



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

Submitted to:
Department of Food and Public Distribution,
Ministry of Consumer Affairs, Food, and Public Distribution,
Government of India,
Krishi Bhawan, New Delhi -110111

2023

Phase-II (2020-23) – Round V

**Period of Study: 1st April 2023- 30th June
2023**

**Districts covered:
Rewa, Satna, Dhar, Chhindwara**

Monitoring Institute:
Atal Bihari Vajpayee Institute of Good Governance and
Policy Analysis
Sushasan Bhawan, Bhopal



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This report is output of a study on Concurrent evaluation of National Food Security Act, 2013 in Madhya Pradesh by Cell for Food Systems, (CSSD) AIGGPA, Bhopal on request of the Department of Food Consumer Affairs and Public Distribution, Govt. of India in collaboration with State Food Department, GoMP.

Funded By: Department of Food Consumer Affairs and Public Distribution, Govt. of India.

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List of Abbreviations

NFSA: National Food Security Act

PHH: Priority Household

AAJ: Antyodaya Anna Yojana

TPDS: Targeted Public Distribution System

PDS: Public Distribution System

MI: Monitoring Institution

DGRO: District Grievance Redressal Officer

DLVC: District Level Vigilance Committee

DLVO: District Level Vigilance Officer

DOFPD: Department of Food & Public Distribution

DSO: District Supply Officer

E-POS: Electronic Point of Sale

FCI: Food Corporation of India

FPS: Fair Price Shop

FGD: Focus Group Discussion

GDP: Gross Domestic Product

GRM: Grievance Redressal Mechanism

Executive summary

The National Food Security Act (NFSA) of 2013 marked a significant step in India's efforts to legally ensure food security by providing subsidized food grains to eligible households. The study's primary objectives include evaluating the overall implementation progress of the NFSA Act, 2013 at the state level and assessing the impact on both the system and the intended beneficiaries. A recent government initiative, starting in January 2023, offers free food grain distribution to all beneficiaries across the country. This initiative emphasizes the crucial need for widespread awareness among beneficiaries about the eligibility and identification criteria for receiving NFSA benefits.

This comprehensive study during the period from 1st April 2023 to 30th June 2023. (Phase II, Round V) delves into the state of the Public Distribution System (PDS) under the National Food Security Act (NFSA) in selected sampled districts; Rewa Satna Dhar and Chhindwara. With a focus on key aspects such as Beneficiary Awareness, Grievance redressal, Quality of service delivery, and the Viability of operations, this study provides valuable insights into the functioning of the PDS and its impact on beneficiaries and Fair Price Shop (FPS) dealers.

The comprehensive study presents significant findings that shed light on the operational aspects of Fair Price Shops (FPS) in sampled districts. It was observed that a majority of beneficiaries successfully acquired their food grain entitlements in a single visit, particularly in Rewa and Chhindwara, highlighting the efficiency of FPS services. The study also revealed that 90% of beneficiaries did not encounter issues related to receiving underweight rations, signifying effective monitoring. Moreover, home delivery options for Persons with Disabilities (PWD) beneficiaries and nominees were available in varying proportions. FPS ownership structures differed, and 80% of FPSs were well-connected via metal roads. The study confirmed that all 20 sample FPSs received food grain deliveries, with the majority obtaining them in advance, without incurring any charges. However, biometric authentication challenges and commission payment delays exhibited district-specific variations. Additionally, reasons for not utilizing portability options were linked to satisfaction with FPS services and family migration patterns. Beneficiary awareness regarding fortified rice was notably higher in some districts, and substantial proportions of beneficiaries accessed fortified rice, especially in Dhar. Overall, beneficiaries perceived fortified rice positively, although taste-related concerns surfaced. It is essential to note that only Satna district had a functional District-level vigilance committee.

Chapter-1 Introduction

Concurrent Evaluation of National Food Security Act, 2013 the mentioned 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 Antyodaya 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. (National Food Security Portal, Department of Food & Public Distribution, n.d.)

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 to evaluate whether the objectives of the NFSA 2013 was realized when implemented in the state. All the Thematic Focus areas/Indicators approved under the project for concurrent evaluation were assessed on the basis of ToR provided by Govt. Of India. The primary data was completely based on surveys with NFSA Beneficiaries, FPS Owners, District level vigilance committees, FPS Level VC's, Semi-structured interviews with departmental officers at the district level and block level officials and all the people associated with this work, and a checklist provided by government of India from time to time.

1.2 Sample Selection and Research Methodology

In accordance with the Terms of Reference provided by the Ministry of Consumer Affairs, Food & Public Distribution, Department of Food & Public Distribution, Government of India, the selection of samples in the central Indian State (Madhya Pradesh) is determined by the population size of the respective State or Union Territory. According to the Census 2011 report, Madhya Pradesh has population of approximately 7.27 Crores (72,626,809). Moreover, this sample allocation is distributed across both rural and urban areas within the State.

Table 1 represents the actual sample size and districts selected were Rewa, Satna Dhar and Chhindwara. As per the proposal shared with the Department of Food & Public Distribution, Government of India, the selected districts and sample size of the study was as follows: -

Districts	NFSA Beneficiaries	FPS	FPS (VC)	District VC	Total no. of Beneficiary
Rewa	75	5	5	1	86
Satna	75	5	5	1	86
Dhar	75	5	5	1	86
Chhindwara	75	5	5	1	86
Total	300	20	20	4	344

Table 1 Sample Districts & No. of beneficiaries

There was a total of 344 beneficiaries in the study as per the sampling plan which further has been categorized into Subcategories viz; NFSA beneficiaries, FPS owners, FPS Level Vigilance Committee, and District level Vigilance Committee as indicated in table 1.

Districts	PHH (Urban)	PHH (Rural)	AAY (Urban)	AAY (Rural)	Total PHH	Total AAY	Total
Rewa	30	20	15	10	50	25	75
Satna	30	20	15	10	50	25	75
Dhar	30	20	15	10	50	25	75
Chhindwara	30	20	15	10	50	25	75

Table 2 Bifurcation of NFSA beneficiaries

Table 2 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 30 were from Urban and the remaining 20 belong to the rural areas from the

respective sample districts. Similarly, from Antyodaya Anna Yojana 15 beneficiaries belong to Urban and the rest 10 belong to rural areas from the sample districts.

1.3 Data Collection and Analysis

Following the Terms of Reference (ToR) for the concurrent evaluation of the National Food Security Act, 2013, as specified by the Ministry of Consumer Affairs, Food & Public Distribution, Department of Food & Public Distribution, Government of India, data collection has been undertaken in 04 selected districts within the State of Madhya Pradesh during round 5 of the evaluation process.

The NFSA Beneficiaries which include both PHH & AAY Households, and Fair Price Shops of the sample districts, Along with this, District level vigilance committees, FPS Level VC's were interviewed as a part of thematic round. Structured questionnaire was designed for all the 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, ONORC, Rice Fortification. The data was collected and analysed using Unique IT- Tool software named KOBO Toolbox & Microsoft Excel for the Data Analysis.

1.4 Beneficiary Selection and Ration Card Management

For the purpose of concurrent evaluation of implementation of NFSA Act, 2013 in the fifth round of the year 2022-23, the four districts have been selected according to the detailed proposal submitted to Government of India.

1.5 Description of Study area/ Sample

The Concurrent Evaluation of the implementation of the National Food Security Act, 2013, in the State of Madhya Pradesh has been entrusted to the Atal Bihari Vajpayee Institute of Good Governance and Policy Analysis located in Bhopal. Within the state, comprising 52 districts, the concurrent evaluation process as outlined in the Terms of Reference (ToR), focuses on data collection in 04 selected sample districts in Madhya Pradesh on a half-yearly basis. This evaluation specifically pertains to the fifth round, spanning from April 2023 to June 2023, as part of the activities for the year 2022-23. Table 3 presents the description of the study sample/area of NFSA in the state.

S.no	Districts	Population	Population Covered under NFSA (Total Cards)	Percentage % Of population covered under NFSA
1	Rewa	2,76,8,120	2,87,198	11%
2	Satna	2,60,8,746	4,11,948	16%
3	Dhar	2,55,8,252	3,71,615	15%
4	Chhindwara	2,44,7,215	3,91,828	16%

Table 3 Population & Percentage of population covered under NFSA

Source: (India Census, n.d.) (Aadhaar enabled Public Distribution System, n.d.)

1.6 NFSA Coverage Details

The data on the coverage of the National Food Security Act (NFSA) in the sampled districts provides valuable insights into the reach of this essential program. Table 348073 4 indicates the number of Priority Household (PHH) cards, Antyodaya Anna Yojana (AAY) cards, and the total number of PHH members in each district.

S.no	Districts	AAY Cards	PHH Cards	PHH Members
1	Rewa	47308	239769	1055335
2	Satna	64131	348073	1465525
3	Dhar	41912	335647	1438172
4	Chhindwara	46064	347052	1462510

Table 4 NFSA Coverage details

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

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. Table 5 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 in getting their entitlements in a single visit. The highest number of percentage offtake was seen in Rewa and Chhindwara (99%), followed by Dhar (95%) & Satna (94%).

S.no	Districts	Availability of food grains during single visit	Percentage offtake by Households
1	Rewa	Yes	99%
2	Satna	Yes	94%
3	Dhar	Yes	95%
4	Chhindwara	Yes	99%

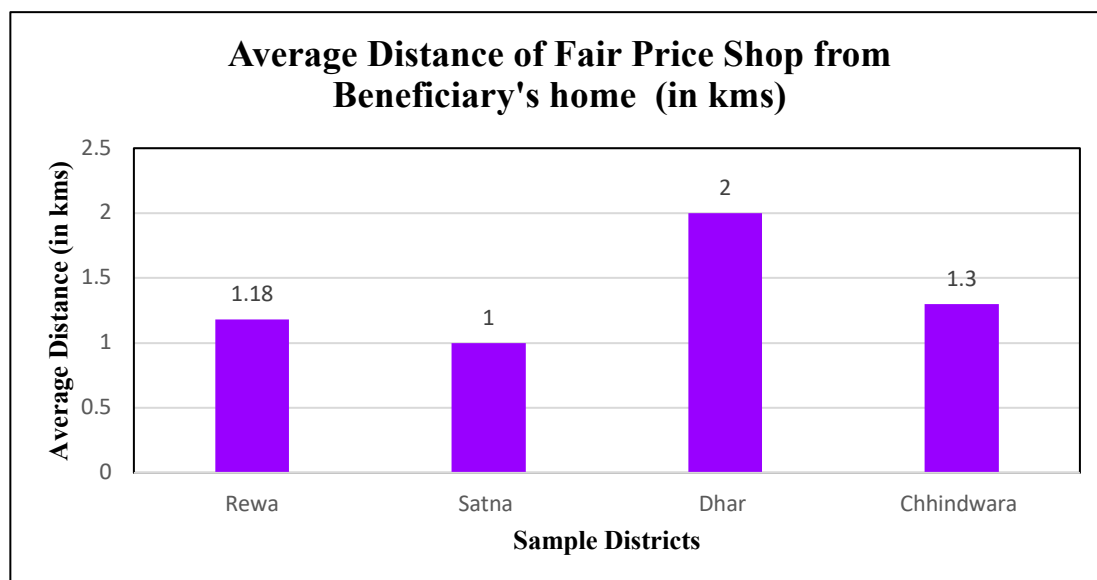
Table 5 Availability of foodgrains in Sample Districts

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.

As depicted in graph 1, the research team observed that on average, the sample beneficiaries of Rewa, Satna and Chhindwara FPS had on an average approximately 1.18, 1.0 and 1.3 kms respectively 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 Dhar

FPS faced on an average approximately 2.0 kms to their registered FPS from their home. Since the distance in all the districts complies with the norms established in the National Food Security Act (NFSA), there was no issue of any beneficiaries experiencing a shortage of rations due to the long distance to the FPS.



Graph 1 Average Distance of FPS in Sample Districts

2.3 Awareness levels of beneficiaries regarding Free Distribution under PMGKAY Launched from Jan 2023 to Dec 2023:

Since January 2023, Government of India has decided to distribute foodgrains for free for all the beneficiaries across the country under the extended scheme PMGKAY, beneficiaries must be aware of the eligibility/identification criteria in order to avail NFSA benefits and to get food grains. Table 6 demonstrates sample household understanding of eligibility/identification requirements for NFSA benefits.

S. No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1	Awareness about eligibility/ Criteria for availing NFSA Benefits	Yes	67 (89%)	73 (97%)	64 (85%)	74 (99%)
		No	8 (11%)	2 (3%)	11 (15%)	1 (1%)
		Total	(100%)	(100%)	(100%)	(100%)

Table 6 Awareness level of beneficiaries regarding eligibility

On an average, 93% of sample families reported knowing the eligibility/identification

criteria for receiving NFSA benefit. However, the remaining 7% responded no awareness about NFSA Entitlements.

2.4 Awareness regarding the Opening, Closing and Satisfaction with no of working days:

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 shops and data on the number of days ration shops open in a month across all the sampled districts, Rewa, Satna, Dhar, and Chhindwara.

The research findings, as indicated in Table 7, have categorized the data into four distinct responses reflecting the frequency of Fair Price Shop (FPS) openings in different districts. The analysis revealed that a significant majority, accounting for 45% of the sampled beneficiaries, reported that FPSs in their areas were open for more than 20 days but not for the entire month.

Notably, Chhindwara stood out with the highest percentage of FPSs open for 15-20 days, accounting for 60% of the responses. Conversely, Satna reported a significant proportion of FPSs open for 10-15 days, with 33% of beneficiaries attesting to this. A similar pattern emerged in Dhar, where the majority of FPSs were open for 15-20 days (31%). Rewa exhibited a relatively even distribution across categories, with regard to the duration of FPS openings. Interestingly, Satna was the only district where FPSs were reported to be open all days, albeit accounting for only 5% of the responses. These findings shed light on the varying operational schedules of FPSs in different districts, emphasizing the need for a comprehensive understanding of FPS functioning to enhance service delivery.

Particulars		Responses	Districts				
			Rewa	Satna	Dhar	Chhindwara	Total %age
1	No of days Ration Shop opens in a month	<10 days	3 (4%)	1 (2%)	2 (2%)	1 (1%)	7 (2%)
		10-15 days	16 (21%)	25 (33%)	15 (20%)	12 (16%)	68 (23%)
		15-20 days	15 (20%)	3 (4%)	23 (31%)	45 (60%)	86 (29%)

		More than 20 days but not full month	41(55%)	42 (56%)	35 (47%)	17 (23%)	135 (45%)
		All Days	0	4 (5%)	0	0	4 (1%)
2	Satisfaction with no of working days of FPS	Highly Satisfied	32 (43%)	48 (64%)	71 (95%)	17 (23%)	168 (56%)
		Satisfied	38 (51%)	25 (33%)	4 (5%)	57 (76%)	124 (41%)
		Not Satisfied	0	0	0	0	0
		Neither Satisfied nor dissatisfied	5 (6%)	2 (3%)	0	1 (1%)	8 (3%)
3	Satisfaction with Timings of distribution	Highly Satisfied	32 (43%)	48 (64%)	71 (95%)	17 (23%)	168 (56%)
		Satisfied	38 (51%)	25 (33%)	4 (5%)	57 (76%)	124 (41%)
		Neither Satisfied nor dissatisfied	5 (6%)	2 (3%)	0	1 (1%)	8 (3%)

Table 7 Awareness regarding operations of FPS

Regarding satisfaction with the number of working days and distribution timings of Fair Price Shops (FPS), the findings across all sampled districts indicate that a substantial majority, specifically 56% of beneficiaries, expressed high levels of satisfaction with the frequency of FPS working days for ration distribution. Additionally, 41% of respondents reported being satisfied, though not at the highest level. A smaller proportion, constituting 3% of the beneficiaries, maintained a neutral opinion on this matter. These results highlight the generally positive sentiment among beneficiaries regarding the operational schedule and timing of ration distribution at FPSs in the surveyed districts.

The field data presented in table 8 depicts about the opening and closing times of Fair Price Shops (FPS) in four sampled districts. On average, Rewa's FPS opens from 9:30 am to 10:00 am and closes from 4:00 pm to 4:30 pm, resulting in an average open duration of 6-7

hours. In Satna, the shops open from 10:00 am to 10:30 am and close from 5:00 pm to 5:30 pm, offering an average open duration of 7 hours. Dhar's FPS opens from 8:00 am to 8:30 am and closes from 4:30 pm to 5:00 pm, providing an average of 7-8 hours of operation.

S.no	Districts	Opening Time (Daily Average)	Closing Time (Daily Average)	Average Open hours
1	Rewa	9:30 – 10:00 am	4:00 – 4:30 pm	6-7 hours
2	Satna	10:00 – 10:30 am	5:00 pm – 5:30 pm	7 hours
3	Dhar	8:00 – 8:30 am	4:30- 5:00 pm	7-8 hours
4	Chhindwara	9:00 – 9:30 am	5:00 – 5:30 pm	8 hours

Table 8 Operational time of FPS

Chhindwara has the longest average open hours, with shops open from 9:00 am to 9:30 am and closing from 5:00 pm to 5:30 pm, resulting in 8 hours of daily operation. This data offers insights into the daily accessibility of FPS in these districts, with Chhindwara having the longest open hours on average, potentially contributing to satisfaction levels among beneficiaries.

2.5 Awareness about provisioning of uniform receipt for transactions containing the logo of PMGKAY and printed with information on the sale of food grains provided under the PMGKAY scheme:

The findings regarding the awareness and implementation of the provision of a uniform receipt for transactions under the Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY) scheme are highly encouraging. It's noteworthy that all the 300 (100%) beneficiaries in the sampled districts are aware of this provision, and it is actively practiced across all districts. This high level of awareness and consistent implementation is indicative of



Figure 1 Representational pic from field

effective communication and execution of the scheme's guidelines. The uniform receipt, adorned with the PMGKAY logo and containing essential information about the sale of food

grains, plays a crucial role in ensuring transparency and accountability in the distribution process. This result reflects a successful effort in disseminating information to beneficiaries and maintaining uniformity in the distribution of essential food items, ultimately contributing to the effective implementation of the PMGKAY scheme in the sampled districts.

2.6 Food grain quantity purchased and price entitlements:

As previously mentioned, from January 2023 to December 2023, essential food rations have been distributed to beneficiaries under the Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY) without any cost. During this period, eligible beneficiaries are receiving their allocated ration quota without any financial burden, as they are not required to make any payments. An examination of the data regarding the quantities of commodities received by the sample beneficiaries through various Fair Price Shops (FPS) reveals no significant variations in the supply of food grains to beneficiaries.

The data analysis indicated that in the majority of the sampled districts, 90% respondents did not encounter the issue of receiving underweight rations, as depicted in Table 9. However 4% of the respondents have reported underweightment issues and 6% were not aware about it.

S.No	Particulars	Responses	Districts				
			Rewa	Satna	Dhar	Chhindwara	Total %age
1	Experiences the problem of Underweightment	Yes	4 (6%)	1 (1%)	1 (1%)	9 (12%)	15 (4%)
		No	61 (81%)	69 (92%)	74 (99%)	66 (88%)	270 (90%)
		Not Aware	10 (13%)	6 (7%)	0	0	16 (6%)
2	Overcharged by FPS	Yes	0	0	0	0	0
		No	75	75	75	75	300 (100%)
		Not Aware	0	0	0	0	0
3	Source of Information about distribution	Personal Visit to FPS	13 (17%)	3 (4%)	49 (65%)	6 (8%)	71 (24%)

	Ration shop Dealer	15 (20%)	49 (65%)	18 (24%)	63 (84%)	145 (48%)
	Friends or Neighbours	45 (60%)	20 (27%)	7 (9%)	6 (8%)	78 (26%)
	SMS alert from State Department	2 (3%)	3 (4%)	1 (2%)	0	6 (2%)

Table 9 Issues of under-weightment and overcharging

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

When inquiring about the sources of information that informed beneficiaries about the availability of rations at their local Fair Price Shop (FPS), the data reveals several channels. Approximately 48% of respondents received this information directly from the FPS dealer. A significant 26% relied on word-of-mouth, receiving information from friends and neighbours, while 24% proactively visited the FPS shop to stay informed. In contrast, a smaller fraction of beneficiaries, only 2%, reported receiving SMS alerts on their mobile phones as a source of information regarding the availability of rations at the FPS. This diversity in information sources underscores the importance of multiple channels for keeping beneficiaries informed about their entitlements.

2.7 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 inferior 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

Within the framework of the National Food Security Act (NFSA), the provision of high-quality food grains is a paramount expectation for every household and beneficiary. The study's findings indicate that a majority of beneficiaries, constituting 160 (54%), express a “high level” of satisfaction with the quality of food grains they receive, while an additional 42% indicate their satisfaction. However, a noteworthy 4% of respondents reported their dissatisfaction with the quality of the food grains distributed under the NFSA.

Further inquiry was made to understand the reasons behind this dissatisfaction. Among the 13 (4%) beneficiaries who expressed dissatisfaction, the majority (8) cited the presence of foreign extraneous matter in the food grains as the primary cause. Additionally, 3 beneficiaries reported discolored food grains, while the remaining 2 mentioned issues related to broken and weevil-infested grains. These specific concerns provide valuable insights into areas that require attention to ensure the consistent delivery of high-quality food grains to beneficiaries.

S.No	Particulars	Responses	Districts				Total %age
			Rewa	Satna	Dhar	Chhindwara	
1	Satisfied with Quality of Food Grains	Dissatisfied	5 (6%)	4 (5%)	0	4 (5%)	13 (4%)
		Satisfied	49 (65%)	20 (27%)	5 (7%)	54 (72%)	128 (42%)
		Highly Satisfied	21 (29%)	51 (68%)	70 (93%)	17 (23%)	159 (54%)
2	If Dissatisfied, Reasons	Foreign Extraneous particles	4 (80%)	2 (50%)	0%	2 (50%)	8 (62%)
		Broken and Weevil	0	1 (25%)	0%	1 (25%)	2 (15%)
		Discoloured food grains	1 (20%)	1 (25%)	0%	1 (25%)	3 (23%)
3	Raised Concerns to Authority for redressal before Vigilance committee	Yes	5	4	0	4	13
		No	0	0	0	0	0

Table 10 Perception of beneficiaries regarding quality of foodgrains

Further inquiry was made to understand from the dissatisfied beneficiaries about raising concerns to any Authority for redressal, they have raised their concerns to Authority for redressal from time to time.

2.8 Consumption of food grain by households and share of PDS foodgrains:

Under NFSA, in all the sampled districts the respondents were asked about the entities distributed at FPS Shops, It was revealed that 2kg rice & 3 kg wheat was given to PHH cardholders and 20kg wheat & 15 kg Rice was given to AAY cardholders. Table 11 presents data on the consumption of food grains by households and the share of Public Distribution System (PDS) food grains among beneficiaries in four different districts: Rewa, Satna, Dhar, and Chhindwara. In total, 287 (96%) of the sample households expressed satisfaction with the proportion of wheat and rice provided to them through the Public Distribution System (PDS).

S. No	District	Yes	No	Total (%)
1	Rewa	70 (93%)	5 (7%)	100%
2	Satna	71 (95%)	4 (5%)	100%
3	Dhar	75 (100%)	0	100%
4	Chhindwara	71 (95%)	4 (5%)	100%

Table 11 Consumption of foodgrains by households

2.9 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 reported about not lifting ration in last three months and was not reported in any of the 20 FPSs among the sampled Districts.

2.10 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. Out of the sample NFSA households, 97% of the beneficiaries said they don't have any family member under disability and least 3% reported to have family members with disabilities as shown in table 12.

S.No	Particulars	Responses	Districts				
			Rewa	Satna	Dhar	Chhindwara	Total %age
1	Any Family Member PWD	Yes	4 (5%)	3 (4%)	2 (2%)	1(1%)	10 (3%)
		No	71 (95%)	72 (96%)	73 (98%)	74 (99%)	290 (97%)
2	Special dispensation provided by FPS to beneficiaries belonging to PWD)	Home Delivery of Ration	0	2	2	4	8 (40%)
		Nominate other person	5	3	3	1	12 (60%)

Table 12 Special Dispensation given under NFSA

The FPS dealers were also questioned about the special dispensation provided by Fair Price Shops (FPS) to beneficiaries with disabilities (PWD). The findings revealed that in all the sampled districts, 40% (8) of the FPS offer home delivery of ration to PWD beneficiaries. The remaining 60% (12) of FPS have the provision for PWD beneficiaries to nominate another person to collect their ration entitlement on their behalf, particularly in the districts Rewa, Satna and Dhar.

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 through which effectiveness of the scheme can be assessed, 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 the beneficiaries access to food grains entitlements and automation of total 20 FPS's covering 04 sample districts namely, Rewa, Satna, Dhar and Chhindwara are stated below;

3.1 Ownership pattern of FPS dealer:

In the State of Madhya Pradesh, Fair Price Shop (FPS) licenses are issued by the department following a thorough due-diligence process on the applicants. The ownership of FPS remains with the owner exclusively. The state's role is to provide a commission to the FPS owner based on the distribution of commodities per quintal. The research team visited 20 (FPS) fair price shops in all the sampled districts, including 8 rural and 12 urban shops overall.

S.no	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1	Ownership of FPS Dealer	Private (License)	0	0	2	3
		Panchayat Raj Institution	3	0	0	0
		Cooperative	2	4	2	0
		Women Self Help Group	0	1	1	2

Table 13 Ownership pattern of FPS

The possession of a fair price shops depends on the Issue of license. The state government issued such licenses. The research team observed 6 (40%) in all the sampled districts were owned by the Cooperatives, followed by 4 (20%) Women Self Help Groups respectively. However, 5 (25%) by Licensed private owners. The remaining 3 (15%) were owned by Panchayati raj Institutions predominant in Rewa.

The respondents in sampled districts were asked about the road connectivity to FPS shops from their home locations, it was observed that 16 (80%) of the FPS in all the sampled districts have good connectivity of metal roads, However 4 (20%) were partially connected by kaccha roads, except in Chhindwara where 100% FPS have metal road connectivity. 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	Rewa	Satna	Dhar	Chhindwara
1	Yes	4	3	4	5
2	No	1	2	1	0
3	Total	5	5	5	5

Table 14 Accessibility of FPS

3.2 Adherence to Food Distribution Calendar:

The Central government, in collaboration with state governments, has made significant strides in improving infrastructure to support food security initiatives. These efforts have notably benefited the Public Distribution System (PDS), enhancing its ability to efficiently serve beneficiaries. These infrastructural developments have played a pivotal role in ensuring the timely supply of food grains, thereby promoting transparency and effectiveness in the system. Fair Price Shops (FPS) have been instrumental in this process, offering food grains at reasonable prices throughout the month.

While FPS owners and managers consistently claim that distribution occurs from the first to the last day of each month, the reality often sees most distribution taking place within the initial two weeks after receiving food grains from Food Corporation of India (FCI) godowns. Nevertheless, it's noteworthy that no instances of severe disruption in the distribution cycle were reported in the sampled districts, indicating a generally stable and functional system despite some variations in distribution timing. This underscores the ongoing efforts to provide consistent food security support to beneficiaries.

3.3 Doorstep delivery of Food Grains-Experience and Issues:

The implementation of the Electronic Point of Sale (e-POS) system marks a significant and essential step towards enhancing the efficiency and transparency of initiatives within the Public Distribution System (PDS). This system streamlines the allocation of essential commodities to Fair

Price Shops (FPS) by using individual e-POS feedback systems installed at each FPS location. This approach further promotes transparency by uploading allocation entitlement details to the State PDS Portal, making the allocation process more accessible and visible.

The Government of Madhya Pradesh has demonstrated a systematic approach to supplying rations to FPS dealers at the district level, ensuring a structured and organized distribution process. In addition, the survey sought insights from respondents regarding the doorstep delivery of food grains and the associated charges incurred for timely delivery of rations, as indicated in the provided Table 15.

S.no	Particulars	Responses	Districts				Total %age
			Rewa	Satna	Dhar	Chhindwara	
1	Door-step delivery of Foodgrains	Yes	5	5	5	5	20 (100%)
		No	0	0	0	0	0
2	If Yes In how many days did you get the doorstep delivery of foodgrains	Food grain received in advance	2	1	5	0	8 (40%)
		Within 1-3 days	1	0	0	1	2 (10%)
		Within first week	1	0	0	2	3 (15%)
		Within a fortnight	1	2	0	2	5 (25%)
		More than a fortnight	0	0	0	0	0
3	Charged by Transporter for transportation of food grains	Yes	0	0	0	0	0
		No	5	5	5	5	20 (100%)

Table 15 Doorstep Delivery and Transportation

All 20 sample FPSs (100%) in four sample districts reported receiving food grain delivery to their door indicating that transportation of food grains was not a concern. Furthermore, when asked In how many days the FPS's received doorstep delivery of food grain in the previous month, 65% of the sample FPSs reported that the food grains either received in advance or within the first week. However 25% of the FPS reported that they received food grains at their doorstep within a fortnight. As a result, majority of the sample significant percent FPSs got food grains in advance and had the required number of food grains to distribute to the beneficiaries. The study team also asked the respondents further about doorstep delivery of food grains and questioned several people about the

payment for such delivery. It was revealed that 100 percent sample FPSs reported that they were not charged by transporter or others for transportation of food grains up to doorsteps of FPS.

3.4 Quality of Service Delivery:

The quality of service delivery is a critical aspect of any program or system, impacting the effectiveness and satisfaction of its beneficiaries. In the context of public services, including essential welfare programs like the Public Distribution System (PDS), it is imperative to assess and maintain a high standard of service to ensure that the intended benefits reach the deserving population efficiently and equitably. This chapter delves into the various dimensions of service quality within the PDS, examining aspects such as timeliness, accuracy, transparency, and responsiveness, with the goal of evaluating the extent to which the system aligns with its objectives and meets the needs of its beneficiaries.

3.5 Display of required information as per PDS Control Order:

Efficient and transparent operation of the Public Distribution System (PDS) is a key objective for ensuring food security. The Department of Food and Civil Supplies has taken steps to enhance the efficiency of Fair Price Shops (FPS) by instructing dealers to display crucial information related to food grain distribution at their shops. Our research team found that all FPS dealers have complied with this directive and have put up notice boards in front of their shops. However, there were variations in the specific information displayed. Commonly highlighted details include samples of PDS food grains, FPS opening and closing times, and monthly entitlement information for Priority Household (PHH) and Antyodaya Anna Yojana (AAY) categories. Other information typically displayed includes the total number of PHH and AAY households/beneficiaries, lists of beneficiaries, and data on the quantity of commodities received, distributed, and in stock. This practice helps in informing beneficiaries and ensuring transparency in the distribution process.

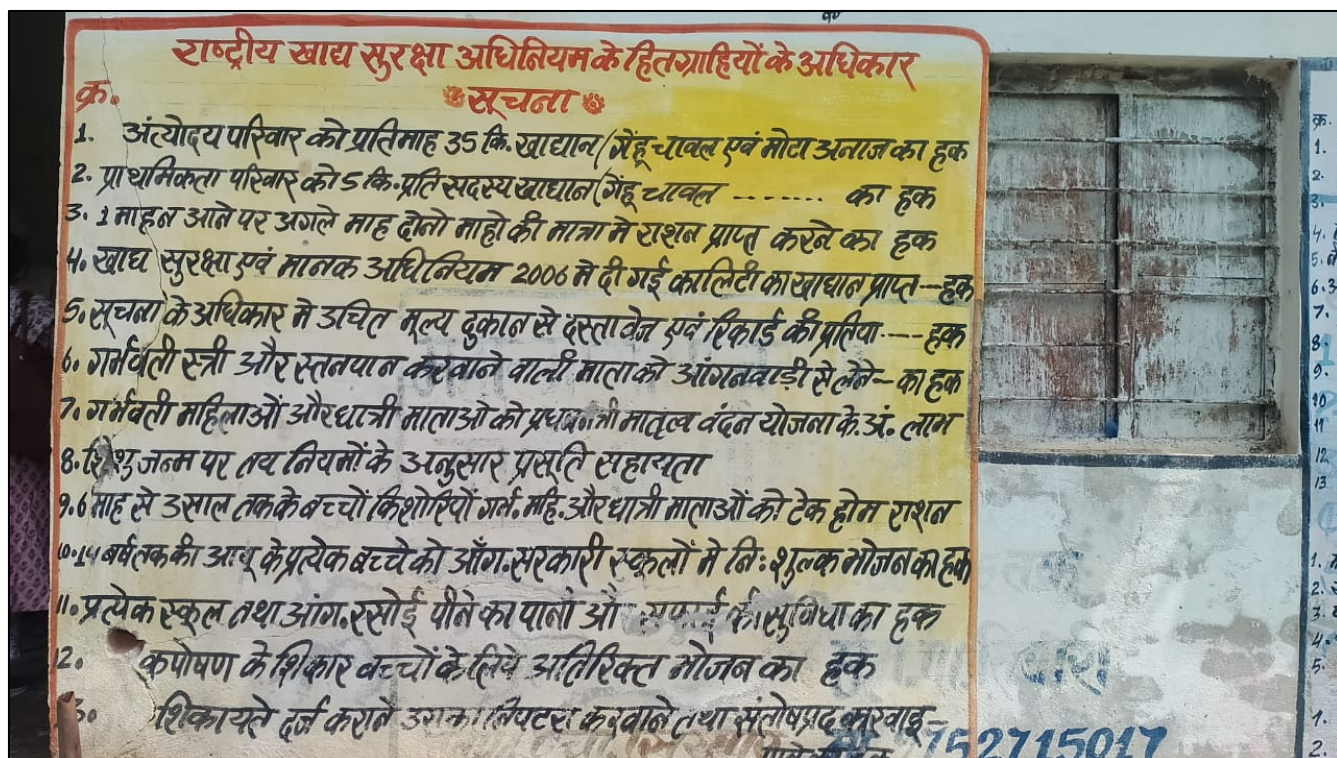
Most Fair Price Shops (FPS) were observed to have sufficient space for displaying notice boards, with only two shops in Rewa and one in Dhar being exceptions. Recognizing the importance of Information, Education, and Communication (IEC), it becomes crucial to disseminate knowledge about the guiding principles and components of the National Food Security Act (NFSA). IEC plays a pivotal role in generating awareness and demand among NFSA recipients. Notably, the following information was consistently displayed in 100% of the Fair Price Shops:

- Operating hours (opening and closing times) of the FPS.
- Showcasing samples of PDS food grains available for distribution.

- Monthly entitlement details for Priority Household (PHH) and Antyodaya Anna Yojana (AAY) categories, including their respective retail issue prices per kilogram.
- Providing information about the total number of PHH and AAY households/beneficiaries.
- Transparency regarding the quantity of commodities received, distributed, and currently in stock (ration status).
- Prominently featuring a toll-free helpline number for assistance.
- Displaying the names and contact information of vigilance committee members and the authority for lodging complaints.

This comprehensive approach to information dissemination ensures that beneficiaries are well-informed and can access vital details related to the NFSA, thereby empowering them to make informed decisions and seek assistance when needed.





[illegible]

स्टॉक रजिस्टर Stock Register (पृष्ठ सं.)

ACCOUNT OF नाम याता राजेश कुमार (सं.) मस.सं. 2020

Date दिनांक	Particulars विवरण	Opening Balance आरंभ में	Receipt आगम	Total योग	Issued Quantity वस्तु	Balance of Stock बाकी में	Remarks टिप्पणी
01/04/2020	बंद में	61=88				61=88	
2		61=88				61=88	
2		61=88				61=88	
6	राम प्रसाद	61=88	83=40	146=28	0=38	146=30	
5		146=30				146=30	
5		146=30				146=30	
7		146=30				146=30	
8		146=30				146=30	
3		146=30			8=25	146=05	
10		146=05			1=20	146=17	
11		146=17			10=20	146=54	
12		146=54			11=10	146=44	
13		146=44			11=20	146=34	
14		146=34			10=24	146=11	
15		146=11			10=24	146=11	
17		146=11			10=24	146=11	
18		146=11			10=24	146=11	
20		146=11			10=24	146=11	
21		146=11			10=24	146=11	
22		146=11			10=24	146=11	
23		146=11			10=24	146=11	
24		146=11			10=24	146=11	
25		146=11			10=24	146=11	
26		146=11			10=24	146=11	
27		146=11			10=24	146=11	
28		146=11			10=24	146=11	
29		146=11			10=24	146=11	
30		146=11			10=24	146=11	
31		146=11			10=24	146=11	

निर्देश: वार्षिक प्रमाणन, आंतरिक लेखा, 1991 कोड, जमाकर्ता कोड : 2014000

17/08/23

राष्ट्रीय खाद्य सुरक्षा अधिनियम, 2013 के अंतर्गत गठित खाद्य सुरक्षा सतर्कता समिति			
उचित मूल्य दुकान का नाम -		आदर्श प्राथ. उपभोक्ता सहकारी भंडार	
वार्ड नं.-22, एकता चौक, गुलाबरा, छि.		उचित मूल्य दुकान का कोड :- 3608067	
क्रमांक	नाम	पदनाम	सुरक्षा क्रमांक
1.	श्रीमति अनिता दिनेश मालवी	वार्ड चार्ज	8815181682
2.	श्रीमति ज्योतिका बाई	सदस्य	9131555105
3.	श्रीमति शारदा पवार	सदस्य	
4.	श्रीमति बबीता यादव	सदस्य	
5.	श्रीमति ज्योति चोरसिया	सदस्य	
6.	श्री मंगलेश धुर्वे	सदस्य	
7.	श्री राजू पाठक	सदस्य	
8.	श्री चेताराम पवार	सदस्य	
9.	श्री प्रीतम मालवी	सदस्य	
10.	श्री सुखदयाल झांझोट	सदस्य	

3.6 Display of IEC material at FPS:

The effective and transparent operation of the public distribution system is one of the main objectives of food security. The Food and Civil Supplies Department works to maintain the FPS at the highest level of efficiency. 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 schemes and information related to ration distribution.

S.No	Particulars	Responses	Districts				
			Rewa	Satna	Dhar	Chhindwara	Total
1.	IEC material on grievance redressal mechanism	Yes	1	4	3	0	40%
		No	4	1	2	5	60%
2.	IEC material on ONORC/PMGKAY	Yes	3	3	4	2	60%
		No	2	2	1	3	40%
3.	IEC material on e-KYC	Yes	3	4	4	3	70%
		No	2	1	1	2	30%
4	IEC material on Inclusion/Exclusion	Yes	0	2	3	0	25%
		No	5	3	2	5	75%

Table 16 Display of IEC at FPS

Table 16 provides information on the presence of Information, Education, and Communication (IEC) materials related to various aspects of the public distribution system (PDS) in four sampled districts: Rewa, Satna, Dhar, and Chhindwara.

IEC Material on Grievance Redressal Mechanism:

In Rewa, 1 out of 5 FPS shops reported having such materials, while in Satna, significantly 4 out of 5 FPS shops acknowledged their presence. Dhar falls in between, with 3 shops out of 5 FPS shops reporting IEC materials. Surprisingly, none of the respondents in Chhindwara mentioned having these materials. Overall, 8 (40%) of the FPS Shops in the surveyed districts had IEC material on the grievance redressal mechanism, indicating variations in awareness and dissemination of information on this topic.

IEC Material on ONORC/PMGKAY

In all four districts, 12 (60%) of respondents reported the presence of Information, Education, and Communication (IEC) materials related to the One Nation One Ration Card (ONORC) and Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY).

IEC Material on e-KYC

In Rewa and Chhindwara, 3 out of 5 FPS shops reported the existence of such materials, while in Satna and Dhar, a higher 4 out of 5 FPS shops noted their presence. Overall, across the surveyed districts, 14 (70%) had IEC materials addressing e-KYC. These findings indicate differing levels of awareness and information availability regarding e-KYC in these districts, with Satna and Dhar showing relatively higher awareness levels compared to Rewa and Chhindwara.

IEC Material on Inclusion/Exclusion

In Satna, 2 (40%) of respondents reported the existence of such materials, while in Dhar, a higher 3 (60%) of respondents mentioned having them. However, in Rewa and Chhindwara, none of the respondents reported having IEC materials on this topic. Overall, across the surveyed districts, only 5 (25%) had IEC material addressing inclusion/exclusion, indicating limited awareness and information dissemination in this regard, particularly in Rewa and Chhindwara.

3.7 Issues with use of e-POS:

Under the National Food Security Act (NFSA) initiated in 2013, Madhya Pradesh made efforts to automate Fair Price Shops (FPS) as part of end-to-end computerization for Public Distribution System (PDS) operations. This involved equipping FPS with electronic point-of-sale (e-POS) machines and digitizing ration card databases. These e-POS devices played a crucial role in verifying and recording transaction histories at FPS, reducing identity errors. Biometric authentication, such as fingerprint recognition through Aadhaar, was used to ensure benefits reached the right beneficiaries, leading to reduced leakages and more efficient PDS operations. After biometric verification, e-POS devices displayed entitlement amounts and fair pricing for beneficiaries, and sales were catalogued and recorded on the state PDS portal. This system is known as 'e-POS Aadhaar enabled PDS,' enhancing transparency and effectiveness in food distribution.

a. Percentage of Biometric Authentication

All of the FPS dealers in all the sampled districts had e-POS equipment, as per stakeholder consultation and visits to the shops. 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 Rewa, Satna and some shops in Chhindwara while in Dhar all the shops under survey were working on 3G Bandwidth.

S. No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1	FPS distributing food grains through e-PoS	Yes	5 (100%)	5 (100%)	4 (80%)	4 (80%)
		No	0	0	1 (20%)	1 (20%)
2	HH's receiving Ration through successful e-PoS Authentication	Yes	75 (100%)	75 (100%)	75 (100%)	75 (100%)
		No	0	0	0	0
	HH's Get a printed receipt in local language	Yes	75 (100%)	75 (100%)	75 (100%)	75 (100%)
		No	0	0	0	0
3	E-PoS Bandwidth	Connectivity Spectrum	4G	4G	4G	3G

Table 17 Percentage of biometric authentication

All 300 sampled beneficiaries confirmed using biometric authentication for ration distribution, with 100% receiving printed receipts in the local language. In Rewa and Satna, all FPS dealers reported 100% usage of the electronic Point of Sale (e-PoS) system for food grain distribution. In Dhar and Chhindwara, 80% of FPS reported using the e-PoS system, while 20% experienced issues related to server and connectivity. This data indicates high e-PoS adoption in Rewa and Satna, substantial usage in Dhar and Chhindwara, and only a minority facing dysfunctional e-PoS devices during the visit to respective FPS.

b. Percentage of 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			
			Rewa	Satna	Dhar	Chhindwara
1	Percent of	0-20%	5	4	1	0

	biometric failure	20-40%	0	0	4	5
		40-60%	0	0	0	0
		80-100%	0	1	0	0

Table 18 Percentage of biometric failure

In Rewa all (5) the FPS reported 0-20% biometric failures. Notably in Satna 4 FPS reported 20-40% biometric failures. In Dhar and Chhindwara, a slightly higher percentage of 4 (80%) and 5 (100%) of respondents experienced 20-40% biometric failures. These findings indicate that while biometric authentication is generally successful for the majority of beneficiaries in Rewa and Satna, a higher percentage face biometric failures in Dhar and Chhindwara, suggesting potential challenges or issues with the authentication process in these districts.

c. Reasons for Failure

The reasons for not achieving 100% biometric authentication in the sampled districts varied significantly, reflecting distinct challenges in each area as shown in Table 19. According to the FPS Dealers, In Dhar, a significant obstacle is low Aadhaar seeding, with 4 (80%) of dealers citing this as the primary hindrance. In Chhindwara, 20% of dealers mention low Aadhaar seeding as a contributing factor. Authentication failure due to mismatched data is prevalent in Rewa 3 (60%), Chhindwara, 3 (60%) and Satna 4 (80%), causing substantial hurdles in these districts. In Dhar, 1 (20%) of dealers reverted that respondent experience authentication failures due to mismatches. Connectivity problems also affect authentication in some areas, with 2 (40%) of dealers responded that beneficiaries in Rewa and in Satna 1 (20%) faced connectivity issues.

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1.	Reasons for Biometric failure	Low Aadhaar Seeding	0%	0%	4 (80%)	1 (20%)
		Authentication Failure due to mismatch	3 (60%)	4 (80%)	1 (20%)	3 (60%)
		Connectivity Issue	2 (40%)	1 (20%)	0%	1 (20%)

Table 19 Reasons for biometric failure

d. Time Taken for e-PoS Authentication.

The analysis of average e-PoS authentication times across the surveyed districts reveals notable disparities. The FPS Owners were asked about the average time of e-PoS Authentication in all the sampled districts. It has been reported in Table 20 that in all the sampled districts, the average time for one e-POS authentication per transaction varies.

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1	Average time taken for one e-PoS transaction	0-1 minute	3 (60%)	4 (80%)	5 (100%)	4 (80%)
		1-2 minutes	2 (40%)	1 (20%)	0	1 (20%)
		More than 3 minutes	0	0	0	0

Table 20 Average time taken for transaction

A significant majority of Fair Price Shop (FPS) Owners, approximately 80% or 16 out of the 20 FPS Owners interviewed, reported that the time required for a transaction involving biometric authentication takes 0-1 minute. The remaining 20%, represented by 4 FPS Owners, indicated that such transactions typically take 1-2 minutes.

e. Exceptional management provisions for beneficiaries at FPS.

Fair price shops utilize various authentication methods for distributing food entitlements to beneficiaries. The government has provided multiple authentication sources to FPS dealers as a contingency plan to address issues with e-POS machines. These alternative authentication methods ensure that beneficiaries can access their entitlements even if e-POS machines encounter problems. In interviews with FPS dealers, it was observed that they primarily rely on Aadhaar-based OTP authentication to resolve such issues effectively.

Exceptional methods used in case of fingerprint mismatch.	Rewa	Satna	Dhar	Chhindwara
Aadhaar based OTP	4 (80%)	3 (60%)	2 (40%)	3 (60%)
Fusion Finger	1 (20%)	1 (20%)	1 (20%)	0
Ration is denied	0	1 (20%)	2 (40%)	

Others	0	0	0	2 (40%) (Another member from family is called for fingerprint)
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Table 21 Use of exception management

In instances where sample Fair Price Shop (FPS) owners encountered fingerprint authentication failures while distributing ration to beneficiaries, they employed various exceptional management practices to ensure the smooth distribution of ration. Out of the surveyed FPS owners, a significant majority, comprising 12 out of the 20 FPS owners, or 60%, adopted the practice of sending an Aadhaar-based OTP to the ration card holder's mobile. Additionally, 3 FPS owners, accounting for 15% of the total, utilized Fusion finger as an exceptional method to address authentication failures. However, 3 FPS owners (15%) reported that they had to deny ration to beneficiaries due to repeated failures in the authentication process. It's noteworthy that in Chhindwara, 2 out of 5 FPS owners preferred using the fingerprints of other family members when the need arose to facilitate ration distribution in cases of authentication failure.

Chapter 4 : Viability and Transformation of Fair Price Shops:

During a national conference centered on the transformation of Fair Price Shops (FPS), the Secretary of the Department of Food & Public Distribution (DFPD), underscored the opportunity for FPS dealers to expand their income streams by offering additional products and services alongside their core Public Distribution System (PDS) operations. Encouragingly, the DFPD has advocated for states to permit FPS dealers to sell non-PDS items, thereby augmenting their earnings.

A significant emphasis on the role of technology, particularly Aadhaar authentication, for enabling the portability of food grains and optimizing supply routes was pointed. At the core of this initiative is the government's push for end-to-end computerization to enhance efficiency, a commitment echoed by the Government of Madhya Pradesh. Within this context, Fair Price Shops (FPS), also known as Authorised Retail Dealers (ARDs) in the state, assume a pivotal role in the overall supply chain of the National Food Security Act (NFSA). This study aims to shed light on the challenges related to FPS viability, transformation and diversion, and leakages.

4.1 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 but have shown good interest in availing the services. The Table 22 shows the demand for the additional services at the respective FPS.

- a) **Banking Services:** The demand for banking services in the sampled districts varies. Rewa and Chhindwara with all (100%) FPS owners, demonstrate strong interest and demand for

banking services. In Satna and Dhar, the FPS stores display moderate levels of demand, with only 3 and 2 FPS Owners respectively.

- b) **CSC Services:** The demand for Common Service Centre (CSC) services in the sampled districts varies. Satna and Dhar show a high level of interest, with 4 FPS owners in each district expressing demand for CSC services. In Chhindwara, 3 FPS owners are interested in CSC services, while Rewa has 2 FPS owners interested.
- c) **Sale of non-PDS/grocery items:** The demand for the sale of non-PDS/grocery items among Fair Price Shop (FPS) owners varies across districts. Chhindwara stands out with 5 FPS owners expressing significant interest in selling non-PDS/grocery items. Satna and Rewa follow closely with 4 FPS owners each interested in this service. On the other hand, Dhar shows the least interest, with only 2 FPS owners showing less enthusiasm for selling non-PDS/grocery items.

Demand for the additional services	Total no of FPS	Rewa	Satna	Dhar	Chhindwara
Banking Services	5	2	3	4	5
CSC Services	5	2	4	4	3
Sale of non-PDS / grocery items	5	4	4	2	5
Sale of small (5kg) cylinders	5	4	3	2	5
Broadband Services through PM-WANI Scheme	5	1	2	1	5

Table 22 Demand for additional services at FPS

- d) **Sale of small (5kg) cylinders:** The sale of small cylinders for cooking has gained notable interest among Fair Price Shop (FPS) owners in various districts. Chhindwara leads the way with 5 FPS owners expressing a strong interest in selling small cylinders. Rewa closely follows, with 4 FPS owners interested in this service, and Satna also shows significant demand, with 3 FPS owners expressing interest. On the other hand, Dhar has relatively lower demand, with only 2 FPS owners showing interest in selling small cylinders.
- e) **Broadband Services through PM-WANI Scheme:** The Demand for broadband services through the PM-WANI scheme is generally low across all districts except Chhindwara with 5 FPS, while as Rewa and Dhar showed lower interests in all cases.

4.2 Implementation of Other FPS transformation activities at Fair Price Shop:

The data on the implementation of other FPS transformation activities during stakeholder consultation with Fair Price Shops (FPS) across the surveyed districts reveals the following as shown in table 23:

- a) **CCTV Installations:** Rewa reports 1 (20%) implementation of CCTV installations, while other districts (Satna, Dhar, and Chhindwara) did not have any reported installations, indicating limited use of CCTV in these areas for FPS transformation.
- b) **Use of Electronic Weighing Scale:** All surveyed districts, including Rewa, Satna, Dhar, and Chhindwara, report 100% implementation of electronic weighing scales, highlighting the widespread adoption of this technology across FPS.
- c) **Integration of e-PoS with Electronic Weighing Scale:** Similar to electronic weighing scales, all districts (Rewa, Satna, Dhar, and Chhindwara) report 100% integration of e-PoS with electronic weighing scales, indicating a seamless technological connection in these areas.

Implementation of other FPS transformation activities at FPS	Rewa	Satna	Dhar	Chhindwara
CCTV Installations	1 (20%)	0%	0%	0%
Use of Electronic Weighing scale	5 (100%)	5 (100%)	5 (100%)	5 (100%)
Integration of e-PoS. with electronic weighing scale	5 (100%)	5 (100%)	5 (100%)	5 (100%)
Display of required information as per PDS Control order and IEC Material	3 (60%)	5 (100%)	4 (80%)	5 (100%)
Availing Mudra loan for transformation	0%	0%	0%	0%

Table 23 Implementation of other FPS Transformation activities

- d) **Display of Required Information as per PDS Control Order and IEC Material:** The implementation of displaying required information as per PDS Control Order and IEC material is reported at varying levels, with Satna and Chhindwara reporting 100% implementation, while Rewa (60%) and Dhar (80%) also exhibit substantial compliance.
- e) **Availing Mudra Loan for Transformation:** None of the surveyed districts reported availing Mudra loans for FPS transformation, indicating that this financing option was not utilized in these areas.

4.3 Viability of the Operations:

The viability of operations within any system or program is a fundamental factor that determines its sustainability and long-term success. In the context of the Public Distribution System (PDS) and related initiatives, assessing the viability of its operations is crucial to ensure that it continues to effectively serve its intended purpose of providing essential food grains to the economically disadvantaged population. This chapter delves into the various aspects that contribute to the viability of PDS operations, including financial sustainability, resource allocation, efficiency, and adaptability to changing circumstances.

a. Payment of Commissions & pendency of payment:

To gauge the fundamental impact of the implementation process, an essential aspect under scrutiny was the viability of Fair Price Shop (FPS) operations. In particular, FPS owners were queried about the punctuality and reliability of payments, specifically focusing on the timely disbursement of commissions. This examination delves into the core operational stability of FPS establishments and their financial sustenance.

S. No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1	Timely receiving the payments of dealer's commission	Yes	1 (20%)	0%	3 (60%)	0%
		No	4 (80%)	5 (100%)	2 (40%)	5 (100%)
2.	Average Monthly Commission of FPS Dealers (in Rupees)		28,000	33,000	37,000	27,000
3.	Maximum duration when commission is delayed		More than 1 month			

Table 24 Payment of Commission & Pendency of payment

The data provided in the table 24 reveals analysis of commission payment timeliness among the sampled districts and reveals distinct patterns:

In Rewa, a mere 20% of Fair Price Shop (FPS) owners reported receiving their commission payments on time, while a substantial majority (80%) experienced delays in payment. Satna stands out as having no FPS owners (0%) reporting timely commission payments, with all respondents facing payment delays. Dhar portrays a mixed scenario, with 60% of FPS owners receiving their commission payments on time, while 40% encountered delays. Chhindwara mirrors the situation in Satna, with none of the FPS owners (0%) receiving their commission payments on time, and all reporting delays in payment.

The average monthly commission earned by Fair Price Shop (FPS) dealers in the sampled districts were also reported. In Rewa, FPS dealers typically earn an average monthly commission of 28000 Rupees. Satna sees slightly higher earnings, with dealers receiving average commission of 33000 Rupees per month. Dhar FPS dealers earn highest of 37000 Rupees in terms of monthly commission, while Chhindwara's FPS dealers earn commissions of 27,000 rupees on an average in a month.

b. Revenue from other FPS transformation activities:

Examining the revenue generated from other Fair Price Shop (FPS) transformation activities is essential in assessing the financial viability and sustainability of these initiatives. It sheds light on the potential for FPS owners to diversify their income streams beyond the traditional Public Distribution System (PDS) operations. In this context, understanding the revenue accrued from activities such as banking services, Common Service Center (CSC) services, the sale of non-PDS items, sale of small cylinders, and broadband services becomes crucial. These additional services not only benefit FPS owners but also contribute to the overall transformation and modernization of FPS, aligning with the government's efforts to make them vibrant and viable entities. Analysing the revenue generated from these activities provides valuable insights into the financial prospects of FPS dealers and the extent to which they can enhance their income while serving their communities.

Revenue from other FPS Activities	Rewa	Satna	Dhar	Chhindwara
Average Income through Sale of Gunny bags and other items (in Rupees)	3500-4000	3500-4000	2500-3000	2000-2500

Table 25 Revenue from other FPS Activities

The income generated by Fair Price Shop (FPS) dealers through the sale of gunny bags and other items varies across the surveyed districts. In Rewa and Satna, FPS dealers typically earn an average income ranging from 3500 to 4000 Rupees in this category, indicating relatively higher revenue. In Dhar, the average income falls within the range of 2500 to 3000 Rupees, reflecting moderate earnings from these activities. Chhindwara stands out with FPS dealers earning an average income ranging from 2000 to 2500 Rupees, suggesting slightly lower revenue compared to the other districts.

c. Total revenue, expenditure, profit and viability:

The analysis of average expenditures incurred by Fair Price Shop (FPS) dealers in the surveyed districts reveals distinct patterns in terms of financial commitments and operational costs as

mentioned in Table 26. The income is based on the commission for sale of food grains under NFSA and other non NFSA items like sale of gunny bags etc.

Average Expenditures (Last Month)	Rewa	Satna	Dhar	Chhindwara
Total Income of FPS (PDS+Non PDS Items)	32000	37,000	40,000	29,500
Total Monthly expenditure (Salary, Electricity, Internet, Labour and Stationary	23100	19300	24500	17500
Total Profit	8,900	17,700	15,500	12,000

Table 26 Total revenue, expenditure, profit and viability

In Rewa, Dhar, and Chhindwara, there are significant variations in the expenses related to workers' salaries, shop rent, electricity, and maintenance. Dhar incurs the highest monthly expenditure of 24,500 Rupees, followed by Rewa with 23,100 Rupees, indicating relatively higher operational costs. However, Satna, followed by Chhindwara, has slightly lower monthly expenditures, at 19,300 rupees and 17,500 rupees, respectively, suggesting comparatively lower operational costs. Despite these variations, all the sampled Fair Price Shops (FPS) in the surveyed districts somehow meet their operational costs, with the exception of Rewa FPS owners.

Chapter 5: One Nation One Ration Card and Intra-State Portability:

The Covid-19 pandemic exacerbated global food insecurity, hitting hardest in underdeveloped nations where hunger and malnutrition are widespread issues. The pandemic led to job losses, especially affecting the middle class, the destitute, and vulnerable populations, forcing many to leave urban areas. One significant factor contributing to rising food insecurity was the inability to obtain local ration cards, which are necessary for accessing government-subsidized essentials through the Public Distribution System. This issue particularly affected millions of migrants who lacked proper documentation to access PDS rations and other social security after migrations to other places for work. To address this challenge, the Government of India has prioritized the implementation of the One Nation One Ration Card (ONORC) scheme, allowing eligible ration cardholders and NFSA beneficiaries to access their entitlements from anywhere in the country.

5.1 Awareness Regarding Intra- State and National Portability:

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1.	Aware about portability Option	Yes	51 (68%)	49 (65%)	45 (60%)	57 (76%)
		No	24 (32%)	26 (35%)	25 (40%)	18 (24%)
2.	If Yes, Awareness About	Pick up ration from any FPS in my vicinity village/block/panchayat/	24%	22%	40%	14%
		Pick up ration from any FPS within the district	29%	42%	40%	42%
		Pick up rations from any FPS within the state	26%	25%	20%	32%
		Pick up rations from any FPS within the country	15%	8%	0%	9%
		Aadhaar seeding with ration card is mandatory to avail portability	6%	3%	0%	3%

Table 27 Awareness regarding intra-state and national portability

The awareness about the portability option among respondents in the surveyed districts varies. Chhindwara demonstrates the highest level of awareness, with 57 (76%) of respondents being informed about the option, while Rewa follows closely with 51 (68%) awareness. Satna

and Dhar show slightly lower awareness levels at 49 (65%) and 45 (60%), respectively. Conversely, the percentage of respondents not aware of the portability option ranges from 24% in Chhindwara to 40% in Dhar, highlighting variations in awareness levels across the districts.

The data on awareness levels regarding the One Nation One Ration Card (ONORC) option among respondents in the surveyed districts reveals varying degrees of understanding. Notably, Satna and Chhindwara generally exhibit higher levels of awareness about ONORC, encompassing the ability to pick up rations from various locations within their districts and even within the state and country. On the other hand, Dhar and Rewa show significant awareness regarding picking up rations within their districts and localities. However, there is a considerable lack of awareness regarding the mandatory Aadhaar seeding requirement for availing portability across all surveyed districts. These findings underscore the need for increased awareness campaigns to ensure that beneficiaries fully comprehend and utilize the ONORC initiative.

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

The data on the usage of portability among respondents in the sampled districts reveals the following as shown in Table 28.

The usage of portability among respondents shows limited adoption. In Rewa, only 1% of respondents utilized intra-state portability, while none used it for inter-state purposes, with 99% not using portability at all. Similarly, in Satna, no respondents reported using either intra-state or inter-state portability, with 100% not using it.

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1	Used Portability	Intra-State	1 (1%)	0	9 (12%)	3 (4%)
		Inter-State	0	0	0	0
		None	74 (99%)	75 (100%)	66 (88%)	72 (96%)
2	If not used Reason for that	No Need as Satisfied with the services of FPS	12%	0%	68%	8%
		None of family members migrated	88%	100%	32%	92%

Table 28 Demand on ONORC / Portability

In Dhar, 12% of respondents employed intra-state portability, but none used inter-state portability, while 88% did not use portability. Chhindwara had 4% of respondents using intra-state portability and none for inter-state, with 96% not utilizing portability.

When it comes to reasons for not utilizing portability, the responses from those who availed Portability options vary across the sampled districts. In Rewa, 12% of respondents didn't opt for portability because they were content with the services provided by the Fair Price Shop (FPS), while 88% mentioned that none of their family members had migrated. In Satna, all respondents cited the absence of family member migrations as the reason for not using portability. In Dhar, 68% of respondents expressed satisfaction with FPS services as the reason for not using portability, and 32% stated that none of their family members had migrated. In Chhindwara, 8% of respondents indicated satisfaction with FPS services as the reason for not using portability, while 92% reported that none of their family members had migrated.

5.3 Reasons for beneficiaries availing Portability/ONORC:

The data on respondents who have availed the portability options in the sampled districts were limited, with notably none of the respondents in Satna utilizing the portability option. The reasons for choosing to pick up ration instead are presented in Table 29.

In Rewa, only one respondent availed the Portability option from a different district within the state. In Chhindwara 3% also availed it from different district cited a change in the area of residence as the reason for choosing this option, and 1% availed it from different panchayat due to authentication failure at their respective FPS

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1	Respondents who availed Portability	Different Panchayat	0	0	0	1 (1%)
		Different block	0	0	9 (11%)	0
		Different district	1 (1%)	0	0	2 (3%)
2	Reasons for picking ration from other FPS	Change in area of residence	1 (1%)	0	0	1 (1%)
		Unavailability of ration at FPS (Authentication failure)	0	0	8 (11%)	2 (3%)
		Distance between home and FPS	0	0	0	0

Table 29 Reasons why beneficiaries availed portability

In Dhar, 11% of respondents availed portability to different panchayats, and reported choosing this option due to unavailability of ration at their respective Fair Price Shops (FPS) with authentication failure.

5.4 Experience of Beneficiaries Availing Intra-State and National Portability:

Out of all the sample respondents who had utilized Portability options, 100% were satisfied or very satisfied with the lifting ration experience as shown in Table 30. Addressing the grounds for satisfaction, respondents claimed that it saves time and money connected with travelling to FPS.

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1	Satisfaction with the experience in picking the ration through Portability	Dissatisfied	0	0	0	0
		Satisfied	1 (100%)	0	9 (100%)	3 (100%)
		Highly Satisfied	0	0	0	0
2	If Satisfied, Reasons	Better service delivery in store (dealer behaviour, quantity and good quality)	0	0	0	0
		Saving time and cost associated with traveling to a fair price shop	1 (100%)	0	9 (100%)	3 (100%)

Table 30 Experience of beneficiaries availing interstate portability

5.5 Difficulties faced by Beneficiaries in Portability Transactions:

Of all the sample respondents who availed Portability options, none of the respondents reported any difficulty and were highly satisfied with the services in terms in getting ration through Portability option.

5.6 Perception of beneficiaries regarding intra-state and national portability:

The beneficiaries' perception of intra-state and national portability reveals interesting insights. While intra-state portability appears to have limited utilization across the surveyed districts, the reasons for not using it primarily revolve around family members not migrating and satisfaction with the services of the local Fair Price Shop (FPS). On the other hand, national portability is almost non-existent, with very few respondents opting for it. These findings suggest that while the concept of portability is gaining awareness, beneficiaries often prioritize local FPS services and only consider portability when faced with specific circumstances, such as migration or unavailability of ration. This indicates the need for further awareness and communication regarding the benefits and convenience of portability options within and across

states to ensure that beneficiaries can access their entitlements seamlessly, regardless of their location.

5.7 Impact of FPS portability on beneficiary satisfaction:

The impact of Fair Price Shop (FPS) portability on beneficiary satisfaction is noteworthy. The data indicates that a majority of beneficiaries are not availing themselves of portability options, primarily due to family members not migrating and their satisfaction with the services provided by their local FPS. This suggests that FPSs play a crucial role in meeting beneficiaries' needs and ensuring their satisfaction. However, for those who have used portability, reasons such as a change in the area of residence or unavailability of ration at their local FPS have driven their choice. This reflects the potential benefits of portability in addressing specific situations where beneficiaries may not be able to access ration from their regular FPS. To enhance beneficiary satisfaction further, it is essential to continue improving the quality of FPS services while also promoting awareness and ease of use of portability options when needed.

5.8 Awareness on intra-state and national portability among dealers:

The data regarding awareness of intra-state and national portability among the sampled Fair Price Shop (FPS) dealers in all the districts suggests that majority (90%) of FPS dealers are well aware of portability options, with only a small number indicating lesser awareness. This highlights the need for increased awareness campaigns and training initiatives to educate FPS dealers about the One Nation One Ration Card (ONORC) program and its benefits.

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1.	Aware about portability Option	Yes	4	5	5	4
		No	1	0	0	1
2.	Received any training on ONORC	Yes	1	4	3	3
		No	4	1	2	2

Table 31 Awareness on intra-state and national portability

The data shows that significant (55%) proportion of FPS dealers have received training and capacity-building programs from the government, which is a positive step in enhancing their knowledge and understanding of ONORC. However, there is still room for improvement in ensuring that more (45%) FPS dealers receive such training to facilitate the successful implementation of portability options.

5.9 Impact of portability on number of beneficiaries availing ration, profitability of FPS dealer:

The data on the impact of portability on the number of beneficiaries availing ration and the profitability of Fair Price Shop (FPS) dealers indicates a generally positive outcome Table 32. Among the sampled FPS dealers, 50% reported that the number of beneficiaries increased after the implementation of One Nation One Ration Card (ONORC) portability, which signifies improved access to rations for those in need. Only 10% mentioned a decrease in the number of beneficiaries, while 40% stated that it remained the same, reflecting stability in beneficiary numbers

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1.	No of beneficiaries changed after ONORC portability	Increased	1	1	4	2
		Decreased	0	0	1	1
		Stayed same	4	4	0	2
		Not Aware	0	3	0	0
2.	Change in Profitability after ONORC	Increased	2	0	4	2
		Decreased	0	0	1	0
		Stayed same	3	5	0	1
		Not Aware	0	0	0	2

Table 32 Impact of portability on number of beneficiaries availing ration, profitability of FPS dealer

In terms of profitability, 40% of FPS dealers reported an increase in profitability following the implementation of ONORC, suggesting that the program has had a positive financial impact on their operations. A small fraction, 5%, indicated a decrease in profitability, while 45% stated that it remained the same. This data highlights that a significant proportion of FPS dealers have experienced financial improvements, which could be attributed to increased business due to higher beneficiary numbers. However, it's worth noting that some dealers were not aware of the impact on profitability, indicating a potential need for more comprehensive tracking and reporting mechanisms.

5.10 Process of extra allocation of foodgrains to adjust for portability transactions:

The data regarding the process of extra allocation of food grains to adjust for portability transactions reveals important insights as shown in Table 33. Among the surveyed Fair Price

Shops (FPS), 12 (60%) out of 20 FPS shops reported receiving extra allocation beyond their entitled quantity to accommodate portability transactions. This indicates a proactive approach to ensure that beneficiaries have access to their entitlements even with the added flexibility of portability. Among the FPS that received extra allocation, 8 (40%) mentioned that they raise a direct request to the District Supplies Officer at the district when the need arises. This direct communication with local authorities allows for a responsive and tailored allocation process, ensuring that FPSs have an adequate stock to meet demand.

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1.	Received extra ration over entitled quantity to adjust for portability	Yes	4	2	3	3
		No	1	3	2	2
2.	If Yes, How do you ask for allotment	Direct request through food officials	3	2	2	1
		Create demand through e-PoS device	1	0	1	2
3	And is it enough to meet the demand at your shop?		Yes	Yes	Yes	Yes

Table 33 Process of extra allocation of foodgrains under NFSA

Interestingly, 4 (20%) of FPSs reported creating a demand through the online e-PoS portal to receive the additional stock within 24 hours. It was also revealed that in all the sampled districts the process of allocated ration is sufficient enough to meet the demands if Portability is availed by any of the beneficiary. This digital approach streamlines the allocation process and demonstrates the integration of technology to meet the evolving needs of FPS operations.

5.11 Any issues/ difficulties faced by dealers in implementing portability transactions:

The feedback from the surveyed Fair Price Shop (FPS) dealers regarding issues or difficulties faced in implementing portability transactions is quite positive. In all the sample districts, no significant issues were reported in the implementation of the One Nation One Ration Card (ONORC) initiative, indicating a relatively smooth transition to the new system. However, it's noteworthy that one dealer mentioned a decrease in the number of beneficiaries coming in 2022

compared to the past. This observation suggests that there might be fluctuations in beneficiary participation under ONORC, and monitoring and outreach efforts may be needed to ensure consistent coverage and utilization of the scheme.

Additionally, the dealers emphasized the importance of Information, Education, and Communication (IEC) efforts targeting both beneficiaries and dealers. This underscores the significance of awareness campaigns and training programs to ensure that all stakeholders are well-informed about the ONORC scheme, its benefits, and how to effectively utilize it. These educational efforts can contribute to the continued success and expansion of the ONORC initiative by addressing any potential challenges or misconceptions that may arise.

Chapter 6 : Rice Fortification:

Rice fortification is a crucial strategy to enhance the nutritional value of rice, a staple food for a significant portion of the Indian population. In India, where 65% of people rely on rice as a dietary staple, particularly those in vulnerable and economically disadvantaged communities, fortification holds promise in addressing nutritional deficiencies and complementing ongoing efforts to fortify staple foods. This is particularly important in combating issues like anaemia among children under five, women of reproductive age, and pregnant women, as well as preventing birth defects associated with folic acid deficiency. Global research has shown that well-formulated fortified rice, using the right balance of macronutrients and fortificant with efficient technology, can effectively improve micronutrient levels.

The National Food Security Act (NFSA) plays a significant role in this context, focusing on the centrally sponsored pilot scheme initiated in 2019-20 to fortify rice. The state of Madhya Pradesh has initiated the Processing and distribution of fortified rice in the Public Distribution System (PDS), starting with Singrauli district and planning to expand to Bhind and Anantpur through CSR initiatives . This move aims to address micronutrient deficiencies resulting in poor cognitive and learning abilities in children and overall, lower productivity, increased morbidity, and mortality and lower immune responses.

The primary objective of these pilot studies is to assess the adoption and impact of fortified rice on nutritional deficiencies among various age groups in the target population. The insights gained from these pilot studies will not only gauge the effectiveness of rice fortification but also highlight areas for potential enhancements. Ultimately, the results will serve as a guide for scaling up the fortification scheme to additional states across India, ensuring improved nutrition for millions of people.

A. Status of Rice fortification

The data collected from beneficiaries and Fair Price Shop (FPS) dealers provides valuable insights into the status of rice fortification, including awareness, concerns, challenges related to the fortified supply chain, and the effectiveness of Information, Education, and Communication (IEC) campaigns.

6.1. Awareness & concerns, if any about rice fortification (by beneficiaries):

In the realm of rice fortification, one pivotal aspect is the awareness and concerns surrounding this nutritional enhancement strategy, as perceived by both Fair Price Shop (FPS) dealers and beneficiaries. To gauge their insights and understanding, FPS dealers and beneficiaries were actively engaged, and their perspectives on rice fortification, its significance within the Public Distribution System (PDS), and the associated benefits were diligently captured. The subsequent table 34 presents a comprehensive overview of the data obtained, shedding light on the levels of awareness and any apprehensions or queries that arose during these discussions. This crucial information serves as a foundation for evaluating the effectiveness of awareness campaigns and addressing any potential barriers to the acceptance of fortified rice within these key stakeholder groups.

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1.	Beneficiary awareness regarding fortified rice and its benefits	Yes	43 (57%)	46 (61%)	53 (70%)	63 (84%)
		No	32 (43%)	29 (39%)	22 (30%)	12 (16%)
2.	Source of Information about fortified rice distribution at FPS	Print media	34%	22%	52%	43%
		Electronic media	18%	12%	16%	7%
		Social Media	22%	16%	16%	31%
		FPS Dealer	26%	50%	16%	19%
3.	Whether, lifted Fortified rice from FPS in last 3 months	Yes	55%	59%	100%	87%
		No	45%	41%	0%	13%
4.	Beneficiary perception regarding Fortified Rice	Tastes Bad/Plastic Rice	22%	15%	25%	17%
		Tastes better than common rice	22%	9%	15%	16%
		Its healthy and nutritious for Infants and children	56%	51%	60%	67%

Table 34 Awareness & Concerns regarding rice fortification (by beneficiaries)

The data collected from primary stakeholder consultations with beneficiaries regarding rice fortification awareness and concerns presented in table 34 reveal significant insights into their perceptions:

Beneficiary Awareness: A majority of beneficiaries in all surveyed districts exhibit awareness about fortified rice and its associated benefits. Rewa and Chhindwara demonstrate higher awareness levels, with 57% and 84% of respondents, respectively, acknowledging fortified rice. In contrast, Satna and Dhar display slightly lower but still considerable awareness levels, with 61% and 70% awareness, respectively.

Sources of Information: The primary sources of information for beneficiaries regarding fortified rice distribution at Fair Price Shops (FPS) vary across districts. Print media is a prominent source in Dhar, with 52% of beneficiaries receiving information through this channel. Electronic media plays a significant role in Rewa (34%) and Chhindwara (43%). Meanwhile, FPS dealers are an essential source of information in Satna, where 50% of beneficiaries rely on them.

Fortified Rice Uptake from FPS: A substantial proportion of beneficiaries across all districts have lifted fortified rice from FPS in the last three months. Dhar stands out with 100% of beneficiaries having accessed fortified rice, emphasizing the successful implementation of this nutritional strategy.

Beneficiary Perception: The perception of fortified rice among beneficiaries is mostly positive. A significant percentage in all districts perceive it as healthy and nutritious for infants and children. However, concerns regarding taste are evident, with some beneficiaries perceiving it as tasting bad or like plastic rice. This indicates the importance of addressing taste-related concerns through awareness campaigns and possibly refining the product to enhance its acceptability.

6.2 Awareness & concerns, if any about rice fortification (by FPS dealers):

The data from the primary stakeholder consultation with Fair Price Shop (FPS) owners regarding rice fortification awareness and concerns reflects the following key points:

1. **FPS Awareness:** FPS owners in all surveyed districts exhibit a high level of awareness regarding fortified rice and its benefits. In Rewa, 80% of FPS owners are aware of fortified

rice, while in Satna, Dhar, and Chhindwara, 100% of FPS owners have knowledge about it. This indicates a comprehensive understanding of the importance of rice fortification among FPS owners.

2. **Training and Workshops:** The data reveals that all FPS owners across the districts have received training or attended workshops on rice fortification. This highlights a proactive approach by the authorities in ensuring that FPS owners are well-informed about the distribution and significance of fortified rice.

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1.	FPS awareness regarding fortified rice and its benefits	Yes	4 (80%)	100%	100%	100%
		No	1 (20%)	0%	0%	0%
2.	Received any Workshop or Training programme on Rice Fortification	Yes	100%	100%	100%	100%
		No	0%	0%	0%	0%
3.	Type of Rice Distributed in last 3 months	Fortified	80%	100%	100%	100%
		Non.Fortified	20%	0%	0%	0%

Table 35 Awareness & Concerns about rice fortification (by FPS Dealers)

3. **Type of Rice Distributed:** The majority of FPS owners in all districts have distributed fortified rice in the last three months. This reflects the successful implementation of the rice fortification program, with FPS owners actively participating in the distribution of nutritionally enhanced rice to beneficiaries. Non-fortified rice distribution is minimal or non-existent among the surveyed FPS owners, reaffirming the commitment to providing fortified rice.

6.3. Challenges related to fortified supply chain:

The findings suggest that, in the sampled districts, there were no significant challenges reported in the distribution of the fortified rice supply chain. However, it is emphasized that effective Information, Education, and Communication (IEC) initiatives are crucial for ensuring comprehensive coverage of the program and disseminating accurate information to beneficiaries. Additionally, a proportion of beneficiaries expressed concerns about the taste and quality of fortified rice, citing issues related to taste and the perception of "plastic rice." These concerns highlight the importance of addressing taste and quality issues to ensure the acceptance and success of fortified rice programs among beneficiaries.

6.4. IEC campaign for orientation of stakeholders towards Rice fortification and its benefits:

The data from the consultation with FPS dealers indicates that there is room for improvement in Information, Education, and Communication (IEC) campaigns regarding rice fortification and its benefits. While 55% of FPS dealers do provide technical information to beneficiaries who inquire about the type of rice being distributed, it's noteworthy that the remaining FPS dealers prefer to let beneficiaries choose the rice without offering specific information. This suggests that enhancing IEC efforts to proactively educate beneficiaries about fortified rice and its advantages could be beneficial in ensuring that beneficiaries make informed choices when selecting their rice preferences at FPS shops, ultimately contributing to better program outcomes.

Chapter 7: Grievance redressal system, vigilance committee & social audits:

In this chapter, We explore the mechanisms in place for grievance redressal, the role of vigilance committees, and the significance of social audits within the PDS framework. These components play a pivotal role in ensuring transparency, accountability, and the effective functioning of the PDS system, which in turn, directly impacts the lives of beneficiaries and the overall success of this essential public welfare program.

7.1 Implementation of online grievance redressal mechanism/ Toll free number with online tracking:

The data table 36 reveals that FPS and Beneficiary awareness regarding the online grievance redressal mechanism or the availability of a toll-free number among Fair Price Shop (FPS) owners and varies across the sampled districts.

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1.	FPS awareness regarding implementation of online grievance redressal mechanism	Yes	4 (80%)	5 (100%)	5 (100%)	5 (100%)
		No	1 (20%)	0%	0%	0%
2.	Beneficiary Awareness regarding online grievance mechanism / toll free number	Yes	4 (5%)	57 (76%)	58 (77%)	30 (40%)
		No	71 (95%)	18 (24%)	17 (23%)	45 (60%)

Table 36 Implementation of online grievance redressal mechanism/ Toll free number with online tracking

FPS owners generally demonstrated a high level of awareness (98%) regarding the implementation of the online grievance redressal mechanism, with only one FPS owner in Rewa lacking awareness. However, when it comes to NFSA beneficiaries, the awareness about online grievance registration and the toll-free number varied, with an average of 50% of beneficiaries being aware, while the remaining 50% lacked awareness across the sampled districts.

7.2 Grievances registered related to PDS:

The findings from stakeholder consultations in this study indicate that grievances related to the Public Distribution System (PDS) in Madhya Pradesh are diverse and encompass various aspects of the system. These grievances include concerns about the inclusion and exclusion of eligible beneficiaries, issues related to the quality and quantity of foodgrains, instances of leakages and diversion of foodgrains, challenges associated with Fair Price Shops

and their dealers, as well as problems stemming from a lack of awareness about the schemes and digitization challenges. However, it is noteworthy that the state government has taken steps to streamline the grievance redressal process, making it more accessible to beneficiaries. By allowing complaints to be filed both online and in person with minimal documentation, such as the ration card and Aadhaar card, the government aims to address these issues promptly, reflecting a commitment to improving the efficiency and effectiveness of the PDS.

7.3 HHs utilising the grievance redressal system:

The data on households (HHs) in Table 37 who have registered grievances in the last three months across the sampled districts reveals varying levels of engagement with the grievance redressal system.

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1.	HHs who have registered any grievance (last 3 months)	Yes	7 (10%)	10 (14%)	6 (8%)	3 (4%)
		No	68 (90%)	65 (86%)	69 (92%)	72 (96%)
2.	If Yes, Subject of the Grievance Registered	Misbehaviour by FPS Owner, Quality of wheat		FPS denied giving ration without OTP Authentication	Inclusion of left over family members and Quality issues	Regarding non-issuance of ration card/eligibility slip

Table 37 HHs utilising the grievance redressal system

Satna has the highest percentage of households with registered grievances at 14%, followed by Rewa at 10%, Dhar at 8%, and Chhindwara at 4%. These figures shed light on the distribution of grievances among households, with Satna experiencing a relatively higher level of engagement with the system compared to other districts, where the majority of households have not registered complaints in the specified period.

Among the households that registered grievances in the sampled districts, the subjects of the grievances varied. These subjects included complaints related to misbehaviour by Fair Price Shop (FPS) owners, concerns about the quality of wheat, instances where FPS denied ration distribution without OTP authentication, grievances regarding the inclusion of leftover family members, and issues related to non-issuance of ration cards or eligibility slips. These subjects represent the range of concerns and challenges faced by beneficiaries within the Public Distribution System (PDS) across different districts.

7.4 Vigilance committees formed at various levels:

In the context of the National Food Security Act (NFSA) of 2013 in India, Vigilance Committees play a pivotal role in ensuring the efficient functioning of the Public Distribution System (PDS) and in addressing any concerns related to the distribution of food grains to beneficiaries. These committees are integral to maintaining transparency and accountability in NFSA implementation.

Within the scope of this study, the evaluation focuses on two specific levels of Vigilance Committees: The Fair Price Shop (FPS) Level Vigilance Committees and the District Level Vigilance Committees. These committees are responsible for monitoring and overseeing the PDS operations within their respective districts and at the grassroots FPS level. Their functions include scrutinizing FPS activities, verifying beneficiary eligibility, handling grievances, and taking corrective actions to address issues in the PDS system. They serve various levels, including:

1. FPS Level Vigilance Committees: At the grassroots level, Vigilance Committees are established at Fair Price Shops (FPS). Comprising local beneficiaries, these committees play a vital role in monitoring FPS operations. They ensure that beneficiaries receive the correct quantity of entitled food grains at specified prices.

2. District Level Vigilance Committees: At the district level, Vigilance Committees are formed to oversee NFSA implementation within the district. These committees review FPS operations, identify irregularities, and take necessary actions to address them.

Our study specifically focuses on the FPS Level Vigilance Committees and the District Level Vigilance Committees in all the sampled districts, aiming to assess their effectiveness in ensuring a smooth and transparent functioning of the PDS.

7.5 Social audit at FPS:

Social audits at Fair Price Shops (FPS) represent a critical aspect of ensuring transparency, accountability, and effectiveness in the implementation of the Public Distribution System (PDS). These audits are designed to evaluate the performance of FPS and assess whether they are efficiently providing essential food commodities to eligible beneficiaries as per the guidelines of the National Food Security Act (NFSA) and other relevant policies. In this study, the focus is on examining the role and impact of social audits at FPS in the sampled districts, shedding light on how they contribute to the overall success of the PDS and benefit the intended beneficiaries.

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1.	Percentage of FPS where social audits were held	Urban	3 (60%)	3 (60%)	3 (60%)	3 (60%)
		Rural	2 (40%)	2 (40%)	2 (40%)	2 (40%)
2.	Percentage of Social Audits where irregularities were reported and action was taken	Yes	0%	0%	0%	0%
		No	5 (100%)	5 (100%)	5 (100%)	5 (100%)

Table 38 Social audit at FPS

The data regarding social audits at Fair Price Shops (FPS) in Table 38 highlights an interesting distinction between urban and rural areas. According to the responses, 60% of FPS in urban areas and 40% in rural areas regularly conduct social audits. These audits are typically conducted in response to the nature of the grievances registered, ensuring that any urgent action required is reported at the District Level Vigilance Committee (VC). However, it's worth noting that none of the respondents reported any information on the percentage of social audits where irregularities were reported and subsequent actions were taken. This could be due to a lack of data or information on the outcomes of such audits. It underscores the importance of transparency and accountability in the PDS system, with room for improvement in reporting and addressing irregularities identified during social audits.

7.6 Awareness on the grievance redressal system:

The data on awareness regarding the grievance redressal system among Vigilance Committee (VC) members in the sampled districts provides some interesting insights as shown in table 39.

S.No	Particulars	Responses	Districts			
			Rewa	Satna	Dhar	Chhindwara
1.	Did the VC members attend any training programme	Yes	1 (20%)	0%	2 (40%)	0%
		No	4 (80%)	5 (100%)	3 (60%)	5 (100%)
2.	Are the member/ members aware of the following	FPS Operations	Yes	Yes	Yes	Yes
		Toll free helpline	Yes	Yes	Yes	Yes
		FPS Monitoring	No	No	No	No
		SMS Alerts about arrival of grains at FPS	Yes	Yes	Yes	Yes
		VC Members Powers	Yes	Yes	Yes	Yes

Table 39 Awareness on the grievance redressal system

Firstly, it's noted that attendance in training programs varies across districts, with only 20% of VC members in Rewa and 40% in Dhar having attended such programs, while none in Satna and Chhindwara have reported attending any programme and it was reported that in other places no training programme was conducted by District Office. Secondly, when it comes to awareness of specific aspects of the grievance redressal system, all VC members are aware of FPS operations, toll-free helplines, SMS alerts about grain arrivals at FPS, and VC members' powers.

However, none of the VC members in any district seem to be aware of FPS monitoring. This indicates a potential gap in understanding the monitoring aspect of the grievance redressal system, which is a critical component of ensuring the integrity and transparency of the Public Distribution System. Further training and awareness-building efforts may be needed in this area.

a. General nature of grievances:

The grievances received by Vigilance Committees (VCs) encompass a range of concerns related to the Public Distribution System (PDS) operations. Beneficiaries and stakeholders have highlighted several key issues:

1. **Irregular Ration Distribution:** One common grievance pertains to irregularities in receiving ration. Beneficiaries have suggested the need for nearby godowns to ensure a consistent and adequate supply of food grains. This would alleviate the hardships faced by beneficiaries due to erratic distribution.
2. **Quality and Quantity of Ration:** Beneficiaries have emphasized the importance of improving the quality of the ration provided through the PDS. Additionally, they stress that the quantity should align with the total number of family members to ensure fair distribution.
3. **Space and Crowding Issues:** Many beneficiaries have raised concerns about the limited space at Fair Price Shops (FPS), especially during the first week of the month when there is a heavy rush. To address this, there is a demand for the establishment of additional FPS outlets to reduce overcrowding.
4. **Digital Challenges:** Grievances related to digital challenges, such as biometric or server issues, have been reported. These technical difficulties can disrupt the smooth functioning of the PDS and hinder beneficiaries from accessing their entitled rations.
5. **Variety of Commodities:** Beneficiaries have expressed a desire for a wider variety of commodities to be distributed through the PDS. This includes items like sugar, kerosene

oil, edible oils, and basic spices, which could enhance the nutritional diversity of the ration basket.

7.7 Awareness on the vigilance committee and its constitution at District level & Frequency of the meeting held by Vigilance committee members:

The data from the stakeholder consultation with Vigilance Committee (VC) members in the sampled districts indicates significant variations in the awareness and functionality of these committees as presented in Table 40.

S.No	Particulars		Districts			
			Rewa	Satna	Dhar	Chhindwara
1.	When was Vigilance committee formed		Not Constituted at present	May 2020	Not Constituted at present	Not Constituted at present
	No of Members in VC		-	10	-	-
2.	Are the District VC / members aware of the following	FPS Operations	NA	Yes	NA	NA
		SMS Alerts about arrival of grains at FPS	NA	Yes	NA	NA
		VC Members Powers	NA	Yes	NA	NA
		Food grain allocation copy	NA	Yes	NA	NA
		VC Meetings	NA	Yes	NA	NA
3.	Does VC have representatives from following groups	Local Authorities	NA	Yes	NA	NA
		Women member	NA	Yes	NA	NA
		SC Members	NA	Yes	NA	NA
		ST Members	NA	Yes	NA	NA
		Destitute with disability	NA	Yes	NA	NA
4	Frequency of Meetings for redressal	Frequency type	NA	Once in 6 months	NA	NA

Table 40 Awareness on the vigilance committee and its constitution at District level

Notably, only Satna district currently has a 10-member functional District level vigilance committee, which was constituted in May 2020 and remains operational. While as the remaining districts reported that the working tenure of VC's have ended in last year and not reformulated till date. This suggests potential gaps in the establishment of such committees in the other districts, highlighting the need for their constitution to enhance the oversight of the Public Distribution System.

In terms of awareness, VC members in Satna appear to be well-informed about FPS operations, SMS alerts on grain arrivals, and the powers of VC members. This level of awareness can contribute to more effective oversight and grievance redressal.

Additionally, the frequency of meetings conducted for grievance redressal at the district level is reported to be once every six months, depending on the urgency and nature of the complaints. This flexible approach allows for timely responses to grievances while not burdening the system with unnecessary meetings. However, it is essential to ensure that such meetings are conducted consistently and efficiently to address beneficiaries' concerns and maintain transparency in the PDS.

7.8 Awareness on the vigilance committee and its constitution at FPS level & Frequency of the meeting held by Vigilance committee members:

The data obtained from interviews with Fair Price Shop (FPS) Vigilance Committees (VCs) in all the sampled districts demonstrates a positive picture of awareness and constitution of these committees at the FPS level as shown in Table 41. Notably, all FPS VCs are reported to be functional, highlighting their active role in overseeing the operations of their respective FPSs.

The average number of members in these FPS VCs stands at 10-11 members, reflecting a reasonable size that allows for effective representation and participation. Importantly, it is reported that there is sufficient representation from various groups, including local officers, women members, and representatives from Scheduled Castes (SCs) and Scheduled Tribes (STs), as well as handicapped individuals. This diverse composition aligns with the FPS VC constitution norms and ensures a balanced representation of stakeholders. The data suggests that FPS VCs are functioning as intended, with appropriate representation and awareness, contributing to the transparency and accountability of the Public Distribution System (PDS) at the grassroots level in the sampled districts.

S. No	Particulars	Districts			
		Rewa	Satna	Dhar	Chhindwara
1.	When was FPS Vigilance committee formed	June 2020	Aug 2023	Aug 2023	Nov 2022
		Aug 2023	Aug 2023	July 2023	Dec 2022
		Nov 2021	July 2020	July 2023	Dec 2022
		March 2020	March 2022	July 2023	Dec 2022
		May 2020	Aug 2019	July 2023	Dec 2022
2.	No of Members in VC	11-12	10-11	10-11	10-11

3.	Does VC have representatives from following groups (Local officers / Women member/representations from SCs & ST/handicapped)	Yes	Yes	Yes	Yes
4.	Are the District VC / members aware of FPS Operations, SMS alerts, Food grains allocation copy, VC Powers, Raising issues on redressal	Yes	Yes	Yes	Yes
5.	Frequency of FPS Level VC Meetings for redressal of grievance's received	Once in 3 months (3)	Once in 3 Months (4)	Once in 3 Months (5)	Once in 3 Months (3)
		Not even once (2)	Not even once (1)	-	Not even once (2)

Table 41 Formation & Operation of FPS Vigilance Committee

In all the sampled districts, the FPS VC members exhibited a strong awareness of significant issues such as FPS operations and monitoring, SMS alerts, food grains allocation copies, and their powers within the committee. This awareness is crucial for ensuring that FPS VC members can effectively oversee the operations of their respective Fair Price Shops and contribute to the transparency and accountability of the Public Distribution System. Regarding the frequency of meetings held by FPS VC members, the majority (75%) reported convening meetings once every three months. This regularity indicates a proactive approach to addressing any issues or grievances that may arise at the FPS level. However, it is worth noting that a quarter of respondents chose not to disclose their meeting frequency, which could be due to various factors.

Chapter 8: Key Findings and Recommendations:

8.1 Key Findings:

1. The majority of sampled beneficiaries collected their food grain entitlements in a single visit to fair price shops, with Rewa and Chhindwara at 99%. Fair price shop operational schedules vary, impacting beneficiary access and satisfaction.
2. 90% of beneficiaries did not receive underweight rations, and there were no reports of overcharging.
3. In sampled districts, 40% of FPSs offer home delivery to PWD beneficiaries, while 60% allow nominees to collect on their behalf.
4. FPS ownership varies, with good road connectivity in 80% of FPSs across districts.
5. All 20 sample FPSs received food grain delivery, and 65% received it in advance or within a week, free of charge.
6. Biometric authentication failures varied among districts, with distinct challenges.
7. Exceptional management practices for authentication included Aadhaar-based OTP, Fusion finger, or ration denial.
8. Commission payment timeliness varies; Satna faced delays, while Chhindwara and Rewa reported none received payments on time.
9. Reasons for not using portability options included satisfaction with FPS services or family members not migrating.
10. Awareness about fortified rice varied, with print and electronic media as information sources.
11. A substantial proportion of beneficiaries accessed fortified rice, with 100% uptake in Dhar.
12. Beneficiary perception of fortified rice was generally positive, with taste-related concerns.
13. Only Satna had a functional District-level vigilance committee, while others had lapsed committees.

8.2 Policy Recommendations

1. Standardize fair price shop (FPS) operating hours for consistent beneficiary access and satisfaction.
2. Strengthen monitoring to ensure accurate food grain distribution and prevent underweight rations.
3. Promote home delivery options for PWD beneficiaries and expand nominee provisions.
4. Encourage diverse ownership of FPS while improving road connectivity.

5. Continue efficient doorstep delivery of food grains and eliminate transportation charges.
6. Address district-specific biometric authentication challenges and enhance connectivity.
7. Promote the use of Aadhaar-based OTP for authentication failures and provide training.
8. Improve the timeliness of commission payments to FPS owners.
9. Raise awareness about portability options for beneficiaries.
10. Implement information campaigns through print and electronic media to enhance awareness of fortified rice.
11. Monitor fortified rice uptake and taste-related concerns to improve product acceptability.
12. Re-establish and maintain functional District-level vigilance committees for enhanced oversight of the PDS.

Chapter-9 References

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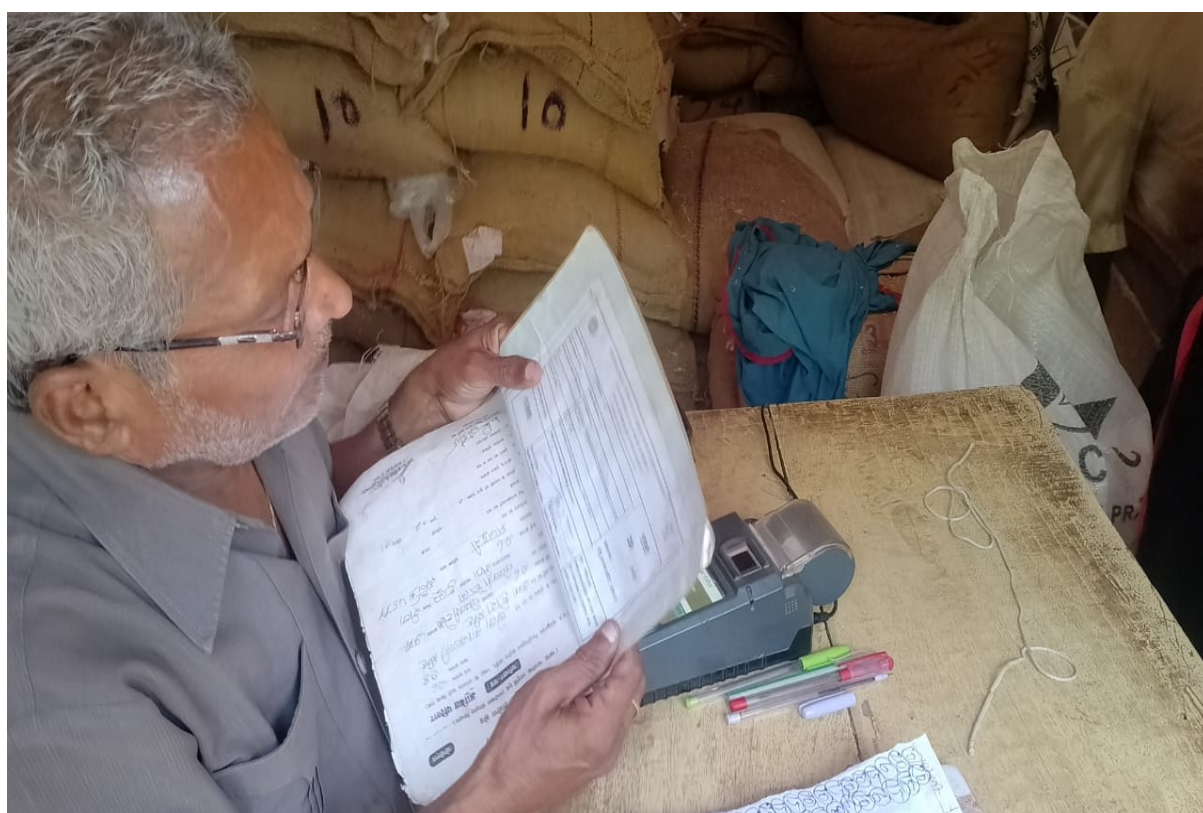
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From the Field:













Notes: