of beneficiaries' list and facilitate them to issue new ration cards to the eligible households/beneficiaries under the prescribed ceiling limit of the National Food Security Act (NFSA), 2013, to achieve the rightful targeting of subsidised food grains.

#### **Reply of the Government**

2.4 This Department is constantly coordinating with States/UTs to mitigate the challenges such as duplicate/fake/ineligible ration cards. Department has drafted a Standard Operating Procedure (SoP) for de-duplication in consultation with our technical partner (i.e. NIC). Accordingly, the States/UTs will have to make necessary provisions in their electronic Point of Sale (e-POS) devices to identify rightful NFSA beneficiaries during food grain distribution. This implementation will enable the immediate identification of fake/ineligible beneficiaries in real-time.

To ensure the accuracy and integrity of the ration card system, the department is actively seeking to implement new solutions that will have a significant impact on identifying and removing duplicate beneficiaries.

> [Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution) O.M. No. 9(2)/2023-PD-I (E-385131) Dated 02<sup>nd</sup>May, 2024]

#### Recommendation (SI. No. 3)

2.5 The Committee note that as per Section 2(4) of National Food Security Act, 2013, Fair Price shop means a shop which has been licensed to distribute essential commodities by an order issued under section 3 of the Essential commodities Act, 1955, to the ration card holders under the Targeted Public Distribution System. State & UT Governments are responsible for licensing, regulation, monitoring, and operation of FPSs. Preference is accorded to public institutions such as panchayats, SHG, cooperative societies and management of FPS by women or their collectives. The Committee further note that Public Distribution System (PDS) is an important part of the Government's policy for ensuring food security of over 81 Crore beneficiaries (persons) covered through over 23 Crore ration cards in the country issued under the National Food Security Act, 2013 (NFSA) for distributing/delivering about 43 LMT of highly subsidised foodgrains, like Rice, Wheat and Coarse-grains through a network of about 5.4 Lakh Fair Price Shops (FPSs) spread across all states/UTs. The PDS is operated under joint responsibilities of the Central and State/UT Governments, wherein this Department, through Food Corporation of India (FCI), has assumed the responsibility for procurement, storage, transportation and bulk allocation of foodgrains to States/UTs. Whereas, the responsibility of identification of eligible households/ beneficiaries, issuance of Ration Cards, Aadhaar seeding, FPS- wise

allocation an distribution of foodgrains, authentication of beneficiaries, licensing and monitoring of FPSs, maintenance of all databases/records, etc. rest with the respective State/UT Government. The Committee note with satisfaction that the Department has been running the herculean task of providing subsidized food grains to the eligible beneficiaries through the effective mechanism of PDS which involves a larger network of FPSs. They understand that this requires great coordination among the State/UT Governments and hope that the Department will continue their earnest efforts for efficient functioning of the PDS and FPS and apprise the Committee accordingly.

## **Reply of the Government**

2.6 The Committee note that as per Section 2(4) of National Food Security Act, 2013, Fair Price shop means a shop which has been licensed to distribute essential commodities by an order issued under section 3 of the Essential commodities Act, 1955, to the ration card holders under the Targeted Public Distribution System. State & UT Governments are responsible for licensing, regulation, monitoring, and operation of FPSs. Preference is accorded to public institutions such as panchayats, SHG, cooperative societies and management of FPS by women or their collectives. The Committee further note that Public Distribution System (PDS) is an important part of the Government's policy for ensuring food security of more than 80 Crore beneficiaries (persons) covered through over 20.22 Crore ration cards in the country issued under the National Food Security Act, 2013 (NFSA) for distributing/delivering about 44 LMT of highly subsidized foodgrains, like Rice, Wheat and Coarse-grains through a network of about 5.4 Lakh Fair Price Shops (FPSs) spread across all states/UTs. The PDS is operated under joint responsibilities of the Central and State/UT Governments, wherein this Department, through Food Corporation of India (FCI), has assumed the responsibility for procurement, storage, transportation and bulk allocation of foodgrains to States/UTs. Whereas, the responsibility of identification of eligible households/beneficiaries, issuance of Ration Cards, Aadhaar seeding, FPS- wise allocation an distribution of foodgrains, authentication of beneficiaries, licensing and monitoring of FPSs, maintenance of all databases/records, etc. rest with the respective State/UT Government. This Department is continuously coordinating with all States/UTs, NIC, and other stakeholders at all levels to ensure proper and timely implementation/distribution of foodgrains under the Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY). This Department has also developed Central Repository and Annavitran portal for regular monitoring of ration cards/beneficiaries count, their Aadhaar seeding, allocation/lifting & distribution, de-duplication processes of beneficiaries and issuance of new ration cards to the rightful beneficiaries too. Apart from that this Department has been writing letters to States/UTs for effective implementation of PMGKAY and distribution of foodgrains to targeted beneficiaries, issuing advisories/guidelines, conducting meetings via Video Conferencing at various levels, imparting learning sessions, discussion of technical/operational issues on time-to-time basis.

> [Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution) O.M. No. 9(2)/2023-PD-I (E-385131) Dated 02<sup>nd</sup>May, 2024]

#### Recommendation (SI. No. 4)

2.7 The Committee note that under PDS reforms, the Department, in collaboration with all States/UTs has implemented a scheme on 'End to End Computerization of TPDS Under this scheme, ration cards/beneficiaries database have been Operations'. completely digitized in all States/UTs, transparency portal and online grievance redressal facility/Toll-free number have been implemented in all States/UTs, Online allocation has been implemented in all States/UTs (except UTs of Chandigarh and Puducherry, which have adopted DBT Cash Transfer scheme) and supply chain has been computerized in 21 States/UTs. Further, the Automation of Fair Price shops (FPS) is also being done in all States/UTs by installing electronic Point of Sale (ePoS) devices at the FPSs for the distribution of foodgrains in a transparent manner (electronically) and for unique identification of genuine beneficiaries through biometric/ Aadhaar authentication on the ePoS device. The Committee appreciate PDS reforms carried out by the Department in collaboration with all States/UTs by implementing a scheme on 'End-to-End Computerization of TPDS Operations'. The Committee specifically desire that the Department should ensure that all ePoS are connected with weighing machines and synchronized so that the beneficiaries could get the exact quantity of ration.

#### **Reply of the Government**

2.8 As per The Food Security (*Assistance to State Governments*) Rules, 2015, as amended from time to time the Central Government provides additional margin to State Government towards the cost of purchase, operation and maintenance of the electronic Point of Sale (ePoS) devices, its running expenses and incentive for its use and any savings if accrued could be utilized for purchase, operations and maintenance of electronic weighing scales and their integration with the ePoS devices.

This Department has already taken initiative and written letters to all States/UTs for integration of ePoS devices with electronic weighing scales so that the beneficiaries can avail the exact quantity of ration as per their entitlement. Apart from that this Department has also shared the best practices of Andhra Pradesh with all other States/UTs, to adopt and implement the functional model in their respective States/UTs.

[Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution) O.M. No. 9(2)/2023-PD-I (E-385131) Dated 02<sup>nd</sup> May, 2024]

#### **Comments of the Committee**

(Please see Para No. 1.7 of Chapter- I of the Report)

## Recommendation (SI. No. 5)

2.9 The Committee note that FPS Transformation is a continuous evolving process and the road map planed to be taken in future by the Department include (i) identification of need (training, credit etc.) of FPS dealers through a baseline survey being conducted by CSC, (ii) Training of FPS dealers through requisite skill trainings offered by Ministry of Skill Development and Entrepreneurship (under Rural Development and Self Employment Training institute), (iii) Providing access to credit through existing Pradhan Mantri Mudra Yojana, and (iv) Effective coordination and monitoring will be done by the State/UT. While appreciating the road map planned to be taken in future to improve the profitability of Fair Price Shops (FPSs) to ensure their long-term viability and sustainability, the Committee recommend that the Department should also involve State/UT Governments, Self help Groups and Ration Dealer Associations for its better understanding and outcome which will eventually strengthen the viability and profitability of FPSs.

#### **Reply of the Government**

2.10 This department has undertaken various initiatives to deliver additional citizencentric services aimed at improving the financial viability of the FPSs such as Common Service Center services, business correspondent service and sale of non-PDS commodities, among others. The Department has also signed a MoU with the National Institute for Entrepreneurship and Small Business Development, NIESBUD under Ministry of Skill Development and Entrepreneurship (MSDE), to tackle skill development challenges faced by FPS dealers, particularly in areas of digital literacy, financial literacy and entrepreneurial skills needed to adapt to the market changes and explore new business opportunities. Further, another MoU between DoF&PD and SIDBI has been signed to offer a simple-to-use digital solution for providing working capital assistance to the FPSs through SIDBI's GST Sahay application. This initiative will enable FPSs to operate on a credit model for selling non-PDS commodities. SIDBI's invoice financing will play a pivotal role in addressing the challenge of lack of credit for working capital, hindering FPS dealers' ability to stock and sell non-PDS commodities.

It is noteworthy to mention that Media-In-Charge from All-India Dealers Federation also participated in MoU signing event with SIDBI and welcomed the initiative.

Common Service Center (CSC) submitted baseline survey report of FPSs and on the basis of that a project proposal has been shared with NIESBUD/MSDE to curate a singular training program comprising training modules as per the needs of FPS dealers.

Furthermore, with a view to enable FPSs to gain unprecedented visibility in the digital market, access a wider customer base, and compete alongside large retailers and e-commerce companies, this Department has launched an initiative to onboard FPSs on the ONDC network. As part of the initiative, 11 FPSs in Una and Hamirpur districts of Himachal Pradesh have been connected to the ONDC network.

In addition to this, an advisory had been issued to all States/UTs to rationalize exercise of FPSs for improving viability except in remote and hilly terrains where these would need to operate to ensure access to the beneficiaries. Also, the FPS owners may be encouraged by States/UTs to sell non-PDS items though their PDS Outlets for an extra income. States were also advised to explore possibilities for empanelled suppliers to provide other products such as Khadi/Ayush products/ MSME products through FPSs.

These initiatives help the dealers to diversify their income avenues over and above the regular margins and provide additional services to the citizens.

Clause 9(9) of the Targeted Public Distribution System (Control) Order, 2015 provides that the State Government shall allow sale of commodities other than the foodgrains distributed under the TPDS at the fair price shop to improve the viability of the fair price shops operations.

[Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution) O.M. No. 9(2)/2023-PD-I (E-385131) Dated 02<sup>nd</sup> May, 2024]

#### Recommendation (SI. No. 6)

2.11 The Committee note with satisfaction that under the FPS transformation initiative, this department has requested all the States/UTs to identify and develop 75 model FPSs in their respective States/UTs by utilizing the MGNREGA funds for the construction and upgradation of FPSs. The Committee also note that as per information received from Public Sector Banks (PSBs), as on 24 November, 2023, a total of 1,15,803 loans have been extended to FPS dealers since the inception of PMMY on 08 August, 2015. The Committee observe that in regard to District level CSC awareness workshops for FPS dealers, 42,739 FPSs have been onboarded as CSCs. In addition, 2,33,098 FPSs have been whitelisted for onboarding. The Committee also observe that States/UTs have been advised that FPS owners may be encouraged to sell non-PDS items through PDS outlets for on extra income. States/UTs may also explore that possibility for empanelment of suppliers to provide other products such as Khadi/Ayush products/MSME products through FPSs. Further, 3164 FPSs have been enabled to provide banking financial services and postal services through India Post Payment (IPPB)/DoP across Andhra Pradesh, Bihar, Gujarat, Karnataka, Madhya Pradesh, Odisha, Rajasthan and Telangana. While applauding the aforementioned efforts made by Departments, the Committee desire that a monitoring cell at the highest level be formed to track the progress of model FPS in all the states so that their earnest efforts may culminate into the desired results. The Committee may also be apprised about the progress made in this direction.

### **Reply of the Government**

2.12 The Department has advised the States/UTs to use MGNREGA funds to build FPSs only on government land. DFPD has also shared the action plan, model design, estimate, and indicative characteristics for developing Model Fair Price Shops (FPSs), with all States and Union Territories (UTs). The States/UTs are also being regularly followed up, to implement the aforesaid initiative and provide an update on the progress in the respective State/UT."

[Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution) O.M. No. 9(2)/2023-PD-I (E-385131) Dated 02<sup>nd</sup> May, 2024]

## **Comments of the Committee**

(Please see Para No. 1.10 of Chapter- I of the Report)

#### Recommendation (SI. No. 7)

2.13 The Committee note that in order to supervise the implementation of all the schemes under the National Food Security Act, 2013 (NFSA), Section 29 of the Act provides for constitution of Vigilance Committees (VCs) by the State Government at four levels i.e. State, District, Block and fair price shop levels for ensuring transparency and proper functioning of the Targeted Public Distribution System and accountability of the functionaries in such system. The Committee further note that the functions of the Vigilance Committees are (a) regularly supervise the implementation of all schemes under the Act, (b) inform the District Grievance Redressal Officer, in writing, of any violation of the provisions of the Act, and (c) inform the District Grievance Redressal Officer, in writing, of any malpractice or misappropriation of funds found by it. The Committee observe that main objective of the Vigilance Committee is that there should be transparency and accountability and the people who are the targeted beneficiaries should get ration comfortably and at the same rate as per their eligibility. The Committee believe that without the dedicated efforts of he Department and State/UT Governments, transparency, accountability of the functionaries and proper functioning of the Targeted Public Distribution System is not possible. The Committee, therefore, suggest suitable steps be taken by Department in coordination with the States/UT Governments for improvement of working of Vigilance Committees in order to ensure transparency and accountability.

### Reply of the Government

2.14 Section 29 of the NFSA, 2013 and Clause 11 of TPDS (Control) Order, 2015 provide for setting up Vigilance Committees at the State, District, Block and FPS levels giving due representation to the local authorities, SCs, STs, women, destitute or persons

with disability in these Committees. The meetings of VCs should be held at least once every quarter at all levels and the date of meetings (along with their periodicity) should be notified by State/ UT Governments and given wide publicity. State/ UT Governments are also required to send a report to this Department on functioning of VCs in the prescribed format. The number of meetings held by VCs should also be displayed on the web portal. This Department has been continuously requesting State/ UT Governments through letters, e-mails etc. to provide the requisite information. This department's earlier letters dated 12/07/2023 & 23/01/2024 are enclosed (Annexure I). Consequently, on the basis of reports received from the States/ UTs, statement titled "Year-wise status of Vigilance Committees for monitoring the functioning of TPDS as reported by States/UTs" prepared upto 31/12/2023 is enclosed (Annexure I).

> [Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution) O.M. No. 9(2)/2023-PD-I (E-385131) Dated 02<sup>nd</sup> May, 2024]

#### **Recommendation (SI. No.8)**

2.15 The Committee note that the Department of Food & Public Distribution (DFPD) has strived to improve the profitability of Fair Price Shops (FPSs) to ensure their long-term viability and sustainability, offering a wide range of citizen-centric services and an enhanced beneficiary experience. The Committee further note that for strengthen the viability and profitability of FPSs, the department has implemented various initiatives for FPS transformation and regularly seeks updates on FPS transformation activities from the States/Union Territories for review and monitoring. The Committee observe that DFPD has signed a Memorandum of Understanding (MoU) with CSC e-Governance Services India Ltd for the delivery of CSC services in consultation with the respective State/UT. The Committee further note that DFPD has collaborated with other ministries/ department, such as India Post Payments Bank (IPPB) and the Department of Financial Services, to enable FPS dealers to provide additional services. While appreciating the progressive steps taken by the Department to improve the profitability of Fair Price Shops (FPSs) to ensure their long-term viability and sustainability, the Committee desire that the Department should continue their efforts with other ministries/ departments for strengthening the viability and profitability of FPSs and also explore more options and if need be guidance/ involvement of people's representatives may also be considered.

#### Reply of the Government

2.16 To improve the profitability of Fair Price Shops (FPSs) to ensure their long term viability and sustainability, this Department has collaborated with the other

ministries/departments, such as India Post Payments Bank (IPPB) and the Department of Financial Services. In addition to this, Department has signed a MoU with

a. CSC e-Governance Services India Ltd.,

b. National Institute for Entrepreneurship and Small Business Development, NIESBUD under Ministry of Skill Development and Entrepreneurship (MSDE)

c. Small Industries Development Bank Of India (SIDBI)

Media-In-Charge from All-India Dealers Federation also participated in MoU signing event with SIDBI and welcomed the initiative.

The signing of MoUs will address the skill development challenges faced by FPS dealers, particularly in areas of digital literacy, financial literacy and entrepreneurial skills needed to adapt to the market changes and explore new business opportunities. In addition, the initiative of providing working capital assistance to the FPSs through SIDBI will enable FPSs to operate on a credit model for selling non-PDS commodities.

Public Distribution System (PDS) is operated under the joint responsibilities of the Central and State/UT Governments and accordingly State/UT Governments have been advised to encourage FPS owners to sell non-PDS items though their PDS Outlets for an extra income. States were also advised to explore possibilities for empanelled suppliers to provide other products such as Khadi/Ayush products/ MSME products through FPSs.

[Ministry of Consumer Affairs, Food & Public Distribution (Department of Food & Public Distribution) O.M. No. 9(2)/2023-PD-I (E-385131) Dated 02<sup>nd</sup>May, 2024]

## CHAPTER III

## OBSERVATIONS/ RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S REPLIES

-NIL-

## **CHAPTER IV**

## OBSERVATIONS/ RECOMMENDATIONSIN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

-NIL-

#### **CHAPTER V**

## OBSERVATIONS/RECOMMENDATIONSIN RESPECT OF WHICH THE FINAL REPLIES OF THE GOVERNMENT ARE STILL AWAITED

-NIL-

NEW DELHI; <u>28 November, 2024</u> 07 Agrahayana , 1946 (Saka) Kanimozhi Karunanidhi, Chairperson, Standing Committee on Consumer Affairs, Food and Public Distribution 9(13)/2008-PD.II(Vol.III)

1/46306/2023

#### <u>Vigilance Committee Matter</u> <u>By Speed Post/E-mail</u> F. No. 9(13)/2008-PD.II (E.337894) Government of India Ministry of Consumer Affairs, Food and Public Distribution Department of Food and Public Distribution \*\*\*\*

Krishi Bhavan, New Delhi Dated 12-07-2023

Τo,

#### The Principal Secretary/Secretary, Food & Civil Supplies Department, All States/UTs.

## Sub:- Regarding functioning of Vigilance Committees (VCs) constituted under Section 29 of NFSA, 2013 and TPDS (C) Orders.

Sir/ Madam,

I am directed to refer to this Department reminder letter of even number dated 23.06.2023 (copy enclosed) regarding functioning of Vigilance Committees (VCs) constituted under Section 29 of NFSA, 2013 and TPDS (C) Orders for ensuring transparency and proper functioning of Public Distribution System at various levels in your State/ UT. As Section 29 of the NFSA, 2013 and Clause 11 of TPDS (C) Order, 2015 provides for setting up Vigilance Committees at the State, District, Block and FPS levels giving due representation to the local authorities, SCs, STs, women, destitute or persons with disability in these Committees. The meetings of VCs should be held at least once every quarter at all level and the date and the periodicity of meetings should be notified by State Governments and given wide publicity. State Governments are also required to send a report to this Department on functioning of VCs in the prescribed format of TPDS Control Order, 2015 (copy enclosed). The number of meetings held by VCs should also be displayed on the State web portal.

2. This Department has been continuously requesting State / UT Governments through letters, e-mails etc. to provide the requisite information in prescribed proforma. However, complete information is yet to be received from most of the States/ UTs for the period 2013-14 to 2021-22 **even after lapse of the deadline date i.e. 30.06.2023 as given in the aforementioned letter dated 23.06.2023.** 

3. It is again requested to provide the requisite information in the prescribed proforma for the years 2013-14 to 2021-22 **<u>latest by 31.07.2023</u>** positively by return email. [uspd2.fpd@nic.in and sopd2.fpd@nic.in).

#### Encl: As stated.

Signed by Rajesh Kumar Pandeer Date: 12-07-2023 16:43:12

#### 9(13)/2008-PD.II(Vol.III)

I/46306/2023

Yours sincerely,

(Rajesh Kumar Pandeer) Under Secretary to the Govt. of India uspd2.fpd@nic.in

<u>Most Immediate</u> By Speed Post/E-mail

#### F. No. 9(13)/2008-PD.II(Vol.III) (E.337894) Government of India Ministry of Consumer Affairs, Food and Public Distribution Department of Food and Public Distribution

Krishi Bhavan, New Delhi Dated 23-01-2024

To,

Principal Secretary/Secretary, Food & Civil Supplies Department, All States/UTs.

# Sub: Regarding functioning of Vigilance Committees (VCs) constituted under Section 29 of NFSA, 2013 and TPDS (Control) Order.

#### Madam/Sir,

I am directed to refer to this Department letter of even number dated 12/07/2023 (copy enclosed) regarding functioning of Vigilance Committees (VCs) constituted under Section 29 of NFSA, 2013 and TPDS (Control) Order for ensuring transparency and proper functioning of Public Distribution System at various levels in your State/ UT. As Section 29 of the NFSA, 2013 and Clause 11 of TPDS (Control) Order, 2015 provide for setting up Vigilance Committees at the State, District, Block and FPS levels giving due representation to the local authorities, SCs, STs, women, destitute or persons with disability in these Committees. The meetings of VCs should be held at least once every quarter at all levels and the date of meetings (along with their periodicity) should be notified by State/ UT Governments and given wide publicity. State/ UT Governments are also required to send a report to this Department on functioning of VCs in the prescribed format of TPDS (Control) Order, 2015. The number of meetings held by VCs should also be displayed on the web portal.

2. This Department has been continuously requesting State/ UT Governments through letters, e-mails etc. to provide the requisite information in prescribed proforma. However, complete information is yet to be received from most of the States/ UTs for the period 2013-14 to 2022-23 even after lapse of the deadline date i.e. 31/12/2023 as given in the aforementioned letter dated 12/07/2023.

3. It is again requested to provide the requisite information in the prescribed proforma for the years 2013-14 to 2022-23 to this Department at the earliest. This may be treated as most urgent.

Signed by Rajesh Kumar Pandeer Date: 23-01-2024 17:08:04

Yours faithfully,

Encl: <u>As above</u>.

(Rajesh Kumar Pandeer) Under Secretary to the Govt. of India E-mail: uspd2.fpd@nic.in / sopd2.fpd@nic.in

## Annexure II

		Y	EAR-WISE ST/ राज्य/ सं	ATUS OF V घराज्यक्षेत्र	IGILANCE COI ग्रेंद्वारासूचितवि	MMITTEES FO ७एगएटीपीडी	R MONITC एसकीकार्य	pring the FU प्रणालीकीनिग	<b>ारानीहेतुसतर्व</b> (Compila	<b>ग्रेतासमिति</b> tion of info	<b>S REPORTED BY</b> योंकीराज्य-वार prmation receive 2.2023 तकराज्य,	<b>स्थिति</b> ed from State:		
S. N	State/UT राज्य/	Peri od			Constitution सतर्व	of Vigilance C ग्तासमितियोंक	committee गगठनऔरवि	s(VCs) and me वेभिन्नस्तरोंपर	etings held a	t various l			Reasons, if any, for non-	Re ma
0. क्र	संघराज्यक्षे त्रों	अव धि	State राज्य		District जिल	ता		Block ब्लाक		F	PS एफपीएस		constitution / non- functioning	rks टि प्प
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	201 1 9- 20	31	28	23	219	159	111	37402	2077	1886	
	202 0 0- 21	31	28	23	219	170	118	37402	2112	1857	
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9	Haryana हरियाणा	201 2- 13										
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1 0	Himachal Pradesh हिमाचलप्र	201 2- 13	0	12	10	23	74	30	0	4595	3980	1127
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		201	0	30	15	4	0	0	0	20502	18231	10783	
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		201	0	30	15	3	0	0	0	20446	18355	11502	
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1	Kerala	201	3	14	14	54	63	55	46	982	60	42
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		201	2	14	14	49	63	57	67	982	469	252
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		201	1	14	14	30	941	941	892	14335	0	0
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1	Madhya	201	0	51	51	83	313	313	554	21824	21824	57046
5	Pradesh	2-										
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		201 4- 15	0	51	18	22	313	313	370	22419	22419	20455
		201 5- 16	0	51	26	24	313	313	474	22422	22422	24395
		201 6- 17	0	51	44	31	313	313	444	22396	22396	32072
		201 7- 18	0	51	42	68	313	289	484	24733	21760	76358
		201 8- 19	0	51	46	37	313	298	109	24733	22398	13125
		201 9- 20	0	51	46	26	313	304	176	25119	25119	23165
1 6	Maharash tra महाराष्ट्र	201 2- 13	0	0	91	697	0	59	245	0	27037	167322
		201 3- 14	0	0	91	687	0	63	308	0	27076	173015
		201 4- 15	0	0	87	481	0	162	583	0	31019	155269
		201 5- 16	0	0	88	632	0	124	1886	0	29106	193138
		201 6- 17	0	0	91	715	0	53	231	0	30124	223859
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		201	0	0	83	458	0	954	290	0	32142	167482		
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		4-	12	22		50	1525	10257	20772	
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		13					North-4						held have	
							South-6						been	
													received	
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		14	held at											
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		16											
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		201 4- 15											
		201 5- 16	0	20	19	21	341	292	484	20419	5549	1627	
		201 6- 17	0	21	27	58	341	372	196	20402	8352	6572	
		201 7- 18											
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3 1	A&N Island	201 2- 13	Nil	3	2	Nil	9	6	Nil		67	Nil	

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		201 7-	0	2	4	0	0	0	0	516	0	0	
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		19											

# MINUTES OF THE FOURTH SITTING OF THE STANDING COMMITTEE ON CONSUMER AFFAIRS, FOOD AND PUBLIC DISTRIBUTION (2024-2025) HELD ON THURSDAY, 28<sup>TH</sup> NOVEMBER, 2024

The Committee sat from 1500 hrs. to 1530 hrs. in Committee Room No. 'D', Parliament House Annexe, New Delhi.

## PRESENT

Smt. Kanimozhi Karunanidhi - Chairperson

## <u>Members</u>

#### Lok Sabha

- 2. Smt. Malvika Devi
- 3. Shri Manish Jaiswal
- 4. Shri Manoj Kumar
- 5. Shri Sunil Kumar
- 6. Shri Ajendra Singh Lodhi
- 7. Shri Haribhai Patel
- 8. Shri Bunty Vivek Sahu
- 9. Shri Rao Rajendra Singh
- 10. Shri Ujjwal Raman Singh
- 11.Shri Bajrang Manohar Sonwane
- 12. Dr. Indra Hang Subba
- 13.Shri Rajmohan Unnithan

#### <u>Rajya Sabha</u>

- 14.Smt. Sumitra Balmik
- 15. Shri Prakash Chik Baraik
- 16. Shri Baburam Nishad
- 17. Smt. Ranjeet Ranjan
- 18. Shri Arun Singh

#### <u>SECRETARIAT</u>

- 1. Dr. Ram Raj Rai
- 2. Dr. Vatsala Joshi
- 3. Dr. Mohit Rajan

- Joint Secretary
- Director
- Deputy Secretary

2. At the outset, Hon'ble Chairperson welcomed the Members to the sitting of the Committee convened for consideration and adoption of the following Draft Reports of the Committee:

- (i) XXXXX XXXXX XXXXX XXXXX XXXXX
- (ii) XXXXX XXXXX XXXXX XXXXX XXXXX
- (iii) XXXXX XXXXX XXXXX XXXXX XXXXX
- (iv) Fourth Report on Action Taken by the Government on the Observations/ Recommendations contained in the Fortieth Report of the Committee (Seventeenth Lok Sabha) on the subject 'Transforming Fair Price Shops' of the Ministry of Consumer Affairs, Food and Public Distribution (Department of Food and Public Distribution).

3. Thereafter, the Committee took up for consideration the above mentioned Draft Reports of the Committee.

4. After deliberations, the Committee adopted the above mentioned Draft Reports without any amendments/modifications.

5. The Committee then authorized Hon'ble Chairperson to finalize and present the aforesaid Reports.

# The Committee then adjourned.

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<sup>\*\*\*</sup> Matter does not relate to the Report.

**APPENDIX II** 

(*Vide* Para No. 4 of Introduction of the Report)

ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE OBSERVATIONS/RECOMMENDATIONS CONTAINED IN THE FORTIETH REPORT OF THE STANDING COMMITTEE ON CONSUMER AFFAIRS, FOOD AND PUBLIC DISTRIBUTION (2023-24)(SEVENTEENTH LOK SABHA)

(i) Total number of Recommendations: 08

(ii) Observations/Recommendations which have been accepted by the Government:

Para Nos.: 1,2, 3, 4,5,6, 7 & 8

(Chapter – II, Total - 08) Percentage: 100%

(iii) Observations/Recommendations which the Committee do not desire to pursue in view of the replies received from the Government:

Para No.: NIL

(Chapter – III, Total - 00) Percentage: 0.00%

(iv) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration:

Para No.: NIL

(Chapter – IV, Total -0) Percentage: 0.00%

(v) Observations/Recommendations in respect of which final replies of Government are still awaited:

Para No.:NIL

(Chapter – V, Total - 0) Percentage: 0.00%%