



Concurrent Evaluation of Implementation of National Food Security Act, 2013 in the State of Madhya Pradesh



Monitoring Institute:

Atal Bihari Vajpayee Institute of Good Governance and Policy

Analysis, Sushasan Bhawan, Bhopal

Submitted to:

**Department of Food and Public Distribution,
Ministry of Consumer Affairs, Food, and Public Distribution,
Government of India,**

Krishi Bhawan, New Delhi -110111

**Concurrent Evaluation of Implementation of National Food Security Act,
2013 in State of Madhya Pradesh**

Phase-II (2020-23) – Round IV

Period of Study: 1st October 2022- 30th Jan 2022

Districts covered: Balaghat, Bhind, Shivpuri & Chhatarpur

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Acknowledgment

The Government of India made a historic decision to provide food and nutrition security to people by ensuring that they have access to an appropriate amount of high-quality food grains at cheap rates, allowing them to live a dignified life. The 'National Food Security Act (NFSA)' was passed in 2013 to provide people with food and nutrition security by giving access to enough quantities of high-quality food grains at competitive rates, allowing them to live a dignified life. The Act changed the Targeted Public Distribution System (TPDS) from a welfare-based system to one based on human rights. Since the NFSA's introduction, the Ministry of Food, Consumer Affairs, and Public Distribution have been closely monitoring the implementation of the NFSA/PDS, mostly through official sources such as periodic progress reports, frequent meetings, and field visits. However, for enough empirical data for the qualitative evaluation of the program, more in-depth, incisive, and thorough monitoring of the implementation process regularly is required.

The project *“Concurrent evaluation of National Food Security Act-2013”* has been carried out at the Atal Bihari Vajpayee Institute of Good Governance and Policy Analysis (Monitoring Institution), sponsored by, the Department of Food and Public Distribution, Krishi Bhawan New Delhi, Government of India in the year 2021-22.

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Aamir Manan Deva

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Executive summary

The study evaluated the impact of NFSA, 2013 during the period from 1st October 2022 to 30th January 2023. The objective of the implementation of the National Food Security Act 2013 is to drive the size of two-thirds of the population of India out of food deprivation and hunger. The authorized entitlement of food is accompanied by the prevailing Public Distribution System (PDS). The department of 'Ministry of Consumer Affairs, Food & Public Distribution' of India played a key role in the efficient implementation of the NFSA Act, 2013 across the states of India.

The research on such an evaluation process facilitates observing the key impact indicators as well as the outcome of the program. The key objective of such evaluation is to evaluate the performance of the National Food Security Act, 2013 to improve the quality of implementation or delivery services for the beneficiaries in Madhya Pradesh. The technique of cluster sampling has been applied to form the sample. The research team considered 75 households from the four sampled districts of Madhya Pradesh as a sample unit for NFSA ration card holders. Again, the NFSA unit constitutes 60 PHH and 15 AAY in each sampled district. The research investigated the extent of accessibility of the food grains by the beneficiaries from their respective FPSs. The investigation extended to observe the leakage in the distribution mechanism of food grains. Such investigation has been carried out based on observation of the quality of food grains, price of food grains, etc. The research observed majority of sample beneficiaries were aware of the intra-state or inter-state portability facilities. The department of food and civil supplies arranged different sources of authentication for the distribution of food entitlements among beneficiaries under the PMGKAY scheme. The research team found that the distribution of the food grains entitlement under the PMGKAY scheme is accessible to every beneficiary. In the sample area, most of the sample FPS is owned majorly by cooperatives, the research observed that though all the FPS operate efficiently some of the limitations were attached with some of the FPS dealers.

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List of Abbreviations

NFSA: National Food Security Act

PHH: Priority Household

AAY: Antyodaya Anna Yojana

TPDS: Targeted Public Distribution System

PDS: Public Distribution System

MI: Monitoring Institution

FPS: Fair Price Shop

DSO: District Supplies Office

DBT: Direct Benefits Transfer

VC: Vigilance Committee

Ae-PDS: Aadhaar Enabled Public Distribution System

GOI: Government of India

RC: Ration Card

Epos: Electronic Point of Sale

GoMP: Government of Madhya Pradesh

ANBS: Atma Nirbhar Bharat Scheme

IEC: Information, Education & communication

ONORC: One Nation One Ration Card

CONCURRENT EVALUATION OF IMPLEMENTATION OF NATIONAL FOOD SECURITY (NFSA) ACT, 2013

Chapter-1 Introduction

The Food department of Madhya Pradesh has asked for a concurrent evaluation study of the sanctioned project named “Concurrent evaluation and monitoring of National Food Security Act 2013”. The above project has been sanctioned by the Government of India for a period of 3 years w.e.f 2020-2023. In 2013, the National Food Security Act (NFSA) was passed with the overall objective of providing food and nutrition security to people by providing access to foodgrains at affordable prices. This Act translated the Targeted Public Distribution System (TPDS) from a welfare approach to a rights-based approach to social protection. Under the Act, Priority Households (PHH) are entitled to receive 5 kg of food grains per person per month, and Antodaya Anna Yojana (AAY) households are entitled to 35 kg of food grains per month at a highly subsidized price. To strengthen the ongoing monitoring of National food Security Act or Public Distribution System implementation and to provide more in-depth, incisive, and comprehensive empirical evidence on regular basis, the Department of Food, Consumer Affairs, and Public Distribution implemented a scheme of Concurrent Evaluation of Implementation of NFSA during 2020-23.

1.1 Objectives and Scope of Study

To assess the overall progress of implementation of NFSA (2013) across the State (Madhya Pradesh), measure and monitor the change in the following:

- 1. At systemic level:** Assessing and analysing the progress of implementation of various aspects of the NFSA 2013.
- 2. At beneficiary level:** Evaluation of the benefits of NFSA on the target groups to achieve the objectives of the NFSA.

This study was conducted through quantitative as well as qualitative data. The emphasis was major to evaluate the objectives aligned with the Scheme NFSA 2013 was implemented in the state. All the Thematic Focus areas/Indicators approved under the project for concurrent evaluation were assessed. The primary data was completely based on surveys (from those who availed the benefits), semi-structured interviews with departmental staff associated with this work, a case study, and a checklist.

1.2 Sample Selection and Research Methodology

The allocation of the total sample in states was based on their population. The detailed analysis of Population Census 2011 published by Govt. of India for Madhya Pradesh state reveals that the population of Madhya Pradesh has increased by 20.35% in this decade compared (2001-2011) to the past decade (1991-2001). Madhya Pradesh is the state of India with population of Approximate 7.27 Crores (72,626,809). Based on the Agro-climatic characteristics, the State of Madhya Pradesh is classified into the following six National Sample Survey (NSS) regions: Vindhya, Central, Malwa, South, Southwestern, and Northern.

It is interesting to note that the districts are more or less homogenous in terms of cropping patterns, rainfall availability, climate and physical features within the NSS regions. Table 1 represents the actual sample size and districts were Balaghat, Bhind, Shivpuri and Chhatarpur. According to the Terms of Reference shared, the sample size of the study was as follows: -

Districts	NFSA	FPS	Total no. of Beneficiary
Balaghat	75	5	80
Bhind	75	5	80
Shivpuri	75	5	80
Chhatarpur	75	5	80
Total	300	20	320

Table 1 Sample Districts and number of beneficiaries

There was a total of 320 beneficiaries in the study as per the sampling plan which further has been categorized into Subcategories viz; NFSA cardholders and FPS owners as indicated in table 2.

Districts	PHH (Urban)	PHH (Rural)	AAY (Urban)	AAY (Rural)	TOTAL PHH	TOTAL AAY	TOTAL
Balaghat	44	16	11	4	60	15	75
Bhind	44	16	11	4	60	15	75
Shivpuri	44	16	11	4	60	15	75
Chhatarpur	44	16	11	4	60	15	75

Table 2 Bifurcation of NFSA Beneficiaries

The above Table describes about the further bifurcation of the NFSA beneficiaries comprising two categories Priority Household (PHH) and Antyodaya Anna Yojana (AAY). Out of the total PHH beneficiaries 44 were from Urban and the remaining 16 belong to the rural areas from the respective sample districts. Similarly, from Antyodaya Anna Yojana 11 beneficiaries belong to Urban and the rest 4 belong to rural areas from the sample districts.

1.3 Data Collection and Analysis

There are following stake holders in the study: NFSA Beneficiaries which include both PHH & AAY Households and Fair Price Shops of the sample districts. Structured questionnaire was designed for all three stakeholders. The analysis of the data covers major aspects of the study: beneficiary selection and ration card management system, the management of Fair Price Shops, supply chain management, FPS automation. The data collected from the NFSA, & Fair Price Shops was completed using Unique IT- Tool software named KOBO Toolbox. Data Wrapper was used for Visualization and Microsoft Excel for the Data Analysis.

1.4 Beneficiary Selection and Ration Card Management

The Concurrent Evaluation of implementation of NFSA Act, 2013 in the State of Madhya Pradesh has been assigned to AIGGPA as Monitoring Institute. In the state, there are 52 districts. As per ToR of concurrent evaluation of implementation of National Food Security Act, 2013, the data have been collected in 04 sample districts of Madhya Pradesh on half-yearly basis. For the purpose of concurrent evaluation of implementation of NFSA Act, 2013 in the fourth round of the year 2021-22, the four districts have been selected randomly. Over all, 20 FPSs were covered, with 12 FPSs in rural regions and 8 FPSs in urban areas, and 300 sample NFSA Households were covered (PHH: 240 & AAY: 60).

There are following stakeholders in this study:

- a) NFSA beneficiaries comprising of PHH and AAY households.
- b) Fair Price Shops (FPS) owners

The beneficiaries were interviewed using a structured questionnaire for the stakeholders, The analysis of the data covers six major aspects of the study: Beneficiary selection and ration card management system, the management of Fair Price Shops, FPS automation, ONORC, PMGKAY.

1.5 Description of Study area/ Sample

The survey of NFSA was done in four districts enlisted in table 3. As per the sampling plan given by the Government of India. The detailed information regarding the various categories of NFSA beneficiaries across the sampled districts is collected from the respective District Supplies Office. The figures enlisted in the table has been taken from the portal and contains the unique identification of family (called Samagra id), the name of the household head, and members in the family, house address, and category of NFSA beneficiaries. Table 3 presents the overall coverage details of beneficiaries covered under NFSA in the state

S.no	Districts	Population	Population Covered under NFSA(Total Cards)	Percentage % Of population covered under NFSA
1	Balaghat	17,01,698	3,27,245	19%
2	Bhind	17,03,005	1,81,103	11%
3	Shivpuri	17,26,050	2,55,186	15%
4	Chhatarpur	17,62,375	2,72,198	16%

Table 3 Percentage of Population covered under NFSA

Source: <https://mp.gov.in/>, <http://epos.mp.gov.in/>

1.6 NFSA Coverage Details

S.no	Districts	AAY Cards	PHH Cards	PHH Members
1	Balaghat	66209	241281	1022182
2	Bhind	14141	166924	775937
3	Shivpuri	51658	202882	1092300
4	Chhatarpur	34067	202882	847122

Table 4 NFSA Coverage Details

Source: <http://nfsa.samagra.gov.in/>

Table 4, presents the percentage of population covered under NFSA in the sampled districts; different categories of beneficiaries identified under the NFSA and the total number of AAY Cards, PHH Cards and PHH Members.

Chapter 2: Ease of access, leakages and diversion.

The successful implementation of the NFSA act 2013 is dependent on a number of factors, including beneficiary awareness of NFSA entitlement, timely availability and proper distribution of food grains at sample FPS, beneficiary satisfaction with FPS opening and closing times and food grain quality, and special dispensation for the elderly, infirm, physically challenged, and others for food grain distribution at FPS.

2.1 Timely availability of Food grains and percentage offtake by households in the sample Fair Price Shops.

The research team observed that availability of food grains varies across all the sampled districts in fair price shops. It's significantly depends on the time of visiting of the beneficiaries in their respective fair price shop. For example, the fair price shops are functioning on their scheduled working hours. The table 3 highlights the numbers of beneficiaries that succeeded to collect their food grains in a single visit. The research team observed that majority of the sample beneficiaries in all the sampled districts succeeded to get their entitlements in a single visit. The highest number of percentage offtake was seen in Shivpuri and Chhatarpur (100%), followed by Balaghat (98%). It was comparatively lower than other districts in Bhind (82.6)

S.no	Districts	Availability of food grains during single visit	Percentage offtake by Households
1	Balaghat	Yes	98%
2	Bhind	Yes	82.6%
3	Shivpuri	Yes	100%
4	Chhatarpur	Yes	100%

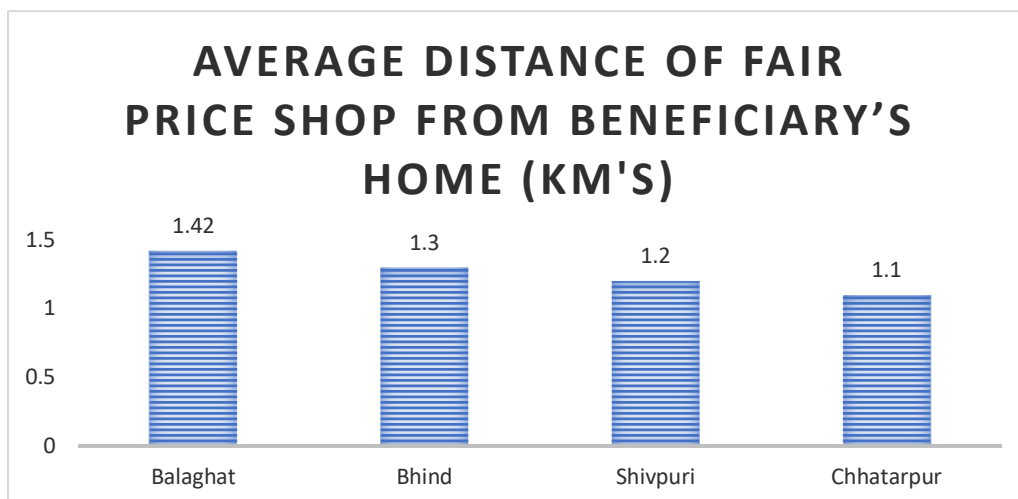
Table 5 Availability of Foodgrains in Sample Districts

2.2 Average distance of Fair Price Shop from Beneficiary's Home.

The distance between the FPS and beneficiaries' house is one of the key factors of receiving the entitled food grains in a single visit by the beneficiaries. The longer distance between the FPS and house of beneficiaries creates some difficulties for the beneficiaries to reach the FPS within the stipulated time limits. Such a long distance also creates difficulties to carry the entitled food grains by the beneficiaries.

As depicted in Figure 3, the research team observed that the sample beneficiaries of Shivpuri and Chhatarpur FPS had on an average approximately 1.2 and 1.1 kms to FPS from

their home, and such distance significantly determines the receiving of entitled food grains in a single visit. Similarly, the sample beneficiaries of Bhind FPS faced on an average approximately 1.3 kms to their registered FPS from their home. However, the sample beneficiaries of Balaghat FPS faced on an average 1.42 km of distance between FPS and their home.



Graph 1 Average Distance Of FPS in all Sample Districts

2.3 Awareness levels of beneficiaries regarding NFSA entitlement/ FPS opening and closing time.

Beneficiaries must be aware of the eligibility/identification criteria for receiving NFSA benefits in order to get food grains. The table demonstrates sample household understanding of eligibility/identification requirements for NFSA benefits. On an average, 100% of sample families reported knowing the eligibility/identification criteria for receiving NFSA benefit.

S. No	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
	Awareness about eligibility/ Criteria for availing NFSA Benefits	Yes	75 (100%)	75 (100%)	75 (100%)	75 (100%)
		No	0	0	0	0
		Total	(100%)	(100%)	(100%)	(100%)

Table 6 Awareness Level of beneficiaries regarding eligibility

Apart from getting responses about the awareness levels of beneficiaries regarding entitlements under NFSA, the research team interviewed the beneficiaries regarding the

delivery services of their respective fair price shop as depicted in Table 7.

	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	No of days Ration Shop opens in a month	<10 days	3	56	0	0
		10-15 days	16	15	0	0
		15-20 days	27	0	11	6
		More than 20 days but not full month	27	4	45	28
		All Days	2	0	19	41
2	Satisfaction with no of working days of FPS	Very Satisfied	13	4	64	64
		Satisfied	53	15	9	11
		Not Satisfied	0	56	1	0
		Neither Satisfied nor dissatisfied	9	0	1	0
3	Satisfaction with Timings of distribution	Very Satisfied	12	43	68	64
		Satisfied	50	19	7	11
		Neither Satisfied nor dissatisfied	13	11	0	0

Table 7 Feedback regarding operation of FPS

Addressing satisfaction with the number of working days of the FPS, 77.6 percent of sample households stated that they were very satisfied or very satisfied with the number of working days of the FPS, while 18.6 percent said they were not satisfied with the number of

working days of the FPS. It is worth noting that all of the sample households 3.3% were neither satisfied nor dissatisfied with the number of working days provided by the FPS.

In terms of FPS opening and closing times, the majority of survey respondents stated an average of 8:00 a.m. to 5:30 p.m. Regarding satisfaction with FPS opening and closing hours, 62 percent of sample households said that they were very satisfied, while 29 percent reported that they were just satisfied with FPS opening and closing times. Nearly 8% of the sample families were neither satisfied nor dissatisfied with FPS's opening and closing times.

The majority of sample FPS dealers (44 percent) stated that FPS is open for 10-15 days per month, 35 percent stated that FPS is available for 15-20 days, and 17 percent stated that FPS is open for more than 20 days although not all days. Table 8 illustrates the average operational time of FPS.

S.no	Districts	Opening Time (Daily Average)	Closing Time (Daily Average)	Average Open hours
1	Balaghat	8:00 am	6:00 pm	11 Hrs
2	Bhind	7:00 am	5:00 pm	11 Hrs
3	Shivpuri	7:00 am	5:00 pm	11 Hrs
4	Chhatarpur	09:00 am	5:00 pm	9 Hrs

Table 8 Operational time of FPS

The time of FPS opening is one of the prime factors for the beneficiaries to avail their food entitlement. The research team observed that different beneficiaries found different times of opening hours in the different FPS. Most of the beneficiaries found FPS opens between 9 to 11 hours in a day. However, each and every FPS remains open at least 10 hours per day. All the FPS dealers open their FPS during morning shift from approximately 7:00 am to 09:00 am and close their shops from approximately 5:00 pm to 6:00 pm.

2.4 Food grain quantity purchased and price entitlements

The quantities of commodities received by the sample beneficiaries under different FPS highlights the variation in the supply of food grains from the FPS to beneficiaries. On the basis of observations of sample NFSA households (10 PHH & 5 AAY) survey from each FPS, and

it was observed that amount of food entitlement supplied to the sample beneficiaries is different in different FPS. The research team observed that supply of food grains varied according to size of the PHH family members. Because the amount of food grains supplied under AAY is fixed irrespective of family size. The respondents were asked about different aspects based on the type of commodity availed, it was observed that majority of the beneficiaries in all the sampled districts have availed different commodities viz, Rice, Wheat. Fewer of the sample respondents said that they did not receive wheat from last several months.

As far as problem of underweightment is concerned, majority of the respondents 59 percent sample respondents/households did not experience problem of under-weight in last three months, 38% responded with the reason of having no idea about underweightment, whereas rest of the sample respondents/households experienced problem of underweightment in rare cases (Balaghat & Bhind).

S.No	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	Experiences the problem of Underweightment	Yes	5	4	0	0
		No	70	53	51	3
		Not Aware	0	18	24	72
2	Overcharged by FPS	Yes	0	0	0	0
		No	75	75	75	75
		Not Aware	0	0	0	0
3	Source of Information about distribution	Personal Visit to FPS	13	3	49	6
		Ration shop Dealer	15	49	18	63
		Friends or Neighbours	45	20	7	6
		SMS alert from State Department	2	3	1	0

Table 9 Issues of Under-weightment and Overcharging

In terms of being overcharged for food grains at any point during the previous months, all 300 sample households (100%) reported that they had not been overcharged for food grains at any point in the previous year.

The respondents were asked about the source of information that enabled them to receive rations from the FPS Store at their respective locations. It was revealed that in all of the sampled districts, 23% obtained the information by directly visiting the FPS store, 49% obtained it from the FPS dealer, 26% obtained it through friends and neighbours, and 2% obtained it by SMS alert.

2.5 Perception of Beneficiaries about quality of Food grains.

The provision of good quality food grains is one of the important purposes of food security. The study on the quality of food grains supplied by the fair price shops significantly determines the success of implementing food security program. Table 10 illustrates the perception of beneficiaries about the quality of food grains distributed under NFSA. If FPS supplied deteriorates quality of food grains to the beneficiaries, then it forced the beneficiaries to move to the open market to buy their necessary food grains. It leads to the failure of successful operation of PDS in the economy.

S.No	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	Satisfied with Quality of Food Grains	Dissatisfied	40	15	22	0
		Satisfied	12	8	4	27
		Very Satisfied	23	52	49	48
2	If Dissatisfied, Reasons	Foreign Extraneous particles	5	7	12	0
		Broken and Weevil	25	3	8	0
		Discoloured food grains	10	5	2	0
3	Raised Concerns to Authority for redressal	Yes	40	15	3	0
		No	0	0	0	0

Table 10 Perception of Beneficiaries regarding quality of foodgrains

Under the NFSA, every household/beneficiary expects superior quality food grains. In total, 26 percent of sample households were dissatisfied with the quality of food grains, 17 percent were satisfied, and 57 percent were extremely satisfied with the quality of grains. As a result, 74 percent of sample families were satisfied or extremely satisfied with grain quality. 47% of the 77 sample respondents who were dissatisfied with the quality of food grains revealed the presence of foreign Extraneous matter, 31% broken/weevil grains, and 22% discolored food grains. The majority of these sample respondents expressed concerns to the FPS authority regarding the quality of the food grains.

2.6 Consumption of food grain by households and share of PDS foodgrains.

The consumption of food grains by beneficiaries has been considered in Table 11

S. No	District	Yes	No	Total (%)
1	Balaghat	75	0	100%
2	Bhind	75	0	100%
3	Shivpuri	75	0	100%
4	Chhatarpur	75	0	100%

Table 11 Satisfaction with the proportion of commodities given through NFSA

It was revealed that majority of the respondents are receiving food grains from FPS per month. In Total, 100 percent of sample families were happy with the proportion of food grains provided by PDS. The sample respondents wanted a share of other commodities through the PDS. Only Rice and wheat was distributed to NFSA cardholders in the majority of areas.

2.7 Status of Silent ration cards.

There is Electronic Ration card management system ERCMS system in place at the district level to assess the Silent Ration Cards, especially for RCs against which food grains are not lifted for three consecutive months. None of the NFSA ration card holders that did not lift ration in last three months was not reported in any of the 20 FPSs among the sampled Districts.

2.8 Special Dispensation for old, infirm, physically challenged.

Under the NFSA, there is an unique provision for the elderly, chronically ill, and physically handicapped to receive rations at their doorsteps. In total, 13.3% indicated that their members of the family were Old/PwD, whereas 278 sample households (92.6%) claimed that they had no member in PWD category

Regarding nomination/home delivery facility at the sample FPSs, cardholders in all four districts were not availing nomination/home delivery facility at any of the 20 sample FPSs.

S.No	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	Any Family Member PWD	Yes	10	3	7	2
		No	65	72	68	73
2	Total NFSA cards (old and disabled)	Home Delivery of Ration	0	0	0	0
		Nominate other person	0	0	0	0

Table 12 Special Dispensation for Old, Inform and Physically Challenged

Chapter 3 : Fair Price Shop Management

Fair Price Shop is a crucial entity under the National Food Security Act, 2013 for implementing out the NFSA Act, 2013, Fair Price Shops are distribution points through which the beneficiaries get the ration according to their category and assigned quota, Therefore Fair Price Shops play a major role in which effectiveness of the scheme is being measured because the ultimate goal is to provide ration to the beneficiaries. To improve efficiency effective management techniques may be implemented at the FPS in order to carry out the NFSA with greater openness, dedication, and responsibility.

The findings related to access to food grains entitlements and automation of 20 FPSs covering 04 sample districts namely, Balaghat, Bhind, Shivpuri and Chhatarpur are stated below;

3.1 Ownership pattern of FPS dealer.

For the FPS to distribute food entitlements on a timely manner to the recipients, the state government set up several sorts of infrastructure or networking systems. The nodal state government's department of food and civil supplies is in charge of monitoring and controlling these FPS. Private persons, gram panchayats, cooperatives, and women SHGs, among others, were granted such licences by the state government. The research team visited 20 (FPS) fair price shops in each of the sampled districts, including 2 rural and 3 urban.

S.no	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	Ownership of FPS Dealer	Private (License)	1	1	1	2
		Panchayat Raj Institution	0	2	0	1
		Cooperative	0	0	3	1
		Women Self Help Group	2	1	1	0
		Others	2	1	0	1

Table 13 Ownership pattern of FPS Dealer

The possession of a fair price shops depends on the issue of license. The state government issued such licenses. The research team observed (20%) in all the sampled districts were owned

by the Cooperatives, Women Self Help Groups, and other categories respectively. However, 25% by Licensed private owners. The remaining 15% were owned by Panchayati raj Institution.

3.2 Adherence to Food Distribution Calendar.

The Indian government enhanced infrastructural facilities connected to food security with the help of state governments. Infrastructure development aided the public distribution system in its mission to serve beneficiaries. Such facilities allow for the timely supply of food grains in a transparent and effective manner. Shops at reasonable prices. Food grains were distributed in Fair Price Shops from the first to the last day of each month. Every FPS owner/manager stated the same thing. However, it has been reported that mostly the distribution is done within first two weeks after receipt of the food grains from FCI godowns. However No instances were also reported in sampled districts, where distribution cycle has been hampered.

The respondents in sampled districts were asked about the road connectivity to FPS shops from their home locations, it was observed that all the districts have good connectivity of roads except one FPS owner in Shivpuri district. The accessibility of beneficiaries towards FPS shops are very well mapped as per the responses received (Table 14)

S.no	Is the FPS connected by a metal road	Balaghat	Bhind	Shivpuri	Chhatarpur
1	Yes	5	5	4	5
2	No	0	0	1	0
3	Total	5	5	5	5

Table 14 Accessibility of FPS

3.3 Doorstep delivery of Food Grains-Experience and Issues.

The implementation of e-POS system is the primary step for the efficient and transparent initiatives in the public distribution system. The allocation of commodities between the FPS generates via individual e-POS feedbacks installed at the FPS and the details of allocation entitlement are uploaded on the State PDS Portal. The Government of Madhya Pradesh supplies ration to FPS dealers in quite systematic way during its allocation at the district level. The respondents were asked about the doorstep delivery of food grains and charges incurred for timely delivery of ration as mentioned in Table.

The study team looked into the topic of doorstep delivery of food grains further and questioned several people about the payment for such delivery. It was revealed that 95 percent sample FPSs reported that they were not charged by transporter or others for transportation of food grains up to doorsteps of FPS, However one FPS in Chhatarpur was charged by transporter.

All 20 sample FPSs (100%) in four sample districts reported receiving food grain delivery to their door. As a result, transportation of food grains was not a difficulty. Furthermore, when asked In how many days the FPS's received doorstep delivery of food grain in the previous month, 95% of the sample FPSs reported that the food grains were received in advance or within the first week. As a result, all of the sample FPSs got food grains in advance and had the required number of food grains to distribute to the beneficiaries. However it was revealed that 5% FPS in Shivpuri got it within fortnight.

S.no	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	Door-step delivery of Foodgrains	Yes	5	5	5	5
		No	0	0	0	0
2	If Yes In how many days did you get the doorstep delivery of foodgrains	Food grain received in advance	0	0	0	2
		Within 1-3 days	1	0	0	3
		Within first week	4	5	3	0
		Within a fortnight	0	0	1	0
		More than a fortnight	0	0	1	0
3	Charged by Transporter for transportation of food grains	Yes	0	0	0	1
		No	5	5	5	4

Table 15 Doorstep Delivery and Transportation

3.4 Quality of Service Delivery: Ration Card Beneficiaries attached with the FPS.

As far as eligible ration card holders attached with sample FPS's are concerned, in total, 90 percent ration cardholders at sample FPSs were PHH and 10 percent ration cardholders at sample FPSs were AAY. District-wise, maximum percentage of PHH cardholders was at Chhatarpur (95%) and Balaghat (90%) as indicated in Table 16.

S.no	District	PHH	AAV	Total
1	Balaghat	2670	298	2968
2	Bhind	2497	202	2699
3	Shivpuri	2650	636	3286
4	Chhatarpur	4403	197	4600

Table 16 Eligible Ration Cardholders in Sample Districts

Also the maximum percentage of AAY cardholders was at Shivpuri (19.3%) & Balaghat (10%) each as illustrated in table 16.

3.5 Excess Food Grains Available at FPS.

The research team further extended the enquiries and interviewed the FPS dealers regarding the delay of delivery services of food grains to FPS during the last 6 months. The effective management of whole PDS system under NFSA can be judged by response of the stakeholders in terms of satisfaction on the issue of delivery of the right quantity, right quality delivered/ supplied on right time.

95 percent sample FPSs reported that they had excess foodgrains left after closing the sale. Also 5 percent sample FPSs reported about having no excess food grains left after closing the sale, However 95% FPS owners adjusted after 0-2 months in the food grains allocated for the next month.

S.no	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	Excess Food grains left after closing the sale	Yes	5	5	5	4
		No	0	0	0	1
	If Yes Adjusted in food grains allocated for this month	Yes	5	5	5	4
		No	0	0	0	1
	Payment of the dealers Commission from the department delayed	Yes	5	5	5	5
		No	0	0	0	0

Table 17 Excess Foodgrains and Dealers Commission

The research team also investigated the issue related to the payment of getting FPS dealers commission. The amount of commission depends on the numbers of beneficiaries attached with the FPS. The larger the beneficiary's list, higher the amount of entitled quantity sold and the commission of FPS had been increased. Every month the FPS dealers submit the challan amount after deducting their commission. In all the sampled Districts 100% of the FPS with regard of getting dealers commission delayed was reported.

3.6 Display of IEC material at FPSs.

One of the primary goals of food security is for the public distribution system to operate transparently and efficiently. The Food and Civil Supplies Department strives to run the FPS as efficiently as possible. As a result, fair-price shop owners were told to showcase various forms of relevant information on food grain distribution in front of their stores. The research team investigated the same and discovered that all FPS dealers have a notice board, hoardings, banners and traditional black board posted in front of their FPS. However, some of the information provided by the FPS dealers were slightly different. It was observed that all the respective Fair Price Shops had enough space for the Banners and posters regarding the schemes and information related to ration distribution.

S.No	Particulars	Responses	Districts				
			Balaghat	Bhind	Shivpuri	Chhatarpur	Total
1.	IEC material on grievance redressal mechanism	Yes	4	3	2	5	70%
		No	1	2	3	0	30%
2.	IEC material on ONORC/PMGKAY	Yes	4	4	5	4	85%
		No	1	1	0	1	15%
3.	IEC material on e-KYC	Yes	3	5	5	3	68%
		No	2	0	0	2	32%
4	IEC material on Inclusion/Exclusion	Yes	2	1	1	1	25%
		No	3	4	4	4	75%

Table 18 Display of IEC / Awareness material at FPS

Given the significance of Information Education and Communication (IEC), it is critical to disseminate the NFSA principles and their components. As a result, IEC is a crucial component and a key contributor in increasing demand among NFSA recipients. According to the findings, the display of IEC/Awareness material in 20 sample FPSs has been summarized in table above. It was observed that 70% FPS have displayed IEC material on Grievance

redressal mechanism, 85% displayed IEC material on ONORC/PMGKAY, 68% showcased IEC material on e-KYC material and only 25% were able to showcase IEC material on Inclusion/Exclusion criteria. However the following information was also displayed at the 100% Fair Price Shops.

- Opening and Closing time of Fair Price Shops.
- Samples of PDS foodgrains for distribution.
- Monthly entitlement of PHH & AAY category and their retail issue price per kilogram.
- Total number of PHH & AAY households/ beneficiaries.
- Quantity of commodities received, distributed & in stock ration status.
- Toll free helpline number.
- Name and contact details of vigilance committee members and authority for lodging complaints.

It was also noticed that Stock register, commodity wise record, register of beneficiaries and sales were well maintained by the Fair Price Shops in all the sampled districts. However, it was also observed that simple electronic weighing scale was used in all the FPS shops for measuring the quantity of food grains.

3.7 Issues of Foodgrains with e-PoS.

The automation of FPS was initiated under NFSA in 2013, as part of the "end-to-end computerization of PDS operations." Following the progressive implementation of the NFSA, Madhya Pradesh Government have taken similar initiatives. For the distribution of assigned allocation, the automation of FPS necessitates the connection of electronic point-of-sale (e-POS) equipment. The state of Madhya Pradesh has put e-POS machines at several FPS and converted the ration card database to a digital format. These computerised point-of-sale computers were used to verify and record the transaction history related to distribution of ration at FPS. The basic purpose of installation of e-PoS machines is to alleviate the identity error occurred at FPS level. The mitigation of identity error facilitated the benefits to the actual beneficiaries and use of biometric authentication such as fingerprints through Aadhaar authentication serving such objective. It significantly impacts on the reduction of leakages and efficient operation of public distribution system on ground level.

Following the verification of a beneficiary's identification through biometric authentication, e-POS devices display the entitlement amount and fair pricing for such beneficiaries. The FPS dealer has the authority to catalogue the sale, which is also recorded on the state PDS portal. It's referred to as a 'e-POS Aadhaar enabled PDS.

3.8 Percentage of Biometric Authentication

All of the sample FPS dealers in all the sampled districts had e-POS equipment, as per stakeholder consultation. The transaction history is electronically stored, and these e-POS devices biometrically authenticate the beneficiaries. All recipients were expected to link their Aadhaar cards to their ration cards. This transaction information was also available on state PDS portal. The Bandwidth on which the electronic point of sale machine works was 4G in all the shops in Bhind, Shivpuri and some shops in Chhatarpur while in Balaghat all the shops under survey were working on 2G Bandwidth.

The biometric authentication system has been reported in all four sampled districts: Balaghat, Bhind, Shivpuri and Chhatarpur. 100% of the 20 sample FPSs reported the installation of AePOS at FPSs. The use of e-PoS for getting food grains under PDS by sample households is depicted in table below wherein 100% respondents reported use of e-PoS for getting food grains under PDS.

S. No	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	Received food grains through e-PoS	Yes	75	75	75	75
		No	0	0	0	0
2	Get printed receipt from e-PoS	Yes	73	70	58	65
		Sometimes	0	3	10	3
		No	2	2	7	7
3	If Yes, Local language printed on receipt	Yes	72	73	56	70
		No	3	0	19	5
4	Average number of Authentication for successful Authentication	1 Attempt	32	48	63	66
		2 Attempts	19	27	10	9

		More than 3 Attempts	24	0	2	0
5	In case of Failure, Alternative method adopted by FPS Owner	Ration is denied	75	71	73	74
		Received without authentication	0	1	0	0
		Using exceptional Management	0	3	2	1
6	Satisfied with system of using e-PoS to authenticate people for ration	Very Satisfied	12	0	55	60
		Satisfied	60	75	15	13
		Dissatisfied	3	0	5	2

Table 19 Issues with use of e-PoS machine

In total, only 89% sample households reported they got printed receipt from e-PoS device, 5% households reported that they sometimes got printed receipt from e-PoS & 6% sample households reported that they never got printed receipt from e-PoS device. The reason given by FPS dealer for not giving printed receipt to beneficiaries was the more time of printing in e-PoS for completing one transection and the cost of the printing. However, 91% respondents reported that they got the printed receipts in local language Hindi.

The average number of authentication attempts required for successful authentication is crucial for establishing beneficiary credibility in e-PoS. In terms of the average number of authentication tries required for successful authentication, 70 percent of sample respondents claimed that they had taken just one attempt, whereas 22 percent of sample respondents reported that they had taken two attempts for successful Biometric Authentication. However 8% respondents reported that it took three attempts on an average for completing e-PoS transection

Thus Majority of the respondents received their food grains in one successful attempt. In terms of failed e-PoS transaction, majority (97%) of the respondents responded denial of ration in case of failed e-PoS, However 2% reported adoption of Alternative Exceptional management and 1% received without Authentication, for distribution of ration in all the sampled districts

Regarding the sample household satisfaction with the system of using e-PoS machine and Aadhaar to Authenticate the beneficiaries, 54% of the sample respondents were satisfied, followed by 42% who were very satisfied with the system of using PoS device and Aadhaar to

authenticate the people for ration. However 4% were showed utter dissatisfaction with the system.

3.9 Reasons for Biometric Failure.

The research team investigated about the reasons of failure of biometric authentication while visiting FPS shops for availing the ration entitlements. The FPS owners during stakeholder consultation cited various reasons for the failure of Biometric based authentication.

S.No	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	Success rate of Biometric Authentication	0-25%	0	0	0	0
		25-50%	0	0	0	0
		50-75%	0	0	0	0
		75-90%	0	0	1	1
		90-100%	5	5	4	4
2	Reasons for not having 100% biometric Authentication	Low Aadhaar Seeding	0	0	0	1
		Authentication Failure due to mismatch	3	0	1	1
		Connectivity Issue	2	0	0	1
		Other	0	0	0	2
3	Alternative Methods used in case of failed authentication	Iris Authentication	0	0	0	1
		Aadhaar based OTP	2	1	0	0
		Fusion Finger	0	0	2	0
		Ration not Given	3	2	2	4
		Others	0	2	1	0

Table 20 Biometric Authentication at FPS

In all the sampled districts, the sample FPS reported the success rate of biometric authentication in the FPS was more than 90% but lesser than 100%. Out of the sampled FPS's, who opted for not having 100% success rate, 25% sample FPS's responded with authenticate failure due to mismatch of fingerprints, whereas 13% sample FPS reported connectivity issues as a reason for not having 100% Biometric Authentication.

The research team investigated about the provisions for beneficiaries in case of failed biometric authentication while visiting FPS shops for availing the ration entitlements. The alternative methods adopted by the FPS involved various modes viz Iris Authentication, Aadhar enabled OTP authentication, Fusion finger, and e-Samagrah ration cards, it was observed that majority (55%) of the ration card holders were denied ration in case of failures.

3.10 Time Taken for e-PoS Transaction.

In total, 31% of sample households reported that the average time to complete one transaction through Ae-POS was up to 30 seconds, 51% reported that the average time to complete one transaction through Ae-POS was 30 seconds to 60 seconds, and 19% reported that the average time to complete one transaction through Ae-POS was more than 60 seconds. It may be deduced that the majority of sample homes (90 percent) spent less than or equal to one minute completing a single transaction using Ae-POS.

S.No	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	Average time taken for one e-PoS transaction	Up to 30 secs	20	18	41	12
		30-60 secs	45	25	25	58
		More than 60 Secs	10	32	9	5

Table 21 Average time taken for transaction

3.11 Exception Management Practices for Ration Distribution at FPS.

The sample respondents who reported failed finger print authentication believed that the FPS owner utilized exception management to sell ration. The exception management practices used by the FPS owner were OTP on the RC holder's mobile, according to all of the study respondents (100%). The State government used Aadhaar-based OTP authentication as an alternate technique in the event of a beneficiary's finger print authentication failure at Ae-POS, ensuring that NFSA cardholders were not denied rationing by FPS. The state's action aided in the seamless distribution of food grains to NFSA recipients, which is unquestionably laudable.

S.No	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	In Case of Failed fingerprint Authentication, Exceptional practices adopted by FPS	Ration is denied	75	75	75	75
		Received without authentication	0	0	0	0
		Using exceptional Management	0	0	0	0

Table 22 Use of Exception Management

The respondents were asked about the case fingerprint Authentication, Exceptional practices adopted by FPS and it was revealed that 100% beneficiaries were denied ration if e-PoS authentication fails.

3.12 Viability of Operations

The Government of India promotes end-to-end computerization to ensure this efficiency, and the Government of Madhya Pradesh is committed to implementing this initiative. In the process, the Fair Price Shops (FPS), also known as Authorised Retail Dealers (ARDs) in the state, play an important role in the NFSA's overall supply chain. The study emphasized the issue of FPS financial viability in conjunction with diversion and leakages. However, there is a lack of deep understanding of the actual drivers of revenues and costs, the severity of the problems, and potential solutions.

3.13 Demand for Additional Services at the Fair Price Shop.

The Central & State Government has decided to convert the Fair Price Shops into multi-utility shops which can cater to the needs of beneficiaries regarding: -

- Banking and Banking Correspondence Service.
- Common Service Centre Services.
- Sale of non-PDS / grocery items.
- Sale of small (5 kg) LPG Cylinders.
- Broadband network services through PM-WANI Scheme.

During the primary stakeholder consultation, it was discovered that none of the Fair Price Shop owners had begun to provide these services to the beneficiaries in all of the sampled districts and had shown little interest in doing so. The process of e-KYC to authenticate ration cards has been reported in all of the sample FPSs. Around 60-80% of the ration card holders have

completed e-KYC procedures. Home delivery facility & facility to nominate others (with old, infirm & disabled) was not reported in the sample FPS.

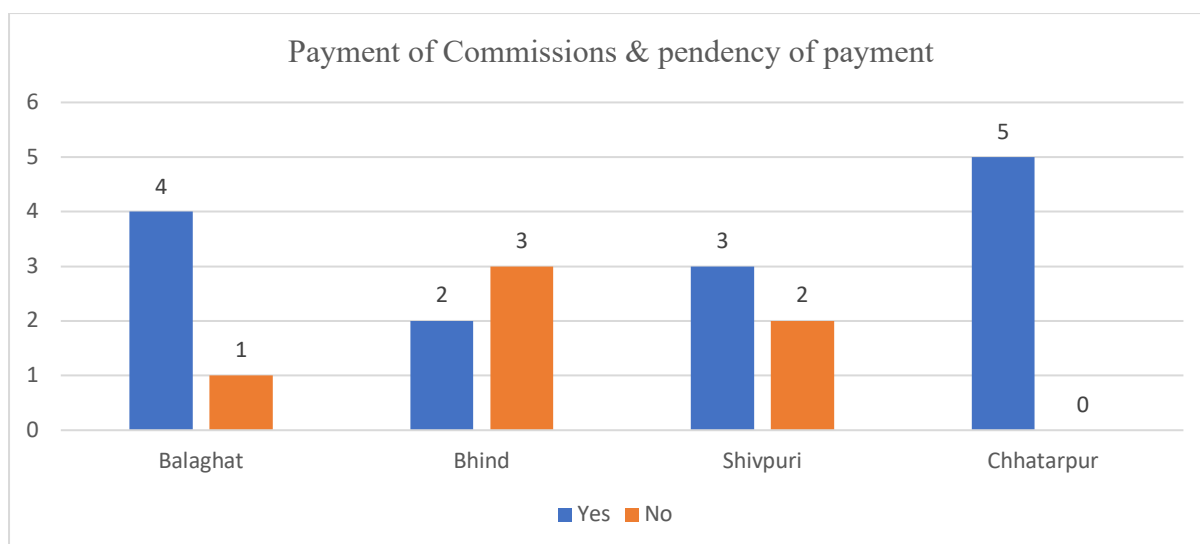
3.14 Implementation of Other FPS transformation activities at Fair Price Shop.

The following observations were recorded by field investigators at the Fair Price Shops in all the sampled districts: -

- No CCTV Cameras were installed in any of the Fair Price Shops in the sampled districts.
- The presence of an electronic weighing scale being used by the Fair Price Shop dealers in all the sampled districts.
- As per the preliminary observations made during the field visit, it was observed that in all the sampled districts majority of the FPS dealers did not report any integrated e-PoS-based electronic weighing of the food grains in order to avoid any cases of underweight and transparent ration delivery.
- The most widely used mode of payments made in the FPS is cash, it was observed that in all the sampled districts majority of the FPS dealers preferred payments in Cash. While fewer FPS owners had kept Digital BHIM/UPI/ E-wallet facility for the convenience of Ration card holders.
- Fair Price Shop owners did not availed loans under Pradhan Mantri Mudra Yojana for carrying out FPS transformation activities in all the sampled districts but were highly interested in availing the loan. However one FPS owner in Chhatarpur who have availed loan from the Scheme.

3.15 Payment of Commissions & pendency of payment

To assess the impact at the most foundational level of implementation, the FPS owners were asked about the viability of operations, specifically the timely disbursement of payments in the form of commission on a timely basis, and it was discovered that the Fair Price Shop owners in all sampled districts received a fixed amount of commission, but 15% of the FPS shops in Bhind and Shivpuri did not receive any fixed commission. They were also questioned regarding timely payment, and it was discovered that half (50%) of the FPS shops received timely payments while the other half did not.



Graph 2 Payment of commissions and pendency of payment

Chapter 4 : One Nation One Ration Card and Intra-State Portability

A prominent consequence of the Covid-19 pandemic was an increase in food insecurity globally, particularly in underdeveloped nations where hunger and malnutrition are epidemics. Middle class workers, the destitute, and the downtrodden were the worst hurt by the collapse of livelihood opportunities and consequent exodus from urban regions. The inability to obtain local ration cards, which could be used to receive government subsidized commodities through the Public Distribution System, was one of the key reasons for the rising food insecurity among these groups. Millions of migrants who did not 'belong' to their workplace lacked documentation that would have allowed them to receive PDS rations and other social security benefits.

One of the highest priorities of the Department of Food, Civil Supplies & Public Distribution, Government of India, is the implementation of the One Nation One Ration Card (ONORC) plan. This will give all eligible ration card holders and beneficiaries covered by the NFSA the option to access their entitlements from any location in the nation.

4.1 Awareness Regarding Intra- State and National Portability.

S.No	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	Aware about portability Option	Yes	61	10	45	72
		No	14	65	30	3
2	If Yes, Awareness About	Pick up ration from any FPS in my vicinity village/block/panchayat/	8	5	7	36
		Pick up ration from any FPS in the district	13	2	2	18
		Pick up rations from any FPS in the country	40	3	36	18
	Source of Information about Portability	FPS Shop	19	5	20	52
		Govt Officials (Village panchayat/Ward	30	2	15	8
		Newspaper/Radio/Tv News	11	3	10	13
		Others	1	0	0	2

Table 23 Awareness regarding Intrastate Portability

According to the table above, 63% of survey respondents were aware of the portability option for lifting their ration. However 37% of sample respondents were unaware of the portability option. Out of 188 respondents who were aware of the portability option, 29.7% reported that portability means picking up rations from any FPS in my nearby village/block/panchayat, 51.5% reported that portability means picking up rations from any FPS in the country, and 18.6% reported that portability means picking up rations from any FPS in the district.

When the respondents were questioned about the source of knowledge about the portability option, it was discovered that 51% chose FPS stores, 29% chose government officials, 18% chose newspaper/radio/tv news and 2% respondents opted for other viz, Colleagues, Friends etc.

4.2 Demand for ONORC/Portability (Respondents who availed Portability/ONORC +respondents who were unable to avail/ total respondents)

In the table below, just 13.2% of the 188 respondents used the intrastate Portability option, while 86.7% did not use the Portability option. Regarding the reasons for not using Portability alternatives, just 1% of respondents said they had no need for Portability since they were satisfied with the services provided by FPS. Yet, 99% of respondents said that none of their family members had relocated anywhere in or out of the state.

S.No	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	Used Portability	Intra-State	4	0	9	12
		Inter-State	0	0	0	0
		None	57	10	36	60
2	If Not used Reason for that	No Need as Satisfied with the services of FPS	0	1	0	0
		None of family members migrated	57	9	36	60

Table 24 Demand for ONORC/Portability

4.3 Reasons for beneficiaries availing Portability/ONORC

The respondents were questioned about the location of the FPS, where they had taken ration using the portability option, 1 sample respondent who had lifted the food grains from different panchayats, followed by 3 respondents who had taken ration in different blocks. Additionally,

they were asked about the reasons for picking up ration from another FPS; one respondent mentioned a change in residence, two cited ration unavailability at FPS, and one such respondent stated distance between house and FPS.

S.No	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	Location of FPS from where ration was taken	Different Panchayat	1	0	0	0
		Different block	3	0	0	0
		Different district	0	0	0	0
2	Reasons for picking ration from other FPS	Change in area of residence	1	0	0	0
		Unavailability of ration at FPS	2	0	0	0
		Distance between home and FPS	1	0	0	0

Table 25 Reasons for beneficiaries availing Portability/ONORC

4.4 Experience of Beneficiaries Availing Intra-State and National Portability

Of the four sample respondents who had utilized Portability options, 100% were satisfied or very satisfied with the lifting ration experience. Addressing the grounds for satisfaction, respondents claimed that FPS provides better service, and one respondent stated that it saves time and money connected with travelling to FPS.

S.No	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	Satisfaction with the experience in picking the ration through Portability	Dissatisfied	0	0	0	0
		Satisfied	3	0	0	0
		Very Satisfied	0	0	0	0
2	If Satisfied, Reasons	Better service delivery in store (dealer behaviour, quantity and good quality)	3	0	0	0
		Saving time and cost associated with traveling to a fair price shop	1	0	0	0

Table 26 Experience of Beneficiaries availing Interstate Portability

4.5 Difficulties faced by Beneficiaries in Portability Transactions

Out of the 4 sample respondents who availed Portability options, None of the respondents reported any difficulty in getting ration through Portability option.

4.6 Awareness on Intra-state and Inter-State Portability.

100% of the sample FPS dealers were aware of the portability options for beneficiaries to take/lift/pick their ration. In addition, all sample FPS (100%) dealers received ONORC / Portability training from the state nodal department.

S.No	Particulars	Responses	Districts			
			Balaghat	Bhind	Shivpuri	Chhatarpur
1	Aware about portability Option	Yes	5	5	5	5
		No	0	0	0	0
2	Received any training on ONORC	Yes	5	5	5	5
		No	0	0	0	0
3.	No of beneficiaries changed after ONORC portability	Increased	3	1	1	4
		Decreased	0	1	0	0
		Stayed same	2	0	4	1
		Not Aware	0	3	0	0
4.	Change in Profitability after ONORC	Increased	3	1	1	4
		Decreased	0	1	0	0
		Stayed same	2	0	4	1
		Not Aware	0	3	0	0
5.	Shop Timings changed after ONORC/portability	Increased	0	1	2	3
		Decreased	0	0	0	0
		Stayed same	2	4	3	2
		Not Aware	3	0	0	0
6	Received extra ration over entitled quantity to adjust for portability	Yes	4	2	3	3
		No	1	3	2	2
7	Denied ration to Interstate portability transaction	Yes	0	0	0	0
		No	5	5	5	5

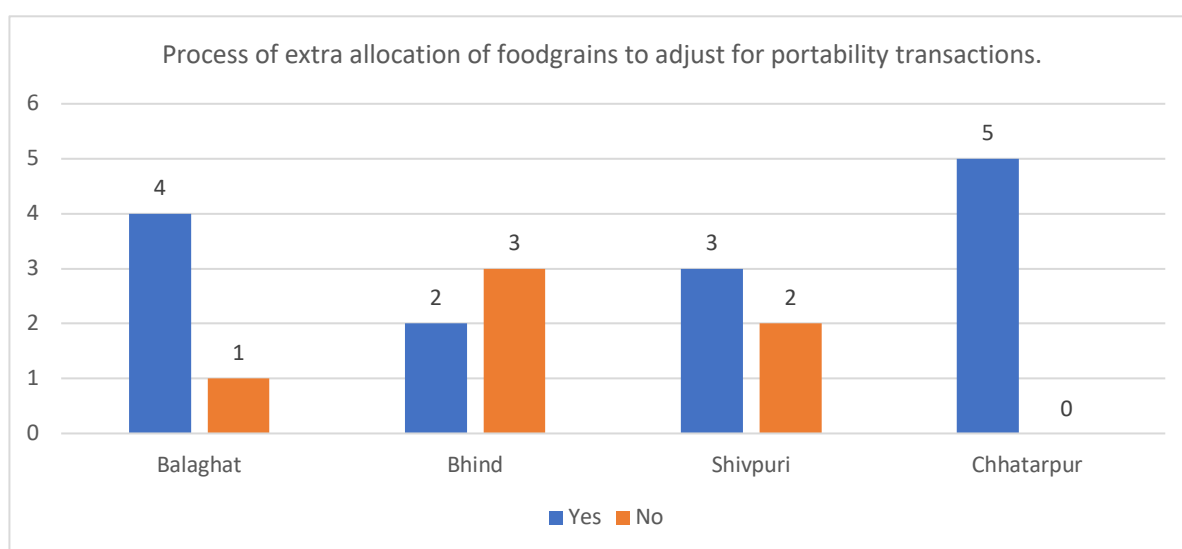
Table 27 Usage of ONORC

4.7 Impact of Portability on Number of Beneficiaries availing ration, profitability of FPS Dealer.

In terms of the change in the number of beneficiaries following the ONORC plan, 45% of the sample FPS dealers said that there appeared to be increase in number of beneficiaries while as rest of the 35% were of the opinion that it remained same, 5% said it has decreased and the remaining 15% opted they were not aware about it.

However, after the Scheme's introduction and execution in the state, 45% of the sample FPS dealers chose that their profitability has increased, 35% reported no change, while 15% were unaware of the change. Additionally, 30% reported increased shop timings and 70% sample FPS revealed no change in FPS timings in any of the sampled districts.

4.8 Process of extra allocation of foodgrains to adjust for portability transactions.



Graph 3 Process of extra allocation of foodgrains to adjust for portability transactions.

In regard to meeting the criteria of portability demand at FPS, 70% of sample FPS dealers confirmed that they did get extra ration over the authorised quantity to compensate for portability transactions. Yet, 30% of responders in all sampled areas denied receiving extra allocation. Moreover, when asked how they seek additional grain allocation, the majority of respondents stated they do it by means of an e-PoS device, while a handful claimed they do so through the concerned food department at the district level.

4.9 Any issues/ difficulties faced in implementing portability transactions.

The following issues/difficulties were encountered by sample FPS dealers while conducting portability transactions:

- The extra buffer stock of food grains was not given to FPS dealers for portability, and ration cardholder awareness of portability was not sufficient for some FPS.
- Majority of the respondents did not come to receive rations under portability since the FPS owner did not support portability at initial phase of implementation.

Chapter 5 : Pradhan Mantri Garib Kalyan Yojana (PMGKAY).

The "Pradhan Mantri Garib Kalyan Package (PMGKP)" was a 1.70 lakh crore comprehensive relief package provided by the Indian government for the benefit of impoverished citizens. In March 2020, such an effort was launched to aid underprivileged individuals in their fight against the Corona Virus. The scheme's goal is to assist the underprivileged by providing food and cash to alleviate the beneficiaries' difficulty of purchasing vital goods. The system comprised a lot of initiatives for participants' benefit in many areas such as health, food, and so on. One of the initiatives included in the package is the "Pradhan Mantri Garib Kalyan Anna Yojana" (PMGKAY). The Indian government has agreed to give the monthly per capita allowance. The initiative provides 5 kg of wheat or rice and 1 kilogram of chosen pulses each home every month at no cost. The plan was initially implemented for the following three months; however, it was later extended until November 2021. The central government once again made provision for further free rationing for NFSA members from May 2021 to November 2021, which was extended till September 2022. The Government of Madhya Pradesh has also adopted the PMGKAY plan for the benefit of the underprivileged and was carried out in six stages.

5.1 Evaluation of PMGKAY Benefit Delivery.

The study found the proper distribution of food grains among the beneficiaries and all the beneficiaries received their food grains through the Aadhaar links. The other method of food grain distribution has not been found. At Government level all efforts are taken to make the system more effective and ensure the availability, affordability and accessibility of ration under Initiative PMGKAY to the poor.

S.No	State	District	Total FPS	NFSA HH Covered	PMGKAY food grains as per norms	
					Yes	No
1	Madhya Pradesh	Balaghat	5	75	75	0
		Bhind	5	75	75	0
		Shivpuri	5	75	75	0
		Chhatarpur	5	75	75	0

Table 28 Coverage of PMGKAY

The coverage of the scheme PMGKAY in all the sampled districts showed satisfactory results, wherein all the beneficiaries got easy access towards the ration, so as to ensure proper food security. About 90% of the beneficiaries got ration through Aadhaar and Finger scan authentication at the dealer location, which shows the proper implementation of the scheme in all the registered Fair Price Shops. According to the table above, the study included four sample districts. It was reported that in all four sampled districts, all sample respondents received their free rations under PMGKAY.

5.2 Distribution of Pulses/Commodities under PMGKAY.

S. No	Districts	No. of Commodities Provided
1	Balaghat	Wheat
2	Bhind	Wheat, Rice
3	Shivpuri	Wheat, Rice
4	Chhatarpur	Wheat

Table 29 Distribution of Commodities under PMGKAY

The table above summarizes the number of commodities provided in the four sampled districts; it was revealed that none of the beneficiaries in sampled district got pulses under PMGKAY to NFSA ration card holders; yet, the majority of respondents in all four sample districts received just wheat and rice.

5.3 Mode of receiving food grains under PMGKAY.

Mode of Receiving Ration					
Districts	Home delivery through Aadhaar and Finger scan	Home delivery without Aadhaar and Finger scan	Through Aadhaar and Finger scan authentication at the dealer location	Without Aadhaar and Finger scan at the dealer location	Grand Total
Balaghat	0	0	75	0	75
Bhind	0	0	75	0	75
Shivpuri	0	0	75	0	75
Chhatarpur	0	0	75	0	75
Grand Total	0	0	300	0	300

Table 30 Mode of Receiving Foodgrains under PMGKAY

The table clearly describes the system through which the beneficiaries received the ration. All of the sample respondents (100 percent) reported receiving food grains under PMGKAY through Aadhaar-based OTP authentication. However, none of the beneficiaries received either through home delivery with or without finger scan at the dealer location.

Chapter 6 : Key Findings and Recommendations.

The Concurrent Evaluation & Monitoring of execution of NFSA has been undertaken in the State of Madhya Pradesh from 1st October 2022 to 31st January 2023. Efforts have been made to assess the management of Fair Price Shops, beneficiary selection and ration card management, accessibility, doorstep delivery, food grain distribution cycle at districts and FPS, capacity building for FPS automation, ONORC, Portability and status of NFSA households and PMGKAY. In order to meet the objectives of NFSA, 2013, concurrent evaluation study has been undertaken covering 04 districts viz. Balaghat, Bhind, Shivpuri and Chhatarpur in four different zones of the State to assess the overall progress of implementation of NFSA across the State and measure and monitor the change it has brought in, specifically at the systemic level i.e., assess and analyze the progress of implementation of various aspects of the NFSA 2013 & at beneficiary level namely, evaluate the benefits of NFSA on the target groups to achieve the objectives of the NFSA.

- The State's implementation of the NFSA, 2013 is commendable because it is well-planned and systematic in terms of identifying eligible beneficiaries, categorizing them as Priority Household (PHH) or Antyodaya Anna Yojana (AAY), timely allocation, monthly distribution of food grains to beneficiaries, online management of FPS and its automation.
- The beneficiaries expressed that the duration of opening PDS shop and satisfaction level of timings is quite satisfactory. It was observed that except a few occasions due to poor connectivity, overall, the e- PoS machine is well functioned at FPS level.
- The printed receipts were not made available to the all the beneficiaries. There was hardly any delay in receiving of foodgrains and also no nomination / home delivery facility at FPS.
- Display of Information regarding working hours of FPS, entitlement of foodgrains, details of card holders and stock details are well maintained in all sample FPSs visited.

The whole NFSA execution team is youthful and vibrant, with a commitment to excellent delivery and meeting the Act's objectives. The whole concurrent assessment process was centered on examining the input, process, output, and outcome, as well as the strengths and shortcomings of the NFSA, 2013 implementation in the sample districts, capable of evaluating the mechanism in place to carry out the NFSA, 2013 as well as how the beneficiaries have benefited and what more needs to be done to improve the Act's efficacy. However, even the best execution initiative certainly needs improvement over a period. It also required proper

shaping and handholding support with time. Based on the findings of the concurrent evaluation study, following key findings and recommendations have been drawn in order to improve the efficiency, efficacy, accessibility and quality of execution for greater satisfaction of the targeted beneficiaries.

1. Of the entire NFSA eligible ration cards, 10% were AAY and 90% were PHH recipients.
2. Majority 100% of sample households reported knowing the eligibility/identification requirements for receiving NFSA benefits.
3. 95 percent of sample FPSs were accessible by pucca road, and the majority of sample households on an average travelled 1.3KM to FPS, which is manageable.
4. 77.6 percent of sample households stated that they were very happy with the number of working days of the FPS, Also 3.3% of the sample households were neither satisfied nor dissatisfied with FPS's number of working days.
5. Nearly 62% of sample households said that they were very satisfied, while 29 percent reported that they were just satisfied with FPS opening and closing times. Nearly 8% of the sample families were neither satisfied nor dissatisfied with FPS's opening and closing times.
6. Majority of the sample respondents (100%) reported that they were able to receive entitled quantity of food grains from the FPS in a single visit. All the FPS dealers open their FPS during morning shift from approximately 7:00am to 09:00 am and close their shops from approximately 5:00 pm to 6:00 pm.
7. Merely 1-2 percent sample respondent/household experienced problem of under-weight in last one month and 100 percent respondents reported that they were not overcharged for food grains any time during last one year.
8. In total, 26 percent of sample households were dissatisfied with the quality of food grains, 17 percent were satisfied, and 57 percent were extremely satisfied with the quality of grains. As a result, 74 percent of sample families were satisfied or extremely satisfied with grain quality.
9. Most of the sample FPS (60%) in all the sampled districts were owned by the cooperatives, Women Self Help Groups, and others. 25% by private owners and 15% by local Panchayati Raj Institutions.
10. 100 percent sample FPSs reported installation of Ae-POS at FPSs and were reported operational. Thus, majority of sample households (99.7 percent) were satisfied with the system of using PoS machine & Aadhaar to authenticate people for ration.

11. The Bandwidth on which the electronic point of sale machine works was 4G in all the shops in Bhind , Shivpuri and some shops in Chhatarpur while in Balaghat all the shops under survey were working on 2G Bandwidth.
12. In total, 89% sample households reported they got printed receipt from e-PoS device, 5% households reported that they sometimes got printed receipt from e-PoS & 6% sample households reported that they never got printed receipt from e-PoS device. However, 91% respondents reported that they got the printed receipts in local language Hindi.
13. Majority of sample respondents (70 percent) received their food grains only after one successful authentication attempts. whereas 22 percent of sample respondents reported that they had taken two attempts for successful Biometric Authentication. However 8% respondents reported that it took three attempts on an average for completing e-PoS transection.
14. In all the sampled districts, the sample FPS reported the success rate of biometric authentication in the FPS was more than 90% but lesser than 100%. Out of the sampled FPS's, who opted for not having 100% success rate, 25% sample FPS's responded with authenticate failure due to mismatch of fingerprints, whereas 13% sample FPS reported connectivity issues as a reason for not having 100% Biometric Authentication.
15. In total, 31% of sample households reported that the average time to complete one transaction through Ae-POS was up to 30 seconds, 51% reported that the average time to complete one transaction through Ae-POS was 30 seconds to 60 seconds, and 19% reported that the average time to complete one transaction through Ae-POS was more than 60 seconds. It can be inferred that the average time taken to complete one transaction through Ae-POS by majority of sample households was (90 percent) either less than 1 minute or equal to 1 minute.
16. The State government implemented Aadhaar-based OTP authentication as an alternate method in the event of a beneficiary's finger print authentication failure at Ae-POS, ensuring that NFSA cardholders were not denied rationing by FPS. it was revealed that 100% beneficiaries were denied ration if e-PoS authentication fails.
17. In total, all 20 sample FPSs (100%) in four sample districts reported receiving food grain delivery at their doorstep. As a result, transportation of food grains was not a difficulty, since all of the sample FPSs got food grain delivery at their doorstep.
18. 95% of the FPSs in the study claimed that they were not charged by the transporter or others for the transportation of food grains up to FPS. In addition, it was discovered that the Fair Price Shop owners in all sampled districts received a fixed amount of

commission, but 15% of the FPS shops in Bhind and Shivpuri did not receive any fixed commission. They were also questioned regarding timely payment, and it was discovered that half (50%) of the FPS shops received timely payments while the other half did not.

19. Given the significance of Information Education and Communication (IEC), It was observed that 70% FPS have displayed IEC material on Grievance redressal mechanism, 85% displayed IEC material on ONORC, 68% showcased IEC material on e-KYC material and only 25% were able to showcase IEC material on Inclusion/Exclusion criteria.
20. Regarding the status and demand for Additional services at FPS's none of the Fair Price Shop owners had begun to provide these services to the beneficiaries in all of the sampled districts and had shown little interest in doing so. The process of e-KYC to authenticate ration cards has been reported in all of the sample FPSs. Around 60-80% of the ration card holders have completed e-KYC procedures. Home delivery facility & facility to nominate others (with old, infirm & disabled) was not reported in the sample FPS.
21. No CCTV Cameras were installed in any of the Fair Price Shops in the sampled districts.
22. The presence of an electronic weighing scale being used by the Fair Price Shop dealers in all the sampled districts. it was observed that in all the sampled districts majority of the FPS dealers did not report any integrated e-PoS-based electronic weighing of the food grains in order to avoid any cases of underweight and transparent ration delivery.
23. The most widely used mode of payments made in the FPS is cash, it was observed that in all the sampled districts majority of the FPS dealers preferred payments in Cash. While fewer FPS owners had kept Digital BHIM/UPI/ E-wallet facility for the convenience of Ration card holders.
24. Fair Price Shop owners did not availed loans under Pradhan Mantri Mudra Yojana for carrying out FPS transformation activities in all the sampled districts but were highly interested in availing the loan. However one FPS owner in Chhatarpur who have availed loan from the Scheme.
25. In the state's ONORC implementation, 63% of survey respondents were aware of the portability option for lifting their ration. However 37% of sample respondents were unaware of the portability option. In addition, all sample FPS dealers received ONORC / Portability training from the state nodal department.
26. 13.2% of the 188 respondents used the intrastate Portability option, while 86.7% did not use the Portability option. Regarding the reasons for not using Portability alternatives, just 1% of respondents said they had no need for Portability since they were satisfied with the

services provided by FPS. Yet, 99% of respondents said that none of their family members had relocated anywhere in or out of the state.

27. In terms of the change in the number of beneficiaries following the ONORC plan, 45% of the sample FPS dealers said that there appeared to be increase in number of beneficiaries while as rest of the 35% were of the opinion that it remained same, 5% said it has decreased and the remaining 15% opted they were not aware about it.
28. The coverage of the scheme PMGKAY in all the sampled districts showed satisfactory results, wherein all the beneficiaries got easy access towards the ration, so as to ensure proper food security. About 90% of the beneficiaries got ration through Aadhaar and Finger scan authentication at the dealer location, which shows the proper implementation of the scheme in all the registered Fair Price Shops.

Key Recommendations

- I. In certain sample districts, there is a continual process of regular deletion and addition to the list of NFSA beneficiaries, which allows for new individuals and families to be included. Additionally, in some of these districts, it may be necessary to adjust the beneficiary selection rules based on the current circumstances of the family. During stakeholder consultations in some of the sampled districts, it was observed that households registered under NFSA may face natural calamities such as the loss of an earning member, accidents, family separation, or the separation of elderly people from their families. In such cases, the districts should prioritize the selection of these families under NFSA and take appropriate measures such as providing space for them to be included in the program.
- II. Instead of providing food grains only to a few members in a Ration Card due to non-authentication of their name in the E-PoS biometrics, all members mentioned in the RCs should receive their entitlement. However, during the study, the majority of families with Ration Cards were able to receive their ration. There were some reported cases where all registered members in the RCs could not receive their entitlement due to technical issues with the E-PoS devices.
- III. In order to ensure that food grains are lifted by all ration card holders at FPS, it is necessary to improve the support system at the FPS level. This system should notify the FPS dealer about the ration card holders who are unable to lift food grains and the reasons behind it. By doing so, the system will facilitate the complete lifting of food grains at FPS and enable the FPS dealer to connect with the ration card holders. It has been reported that there is no formal record of ration card holders at FPS since all transactions are conducted electronically using e-PoS. Therefore, it is recommended to establish an online or offline system to monitor the lifting status of food grains at FPS. This system may involve mapping the ration card holders and the ration cards lifted under portability. Such a system will be useful in tracking the status of food grain lifting at FPS and ensuring that all ration card holders receive their rightful entitlement.
- IV. Based on the findings that 26 percent of sample households were dissatisfied with the quality of food grains, it is recommended that measures be taken to improve the quality of food grains distributed under the program. This could involve enhanced quality control measures at the production and distribution stages, as well as measures to address any issues identified through beneficiary feedback mechanisms. On the other hand, the fact that 74 percent of the sample families were satisfied or extremely satisfied with the quality of the grains is encouraging. Efforts should be made to maintain and further improve this level of satisfaction, such as ensuring timely and reliable delivery of food grains, providing transparent information on the procurement and distribution process, and ensuring that the grains are of consistent quality. Additionally, gathering regular feedback from beneficiaries can help to identify any areas for improvement and ensure that the program is meeting the needs of the beneficiaries.

- V. Based on the findings that 95 percent of sample FPSs were accessible by pucca road and the average travel distance for sample households to reach FPS was 1.3KM, it can be concluded that the accessibility of FPSs is generally good. However, it is important to ensure that the remaining 5 percent of FPSs are also easily accessible, particularly for households living in remote or difficult-to-reach areas. Moreover, efforts should be made to ensure that the roads leading to FPSs are well-maintained and easily accessible throughout the year, especially during the monsoon season when roads may become impassable due to heavy rainfall. This will help to ensure that beneficiaries can access the FPSs and receive their entitled food grains without any undue hardship or inconvenience..
- VI. Based on the statistical information provided, it seems that the majority of sample households are satisfied with the number of working days of the FPS, but there is still a small percentage who are neutral or not satisfied. It is still important to take into account the needs and preferences of all households. If there are specific concerns or complaints about the number of working days, it may be worthwhile to consider adjusting the schedule. For households who are not satisfied with the number of working days, it may be helpful to provide additional support or resources. Overall, it is important to continue monitoring satisfaction levels and addressing any concerns or issues that arise to ensure that the FPS is meeting the needs of all households.
- VII. Based on the statistical information provided, it seems that the majority of sample households are satisfied with the quality of food grains, but there is still a significant percentage who are dissatisfied. The most obvious solution to address the concerns of households who are dissatisfied with the quality of food grains is to improve the quality of the grains. This could include investing in better storage facilities, sourcing higher quality grains, or implementing better quality control measures. This can help build trust among households and demonstrate a commitment to addressing concerns. For households who are dissatisfied with the quality of food grains, it may be helpful to provide additional support or resources. This could include information about how to store grains to maintain quality, or assistance with accessing alternative sources of grains.
- VIII. Based on the key findings regarding the bandwidth of e-PoS devices, it seems that there is a discrepancy in the bandwidth of electronic point of sale machines (EPOS) in different regions. It may be necessary to upgrade the bandwidth in areas where it is currently limited. This could involve working with internet service providers to improve infrastructure and increase speeds. In areas where it is not feasible to upgrade the bandwidth, it may be necessary to explore alternative solutions. For example, it may be possible to use alternative technologies (such as Bluetooth or NFC) to facilitate transactions in areas with limited bandwidth. It may be helpful to provide training and support to retailers using EPOS machines, particularly in areas where bandwidth is limited. This can help ensure that retailers are able to use the technology effectively and efficiently, even with limited bandwidth. By upgrading infrastructure, exploring alternative solutions, providing

training and support, and conducting further research, it may be possible to address any bandwidth-related challenges and support the growth of modern retail operations.

- IX. It seems that there is a significant issue with rationing for beneficiaries if e-PoS authentication fails. As stated, the state government has implemented Aadhaar-based OTP authentication as an alternate method in the event of a beneficiary's finger print authentication failure at e-PoS. However, it may be necessary to ensure that this system is fully implemented and that all beneficiaries are aware of the alternate method of authentication. This could include upgrading the hardware and software, as well as providing additional training and support to FPS operators and beneficiaries. In the event that both e-PoS and Aadhaar-based OTP authentication methods fail, it may be necessary to provide alternative rationing options to ensure that beneficiaries are not denied ration. Overall, it is important to ensure that beneficiaries are not denied ration due to authentication failures at e-PoS.
- X. Based on the Key Findings, it seems that there is a lack of interest among Fair Price Shop owners in providing additional services to beneficiaries. It may be necessary to increase awareness among Fair Price Shop owners about the benefits of providing additional services to beneficiaries. This could include highlighting the potential for increased revenue and customer satisfaction, as well as the importance of meeting the needs of vulnerable populations (such as the elderly or disabled). It is hereby recommended to provide training and support to Fair Price Shop owners who are interested in providing additional services. This can help ensure that they are able to provide these services effectively and efficiently, and can help address any concerns or challenges they may have. Also incentivizing Fair Price Shop owners to provide additional services to beneficiaries. This could include providing financial incentives or other benefits, such as increased visibility or recognition. Overall, it is important to ensure that beneficiaries have access to additional services that can improve their experience and meet their needs. By increasing awareness, providing training and support, implementing incentives, it may be possible to encourage Fair Price Shop owners to provide these services and support the needs of vulnerable populations.
- XI. As per the key findings of the study, It seems that there is a lack of CCTV camera installation in Fair Price Shops in the sampled districts. It is hereby recommended to mandate CCTV camera installation in all Fair Price Shops to ensure the safety and security of beneficiaries and the Fair Price Shop owners. This can be done through government regulations or guidelines. It is also recommended to provide financial support to Fair Price Shop owners to cover the cost of CCTV camera installation. This can encourage more Fair Price Shop owners to install cameras and improve the overall safety and security of the system. This can include highlighting the potential for increased security, as well as the importance of ensuring transparency in the ration distribution system. This can help identify any issues or concerns and ensure that the system is working effectively.
- XII. As per the findings, it seems that there is low usage of the intrastate Portability option among the surveyed respondents, with the majority not using the option. Increase awareness: It is hereby

recommended to increase awareness among beneficiaries about the benefits of the Portability option, including the ability to access ration benefits from any FPS within the state. This can include targeted outreach and communication campaigns, Address potential barriers, improving access to information about the Portability option, including how to use it and what benefits it provides. This can be done through targeted communication campaigns, as well as through improvements to the FPS infrastructure. Overall, it is important to ensure that beneficiaries are aware of and have access to the Portability option, which can improve their ability to access ration benefits.

Chapter-9 References

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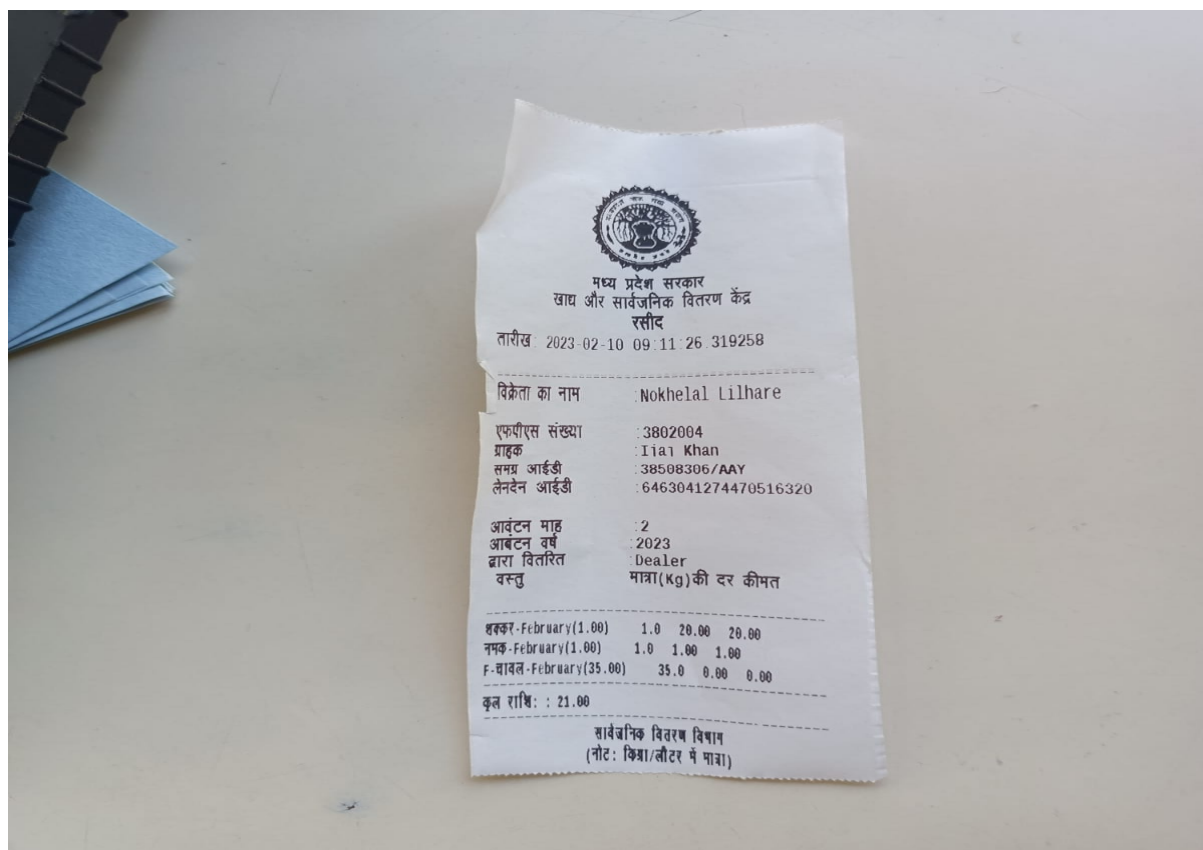
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From the Field















स्टॉक, भाव सूची एवं वितरण मात्रा					
शासकीय उचित मूल्य दुकान - दुकान क्र. 382010					
दुकान में संग्रहीत पदार्थ परिवार-1. अंत्योदय परिवार - सदस्य - प्राथ. परि. - सदस्य -					
10/2/23 स्टॉक एवं भाव AP 38 PH 344					
क्र.	योजना	वस्तु	दर प्रति कि./ली.	वितरण की मात्रा (कि./ली.)	आलका प्रारंभिक स्टॉक कि. ग्रा.
1.	NFSA	गेहूं	₹. 1-00	अंत्योदय परिवार - प्रति परिवार प्राथमिक परिवार - प्रति परिवार	4633
2.		चावल	₹. 1-00	अंत्योदय परिवार - प्रति परिवार प्राथमिक परिवार - प्रति परिवार	
3.		मोटा अनाज	₹. 1-00	अंत्योदय परिवार - प्रति परिवार प्राथमिक परिवार - प्रति परिवार	
4.		केरोसिन	₹. (कलेक्टर द्वारा निर्धारित)	प्रति अंत्योदय परिवार - लीटर प्रति प्राथमिक परिवार - लीटर	
5.		शक्कर	₹. 20-00	प्रति अंत्योदय परिवार 1 कि. ग्रा.	
6.		आयोडीन अलवक	₹. 01-00	प्रति राश्व परिवार 01 कि. ग्रा.	4.91
7.		दाल धान अदरक	₹. 27-00 ₹. 24-00	अंत्योदय परिवार - प्रति सदस्य प्राथमिक परिवार - प्रति सदस्य	5.52
8.	कल्याणकारी संस्था एवं SC-ST छात्रावास योजना	गेहूं चावल	₹. 01-00 ₹. 01-00	प्रति गृहवासी - 12 कि. ग्रा. प्रति गृहवासी - 03 कि. ग्रा.	
9.	मदद योजना	गेहूं चावल	निःशुल्क	मृत्युपर - 1 किग्रा. अनाज जन्मपर - 50 कि. ग्रा. अनाज	94 Kg
10.	मध्यम अन्न योजना	गेहूं चावल	निःशुल्क		157

Notes :