

1. Introduction

Brief introduction about NFSA:

After being passed by the Parliament, Government of India notified the National Food Security Act- 2013 on 10 September 2013 for implementation across the country. Subsequently, the Jammu and Kashmir Cabinet in its meeting convened on 2 December 2015 approved implementation of the Act in the state of Jammu and Kashmir.

The salient features of the Act in the J&K State are as follows: –

- NFSA was implemented throughout the State of Jammu and Kashmir from 1 February 2016.
- It was envisaged that 119.13 lac souls (95% population) in the State shall be covered under subsidized rations.
- Out of 119.13 lac souls, 13.77 lac souls falling under AAY category shall get rations at the rate of Rs 2 per kg (atta) and Rs 3 per kg (rice). The scale of 35 kgs per family shall be maintained in AAY category irrespective of the number of souls in each family.
- Under BPL category, 26.49 lac souls will get rations at the rate of Rs 2 per kg (atta) and Rs 3 per kg (rice) with every member of a family entitled to get 5 kgs ration.
- Under Priority Class, 33.87 lac souls will get rations at the rate of Rs 2 per kg (atta) and Rs 3 per kg (rice) with every member of a family entitled to get 5 kgs ration.
- In the Non-Priority Category, 45 lac souls will get rations at the subsidized rate of Rs 8 (atta) and Rs 10 (rice) with every member of a family entitled to get 5 kgs ration.
- Around 6 lac souls comprising of people with income of more than Rs 25 lac per year, persons holding constitutional positions including Ministers and Legislators, employees of the State and the Central Government in the Gazetted Cadre and people owning more than 80 kanals of land individually or 250 kanals of land in joint family shall be kept out of

NFSA. For such families food-grains would be made available on OMSS (Open Market Sale Scheme) rates.

- Any person, who is, due to some reason, denied ration, will be given food security allowance.
- Under the existing dispensation only 18.02 lac families comprising a population of 99 lac souls are covered under Public Distribution System (PDS) in J&K while NFSA will cover 22.73 lac families comprising a population of 119.13 lac souls.
- The implementation of NFSA shall usher an era of assured supply of highly subsidized rations to the citizens of J&K at their doorstep in a transparent manner.

1.1 Objectives and scope of the study

As indicated in the Terms of Reference (ToR) w.r.t monitoring and evaluation of NFSA 2013 formulated by the Ministry of Consumer Affairs, Food and Public Distribution, Government of India, the Concurrent Evaluation and Monitoring (CEaM) study shall revolve around these following objectives:

- I. To Assess and Analyze the progress of implementation of various aspects of the NFSA 2013;
- II. To evaluate the benefits of NFSA on the target groups to achieve the objectives of the NFSA.

The scope of the present study is that it will help in analysing the status of National Food Security Act, 2013 in district Baramulla of Jammu and Kashmir. In addition to this the study shall also help in understanding the various loopholes in NFSA and will help the government to take appropriate steps in order to tackle the problems of the beneficiaries Further, the study will focus on how far the beneficiaries covered under NFSA are satisfied with entitlements and services offered under the NFSA, 2013. The study shall also help in analysing the role of various stakeholders and assessment of resources.

1.2 Sample selection and timelines

Table 1.1 Sample Selection						
Quarter	Sample Districts	No. Of Rural Villages	No. Of Urban Wards	HH Covered/ Rural Village	HH Covered/ Urban Wards	FPS Visits
Quarter 1 st	Baramulla	4	1	60	15	5

Name of Rural villages/ Urban Wards

Table 1.2 Name of Rural villages/ Urban Wards		
S.No	Name of village/Ward	Rural/Urban
1.	Mahrajpora	Rural
2.	Krankshivan	Rural
3.	Sari Krepalpora	Rural
4.	HanjiweeraPayeen	Rural
5.	New colony "B" Sopore	Urban

Table 1.3 Timeliness of activities			
Quater 1st	Activities	Date	Outcome
	Communication with Dr. S.A Rashid Commissioner/Secretary to Government, Food, Civil Supplies,	10/05/2018	Received information and consent of various officials from FCS&CA at Divisional level and at district level.
	Meeting with Director. Kashmir Directorate of Food Civil Supplies And Consumer Affairs Department Kashmir. Overview meeting with Assistant Director FCS&CA Baramulla	22/05/2018	Finalized the villages of visit and tentative schedule of visit
	One day work shop on NFSA and training on various Tools of concurrent evaluation	30/05/2018	Training of field level investigators.
	Field visits to district Baramulla for data collection.	01/06/2018 to 22/06/2018	5 Village/ Urban ward will be evaluated for the purpose of concurrent evaluation.
	Visit of M.I. Nodal officer to field.	27/06/2018	Minimum of 10% sample village Visit.
	Completion of data analysis and first draft of report.	10/07/2018	
	Report sharing with Deputy Commissioner, Baramulla.	10/07/2018	
	Report sharing with department of Food and Public distribution, ministry of consumer Affairs, food and public distribution) GoI.	15/07/2018	Final evaluative report of 1 st Quarter ready
	Workshop on sharing the findings of evaluation with state administration.	31/07/2018	

1.3 Data Collection and Analysis

For the present study, the data was collected from the field with the help of Schedules (*Provided by the Ministry*) and informal interview. In addition to the above given data collection tools, the information was also collected by way of observation made by field investigators and nodal officer. The data collected by the investigators was punched and was produced in the shape of data tables followed by an in-depth analysis by the team comprising of Nodal officer along with the members of the NFSA evaluation team at department.

1.4 Limitations of the study

- Given the size of the district in terms of area and population it was felt that the sample decided was very small.
- Time line for data collection was not sufficient as the quantum of data to be collected per day as per the methodology to be adopted was large. It was difficult for the investigators to complete the whole data collection within the stipulated time.

1.5 Summary of key findings from Concurrent Evaluation.

At Beneficiary Level

- It was found from FPS level vigilance committee that many eligible beneficiaries were left out mainly due to the bias shown by the village/ward head. Another reason put forth was the target set for inclusion of new beneficiaries and mismatch between the identified beneficiaries under survey. Further, it was also reported that new additions if any cannot be made due to the closure of the website portal.
- The details of Ration Card Management System are not correctly reported on NFSA dashboard.
- It was found that the respondents don't know anything about online facility, vigilance level entrepreneurs, and block level centers; neither have they heard anything about these things.
- No beneficiary has ever applied for new ration card/addition and deletion of member/ duplicate card in last one year.

- It has also come forth that within the family of all the 75 respondents at least one member from each family has successfully performed Aadhar based biometric authentication at least once at FPS

FPS level

- Adequate storage facility at FPS level.
- Toll free helpline number 1967/ 1800 series Name/ contact of vigilance committee members Contact of Authority for redressal of grievances not displayed.
- It was found that there is a mismatch between the data regarding the beneficiaries fed in the ePOS and the actual data available with Aadhar data base.
- Lack of training among Fair price shop owners to operate the e Pos has been another reason for failure.
- Reluctance on part of beneficiaries to authenticate on ePoS due unawareness.

Vigilance Committee Level

- Absence of District level Vigilance committee.
- Lack of training and awareness among FPS level vigilance committee members.
- Composition of FPS level vigilance committees is not as per the laid down norms of NFSA.
- No social audit conducted ever. Lack of awareness about the concept and importance of Social audit.

2. Description of study area/ sample(as per enclosed Fact sheet in the annexure)

2.1 About district Baramulla

Baramulla district is one of the 22 districts of the state of Jammu and Kashmir. Baramulla city is the administrative headquarters of the district. The district is situated at 34.1980° N Longitude and 74.3636° E Latitude, extending over an area of 4190 km², comprises of 524 villages (Census Villages). The town is located on the banks of river Jehlum, about 55 Kms away from the capital city of Srinagar.

Baramulla has an average elevation of 1593 meters (5226 feet). Baramulla district is the largest district in the entire valley both with reference to the population and area. The district is bounded by Srinagar district and Ganderbal district in the east to the line of control in the West and from Kupwara district in the north and Bandipore district in the northEast to Poonch district in the south and Budgam district in the southwest and Neelum District (POK) in the North. Baramulla city is located on the banks of Jhelum river at the highest point of the river.

2.2 Demographic profile of district

According to the 2011 census, Baramulla district has a population of 1,008,039. Of the total population, 534,733 (53.05%) were males and 473,306 (46.95%) were females, the sex ratio being 885 females for every 1,000 males, a decrease from 905 in 2001 census, and much lower than the national average of 940. The sex ratio for children in 0 to 6 year age group was even less at 866. The district has a population density of 305 inhabitants per square kilometer. Its population growth rate over the decade 2001-2011 was 20.34%. Baramulla has a literacy rate of 66.93% with male literacy 77.35% and female literacy 55.01%. Baramulla town is the largest town in the district and the fourth most populous town in the state with a population of 1,67,986 as per 2011 census.

Baramulla district comprises of 16 tehsils and 26 CD Blocks.

Table 2.1 Tehsil units of Baramulla			
Uri	Baramulla	Sopore	Tangmarg
Pattan	Rohama	Kreeri	Boniyar
Watergam	Dangiwacha	Dangerpora	Zaingeer (Bomai)
Khoie (Panzipora)	Wagoora	Kunzer	Kawarhama

The district has 26 blocks, viz,

Table 2.2 CD Blocks of Baramulla					
Uri	Baramulla	Sopore	Tangmarg	Rohama	Pattan
Rafiabad	Boniyar	Wagoora	Zaingeer	Kunzer	Singhpora
Parenpillian	Bijhama	Noorkhah	Narwav	Nadihal	Kangroosa (KandiRafiabad)
Hardaboora (Hardchanum)	TujarSharief	Sangrama	SherebadKhore	Lalpora	Wailoo
Khaipora	ChandilWanigam				

Table2.3 Fact sheets District Factsheet- <Baramulla>							
Population			B. Number of households		C. % of population covered under NFSA		
1008039*			189232				
D. NFSA Coverage details			E. Number of Fair price shops			F. Godowns (storage points)	
AAV cards	PHH cards	PHH members	PoS (Online)	PoS (Offline)	Manual	Numbers	Capacity (in MTs)
27050	33991	618785	432	14	51	16	34400
G. Details of posts at district level					H. NFSA food grains allocation and distribution (last three months) (in MTs)		
Name of the post	Sanctioned strength		Vacant positions		Month	Allocation	Distribution
Deputy Director (North)	1		1				
Assistant Director	1		0				
Assistant Accounts Officer	1		0				
Accounts Assistant	1		1				
Tehsil Supply Officer	20		7				
Watchman	168		50				
Depot Assistant	60		19				
Kandaman	30		10				
Helper	46		2				
Orderly	4		0				

Table 2.4 Godown Factsheet				
A. Location of the Godown			B. Details of Godown	
District name	Baramulla		Capacity (in MTs)	20000
Block name	Sangrama		Number of FPSs tagged to godown	234
Address	Sangramasopore		Maximum distance from tagged FPS (in kms)	45
			Distance from FCI godown (in kms) (if It is itself applicable)	FCI
C. Details of person power at godown			D. Facilities at godown	
Name	Sanctioned Strength	Vacant positions	Facilities	Availability
Teshsil Supply Officer	1	1	Internet connectivity	Yes
Storekeeper	1	0	Electronic weigh machine/ bridge	Yes
			Computer room for Supply chain management	Yes
			Toilet facility for labour	Yes
			Accessibility by all-weather road	No
			Firefighting equipment	Nil



FCI Godown at SangramaBaramulla

Table 2.5 FPS level Factsheet District Baramulla					
A. Details and location			B. Profile of FPS dealer		
Rural/ Urban	Rural	Name	Zahoor Ahmad Sofi		
Name of Village/ ward	Hanjiwera	Age	49		
Block/ District	Baramulla	Gender	M		
FPS id (as displayed in the portal)	100101500032	Ownership	Private (Licensed)		
C. NFSA cards/ members attached to FPS			D. NFSA food grains allocation, distribution and closing balance at FPS level (last three months)		
AAY cards	27	Month	Allocation	Distribution	Closing Balance
AAY (members)	118	April	98.29 qt	98.29 qt	0
PHH (cards)	232	May	98.29 qt	98.29 qt	0
PHH (members)	767	June	98.29 qt	98.29 qt	0
E. Facilities at FPS		Yes/No	F. Display of information/ transparency		Yes/No
PoS device/ tablet	Yes	Samples of PDS foodgrains for distribution			Yes
Internet connectivity	No	Opening and closing times of FPS			Yes
Digital payment facility	No	Monthly entitlement of PHH & AAY category			Yes
Banking correspondent	No	Retail issue price per kg for PHH & AAY category			Yes
Sale of Non-PDS items	No	Total no. of PHH & AAY households/ beneficiaries			Yes
G. Number of silent rations cards		List of names of PHH and AAY beneficiaries			Yes
No. of AAY cards	No	Quantity received, distributed & in stock			Yes
No. of PHH cards	No	Toll free helpline number 1967/ 1800 series			No
No. of PHH members	No	Name/ contact of vigilance committee members			No
H. Number of ration cards that have availed the facility for nomination or door step delivery		Contact of Authority for redressal of grievances			No
		Availability of Stock register at FPS			Yes
		Availability of Category of commodity-wise records			Yes
No. of AAY cards	Nil	Yes			Yes
No. of PHH cards	Nil	Yes			Yes

3. Beneficiary selection and ration card management

3.1 Instances of eligible, but left out beneficiaries

According to the district officials, the list was prepared in 2016 of eligible beneficiaries and subsequently the same was re-verified by the heads of the village/ward. However, it was found from FPS level vigilance committee that many eligible beneficiaries were left out mainly due to the bias shown by the village/ward head. Another reason put forth was the target set for inclusion of new beneficiaries and mismatch between the identified beneficiaries under survey. Further, it was also reported that new additions if any cannot be made due to the closure of the website portal.

3.2 Effectiveness of mechanism to identify eligible/ ineligible beneficiaries

The FPS level vigilance committee has been assigned to identify the eligible/ ineligible beneficiaries. However, it was found that head of village/ward have either preferred the non priority households or have recommended the deletion of Priority Households. The



Interaction with beneficiaries at Baramulla

department has conducted the through survey of eligible/ ineligible beneficiaries and have deleted at least 4000 ineligible beneficiaries

3.3 Ease in applying for new ration card/ modification etc.

There is online mechanism for receiving application for new/ duplicate ration cards etc. however, there is no online mechanism workflow based system. The online services is available at block level centers run by dept. However, there is no provision for acknowledging the application or provide status update to the applicant through SMS etc.

3.4 Process of modification/deletion

The details of Ration Card Management System are not correctly reported on NFSA dashboard. The reason for the same is that some TSO circles are missing and also some ration cards were transferred but web portal was blocked.

3.5 Level of awareness of procedure

It was found that the respondents don't know anything about online facility, vigilance level entrepreneurs, and block level centers; neither have they heard anything about these things (table 3.1).

It was revealed that none of the respondents has ever applied for a new ration card primarily due to the unawareness about the procedures to be followed.

All the respondents mentioned that they are fully aware about those households who are eligible to be covered under NFSA, but have not been covered. This shows that there are lapses in the process of adding new beneficiaries. It was suggested by the respondent that this issue can be resolved if government conducts the survey for identification of eligible beneficiaries afresh without the involvement of village/wards heads.

Kind of Grain	Category	Soul Strength	Scale		Total Entitlement (in Kg)	Rate/Kg
			NFSA Entitlement (Rice/Atta)	MMSFES Entitlement (Rice)		
RICE/ ATTA	NPHH	1	5Kg	5Kg	10Kg	Rs. 15/Kg under NFSA & MMSFES (RICE)
		2	10Kg	10Kg	20Kg	
		3	15Kg	15Kg	30Kg	
		4	20Kg	15Kg	35Kg	
		5	25Kg	10Kg	35Kg	
		6	30Kg	5Kg	35Kg	
		7 Souls & Above	5 Kg per soul (under NFSA only)			
	PHH	1	5Kg	5Kg	10Kg	Rs. 3/Kg under (NFSA) Rs.15/Kg (MMSFES) (RICE)
		2	10Kg	10Kg	20Kg	
		3	15Kg	15Kg	30Kg	
		4	20Kg	15Kg	35Kg	
		5	25Kg	10Kg	35Kg	
		6	30Kg	5Kg	35Kg	
		7 Souls & Above	5 Kg per soul (under NFSA only)			
AAY	35 Kg/family (Rice/ Atta)				Rs. 3/Kg	
SUGAR	PHH (AAY, BPL & PHH)	500 Grams (Half Kg.) per soul belonging to PHH (AAY/BPL/PHH) family only.			Rs. 25/Kg	

For Help/Clarification/Complaint, Please Contact on Toll Free No. 18001807011 and 1967 Directorate of Food, Civil Supplies & Consumer Affairs Kashmir: 0194-2455019

Information for Beneficiaries at FPS Level

Table 3.1 Awareness on applying for New/ duplicate Ration card					
205	Are you aware of the following facility to avail the above services (tick the applicable option)	Question		Response	Total
		Online facility		00	75
		CSC/village level entrepreneurs		00	
		Block level centers		00	
		Any other		00	
		Not aware		75	
206	Have you applied for new ration card/addition and deletion of member/ duplicate card in last one year?	Yes	N0	Total	
		0	75	75	
211	Are you aware of eligible households in your village that are not covered under NFSA?, if yes record the details/ number of such households after necessary verification/ probe.	Yes	No	Total	
		75	0	75	

3.6 Quality of data- Aadhaar, Mobile and bank account seeding

The assessment was made to know about how many members within a family have seeded their Aadhar number in the issued ration card. From the table 3.2 it has come forth that majority of the households i.e., 81.33 percent respondents are those were only one member of the family has seeded Aadhar number in the ration card while as only respondents 14.66 percent are those were two members of the family have seeded their aadhar number in the ration card. Surprisingly only 3 households 4 percent have three members of the family seeded their Aadhar number in the ration card. It has been also found that, 29 respondents 38.6 percent have seeded their Aadhar number in bank account while as 41 respondents 54.66 percent have seeded their Aadhar number in mobile and the remaining 05 respondents 6.6 percent have seeded their Aadhar number in both bank account and mobile number as well.

All the respondents have seeded their bank account number and mobile number in the ration card. It has also come forth that within the family of all the 75 respondents only one member from each family has successfully performed Aadharbased bio-metric authentication at least once.

On the basis of observation it can be said that both beneficiary and FPS dealer are not fully aware about the bio- metric authentication, because of this reason one member from each family has done bio-metric authentication only once. Need of the hour is that at least two members from each family should be motivated to do Aadharbased bio- metric authentication.

Table 3.2Aadhar, bank a/c and mobile seeding				
501	Number of members in your family who have seeded Aadhaar number in ration card?	Question	Response	Total
		One member	61	75
		Two members	11	
		Three members	03	
503	Is Aadhaar number of any household member is seeded with following instruments?	Question	Response	Total
		Bank account	29	75
		Mobile number	41	
		Both of the above	05	
		Non of the above	00	
504	Is the bank a/c number and mobile number seeded in the ration	Question	Response	Total
		Bank account		75
		Mobile number		
		Both	75	
		Non	00	
507	How many members in your family has performed successful Aadhaar based bio-metric authentication/ e- KYC at FPS at least once	Question	Response	Total
		One member	75	75
		Two members	00	
		More than two	00	

4. Fair Price Shop Management

4.1 Ownership pattern of FPS dealer

As indicated in Table 4.1 out of the total of 497 FPS in the district it was found that 189 are government owned but all these are rented, while as private owned FPS are 173. It was also revealed that 135 Sales outlets have been created through internal adjustment by the department.

Table 4.1 Ownership pattern of FPS	
Fair Price Shops	173
Government Sale Outlets (Rented)	189
Internal Adjustment sale Outlets	135
Total Sale Outlets	497

4.2 Accessibility- distance traveled to FPS

Fair price shop should be located near the house as it makes it easy for every HH to get food grains from the shop to their respective homes. The table 4.2 shows that out of 75 Household HH, 57 mentioned that FPS is located at a distance of 0-1km from their houses and the remaining 18 mentioned that FPS is located at a distance of 0-2 kms from their houses. Therefore it can be said that almost all the FPS are located within the radius of 0-2 kms.

Table 4.2 Service delivery Mechanism			
How far is your fair price shop located from your house?	0-1 km	57	Total
	0-2 km	18	75
	0-3 km	0	
	More than 3 kms	0	

4.3 Adherence to food distribution calendar

The information regarding the distribution of food grains at FPS is considered as a very important process. The survey has revealed that out of 75 respondents, 31

respondents mentioned that they get information about distribution of food grains by personally visiting the ration shop, 22 respondents mentioned that they get information from the ration shop dealer and the remaining 23 respondents mentioned that they get information from their friends and neighbors. Moreover no SMS alert is sent to the beneficiaries regarding the distribution of food grains.

It was also found that the number of opening days within a month is fixed.

Out of 75 HH respondents, 33 respondents mentioned that the FPS remains open for 24 days in a month, 40 respondents revealed FPS remains open for 22 days in month and the remaining 2 respondents mentioned that FPS remains open for 20 days within a month. Thus it can be inferred that the average number of days for which FPS remains open is above 20.



Fair Price Shop at District Baramulla

The Table 4.3 shows that all the respondents are satisfied with the number of days FPS remains open within a month. Not only this, the respondents mentioned that during working days the FPS remains open for full day. Out of 75 respondents, 55 respondents said that they very much satisfied with the timing of distribution of food grains at PDS while as 20 respondents mentioned that they are satisfied with timing of distribution of food grains at PDS.

Table 4.3					
320	How do you get information about the distribution of food grains at your local ration shop?	1	By personally visiting the shop	31	Total 75
		2	Through the ration shop dealer	22	
		3	Friends and neighbor inform us	23	
		4	SMS alert from the state government	0	
		5	Other (specify)	0	
321	Are the opening days of ration shop fixed in a week/ month?	Yes	No	Total	
		75	0	75	
322	How many days is the ration shop usually open in month?	Question		Response	Total
		24 days		33	
		22 days		40	75
		20 days		02	
323	Do you feel that the number of working days of the ration shop is adequate and satisfactory?	Yes	No	Total	
		75	0	75	
324	How often do you find the ration shop in you locality open for the distribution of the food grains in a day?	Question		Response	Total 75
		0-3 hours		0	
		3-5 hours		0	
		Half day		0	
		Full day		75	
		Never		0	
325	How satisfied are you with the timings of distribution of food grains at PDS?	Question		Response	Total 75
		Very dissatisfied		0	
		Dissatisfied		0	
		Neutral		0	
		Satisfied		20	
		Very satisfied		55	

4.4 Quality of storage facility

As far as the storage facility is concerned at FPS level it was found that all the selected FPS have an adequate storage facility with easy access. With respect to cleanliness of the shop all the five shops were well maintained with proper ventilation and free from any infestation.

4.5 Quality of service delivery

The table 4.4 clearly shows that all the beneficiaries have received full quantity of food grains in the last six months. Further, it has also come forth that the respondents were not over charged by the FPS dealer from the last one



FCI Godown visit at Baramulla

year and none of the respondents has ever

raised any concern about price over charge. The survey has also revealed that all respondents purchased food grains from the PDS from the last three months and have never missed the opportunity. The respondents' mentioned that being poor they cannot afford to buy food grains from market but the lesser quantity of food grains provided at forced them to buy rest of the stock from market. Further, the table makes it clear that all the respondents mentioned that they did not face the problem of underweight of commodities from the last one year.

Table 4.4				
302	Do you get your quota of food grains in the past six months	Yes	No	Total
		75	0	75
304	Even when there was availability supply and access, how many times did you voluntarily not buy food grains from the PDS in the past three months?		Number	
		Once		
		Twice		
		Three times		
		Always purchased	75	
305	Did you experience the problem of underweight of commodities in last one year. If no/not aware, go to Q. 308,	Yes	No	Total
		0	75	75
308	Was the respondent over charged any time during last one year	Yes	No	Total
		0	75	75
310	Have you ever raised any concern about price overcharge to authorities	Yes	No	Total
		0	75	75

4.6 Working of online system for new licenses or cancelation of licenses

It was revealed during the survey that issuance of new license or cancellation of license is done through SIMS. However, at present the portal has been blocked which has made it impossible to issue or cancel the license on time.

4.7 Viability of operations

4.7.1 Payment of Commissions and Pendency of payment

The FPS owners are paid Rs.143 per quintal as commission. However all the FPS have revealed that the commission is being paid late. There are instances of atleast one year liability for the same. The reasons for the delay when enquired at the district level are:

Commission rate for food grains and other commodities is based on centre state ratio of 75:25 which makes it difficult to pay the commission to the FPS on time.

4.7.2 Revenue from other income enhancing activity

All the five FPS owners mentioned that they are not engaged with any of the duties like banking correspondence, common service center and sale of non-PDS commodities procured by the state as it could have increased their business and earnings. Further it has also come forth that all the five FPS dealers are interested in the sale of non- PDS commodities with the purpose of providing more services to the customers. However the same is not allowed to be done at the FPS level.

4.7.3 Total revenue, expenditure, profit and viability

Table 4.5						
Details of the monthly expenditure incurred by the dealer (in Rs.) last month		FPS 1	FPS 2	FPS 3	FPS 4	FPS 5
A	Salaries	3000	3000	4000	3500	3000
B	Rent	4000	4000	3500	4000	4000
C	Electricity/ maintenance	No	No	No	No	No
D	Internet/ Data connectivity	No	No	No	No	No
E	Others specify					
Total monthly expenditure		7000	7000	7500	7500	7000
How much funds are required to be deposited by the FPS dealer to the department to procure monthly entitlements during last month?						
Details of one-time expenses incurred by the dealer on following items, if any						
A	ePoS Device/Laptop/Desktop/Printer	150	150	150	150	150
B	Electronic Weighing Scale	0	0	0	0	0
C	Finger Print Scanner/IRIS device	0	0	0	0	0
D	Others (Specify)	0	0	0	0	0
Total one-time expenses		150	150	150	150	150

So far the question of expenditure incurred by the FPS dealer is considered, the survey has revealed that FPS dealers do not have to bear any expenditure on their own except for the procurement of paper forePOS device. All the five FPS owners narrated that all the expenditures are paid by the government. The respondents mentioned that government pays the rent of the hired shop that is 4000 per month.

The expenditure which the FPS owners bear is that amount which they pay to the person who assists the FPS owner in distributing the food grains.

4.8 Issues with use of e-PoS

As far as the information collected from household is concerned, the Table 4.6 highlights that all respondents are getting food grains with e-pos machine under PDS.

However, majority of the respondents claim that the e-POS machine remains nonfunctional for most of the time. The issue of non local language used on ePOS receipts



ePOS Facility at FPS

was also highlighted by all the respondents. Regarding the

provision of receipts by the FPS dealer it was revealed by the majority of the respondents that the FPS dealer in case of failure of ePOS machine does not provide the receipt, while as only few respondents claimed that in case of failure of machine the dealer gives a hand written receipt.

The average time required for the completing the transaction through POPS was found to be 7 minutes.

Table 4.6 E- Pos/ portability				
508	Do you use e-pos machine for getting food grains under PDS?	Yes	No	Total
		75	0	75
509	Does the pos machine work every time you visit the FPS?	Yes	No	Total
		47	28	75
510	Do you get the receipt from e- pos machine in local language?	Yes	No	Total
		0	75	75
511	In case of failure of pos machine, what alternative is adopted by the FPS owner to distribute food grains?	Question	Response	Total
		Food grains not given	00	75
		Grains are given, with hand written receipt	20	
		Grains are given without receipt	55	
512	In case of food grains are not given, how many times in a month you normally need to go to FPS shop to get food grains	Question	Response	Total
		2 times	66	75
		3 times	09	
		4 times	00	
		5 times	00	
513	Average taken to complete one transaction through pos	Question	Response	Total
		6 minutes	44	75
		8 minutes	31	

In all the five FPS the data was collected regarding the ration card count and its biometric authentication. It was found that the all ration card Holders were biometrically authenticated. However, all the HH members were not authenticated due to following reasons.

- It was found that there is a mismatch between the data regarding the beneficiaries fed in the ePOS and the actual data available with Aadhar data base.
- Lack of training among Fair price shop owners to operate the e Pos has been another reason for failure.
- Reluctance on part of beneficiaries to authenticate on ePos due unawareness.

Table 4.7							
Ration card count & Biometric authentication	FPS	PHH	AAY	Others (Non NFSA)	Biometric authenticated	Percent of authenticated	Total
	1	370	24	30	424	100	424
	2	110	118	80	308	100	308

	3	35	29	177	241	100	241
	4	232	27	153	412	100	412
	5	90	65	77	232	100	232

5. Supply chain management and Door step delivery

5.1 Food calendar and adherence to it

The distribution cycle for food grains followed in the State is Monthly. The same calendar has been followed by the department since the initiation of the NFSA in the state. Every month the stocks are received at the district godowns and thereafter FPS owners are informed telephonically to ensure immediate distribution. The statements of stocks are tallied on the 28th of every month. With regard to the online system, it was found that all the godowns at district/ block level are not automated and are lacking internet and CCTV facility. However electricity is available at all the facilities.

The Online Allocation Orders is system generated from State level, up to Fair Price Shops. However the closing balance of FPS & ration card numbers/ entitlements are not fetched automatically.

5.2 Storage capacity and quantity of storage infrastructure

In total there are 16 godowns in the district Baramulla out of which 14 are department owned. During the evaluative study the two Godowns S.No 15 & 16 were visited. It was revealed that the adequacy of the storage capacity is beyond two months requirement. Hence, there is adequate storage capacity but, human resource to handle supply chain management at Block and District level less.



Godown visit at Kralhar, Baramulla

Table 5.1 No. of Godowns in the district				
S.No	Name of the Godown	Constituency	Total Storage Capacity (MT)	Ownership
1	Salamabad	Uri	250	Department ownwed
2	Uri Complex	Uri	500	Department ownwed
3	Uranbuwa	Uri	300	Department ownwed
4	Bijhama	Uri	250	Department ownwed
5	Mohara	Uri	250	Department ownwed
6	Boniyar	Uri	300	Department ownwed
7	BaramullaGrainary	Baramulla	500	Department ownwed
8	New Colony A	Sopore	250	Department ownwed
9	Hygam	sopore	300	Department ownwed
10	Pattan	Pattan	300	Department ownwed
11	Dhobiwan	Gulmarg	250	Department ownwed
12	Tangmarg	Gulmarg	500	Department ownwed
13	Doabgah	Rafiabad	200	Department ownwed
14	chijhama	Rafiabad	250	Department ownwed
15	PEG sangrama	Sangrama	25000	PEG
16	Kralhar	Baramulla	5000	FCI

5.3 Quality control mechanism- Efficacy and adequacy

The quality control mechanism is adequate and is maintained directly by FCI.

5.4 Doorstep delivery and transportation cost management

The door step delivery of food grains was not present. If all members of the family are above 65 years or disabled they are entitled to have doorstep delivery of food grains but, none of the respondents was among the age group.

5.5 Issues of short supply

There are no issues of short supply either to Godown or FPS level. However at times there is delay in supply due to following reasons:

- Frequent strikes and shutdowns making it difficult for trucks to ply.

- Non availability of transport.

6 Access to food grain entitlements and FPS automation

6.1 Timely availability and % offtake by households in the sample FPSs

The FPS owners mentioned that their entitlement with respect to various commodities like rice, Atta and sugar has remained same and they are receiving the quota as per their requirement from the last three months. Though there is difference with respect to the entitlements of different commodities because all the five fair price shops do not possess same number of beneficiaries.

The sample beneficiaries have lifted the food grains directly from FPS. The medium of information has been mostly through the personal visits to FPS. Some parentage of population are also informed through FPS owner and Friends and neighbours. The SMS service to beneficiaries is totally absent.

Table 6.1					
	How do you get information about the distribution of food grains at your local ration shop?	1	By personally visiting the shop	31	Total 75
		2	Through the FPS owner	21	
		3	Friends and neighbor inform us	23	
		4	SMS alert from the state government	0	
		5	Other (specify)	0	

6.2 Food grain quantity purchase and price vis-à-vis entitlements (capture extent of under-weight, overcharging, un-lifted quantity as reported by sample beneficiaries)

Table 6.2				
304	Even when there was availability supply and access, how many times did you voluntarily not buy food grains from the PDS in the past three months?	Frequency		Number
		Once		0
		Twice		0
		Three times		0
		Always purchased		75
305	Did you experience the problem of underweight of commodities in last one year.	Yes	No	Total
		0	75	75
308	Was the respondent over charged any time during last one year	Yes	No	Total
		0	75	75
310	Have you ever raised any concern about price overcharge to authorities	Yes	No	Total
		0	75	75

6.3 Perception of beneficiaries about quality of food grains.

7 The Table 6.3 throws light on the various aspects of quality of food grains and grain preference available at FPS. The table has revealed that all the respondents mentioned that a sample of food grains is displayed at all FPSs and as per the respondents same type of food grains are provided to them at FPS. Further, the survey has revealed that all the respondents mentioned that they have never found any sort of dust or foreign particles in the food grains. No respondent out of 75 have ever raised a concern to the authority about the quality of food grains available at ration shop. However, it was found that, all the respondents were not satisfied with the quantity of food grains provide to them at FPSs. Out of 75 respondents, 45 respondents mentioned that at least every soul should get 11kg of rice per month and the 30 respondents out 75 mentioned that every soul should be entitled for 12kg of rice per month.

Table 6.3 Quality parameters						
S.No	Quality parameters	Yes	Yes % age	No	No %age	Total No. of respondents
312	Is a sample of food grains to be distributed displayed at the ration shop?	75	100	0	0	75
313	If, yes do you get the same quality of food grains as the sample displayed at the ration shop?	75	100	0	0	75
314	Have you found a lot of food particles in the food grains?	0	0	75	100	75
315	Have you ever raised a concern to the authority about the quantity of the food grains at your ration shop?	0	0	75	100	75
317	Are you satisfied with the share/ proportion of wheat/rice given to you through PDS?	0	0	75	100	75

6.4 Consumption of Food grain by households and share of PDS food grains

The consumption of food grains by beneficiaries has been considered in Table 6.4 It was revealed that all the respondents are receiving food grains from FPS per month but the quantity of food grains provided varies from AAY families to BPL families. From the survey it has become clear that all the respondents are dissatisfied with the quantity of food grains provide to them through PDS. The respondents mentioned that this amount of food grains is not sufficient for them, as it cannot suffice their food needs for the month, because of the lesser quantity of food grains provided at PDS, they are forced to buy additional rice form the market at a very high price. The range of consumption is 75 to 85 kgs per month, which is not met under the NFSA provisions.

Table 6.4 HH Food Consumption										
115	Food grains consumed by the household (last month) and source of food grains	Source of food grains (total quantity (kg) in a month)								
		Own farm	Market	PDS		MDM/I CDS	Other source	Total Kgs	House hold count	Total
1	Rice		40	35		00	00	75	30	75
			55	30				85	54	
2	Wheat	00	00							
3	Coarse cereals	00	00							

6.5 Status of silent ration cards

There is ERCMS system in place at the district level to assess the Silent Ration Cards, especially for RCs against which foodgrains are not lifted for three consecutive months. No Steps were taken in respect of silent ration cards due to blocking of the ERCMS.

6.6 Special dispensation for old, infirm, physically challenged etc.

The sample villages did not reflect any of the old, infirm, physically challenged enrolled under respective FPS. Hence the inferences in this regard were not made.

7. Grievance redressal system

7.1 Overview of grievance redressal mechanism in the study areas

The system of Grievance redressal mechanism existing in the state of Jammu and Kashmir is as follows:

One is the Chief Ministers grievance cell. Which can be accessed through the website.(www.jkgrievance.in).

The second is at district level which works through GRAMS (Grievance redressal and monitoring system) portal. The grievance is forwarded to the concerned TSO who in turn has to address the issue with a copy of information to the Assistant Director (FS & CA) and district development commissioner.

Toll free number (1976/1800).



Discussion on Grievance Redressal Mechanism at District Level

7.2 Beneficiary grievances related to PDS and awareness about different channels

The survey has showed that the beneficiaries do not know anything about state food commission, district grievance redressal officer. Similarly the toll free number (1976/1800) which is mainly meant for beneficiaries under PDS is also unknown to the beneficiaries. With no information regarding this mechanism the utilization remains zero as none of the respondent has ever raised any grievance related to functioning of the ration shop or public distribution system from the last one year.

7.3 Working of DGRO.

Although there is a system of grievance redressal but none of the beneficiaries has utilized the services of the system as is reflected in table 7.1.

Table 7.1 Grievance Redressal					
401	Do the respondents recall the toll free help line for the TPDS (1967/1800 series/ other help lines used for PDS)	Yes	No	Total	
		0	75	75	
403	Are you aware about the role of the following bodies	Question		Response	Total
		District grievance redressal officer		00	75
		State food commission		00	
		None of the above		75	
405	Have you ever raised a grievance related to functioning of ration shop/ public distribution system in the last one year?	Yes	No	Total	
		0	75	75	

The Table 7.1 makes it clear that all the 75 respondents do not know anything about toll free number (1976/1800) which is mainly meant for beneficiaries under PDS. Further the survey has showed that all the respondents do not know anything about district grievance redressal officer, state food commission.

It was found that there is lack of awareness among the beneficiaries and no one is trying to make them aware about various concerned department of government which has been set up for their assistance. From the research it has also come forth that none of the respondent has ever raised any grievance related to functioning of the ration shop or public distribution system from the last one year.

8. Vigilance Committees and Social Audits

8.1 Formation, composition & linkage between vigilance committees at FPS and District level

In order to ensure that the real beneficiaries are covered under NFAS, the role of vigilance committee at FPS level is very important. The information regarding the presence of vigilance committee was collected from five areas of district baramulla which includes four villages and one urban area. The name of all the selected areas is mentioned below:

Table 8.1	
1	New Colony Sopore
2	Mahrajpora: Sopore
3	Kripalpora: Pattan
4	Krankshivan Colony: Sopore
5	Hanjivera: Pattan

In all the five areas of selected for survey, vigilance committee is present. The highest number of members present in the vigilance committee is 7 and the least number of members present in the vigilance committee is 04. However it can be said that that in all five areas vigilance committee has been formed and is functional. From the survey it has come forth that the committee formed at FPS level is playing a positive role for the welfare of beneficiaries. The registration numbers of all the five FPS dealers to which the vigilance committee is connected is mentioned below:

Table 82 Year of formation of FPS V. committee		
Name	Reg. No	Year of formation of FPS V. committee
Sale centre: New colony sopore	13010100023	2011
Fair price shop Mahrajpora: sopore	13010100039	2011
Sales center kripalpora: pattan	100101500022	2013
Fair price shop Krankshivan colony: sopore	130101400028	2010
Sales center: hanjivera: pattan	100101500032	2013

The survey has revealed that all the FPS level vigilance committees have been formed in different years. Regarding the formation of FPS level vigilance committee the table 8.2. shows that the members of the FPS level vigilance committee have been selected by the common people of concerned areas. This means people of all the five areas have selected the members of the FPS level vigilance committee. The research has further revealed that in all the FPS level vigilance committee, there is no members from local authorities, women members, members from scheduled castes, member from scheduled tribe and destitute or person with disability. Hence it can be said that the laid down norm of NFSA regarding the selection of members was not followed.

8.2 Capacity building and awareness levels of VC members

The survey has also put forth that the members of vigilance committee have not attended any training program. It is interesting to mention here, that all the five FPS level vigilance committee members are fully aware about various processes related to FPS. Like, knowledge about opening and closing time of FPS, monthly entitlement of PHH and AAY category, retail issue price per kg for PHH and AAY households, procedure for applying new ration card, procedure for making changes in ration card, requirement to display the list of PHH and AAY beneficiaries, requirement to display quantity of commodities received, distributed and stock at FPS, power of vigilance committee to monitor the functioning of FPS and implementation of NFSA, power of V.C members to monitor the food grain allocation at FPS/receipt of food grains by FPS dealer, required composition of V.C, requirement to maintain the minutes of the meeting. But from the field it also came forth about which V.C members do not possess any knowledge and those things are mentioned below:

1. V.C members do not know anything about toll free number 1967/1800
2. They do not know anything about SMS alert service about arrival of food grains at FPS
3. Provision to make written complaint to DGRO by V.C members

8.3 Functioning of VCs at FPS and District level (frequency of meeting, participation and record keeping)

The FPS level vigilance committee members did not receive SMS alert on arrival of food grains during last month. Moreover, the V.C members of all the five areas did not receive a copy of food grains allocation order made to the FPS during last month.

The survey has also revealed that all the five V.C members have held meeting twice in the last six months and all the members of the particular V.C committee were present in the meeting, the presence of all members is ensure through the prior consent for date and time of meeting.

8.4 Instances of Irregularities and malpractices reported by VC members

There are range key decisions taken in the meetings held by the V.C members. However, there has been one key decision taken by all the five V.C members of different areas focusing on increase in quantity of rice provided to the beneficiaries' from 11 to 13 KGs. Further, it came into forefront that VC members of five sample areas did not maintain the minutes of the meeting in written form. All the five V.C members mentioned that they do not possess any information about DGRO, so because of this reason they have never approached to DGRO about any violation related to FPS. The members of V.C committee have never raised any issue related to irregularity at FPS to any authority.

8.5 Perception of VC members regarding their role and effectiveness

There has been considerably good **Awareness among beneficiaries regarding the formation of VC as stated in** the table 8.3 states that out of all beneficiaries are fully aware about the FPS level vigilance committee and all the respondents know the members of the PDS vigilance committee at FPS level.

Further, the survey has revealed that all the respondents are aware about the role and functioning of vigilance committee. Moreover, 27 beneficiaries have approached vigilance committee due to some problem related to PDS. These 27 respondents mentioned that vigilance committee was very helpful in addressing their problems related to PDS. However, 48 who have not approached to the vigilance committee were not able to justify the helpfulness of vigilance committee members.

Table 8.3 Functioning of vigilance committee				
601	Are you aware about the FPS level vigilance committee formed in your FPS?	Yes	No	Total
		75	00	75
602	If , yes do you know the members of PDS vigilance committee at FPS level	Yes	No	Total
		75	00	75
603	Do you know the role and functioning of vigilance committee?	Yes	No	Total
		75	00	75
604	Have you approached the vigilance committee for information, grievance or any other problem related to PDS	Yes	No	Total
		27	48	75
605	If yes were the vigilance committee members helpful?	Yes	No	Total
		27	48(not approached)	75

8.6 Social audit- Planning, execution and impact.

The process of Social Audit was absent in all the five committees.



Survey with Village Committee

9. Digital payment

9.1 Use of digital payment facilities

As far as the digital payment facilities are concerned it was revealed that there was no digital payment facility available at FPS. There has been an absence of banking correspondents and CSE operation. However, the respondents are of the opinion that though they are not much literate but their children are more literate than us, so keeping this thing in view, they wish that our FPS digital payment facility and sale of Non-PDS commodities should be enhanced. Also 15 respondents mentioned that there should be digital payment facility at our FPS, 31 respondents mentioned that there should be the facility of sale of Non-PDS commodities like pulses etc, and the remaining 29 respondents mentioned that within our FPS there should be the facility of banking correspondent.

9.2 Issues with digital payment

Following are the major issues pertaining to digital facility are

Lack of electricity, internet connectivity

10. Key Recommendations

There is need to conduct a new survey in entire district for inclusion and exclusion of Beneficiaries under NFSA. Since lot of disparities have been reported from community members, FPS level vigilance committee members and from FPS owners.

The Aadharbased Biometric authentication of all the registered members must be initiated on priority basis. The necessary logistics in this regard should be provided by the department at FPS level.

The awareness level regarding the various aspects of NFSA is very less among the beneficiaries and other important stake holders. It is recommended that a comprehensive awareness generation programme should be developed to cater the issue. Moreover, here is need to develop the awareness among the beneficiaries regarding the grievance redressal mechanism available under NFSA also. The language for filling of grievance should be the local language.

While forming the FPS level vigilance committees the norms are as laid down under the NFSA are not followed in letter and spirit. Hence there is a need to sensitise the members of such committees regarding the essence of Vigilance committee.

The district level vigilance committee need to be formed at the earliest so that the issues which are to be dealt at district level do not remain unaddressed as it can have a negative impact on the overall outcome of the NFSA.

Both the VCs must formalize and schedule their meetings according to the norms of NFSA. It was found that minutes of the meetings are not recorded. This negligence inhibits the action on part of the decision taken.

The commission provided to the FPS owners should be enhanced as all of the FPS are not selling other commodities therefore limiting their earning capacity. It is also recommended that the payments on account of commission to the FPS owners should be released as early as possible. The delay in release of commission payment discourages the FPS owners and results in the impact on the outcome of NFSA.

In the absence of SMS service to inform the beneficiaries and other stakeholders regarding the allocation and distribution of food grains greatly affects the effective delivery mechanism. In addition to this the beneficiaries who are not able to visit the

FPS s because of their physical disability remain unaware about the distribution of food grains. It is therefore recommended that SMS service should be initiated at the earliest.