

Training Module on the Public Distribution System (PDS)

By



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Glossary

AAY	Antodaya Anna Yojana
ABBA	Aadhaar Based Biometric Authentication
APL	Above Poverty Line
BC	Banking Correspondent
BSO/MO	Block Supply Officer/Marketing Officer
BPL	Below Poverty Line
CPGRAMS	Centralized Public Grievance Redress and Monitoring System
CSP	Customer Service Point
DGRO	District Grievance Redressal Order
DSD	Doorstep Delivery Agent
DSO	District Supply Officer
ePOS	Electronic Point of Sale
FCI	Food Corporation of India
FPS	Fair Price Shop
HHT	Hand Held Terminal
HoH	Head of the Household
HoF	Head of the Family
JSFC	Jharkhand State Food Commission
JSFCSL	Jharkhand State Food and Civil Supplies Corporation Limited
JSFSS	Jharkhand State Food Security Scheme
JSLPS	Jharkhand State Livelihood Promotion Society
MSP	Minimum Support Price
NFSA	National Food Security Act

NIC	National Informatics Center
OTP	One Time Password
PDS	Public Distribution System
PHH	Priority Household
PMGKAY	Pradhan Mantri Gramin Kalyan Anna Yojana
PoA	Proof of Address
Pol	Proof of Identity
PRI	Panchayati Raj Institution
PVTG	Particularly Vulnerable Tribal Groups
RCMS	Ration Card Management System
RPDS	Revamped Public Distribution System
RTGS Act	Right to Guarantee of Service Act
SDO	Subdivisional Officer
SIO	Store Issue Order
TDPS	Targeted Public Distribution System
UIDAI	Unique Identification Authority of India

Chapter 1: Evolution Of The Public Distribution System

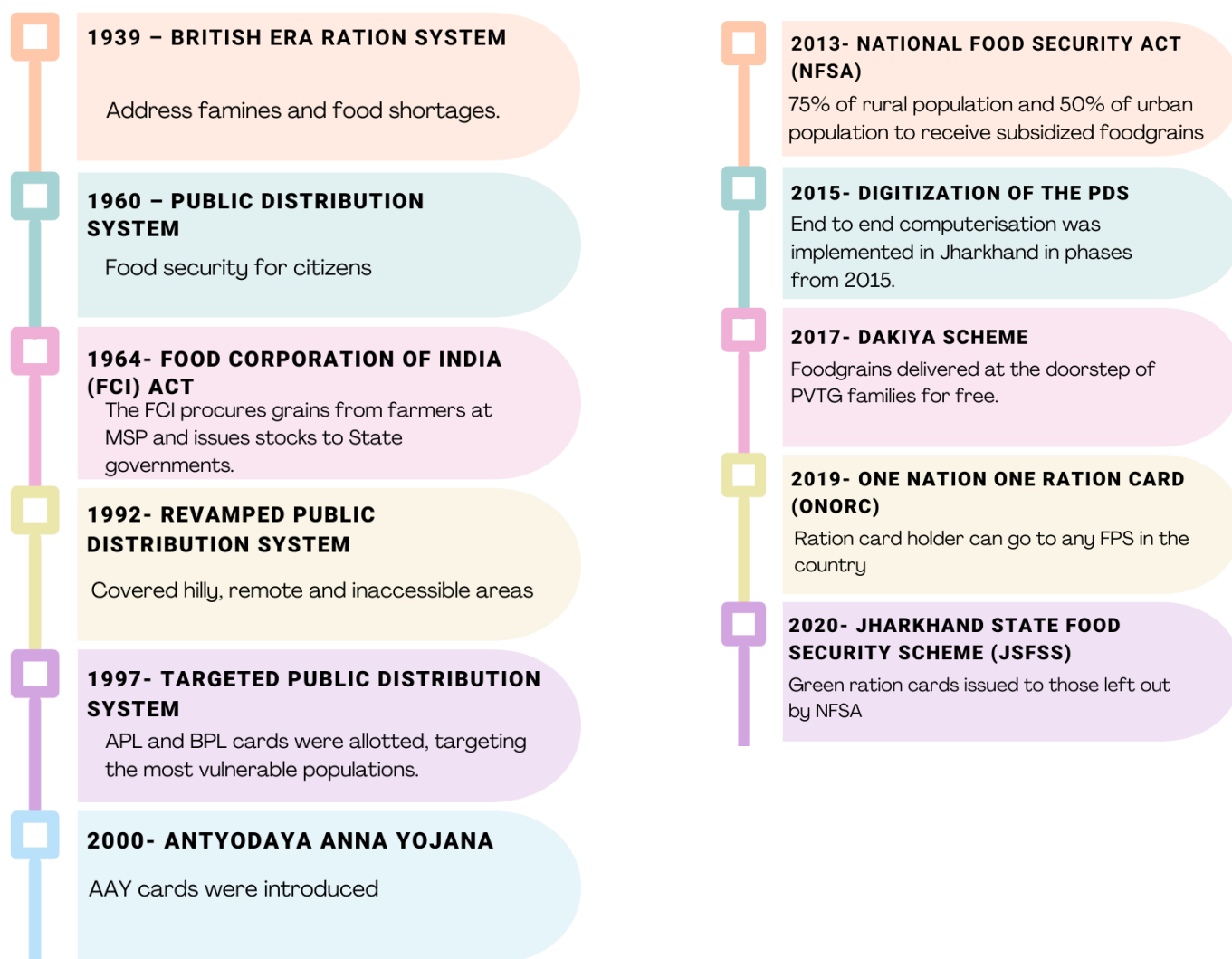
The right to food is an essential aspect of life with dignity ensured through democratic processes and safeguarded by the Constitution. The Public Distribution System (PDS) addresses food insecurity of poor and vulnerable sections of the population by distributing essential commodities at subsidized rates.

1.1 History of PDS

The concept of food distribution was initially introduced to address famines and food shortages during the Second World War in the 1940s under British rule. Post-independence, India continued to face the challenges of food scarcity and distribution inefficiencies. In the 1960s, it was meant to distribute food grains in urban areas. After the increase in production under the Green Revolution, it was extended to tribal blocks and areas with acute poverty. The main objectives were to provide essential food items at subsidized rates to the poor and to stabilize prices in the market.

- **Food Corporation of India (FCI) Act, 1964**- This act established the FCI as the central agency responsible for procuring food grains from farmers at Minimum Support Price (MSP) (introduced in 1966-67) and distributing them through various channels, including state governments and cooperatives.
- **Revamped Public Distribution System (RPDS) (1992)** was launched to cover 1775 blocks in hilly, remote and inaccessible areas. However, RPDS was still a universal scheme. Area-specific programmes such as the Drought Prone Area Programme(DPAP), Integrated Tribal Development Projects (ITDP), and Desert Development Programme (DDP) were implemented. Food grain was issued to the States at 50 paise below the Central Issue Price. 20 kg per card was allotted.
- **Targeted Public Distribution System (TDPS), 1997**- It was a targeted system primarily focusing on poor households who were given Below Poverty Line (BPL) cards and the rest were issued Above Poverty Line (APL) cards as a transitory measure.
- **Antyodaya Anna Yojana(AAY), 2000** - Antyodaya cards were meant for the 'poorest of the poor' and were given greater subsidies than BPL households.
- **National Food Security Act (NFSA), 2013** - It marked a shift from welfare to a rights-based approach. The Act aimed to cover up to 75% of the rural population and up to 50% of the urban population to receive subsidised food grains. Based on the 2011 census and NSS Household Consumption data for 2011-12, the target of covering 86.48% of the rural population and 60.20% of the urban population in Jharkhand has been set by the Government of India. This fixes the maximum number of beneficiaries at 2,64,25,385 (2.65 cr)

Fig. 1.1 Evolution of PDS



1.2 Jharkhand State Food Security Scheme

- Why it was introduced-** Since NFSA entitlements are based on the 2011 census and the central government has put a cap on the number of ration card holders, many eligible citizens are left out of the scheme. The decadal population growth rate is 22.3% in Jharkhand, and the current estimate of the population is 4 crores. The Jharkhand Government came up with the **Jharkhand State Food Security Scheme** in 2020 to issue new ration cards for the ones left out of the NFSA quota. These are being issued as Green Ration Cards.
- COVID-19 and PMGKAY-** During the COVID outbreak, Pradhan Mantri Garib Kalyan Anna Yojana (PMGKAY) was introduced to provide 5kg per person additional foodgrain to ration card holders for free. However, this still only covered those with ration cards, while those not covered by NFSA were left out. The need to expand coverage through the Green Card was felt more strongly due to the dire conditions during COVID-19.

Note:- Ration entitlement has gone back to pre-COVID amounts but is now further subsidised by the Govt of India and distributed for free under the PMGKAY scheme.

In 2017, the state government of Jharkhand launched the **Dakiya Scheme** to cover Particularly Vulnerable Tribal Groups (PVTG) as per AAY entitlements. While all other schemes (at the time of its launch) charged ration card holders Re 3/2/1 per kg of foodgrain for rice, wheat and coarse grain respectively, the Dakiya Scheme is delivered to PVTG families at their doorstep free of charge.

Thus, the number of ration cards in Jharkhand at present and their entitlements are as follows-

Table 1.1 : Types of ration cards

Ration Card type	Scheme	Entitlement*	Members covered in Jharkhand (approx)
PHH (Priority Household)	NFSA	5kg/person 4kg rice + 1 kg wheat+ 1kg chana dal + 1l kerosene oil	2 crore 30 lakh
AAY(Antyodaya Anna Yojana)	NFSA	35kg/family 28kg rice+7kg wheat+ 1 kg chana dal + 1l kerosene oil	34.50 lakh
Green Card	Jharkhand State Food Security Scheme	5kg/person 4kg rice + 1 kg wheat + 1 kg chana dal + 1l kerosene oil	15.93 lakh
White Card	NFSA	1l kerosene oil	13.50 lakh

* The ratio of rice and wheat in practice has been observed to be flexible. However, officially the ratio is fixed.

The above data has been collected from the Aahar portal as of 29th April, 2024.

1.3 Digitization of PDS

In 2006, the Wadhwa Committee was set up by the Supreme Court to investigate problems in the PDS such as inclusion/exclusion errors, leakages and corruption, lack of transparency, weak grievance redressal and social audit mechanisms. The eventual end-to-end digitization of PDS was brought about as per the Committee's suggestions. Under the Twelfth Five Year Plan (2012-16), the Department of Food and Public Distribution proposed a plan for end-to-end computerisation of TPDS operations on a cost-sharing basis between the central government and the states and UTs.

- **Ration card digitization-** In Jharkhand, the digitization of ration cards for every beneficiary was started by taking filled-up prescribed forms from the beneficiary. Special camps were organized for this purpose at every Panchayat. The software was designed by NIC Jharkhand and the data entry work

(digitization) was done online from all the districts. Thereafter, the entered data was verified & corrected by the Supply Office.

- **Aadhaar Seeding-** The NFSA proposed using Aadhaar for “unique identification, with biometric information of entitled beneficiaries for proper targeting of benefits”. An Aadhaar seeding drive was carried out in Jharkhand in 2016-17, which connected ration cards to the biometric database to improve efficiency and weed out fake and duplicate cards. The process of verifying ration card details against the Aadhaar database is called Aadhaar authentication. However, there were many problems with this authentication drive. A study found that 90% of the ration cards deleted between 2016-18 belonged to genuine households¹.
- **Aadhaar-based ration distribution at Fair Price Shop (FPS) through Hand Held Terminals (HHT)-** The beneficiaries are given ration after biometric authentication from Aadhaar Server through HHT. This data is then fed into the Aahar portal maintained by the State government of Jharkhand. The govt argues this reduces the scope for identity fraud, pilferage by the dealer etc. The HHT device is a Point of Sale (ePOS) machine that can have two kinds of Aadhaar-based biometric authentication- either through fingerprints or an Intelligent Retinal Imaging System(IRIS) scanner. The fingerprint scanner is more widely used across Jharkhand. It was first inaugurated as a pilot project in the Ormanjhi block of Ranchi district.

Table 1.2: Aadhaar seeding figures in Jharkhand. Data accessed 16/04/24.

Jharkhand Aadhaar Seeding	Total(in lakhs)	Aadhaar Seeded(in lakhs)	Non-Aadhaar Seeded(in lakhs)
Ration Cards	60.90	60.37	0.53
Beneficiaries	264.3	245.6	18.7

Source: <https://nfsa.gov.in/public/nfsadashboard/PublicRCDashboard.aspx>

- **Allocation list generation-** The monthly order of ration distribution and scheme-wise entitlement/quota for each district is done at the state level. Thereafter, the DSO (District Supply Officer) generates the dealer-wise allocation. Once the allocation is frozen, the dealer gets the information of ration allocation through SMS. This process has minimised the delay in communication from the district to dealers. Dealers can also get their allocation details from the PDS portal.
- **Portal Development-** <http://aahar.jharkhand.gov.in> is a dynamic and real-time PDS portal, designed by NIC, that provides all necessary information to beneficiaries, dealers, departments and the public. Ration card holders can know their entitlement, ration lifting status, dealer’s information etc. This has helped improve transparency in PDS.
- **Grievance Redressal (e- SAMADHAN)-** <https://pgms.dfcajharkhand.in/> is the website where online complaints can be lodged. Currently, a toll free number and provision for WhatsApp complaints are also in operation.

1

<https://www.thehindu.com/news/national/bulk-of-jharkhands-deleted-ration-cards-werent-fake-study-shows/article30873572.ece>

However, with the digitization of the PDS, many new problems have arisen. [Point of Sale \(PoS\) machines have been unable to recognise the fingerprints](#) of ration card holders, excluding people without Aadhaar. It also requires technology at many levels to work simultaneously. In addition, lack of basic infrastructure like network towers, poor mobile and internet connectivity, and outdated pos machines across much of rural India, has led to significant exclusions.

1.4 What is ONORC?

The one nation one ration card is a technology-driven, Aadhaar-based plan which is being implemented by the Central Government for the nation-wide portability of ration cards under NFSA. This system allows all NFSA rights-holders, particularly the migrants, to claim either full or part of their entitled food grains from any FPS in the country through existing ration cards with Aadhaar-based biometric authentication. The system also allows their family members back home, if any, to claim the balance of food grains on the same ration card.

The plan was initiated as a pilot project on August 9th, 2019 in four states in two clusters (Cluster-1 Andhra Pradesh and Telangana and Cluster-2 Maharashtra and Gujarat). It is now extended to all 36 states and UTs in the country. ONORC data can be found online on the IMPDS portal.

Fig 1.2 ONOR in a nutshell

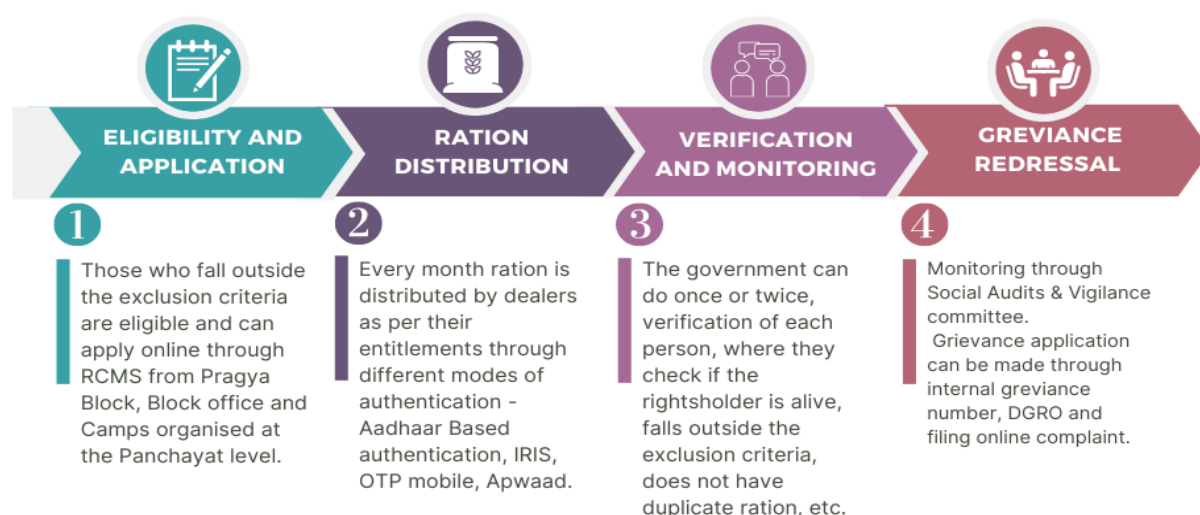
Who can lift their ration?	Any AAY and PHH card holders In Jharkhand Green card holders are not eligible to lift their ration under ONORC
Where can they lift ration?	Any FPS in the country in all states and UTs
Can they lift in full or part?	Migrant can lift full or part and the family members back home can lift balance ration if any
How to lift ration?	Ration card holder to provide her ration card number to FPS dealer - dealer to enter the number in the electronic point of sale device and fetch her entitlement, card holders gets ration after successful biometric authentication
Requirement of original ration card?	Ration card holders need not carry the original card. They need to provide copy of ration card or Aadhaar card, or quote either ration card or Aadhaar number to any nearby ePoS enabled FPS dealer to lift the foodgrains
Where can you see the details?	https://impds.nic.in/portal for inter-state transactions https://annavitran.nic.in/AVL/welcome intra-state transactions https://aahar.jharkhand.gov.in/transactions/impds-transactions all ONORC transactions in and outside Jharkhand

Chapter 2: Understanding PDS Process

The Public Distribution System is a complex process operates under the joint responsibility of the Central and State governments. The Central government's responsibilities include various operations such as procurement, storage, transportation and allocation of food grains to the State Governments. The State is in charge of operational responsibilities for sub-allocation of foodgrains (from FCI depots to the block level godowns and further to the dealers) within the states, identification of the eligible beneficiaries, issuance of ration cards, distribution of the foodgrains, supervision and monitoring of the functioning of the FPS, etc.

To simplify the process, it is best to understand the process of PDS from the rightsholders' point of view.

Figure 2.1 Life Cycle of PDS Processes



2.1. Eligibility and Application

After the implementation of NFSA 2013, criteria for identification of households/persons have been de-linked from BPL/APL categories and new exclusion criteria have been defined. Jharkhand now follows the exclusion criteria given below. If a person or a family falls under any one or more criteria, they will be ineligible to get NFSA and Green cards. However, they are eligible to get a White Ration card.

Table 2.1: Exclusion Criteria Summary

Criteria	Conditions
Income Tax	Applicant or its member is paying income tax/service tax/ corporate tax
Government Job / Business	Applicant or any member of the family is employed in any formal government job/enterprise/undertaking/ Applicant and/or other members of the applicant's household are/are owner/(s) of a business/enterprise registered with the government.
Land	Own more than 5 acres of irrigated land; or more than 10 acres of non-irrigated land.
House	Have a pucca house with 3 rooms or more with a solid roof and walls. Beneficiaries having house built under any government housing scheme are eligible.
Vehicle	Having one or more than one 4-wheeler vehicle.
Agricultural machine	Have agricultural machine/s like thresher, tractor etc costing 5 lakh or more

Source-PDS control Order 2022, Sec.4(iii),pg. 5

2.1.1 Application, Approval and Tracking

The plan of end to end computerization requires digitization of all the ration cards on the Ration Card Management System (RCMS). Jharkhand has its own portal <https://jsfss.jharkhand.gov.in/>, that different stakeholders - rightsholders, pragra kendas, block and district officials - can access. Rightsholders and pragra kendas can use the portal for registering and tracking applications. Block and district level officials can use the portal to process applications and mark them as accepted, rejected or pending through the BSO/DSO login. More detailed usage by different stakeholders is given below.

Table 2.2: Use of RCMS by different stakeholders

Stakeholders	Its uses
Rightsholder or pragra kendra	<ul style="list-style-type: none"> ● They can self-apply or can apply through Pragra Kendra ● Necessary things required for self application- laptop/Mobile, internet connection, scanned copy of documents* ● Can be used for various types of applications related to Ration cards. More details in MIS section (Refer to Sl.No.12) <ol style="list-style-type: none"> 1. New ration card - Green and White ration cards only. 2. Adding name to the existing Ration card (only one name at a time) 3. Transfer of members from one ration card to another within the district. 4. Change in dealer 5. Aadhaar correction of members in ration card 6. Changing mobile number in ration card 7. Surrender of ration card

	<p>8. Deletion of members in existing ration cards.</p> <p>9. Changing the head of the family</p> <p>10. Correction in name, relation, gender, date of birth</p> <ul style="list-style-type: none"> The status of an application can be tracked through the acknowledgement number/ration card number. Through ration card number, one can also see past applications and their acknowledgement numbers. After retrieving the acknowledgement number, it can be used to check the details of the application status. How to track applications is explained in the MIS section. (Refer to Sl. No.13)
Block Officials - Computer operator and Block Supply Officer (BSO)	<ul style="list-style-type: none"> Through BSO login, the Block officials manage the applications. They can also see documents uploaded by the rightsholder. The officials after verification mark the applications as approved, rejected or pending. For each application, an OTP is entered which is received on the registered mobile number of BSO
District Officials - Computer operator and District Supply Officer	<ul style="list-style-type: none"> Through DSO login, the District officials manage the ration card applications. They can also see documents uploaded by the rightsholder. The officials after review mark the applications as approved, rejected or pending. For each application, an OTP is entered which is received on the registered mobile number of DSO

Note- acceptable formats for scanned copies of documents- jpg/PDF

💡 It has been observed that many Block officials prefer a hardcopy of documents - acknowledgement receipt along with a copy of Aadhaar and other documents ([refer to the Table number 2.3](#)) as it also helps them to verify if the genuine application has been made. Hence, It is good practice to submit a hard copy of the documents.

Table 2.3: Documents & details required for the Different Application process

Application type	Details	Mandatory Document	Other Document
New Ration card	<ol style="list-style-type: none"> Personal details Bank details Additional details for inclusion and exclusion Personal details of family members Mobile number of at least one family member. 	<ol style="list-style-type: none"> Scanned Aadhaar to be uploaded (jpg/png) 	<ol style="list-style-type: none"> PVTG/SC/ST certificate, however it is not mandatory but best suggested to upload. The applicant can also give satyapan document from Mukhiya when asked. Death certificate (in case the applicant is a widow). In case the death certificate is not available, then the satyapan document from Mukhiya. Disability certificate, (in case of Disability) Medical certificate in case of critical illness

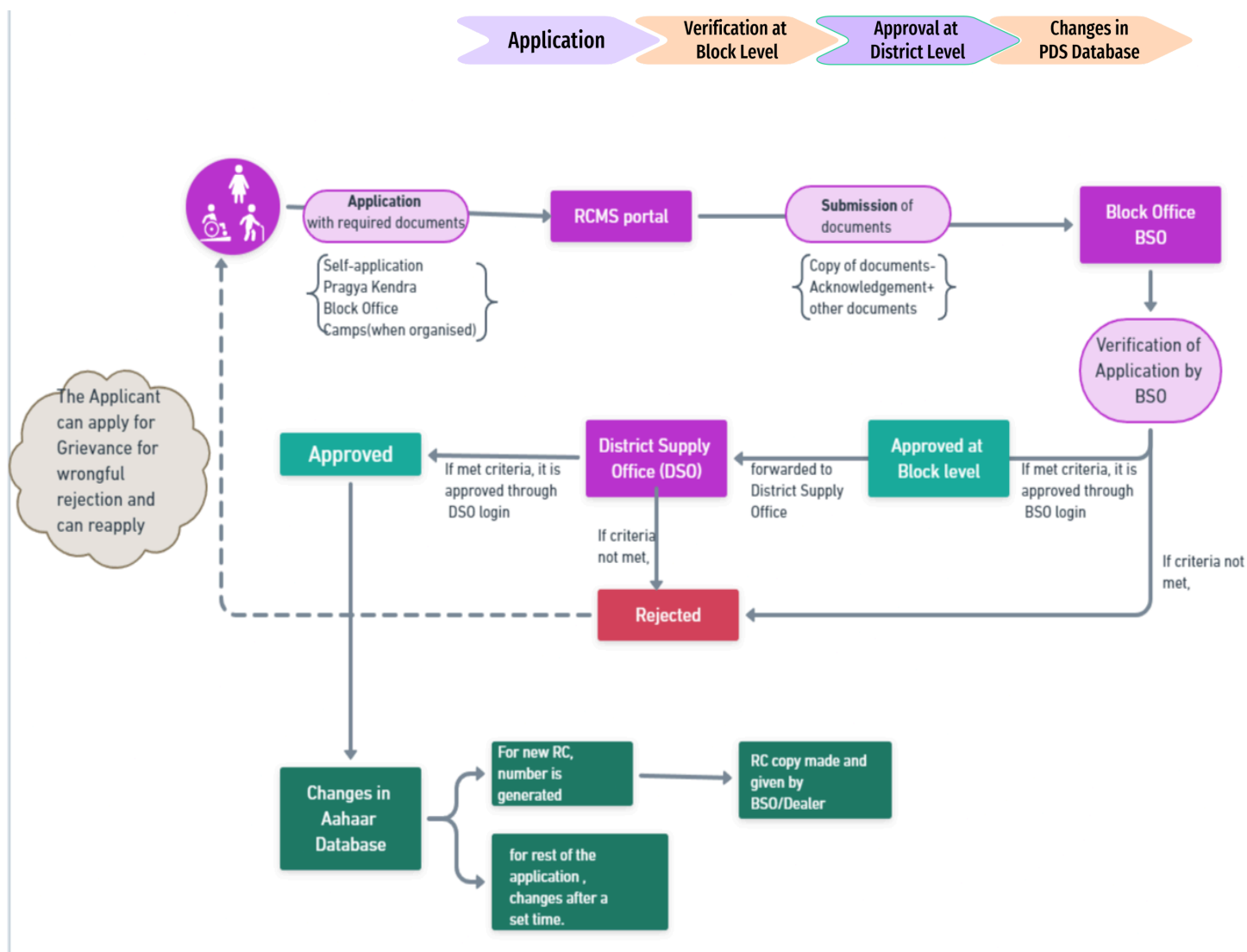
Application type	Details	Mandatory Document	Other Document
			5. Bank Passbook to avail of any other subsidy like petrol subsidy
Adding members to existing ration cards *Only one member can be added at a time.	<ol style="list-style-type: none"> 1. Mobile number of HoH for OTP login 2. Personal details 3. Relation with card holder 4. Mobile number 5. Additional details (for priority list) 6. Aadhar number 7. Bank Details (optional) 	1. Scanned Aadhaar of the new member to be uploaded (jpg/png)	<ol style="list-style-type: none"> 1. PVTG/SC/ST certificate, if required. 2. Death certificate (in case the applicant is a widow). In case the death certificate is not available, then the satyapan certificate from Mukhiya. 3. Disability certificate, (in case of Disability) 4. Medical certificate in case of critical illness
Change in Dealer	<ol style="list-style-type: none"> 1. Mobile number of HoH for OTP login 2. Aadhaar number for verification 3. Name of new dealer 	1. Self declaration form for dealer change.	
Mobile Number change	<ol style="list-style-type: none"> 1. Mobile number of HoH for OTP login 2. Aadhaar number for verification 3. Name of the member whose mobile number is to be changed 4. Existing mobile number for OTP 	1. Self declaration form for Mobile no. change	
Transfer of member	<ol style="list-style-type: none"> 1. Mobile number of HoH for OTP login 2. Aadhaar number for verification 3. Member's name 4. Ration card number of both ration cards 5. Relation with the HoH 		
Aadhaar seeding/Change in Aadhaar number	<ol style="list-style-type: none"> 1. Mobile number of HoH for OTP login 2. Aadhaar number for verification 3. Name of member whose Aadhaar number is to be 	<ol style="list-style-type: none"> 1. Self declaration for Aadhaar change/correction. 2. Scanned copy of Aadhaar of the member 	

Application type	Details	Mandatory Document	Other Document
	changed 4. Correct Aadhaar number.		
Correction in Name: Self/Father's/Husband's/M other's	1. Mobile number of HoH for OTP login 2. Aadhaar number for verification 3. Correct name	1. Self declaration for name correction. 2. School Certificate/Aadhaar/Notarised document	
Change HoH	1. Mobile number of HoH for OTP login 2. Aadhaar number for verification 3. Person's name to be made HoH 4. Relation with other members.	1. Self declaration form for change in HoH.	
Deleting member from RC	1. Mobile number of HoH for OTP login 2. Aadhaar number for verification 3. Person's name 4. Reason for deletion	1. Self declaration form for removing member with reason marked.	In case of death, may be asked for a death certificate for processing
Surrender of ration card	1. Mobile number of HoH for OTP login 2. Aadhaar number for verification 3. Reason for surrender	1. Self declaration form for surrendering ration card	
Gender change	1. Mobile number of HoH for OTP login 2. Aadhaar number for verification. 3. Name of member 4. Correct gender	1. Self-declaration form for gender change	
Relation change	1. Mobile number of HoH for OTP login 2. Aadhaar number for verification 3. Name of member 4. Correct relation with HoH	1. Self declaration form for relation change	

Application type	Details	Mandatory Document	Other Document
Change Date of Birth	<ol style="list-style-type: none"> 1. Mobile number of HoH for OTP login 2. Aadhaar number for verification 3. Name of member 4. The correct date of birth 	<ol style="list-style-type: none"> 1. Self declaration form for DoB change 	

Note: Personal details include name, father's/husband's name, mother's name, gender, date of birth, relation to HOH, address, Aadhaar number, mobile number, caste category.

Fig 2.2 Application process



Some Important things to note

- After application, a copy of the documents along with the acknowledgement number can be submitted to the block office for verification.
- It is important to keep a copy of the acknowledgement number safely as it will help in tracking the application and act as receiving. The applicant can track their application through the acknowledgement number or ration card number (except in case of applications for new ration card) in RCMS. ([Ref to Sl. no.13 in MIS](#))
- In “add member” applications, after the approval by DSO, mostly the applications are kept on the waitlist and are approved after a vacancy opens up for NFSA cards.

2.1.2 The timeline for approval/rejection of the applications

It is important to note that different types of applications take different time periods for approval.

As per PDS Control Order 2022(section 8(viii)) and the Jharkhand Right To Service Guarantee (RTGS) Act, the processing of the application for a new ration card should take 60 days.

Table 2.4: Timeline for applications

Issue	Responsible officer	Timeline	1st Appellate Officer and time frame	2nd Appellate Officer
Decision on New Ration Card Application	Sub-Divisional officer or officer appointed for taking decision (BSO/DSO)	60 days	Deputy Commissioner 21 working days	Divisional (Pramandal) Commissioner 15 days
Change in address (but within area of the dealer)	(BSO/DSO)	2 working days		
Change in address along with change in dealer	(BSO/DSO)	7 working days		

Source- [RTGSA jharkhand](#), [Citizen Charter 2015](#)

However, there is no mention of the timelines for other applications in this act.

- Approval of member addition applications in existing NFSA cards takes a longer time. Even after the approval of DSO, the members are kept on the waiting list because of a lack of vacancy in the existing quota of both NFSA cards- PHH and AAY. The waiting list is automatically managed as per the [priority list](#)(refer below for the Priority list), Hence if an applicant falls in any of the categories, they get their members added faster than the others.

- **Conversion of Green Ration Card to PHH card-** Green ration cards are converted to PHH cards/AAY cards if a vacancy opens up. A list is prepared in the portal as per the priority and is converted to an NFSA card after approval by the DSO.
- As per the Aahar portal, the list is prepared and the vacancy is filled according to the quota for the NFSA cards, where 75% of the vacancies are filled from green card applications and the rest of the 25% from applications of member addition.
- The State of Jharkhand has created a priority list of communities according to decreasing levels of vulnerability and marginalisation. The rank of the applicant in the priority order determines the sequence in which green ration cards will be converted to PHH ration cards, PHH ration cards will be converted to AAY ration cards and new names will be added to existing PHH and AAY ration cards as and when vacancy arises. Thus given below is the priority list that the state follows. While applying, if any eligible applicants (i.e. they fall outside the exclusion criteria) fall in one or more than one priority category, the applicant should mark against the category while applying online. (detailed explanation in [MIS section SI.9](#))

Fig 2.3 Priority List



Source- PDS Control Order 2022, ref. sec4(ii) & appendix 4

2.2 Allocation and distribution

After the application is done and the ration card number generated, one gets ration after 2 months to allow for multiple operations in between like fixing allocation of the foodgrains, lifting from FCI godowns and transporting the foodgrains from the FCI godown to the block to the dealer. Multiple stakeholders are also responsible for the movement of foodgrains within the state and districts. These operations are mainly the responsibility of the State government with expenses shared by both the Center and the State in a predetermined ratio. It is also important to note that all of the processes mentioned above changed over time with the implementation of end-to-end computerization.

2.2.1 Impact of end to end computerization in Supply Chain and Distribution

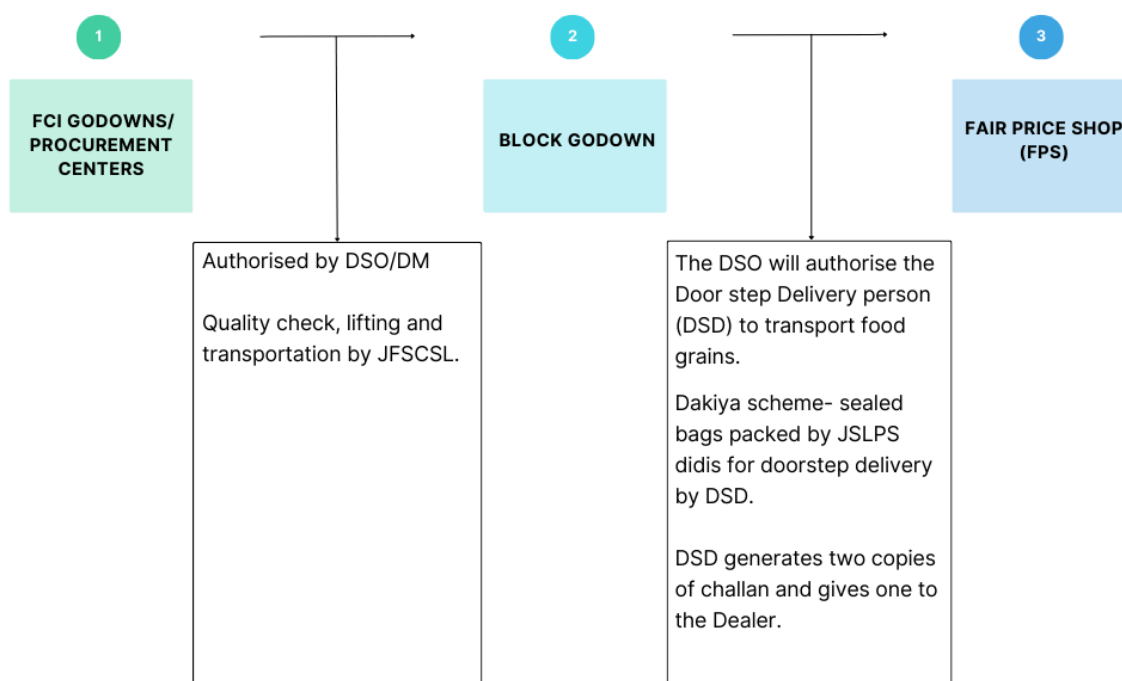
During the initial phase when each state started implementing this plan in phases, the Government of Jharkhand had also undertaken various activities. Other important reforms were:

- i. Automation of the dealer shops
- ii. Computerization of the supply chain

i. Automation of the dealer shops: In phases (ePoS) machines have been installed in PDS shops (first in pilot areas and gradually expanded to the rest of the state). Along with this cardholders are required to seed their Aadhaar with the ration card database and use Aadhaar-based Biometric Authentication (ABBA) to collect their rations.

ii. Computerization of the supply chain: All the operations mentioned in the [Fig 2.4 below discusses the movement of the foodgrains](#) are computerised. Allocation of each dealer is decided based on two things- on the closing balance of the dealer 5 months before the month of allocation, and the entitlement required at the time of calculation

Fig 2.4 Movement of Foodgrains: Sub-Allocation and Supply Chain



Source- [PDS control order\(Sec 23\)](#), [Order on Online allocation of the foodgrains2013](#), interview with the stakeholders

Store Issue Order (SIO) is an order which gives details on how much food grains need to be purchased in a district. It is the total estimated entitlement minus the closing balance from 5 months before. It is generated dealer-wise and aggregated at the block and district levels. For example, for the May 2024 allocation, the SIO (dealer-wise, collated block-wise and district-wise) will be generated in March 2024 based on the number of ration cards/members in March 2024 and the closing balance of December 2023.

2.2.2 Ration Distribution

The dealer distributes ration through the help of the ePOS device which is connected to the weighing machine. There are 2 modes through which ration can be distributed:

1. Online Mode (Real Time mode)
2. Offline mode

1. Online Mode (Real Time mode): This mode is widely used in Jharkhand. As the name says here, the ePOS functions in real-time, i.e. as and when the person authenticates themselves (through various

methods of authentication), the transaction is recorded electronically and uploaded to the PDS server through the ePos machine. This mode requires uninterrupted internet connectivity.

2. Offline mode- Here the ration is distributed offline, i.e. no ePOS machine is used when a transaction happens. Later these transactions are uploaded to the PDS server through the Epos machine. At the end of the month, the dealer has to upload all the transactions and authenticate them through their own biometrics. In some blocks, the ration for Dakiya Yojana is distributed through this mode.

[Click here](#) to see how the EPos machine works.

2.2.2.1 Process of Authentication

There are different ways through which a person can authenticate the transaction. The government widely uses Aadhaar services for authentication. These are -

1. Aadhaar-based biometric authentication through fingerprint.
2. IRIS-based Authentication (using UIDAI).

There are also alternative modes of authentication available in cases when the biometric authentication fails. These are -

3. OTP (on Registered Mobile Number with UIDAI)

However, it is important to note that dealers cannot deny giving entitlements to a bonafide person if the biometrics / OTP doesn't work. Hence as a last resort, the dealer can also give ration through Exception /Apwaad.

2.2.2.2 What is Apwaad/Exception Register?

When the biometrics of any person and other alternative methods of authentication during the ration distribution do not work, the dealer can give the ration by registering in Apwaad panji or the exception register. However, the dealer now cannot do it at their discretion but has to get permission from the district authorities through BSO. After the approval of the DSO, this register is maintained for 3-4 months. During these months the dealer can give ration to the rightsholder through Apwaad, i.e. they do not need to give fingerprint or any other ways of authentication. This is maintained at the district level. The state has set a cap on the percentage of transactions allowed under Apwaad.

Table 2.5 Checklist for successful Biometric Authentication

Rightsholder	<ul style="list-style-type: none"> ✓ Member's Aadhaar to be linked with Ration card. (Aadhaar seeding) ✓ Biometric should match, hence should be updated
Dealer/Fair Price Shop	<ul style="list-style-type: none"> ✓ Electricity to charge the ePOS machine. ✓ Internet/Network availability

Successful Aadhaar seeding requires the name of the person in the Aadhaar database to match the name in the PDS database.

A few important points to keep in mind-

- After receiving the allocated month's stock - the dealer/FPS can distribute the foodgrains.
- FPS are usually closed from 1st-5th of every month. During this period they close their ePOS.
- FPS are mandated to be open every day (except declared holiday and weekly off) from 8 am -2 pm. The shop should minimum open for 6 hours. (source- PDS control order 2022, point 21 (i))
- Aadhaar seeding facility is available with dealers.
- As per PDS control order 2022, the rights holders can take ration of a particular month in the next month too.²
- Dealer cannot keep the ration card copy with themselves.
- It is the right of the citizen to get the online transaction slip generated after the authentication during collection of the ration from the FPS.
- It is important that after authentication the right holders should get ration on the same day.

2.3 Verification and Monitoring

As per PDS Order 2022 (sec 5. iii) the authorities have to verify every rightsholder in the PDS database through eKYC. This can be used to check if the person is alive.

As per PDS control order 2022 sec6(X), the district or the higher authorities, under certain circumstances can issue a notice to the family and Panchayat representatives i.e. Mukhiya or the ward member to understand their case and verify. After proper verification by the concerned BSO/MO, the ration cards can be cancelled by the district officials. These cases are -

1. If the family of the cardholder have come under the exclusion criteria.
2. If there have not been any entitlements lifted in the past six months or more
3. If the member has died.
4. If the cardholder has surrendered his/her ration card
5. In the case of duplicate ration card

Vigilance Committee

As per section 29, to ensure transparency and proper functioning of the PDS and accountability of the functionaries in such a system, every state government shall set up vigilance committees at the state, district, block and FPS levels. The vigilance committee are expected to perform three main functions

- (a) Regularly supervise the implementation of all schemes under the NFSA.
- (b) Inform District Grievance Redressal Officer (DGRO) in writing of any malpractice.
- (c) Misappropriation of funds that may come to light.

The committee includes a range of people from different departments working to ensure the schemes under NFSA, as well as members from PRI representatives of different levels, MPs/MLA, concerned officers in related departments, representation from SC, ST, disabled persons and women.

² However the duration for which the dealers can distribute ration in the next month is decided by the state government.

These committees should meet once in every 3 months to discuss various pressing issues related to the irregular distribution and ensuring the proper working of the PDS system.

The Jharkhand Panchayati Raj Act 2001, Sec 75 (27); Sec 76 (xxvi); Sec 77 (xxv), all three levels of panchayats have the power to form committees to monitor and ensure the distribution of entitlements and can have constant supervision for making PDS efficient and transparent.

2.4 Grievance Redressal

NFSA includes some important provisions for transparency and grievance redressal. It mandates all the states to set up an effective two-tier system for monitoring and reviewing the implementation of the Act, involving DGROs) and the State Food Commission. More details are mentioned in later chapters.

Chapter 3 : Main Issues and Resolution

In this chapter we look at some of the main issues that are experienced by ration card holders in accessing their ration entitlements. We have divided the major issues into two broad categories, issues related to the ration card itself, and issues related to the distribution of ration.

Ration card related issues

These include the following application related issues

1. Lack of awareness about how and where to apply - including applying for a new card, adding or removing family members from the card, and other types of applications.
2. Lack of documents - Aadhaar card required for dealer change, name/address correction, member transfer, mobile number updation etc. and mandatory for applying for new ration card, and other documents that are not mandatory but help in getting priority including caste certificate, disability certificate, death certificate of the husband (for widows), lack of bank account, and critical illness proof etc.
3. Prolonged pending or rejection of applications.
4. Others - like login issues due to OTP, wrongful Aadhaar seeding,

Miscellaneous Issues-

1. Unable to lift ration without a physical copy of the ration card.
2. Dealer/ ward member/ middlemen charging money for a new ration card copy
3. Wanting to split existing ration card .
4. Ration card being deleted without the rightsholder's knowledge.

Distribution and other issues

These include the following issues:

1. Aadhaar not seeded with the ration card
2. Biometric failure/ finger print was not accepted during ration withdrawal
3. Dealer taking biometric and giving receipt, but giving ration few days later.
4. Dealer give less ration than what I am entitled to
5. Denial of ration by dealer due to network/electricity issues
6. Green card ration irregularities
7. Denial by dealer for providing ration to card-holders under ONORC.

Miscellaneous Issues-

1. What is food security allowance and how to claim it?
2. I was not able to take ration for a particular month because I was not in the village. Can I take ration next month in lumpsum?
3. I am a single person in this Ration card and have no family. I am unable to go to the dealer to take ration.

In the following tables we address the mentioned issues and provide steps for resolution.

3.1 Ration card related issues

3.1.1 Lack of awareness about application types and steps.

Issue	Steps for Resolution
Not aware about how and where to go for application for new ration card/addition of new member	<p>Provide information regarding the eligibility, documents required, and application procedure to the rightsholder</p> <ol style="list-style-type: none"> 1. Check Eligibility Criteria - If they fall outside the Exclusion Criteria, they are eligible. 2. Check if they fall in any of the criteria in the (Fig 2.3) Priority list. They can select more than one criteria if it applies and can provide document of proof to be uploaded. 3. Check here for documents and the details required for the application (or refer to Chapter 2, table. 2.3). 4. Applicants can self-apply in the RCMS portal or can go to Pragma Kendra or Block Office. At times camps are also organised for the application (once a year) at GP level. 5. Note - hardcopy of the application number along with the aadhaar and other documents can be submitted in the block office. 6. It is very important to get the receiving and acknowledgement number after the application is successfully done. This can be used for tracking the application.

Issue	Steps for Resolution	Remarks
Transfer of member to another ration card	<p>The application can be done through the RCMS.</p> <p>Details required:</p> <ol style="list-style-type: none"> 1. Mobile number of HoH for OTP login 2. Member's name 3. Ration card number of both ration cards 4. Relation with the HoH <p>Detail in MIS refer Sl.12, pg 31</p>	Despite this service being offered in the RCMS portal, there is no adequate data to confirm if it works on the ground, that is, if these applications are being processed.
Change in Dealer	<p>Know the official name of the dealer's shop where the applicant wants to shift to and fill the self declaration form</p> <p>Apply online in RCMS. detailed in MIS (refer to Sl.12, pg 29)</p>	

Make other changes to the existing ration card	Other types of applications in RCMS. (Refer to Sl. 12, pg. 23-26) For types of changes and required documents, check the table of documents (fig 2.3)	
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3.1.2 Lack of Documents:

Issues	Steps for Resolution
<p>Do not have document: Aadhaar</p> <p>*Aadhaar is mandatory for applying for ration card or name addition</p>	<p>1. Visit the nearest Aadhaar enrollment center with supporting documents. Officially Valid Documents include:</p> <ol style="list-style-type: none"> Proof of Identity (POI) containing name and photo: PAN card, Ration card, Voter ID, Service photo ID card, Pensioner Photo ID card, Pension Payment Order, Disability certificate or ID, MGNREGA job card, Labour card, Domicile or Resident Certificate, Marriage Certificate, Caste Certificate, Transgender ID card, Marksheet or Certificate issued by a recognized board of education or University). In case the person does not have any such ID, they can furnish a letter issued by a Gazetted Officer, with a duly attested photograph of the person. Proof of Address (POA): includes any certificate issued on standard UIDAI format by a MP/MLA/Municipal Councillor/ Group A or Group B Gazetted Officer/ EPFO Officer/ Tehsildar, Village Panchayat Mukhiya or Panchayat Secretary containing the address of the applicant, any utility bill (water, electricity, gas, phone) not older than 3 months, any property or municipality tax receipt, Valid registered sale agreement, Bank account or Post Office savings bank account statement, or NREGA job card duly signed by an officer of the State Government. <p>In case of children above 5 years of age but below 18 years, who are eligible but are not able to get their name added in their family's ration card due to lack of Aadhaar can refer to important points given below-</p> <ol style="list-style-type: none"> Children who are above 5 and below 18, Fill form no.3. The enrollment can be made through document based or through Head of Family enrollment. <ol style="list-style-type: none"> Document base enrollment require- Proof of Identity(PoI) and Proof of Address (PoA) as mentioned above. HoF based enrolment shall be used in case if applicant does not have PoI and PoA documents. Head of Family (HoF) based enrolment shall be used with the immediate family members, whose names are recorded in the Proof of Relationship document like birth certificate, ST/SC certificate or 10th marksheet.. <ul style="list-style-type: none"> -HoF must accompany the resident during enrolment for his/her Aadhaar Authentication. The address mentioned in the Head of Family (HoF) Aadhaar will be used in the family

	<p>member's Aadhaar.</p> <p>a. If the child is less than 5 years of age, they can also get their Aadhaar made. This type of enrollment requires immediate family members, whose names are recorded in the Proof of Relationship document like birth certificate.</p> <p>-Only demographic details like name, gender, and the photograph are collected of the child.</p> <p>- Both Parent's/guardian's name and aadhaar number and biometrics details of one of the parents is required.</p> <p>Ref. Form 5 for enrollment and updating aadhaar for children above 5 years</p> <p>The parents must update Aadhaar of their children when they reach the age of 5 years, failing to do which Aadhaar will become invalid.</p> <p><u>Some of the details that they need to update are -</u></p> <p>- Biometrics details (fingerprint, photo and iris). Changes can be made once between the age of 5-7 years and once between the age of 15-17 years. There is no charge in updating biometrics before 18 years of age.</p>
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3.1.2.1 Other documents:

For death certificate(for widow), disability certificate (for disabled), certificate by mukhiya (for abandoned women), caste certificate (for SC/ST): it is important to note that the ration card application cannot be rejected if proof of priority (for widows, disabled, abandoned) is not provided. However, for quicker approval, categories in the priority list should attach proof of priority.

<p>Do not have the document as asked for widow: death certificate of the husband</p> <p>*not mandatory, only required for priority list</p>	<p>For proof of Widow, death certificate: Documents required to obtain a death certificate: residential proof, proof of relationship, an affidavit stating the exact place, date and time of death.</p> <p>Process to apply based on how many number of days have passed since husband's death:</p> <p>1- 25 days: the death certificate can be obtained directly from the Panchayat office.</p> <p>26 days - 1 year: the death certificate can be obtained from the Block office.</p> <p>After 1 year: the widow needs to write an application for the certificate. The application will be signed by the Mukhiya and sent to the block. The BDO will sign it and forward it to the district. After the district's approval, the application is forwarded to the SDO. The SDO issues an order to the block and the certificate is then generated at the block level. This entire process takes around 3 months.</p>
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<p>Do not have the document: disability certificate</p> <p>*not mandatory, only required for priority list</p>	<p>1st step: The disabled person has to travel to the district hospital where the medical Officer carries out an examination and determines the percentage of disability and generates a disability certificate. The process is completed within 1 week.</p> <ul style="list-style-type: none"> - Disabled people who live alone and have no family members can request the panchayat staff to accompany them to the district hospital. - Sometimes camps are organised at the village level for determination of disability % and generation of certificates. <p>Step 2: If the disability percentage in the certificate is 40% or above then this certificate has to be submitted either to the panchayat office or to the block along with all supporting documents (Aadhaar card, bank account details, photocopy of passbook, Voter ID) and application form for the pension to be sanctioned.</p> <ul style="list-style-type: none"> - In case the aforementioned documents are not available a person can provide any address card with photo issued by the Department of Posts, caste and domicile certificate, KISAN passbook with photo and address mentioned on it, certificate of address having photograph attached issued by MP/MLA/ Group -A Gazetted Officer, Photo ID certificate issued by village panchayat head, or ration card with photo as identity proof/ address proof.
<p>Do not have proof of abandoned or Nirashrit</p> <p>*not mandatory, only required for priority list</p>	<ol style="list-style-type: none"> 1. Go to Mukhiya and panchayat sevak and request them to certify that you are 'Nirashrit', i.e. Abandoned after being married and have no one to support you. 2. Get the satyapan certificate. (satyapan certificate format)
<p>Do not have Caste Certificate</p> <p>*Please note that caste certificate is only required for processing applications on priority basis, it is not mandatory. Hence even if it is not provided the application cannot be rejected for that reason.</p>	<p>Caste certificate can be uploaded. In case of no caste certificate, satyapan from Mukhiya can also be uploaded</p> <p>Process for applying for caste certificate-</p> <ol style="list-style-type: none"> 1. Obtain the serial no and resolution no of the particular SC/ST group in the Central list/ list of Jharkhand state. The latest list of Scheduled Tribes (State and Union-Territory wise) can be obtained from the Ministry of Tribal Affairs website at any point of time. [Latest List of Scheduled Tribes.pdf] The latest list of Scheduled Castes can be found on the Ministry of Social Justice and Empowerment website by going to Scheduled Caste Welfare and then clicking on the List of Scheduled Castes. [List of Scheduled Castes Department of Social Justice and Empowerment - Government of India] 2. Documents required: <u>Proof of identity</u> - Aadhaar card, Voter ID, PAN card, any Photo ID issued by the Department of Posts, Photo ID certificate issued by the Village Panchayat Head, current passbook of Post Office or any scheduled bank, Freedom fighter Photo ID card, KISAN passbook with photo, ration card with photo (Aadhaar is not mandatory);

	<p><u>Address proof</u> - Any ID issued by the Department of Posts which has the address on it, Domicile certificate, Passbook of any Post Office or scheduled bank containing address, KISAN passbook with address mentioned, Ration card, certificate of address having a photo issued by MP/ MLA/ Group A Gazetted Officer/ Village Panchayat Head (Including proof of residence of 5+ years), Proof of caste (Recommendation letter from Mukhiya verifying the caste of the individual/ Land-related certificate in which caste has been mentioned/ Report of patwari/ tehsildar relating to the caste of the applicant), Photocopy of Khatiyani (something like a certificate of landholding), Income certificate, Photographs.</p> <p>3. Submit filled in application form along with the required documents to the Mukhiya/ at the Block level.</p> <p>4. The application is processed at the District level.</p> <p>Caste certificate form 1, 2, 3</p>
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<p>Do not have bank account</p> <p>*Recommended for new application of the ration card to avail cash benefits but not mandatory.</p>	<ol style="list-style-type: none"> 1. To open a new bank account, visit the nearest Customer Service Point (CSP)/ Banking Correspondent (BC) point or bank branch with the following documents - 2 photographs, One proof of identity (Passport, driving license, Aadhaar Card, Voter ID, PAN Card or NREGA Job card) & proof of address. If proof of identity includes an address, then one Identity is enough. A PAN card is not mandatory for opening a new account, but it is nonetheless helpful to have one. Aadhaar is now mandatory to open a new bank account. Without an Aadhaar a bank account can be opened but since biometric authentication is not possible, a person would not be able to withdraw money from CSP/ BC points etc. 2. Fill the application form and submit it along with the required documents. 3. Once the account is opened, take a passbook from the CSP/ BC point. 4. No money is required to open an account; only minimum balance (as per norms) is to be maintained. 5. Zero balance accounts can be opened from CSP/BC points.
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3.1.4 Applied for the new ration card/name addition but got rejected or is pending

How to track application in RCMS portal in brief. Detailed explanation in MIS

- go to <https://jsfss.jharkhand.gov.in/SeccCardholders/index>
- Go to option "check application status"
- It is important to note that the waiting list cannot be considered as pending application as it has been approved by the district. However it can take longer time as it is subject to vacancy in NFSA.
- Different types of Status when applied for new ration card or for name addition. This is applicable for all types of Ration card- i. Pending at BSO, ii. Pending at DSO, iii. Approved by DSO iv. Waiting list (WL no. shown as well)-This is shown in name addition application done under PHH

card, name addition application in AAY cards and New green cards. Waiting list shows up after approval by the DSO.

Issue	Steps for Resolution
Applied but got rejected (for new ration card or for adding new family member in the block level)	<p>1. For new ration card- Tracking applications for the new ration card application requires an acknowledgement number. In case of no acknowledgement number- one can check through ration card number (Refer to Sl. 13). After opening the page check the remarks provided by the BSO office. Few reasons that can lead to rejections - ineligible for ration card, duplicate ration card, wrong information, etc.</p> <p>2. Other reasons which are observed in some blocks are rejections for a lack of caste certificate or no proper document attached. The block officials /district cannot reject applications on the basis of not uploading caste certificate. Grievance can be filed as per the internal grievance mechanism to the state food commission. (Refer to Chapter 5 and MIS for details)</p> <p>3. If the reasons for rejection are not provided or are unclear (like no proper document uploaded) in the status then the block officials can be contacted for enquiry. This can be a point for collective action</p>
New ration card application has been pending for a long time	<p>To check the application through the acknowledgement number and status tracking. Check the following details in the status report- a. applied date; b. status; c. card type</p> <p>Case 1. Applied under card type "PHH"</p> <ul style="list-style-type: none"> - Under this check the application status as well- if it is pending under BSO/DSO. - PHH was open during the 2019 -21 but was later closed as now application happens only under Green/White card. It has been observed that the application has been given around 2019-21 (approximately) Many applications under this have been pending. Grievance should be filed as it has crossed the given timeline of approval/rejection. - In case of no resolution, the person can go to the block office and get the application cancelled first to avoid duplication. Then they can apply for a fresh ration card. <p>Case 2 - Applied under card type "Green card"</p> <ul style="list-style-type: none"> - Check under the "date applied" a. if it is within 60 days, then check the status- if it is still pending at the BSO level/DSO level, a copy of the acknowledgement number along with the aadhaar copy of the applicant with the other document (if required) can be submitted to block/district wherever it is pending. b. if it has been more than 60 days- check the application status to see at which level it is pending . A copy of the acknowledgement number along with the aadhaar copy of the applicant with the other document (if required) can be submitted to block/district wherever it is pending. <p>Since it has crossed the 60 days timeline, a grievance to the state food commission can be filled along with proof- a copy of the application status, aadhaar and other documents.</p>

	<p>B. If they don't have any acknowledgement number or any proof of document for their application.</p> <p>1. A simple letter for the grievance can be filed. Details can be asked from the applicant - when did they fill the application, where did they go to apply, what documents did they give during application, any amount paid, etc.</p> <p>*the BSO/DSO can also give details of the acknowledgement number through their login through UID(aadhaar number) search.</p>
<p>Application for name addition of new family member has been pending for a long time</p>	<p>1. To check the application through the acknowledgement number and status tracking. In case they don't have an acknowledgement number, they can check their application status through ration card under RCMS portal(Refer to page no. 42). It is suggested to check through ration card number as information on past applications can also be useful.</p> <p>2. Check the following details in the status report-</p> <p>a. Past application done,</p> <p>b type of request made. For this particular issue only note for name addition.</p> <p>c. date of application,</p> <p>d. acknowledgement number. If the applicant has applied more than once, then note the application details like when the previous application was done, what was the status, if it was rejected then what was the reason. Take a note of it.</p> <p>3. Check the latest application made. Check if the current application is pending or rejected or is in the waiting list.</p> <p>a. If rejected, check the reason for rejection. If rejection is not justified then a grievance can be filed.</p> <p>b. If it is still pending at BSO/DSO~ a copy of the acknowledgement number with a copy of aadhaar of the applicant can be submitted to the block or district. If the application has been pending for more than 2 months, a grievance can be filed.</p> <p>c. If the application is in the waiting list: This usually happens for the name addition in the PHH card. This means that the application has been approved in both levels and now the application is in waiting list which will be cleared as soon as the vacancy is created for NFSA cards</p>

3.1.5. Other issues - OTP problems, Aadhaar issues etc.

Issue	Steps for Resolution
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<p>Not able to login in RCMS as they ask for mobile OTP</p>	<p>Since January 2024, in cardholder login, an added layer of security has been added by introducing OTP. Previously it only required ration card as a username and last four digits of aadhaar number of Head of the Family.</p> <p>*It is to be noted that the Head of the Household will receive the OTP in the mobile number which is linked with their Aadhaar card and not in the number linked with the Ration card.</p> <p>There can be various challenges in this step as well.</p> <ol style="list-style-type: none"> there is no mobile linked with the aadhaar of the HoH the mobile which was linked with the aadhaar is not currently working/ has been disconnected as it was inactive for very long The mobile phone linked with the aadhaar of HoH works but belongs to someone in the family who is not around. The person can communicate the family member having ration card for retrieving the OTP. <p>For first two issues- can be resolved through visiting Aadhaar center. Ask for correction/updation form.</p>
<p>Not able to apply as my aadhaar is linked with other ration card against another person. (case of wrongful aadhaar seeding)</p>	<p>Check through Mera ration app - through aadhaar seeding > enter aadhaar number. The app will show the ration card linked with the aadhaar. Refer to MIS</p> <p>Written application to district explaining the issue. (Format)</p>

3.1.6 Miscellaneous Problems

Issue	Steps for Resolution
<p>Don't have a ration card copy hence I cannot take ration</p>	<p>At times the cardholder, when their ration card book finishes and they apply for fresh ration card copy, are in the impression that they don't have ration card and hence they cannot take ration.</p> <p>Here it is important to note that the cardholder's database is in the PDS server and can still take ration from the dealer.</p> <p>The right holders are suggested to keep the photocopy of the ration card (any type), or the print of the ration card vivaran from the Aahar portal.</p> <p>There are a few Pragma kendra who also print the copy of the Ration card. They charge from Rs. 100-150. It is still good practice to keep a copy and have record of transactions in hardcopy. It is also important to take slip after the transaction</p>

Have been asked for money for new ration copy by dealer/ward member/ middlemen.	Generally after the ration card copy gets finished, they are asked for an exorbitant amount for making new ration card copy by the few middlemen who are engaged in corrupt practice. Important to note that this can be resolved strategically. Can also impart information as to where they can get their ration card copy made.
I want to split my ration card	There is no direct procedure for splitting the ration card. The only way for splitting the households is to get the names of the members deleted and apply for new ration card. This procedure is not recommended.
My ration card/ a member has been deleted without my knowledge.	Various important things we need to understand before resolving the issue. Case 1- The previous ration card was made long back and now do not have the same ration card as it is no longer active. Currently they either don't have ration card or they have white or green ration card: here we need to understand that those older ration cards are not active. Those who don't have a ration card can apply for the new ration card. Case 2: Their ration card was recently made (after digitalization) but was deleted. Reason not known: Here we can ask if they have any copy of deleted ration card or if they have ration card number. We can check the reason for deletion of ration card through Aahar portal or through RCMS. Here the right holder can apply for new ration card A complaint can be filed for those whose name got deleted from the ration card with their knowledge. For case study and MIS refer to MIS Sl. no. 6

3.2 Ration distribution and other issues

Issue	Steps for Resolution	Remarks
Biometric failure	<p>Case 1: Need for Biometric Updation: This generally happens for aged people, manual wage workers where their biometrics don't work. Where to go? - Aadhaar Center for biometric update. Ask for the form and procedure of aadhaar biometric update. This usually costs around Rs. 100.</p> <p>Case 2: Case of wrong aadhaar seeding to the applicant's ration card- This case is rare. At times the biometric is not accepted because other person's aadhaar is seeded. to check if the correct aadhaar is seeded - Go to aahar portal> go to लाभुक की कार्ड की जानकारी> राशन कार्ड विवरण > enter ration card number> under the details given check against the name. verify the last four digits of the ration card mentioned in the aahar portal with the member's aadhaar. Can be resolved through aadhaar correction in RCMS portal (refer MIS Sl. 12) or an written application can be filed (refer Resolution table A.4.2)</p>	Especially the aged people, manual wage workers have issues related to this. Children aged 5-13 years face problems too, chances are that their aadhaar is not fully seeded or their biometric might not match in UID database.

	<p>Important note- The dealer cannot deny giving ration- there are alternative modes through which the ration can be given -IRIS (if available), through OTP (mobile) . In the last resort the dealer can also give ration through exception register "Aapwaad" however it is challenging to get through Apwaad (refer Chapter 2, Apwaad section)</p>	
Dealer does not give full entitlements	This is the case of filing grievance to the DGRO/State Commission (Format) with clearly stating the issue along with the evidence(if attained)	As per PDS control order 2022 Sec 28(v) point: If PDS dealer or the doorstep delivery Agent provides less than what you are entitled to, a penalty of Rs. 100 /kg can be imposed by the State food department through the concerned DSO.
Have given biometrics once and have been asked to take ration few days after.	<p>At places, the practice has been to take the biometrics first and distribute ration a few days later.</p> <p>It should be resolved strategically. We need to identify which dealer is distributing ration in this way. Gram Sabha can play a major role in taking action collectively. Through Gram Sabha, it can be mutually decided to not take give fingerprint unless the biometrics and ration are not given on the same day.</p> <p>In addition a formal complaint can be filed through Gram Sabha with everybody's signature. Should be taken with permission of the members of Gram Sabha. (Format)</p>	To check when the food grains reach the FPS- Go to Aahar portal> Vikreta>Vikreta vivran..more details in MIS SI.5
No Network/ epos unable to connect to the PDS server, Hence unable to take ration that day	<p>Case 1:In areas where there is absolutely no network the dealer might be instructed to distribute ration through the offline mode. Case of Henar village, GP in Garu Block or offline distribution and later at the end of the month upload the transactions. Offline mode of authentication in distributing ration means epos is not used while authentication. More details on Offline mode in Chapter 2.</p> <p>Case 2: Areas with sparse or scattered mobile network or it gets weak- The dealer at their own expense has a router and wifi connection. However they are provided with 2G epos machine which at times doesn't support the high speed</p>	To check when the food grains reach the dealer shop- Go to Aahar portal> Vikreta>Vikreta vivran..more details in MIS SI.5

	<p>network. This at times leads to the practice of taking biometrics at a different place where the network is available and giving ration a few days later.</p> <p>Resolution: There should not be a gap in transactions done online (giving finger authentication) and actually taking ration. Gram Sabha can play crucial role in taking collective action to avoid such cases. Some of the strategies can be adopted and a mechanism can be decided where along with dealer can pre-plan dates and place for distribution. Decision taken in Gram Sabha should also be communicated to the block and district officials.</p>	
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Issues	Steps for Resolution
<p>Green card ration - Irregular distribution</p>	<p>Foundational challenge, defunct LAMPS/PACS in Jharkhand</p> <p>During the inception of the JSFSS: the initial plan was to procure the foodgrains from the FCI through the Open Market Sale Scheme (D) through this they provided special provision for the state agencies to sell them the foodgrains.</p> <p>However later, as per the state officials under this scheme the movement of the foodgrains decreased, thus the FCI rolled back this schemes. Hence there were no foodgrains to be distributed under the JSFSS. As a fallback, the Jharkhand government decided to procure foodgrains through private traders by opening up the tender for sale of foodgrains, whoever gave the best quotation, the foodgrains was bought from them.</p> <p>Planning and enrolling this plan took some time. Hence currently, backlog distribution of ration under the green ration card is ongoing, where they are distributing ration 6-7 preceeding months.</p>
<p>The dealer denies to give ration under ONORC</p>	<p>Under ONORC, now NFSA card holders can take ration from Jharkhand or any other state. This is possible because NFSA is implemented at a national level and it is managed due to inter-state portability.</p> <p>However, it is not implemented properly. Dealers many times refuse to provide ration under ONORC, saying that they have food grains only for their allotted card holders. This challenge is especially for those where ONORC in-migration is less.</p> <ul style="list-style-type: none"> ● ONORC does not apply for green card ● ONORC transactions can also be viewed from the Aahar portal - aahaar portal > ONOR > Enter information

	IMPDS Portal for National Level https://impds.nic.in/portal/
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3.3 Other issues

Q. What is Food Security Allowance?

As per NFSA act section 8, if any cardholder does not get ration for the allocated month, then they have the right to get the food security allowance. Under this provision a cash allowance is given as a way of compensation in the cases where people are deprived of their entitlements under PDS. As per section 7 of the [food security allowance rule 2015](#), Govt, the state government are liable to pay the allowance within three weeks of the month when failure of the entitlements occurred

How to claim the food security allowance ?

As per the [Food security allowance rule 2019](#), Govt. of Jharkhand, the designated nodal officer has to verify the status of supply of foodgrains to the entitled person at the end of each month. In case of non supply , the nodal officer has to record this in writing and ensure the payment of the food security allowance through bank accounts.

Nodal Officer: Nodal officer is the officer designated by the State Government under section 14 of the NFSA .

If the complaint of non-supply of the ration lapse, then the nodal officer has to register the complaint with the DGRO.

If no food security allowance is given after the appointment(direction?) of the nodal officer?

A complaint can be filed to DGRO if allowance is not received. Complaint has to be resolved within 30 days If not satisfied with the action of DGRO, an appeal can be made to Jharkhand State food Commission within 30 days

How is food security allowance computed?

As per the rules, the amount of the food security allowance is supposed to be calculated by taking the difference between 1.25times the Minimum Support Price of the relevant foodgrains minus the price specified in schedule 1 of the NFSA act (which is rupees 3 per kg for rice, rupees 2 per kg for wheat and rupee 1 per kg. for coarse grains).

For instance -if four member PHH household is deprived of their entitlement, and suppose the MSP of the wheat is rs.15, then the food security allowance would be $(1.25 \times 15) \times 20 - (2 \times 20) = 335$

Q. I was not able to take ration for a particular month because I was not in the village. Can I take ration next month in lumpsum?

From the perspective of the rightholders

1. Families who often migrate short term face such issues. Because of this they miss taking ration of any particular month.
2. At times they miss the information on when the ration will be distributed in the month.

As per PDS control order 2022, the rightholders can take ration of the previous month along with the current month's ration in lumpsum or in installment. It was observed that all of the dealers have mentioned that they do get pressure to distribute ration in the same month.

As per dealers, it is the decision of the officials if they open the option of distributing ration of the previous month. It is, thus, prudent for the rightholder to lift ration in the same month since there is no fixed guideline for ration distribution till the next month. From the rightholder's perspective, the onus of lifting ration is on the cardholder.

Q. I am a single person on this ration card and have no family. I am unable to go to the ration dealer to take ration.

Ration card with single person face such problems if the person is very old with no family support. He/she can't travel to go to shop for taking ration.

Same is the case if the person is disabled and no family support. As per PDS order 2022 sec 24 (ix) , in case of such persons other authorised persons can take ration on their behalf.

Chapter 4: GRIEVANCE REDRESSAL MECHANISM

In Chapter 3, some common ration card and distribution-related issues have been discussed along with appropriate resolutions. Some issues such as delayed applications, not getting the full amount of ration, etc require redressal from concerned authorities. In the case of PDS, several options are available to the ration card holder to file complaints regarding their issues.

Table 4.1 Different Mechanisms of Grievance Redressal

Responsible body	Portal/email id/no.
Department of Food, Public Distribution and Consumer Affairs (State Govt.)	Portal- https://pgms.dfcajharkhand.in/ Email ID- pgms@dfcajharkhand.in Phone No.- 1800-212-5512 or 1800-212-1967
Jharkhand State Food Commission	Portal- www.jharkhandsfc.in/ (Jharkhand State Food Commission) Email ID- mail@jharkhandsfc.in Whatsapp No.- 9142622194

4.1 Internal Grievance Redressal Mechanism

The DGRO has been set up under the National Food Security Act (NFSA), 2013 to redress the grievances of rightsholders in case of non-distribution of foodgrains or other violations of NFSA. Section 14 of NFSA directs state governments to put in place an internal grievance redressal mechanism which may include call centres, help lines, designation of nodal officers, or any other mechanism. Each district is to have a DGRO who hears complaints from the aggrieved ration card holder.

Table 4.2: Stakeholders in the internal grievance redressal mechanism

Stakeholder	Portal (www.jharkhandsfc.in/)/ Written complaint	Whatsapp (9142622194)
DGRO	<ol style="list-style-type: none"> 1. Receives complaints from complainants. 2. Carries out investigation through official channels before passing an order. 3. Passes order within 30 days against complaints based on evidence. 	<ol style="list-style-type: none"> 1. Receives forwarded complaints from Food Commission. 2. Carries out investigation through official channels before passing an order. 3. Passes orders against complaints based on evidence.

Food Commission	<ol style="list-style-type: none"> 1. Hears appeals from complainants against orders of DGRO. (Written complaints are less convenient for the complainants) 2. Forwards complaints to the concerned authority for investigation or implementation. 3. Passes orders based on investigation and trial. 4. Imposes penalty on concerned authority/ public servant in case of non-implementation of an order. 	<ol style="list-style-type: none"> 1. Receives complaints directly on Whatsapp and forwards to the concerned DGRO. 2. Responds to the complainant with proof of investigation (letter), order letter, and finally proof of implementation. 3. Forwards complaints to the concerned authority for investigation or implementation. 4. Passes orders based on investigation and trial. 5. Imposes penalty on concerned authority/ public servant in case of non-implementation of an order.
Implementing authority (BSO/DSO/DC)	<ol style="list-style-type: none"> 1. Furnishes information for investigations. 2. Implements orders given by DGRO/Food Commission. 	<ol style="list-style-type: none"> 1. Furnishes information for investigations. 2. Implements orders given by DGRO/Food Commission.

Note: The DGRO can take an additional extension of 30 days after the lapse of the initial time limit to issue an order against a complaint.

For instruction on how to navigate the Jharkhand State Food Commission portal and CPGRAMS, [click here](#).