

Government of India
Department of Food & Public Distribution

Annexure A

Guidelines for the Impact Assessment / Evaluation of the Plan Scheme on

END-TO-END COMPUTERIZATION OF TPDS OPERATIONS

FEBRUARY, 2017

Draft Guidelines for Impact Assessment of Plan Scheme on End-to-End Computerization of TPDS Operations

Modernization of 'Targeted Public Distribution System' so as to ensure food security of the people, especially the poor and vulnerable sections, is a priority area for the Department of Food & Public Distribution (DoFPD). The Plan Scheme on 'End to End Computerization of TPDS Operations' aims to ensure efficient delivery of subsidized food grains to the eligible beneficiaries without any leakages or diversion. The scheme was included in India's 12th Five Year plan as a Mission Mode Project (MMP).

In this regard, DoF&PD conveyed an 'Administrative Approval' for the scheme to all States and UTs on 10th October 2012. The key components of the scheme on End-to-end Computerisation of TPDS Operations and their respective expected outcomes were defined as –

- 1. Digitization of beneficiary and other databases:**
 - a. Correct identification of beneficiaries
 - b. Reduction in inclusion/exclusion errors
 - c. Elimination of bogus/ineligible cards
- 2. Computerisation of Supply Chain Management**
 - a. Minimize leakages/diversion of foodgrains
 - b. Encourage transparency
 - c. Improve availability of foodgrains at FPS
- 3. Setting up of Transparency portal and Grievance Redressal mechanisms**
 - a. Minimize inclusion/exclusion errors
 - b. Elimination of bogus/ineligible cards
 - c. Facilitation of social audit and ensure that beneficiaries receive their entitlement

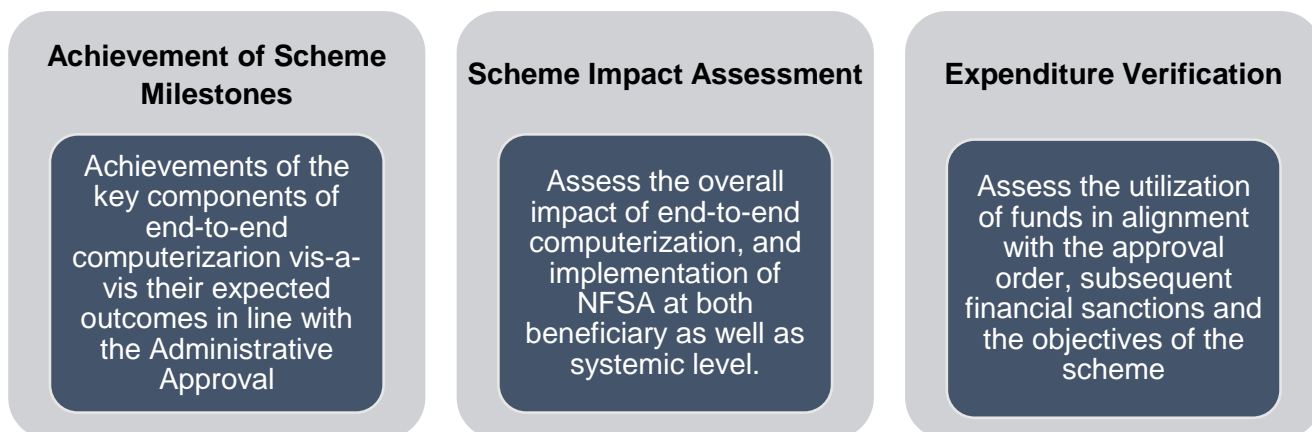
Further, as per the Administrative Approval, all the States/UTs are also required to carry out an independent Impact Evaluation/Assessment of the computerization program (covering above mentioned components) through third-party vendor/agency, after three years of the commencement of the plan scheme, and share the assessment report with the Department of Food & Public Distribution, Government of India. For the impact evaluation, DoF&PD has given a provision for expenditure up to Rs.6 Lakh per State/UT as part of the Central Assistance.

Objective of impact assessment

The Impact Assessment should aim to analyze and understand to what extent the objectives of the project have been met vis-à-vis the expected outcomes, the challenges encountered, actions taken to overcome the challenges, learnings and the best practices adopted / evolved leading to the success of the project, which may provide valuable insights to the stakeholders, and other implementing agencies, to bring in further improvements to the initiatives, as well as serve as a case study in implementing other e-Governance initiatives.

Approach for impact assessment

End-to-end computerization of TPDS operations is a complex and resource-intensive e-Governance/ICT project which aims to create an ecosystem for the delivery of beneficiary-centric and qualitative PDS services to more than 81 crore beneficiaries across the country. A three-pronged approach is suggested to carry out the impact assessment of the plan scheme:



I. Achievement of Scheme Milestones

As a first step, States/UTs may assess the current status of key components vis-à-vis targeted milestones for all components of the Plan Scheme:

Components	Progress Indicators
Digitization of beneficiary & other PDS databases	<ul style="list-style-type: none"> Digitization of NFSA ration cards and beneficiaries Availability of NFSA ration cards and beneficiary details provided on State Portal in a drill down manner- State, District, Block, Village, FPS, Ration Cards, Beneficiaries as per the prescribed standards Availability of a digitized central repository of all PDS stakeholders (F&CS Offices, FPSs, Godowns / Depots, Card Types, Wholesalers, Lead Societies, FPS dealers) Digitized workflow based approach for the issuance/modification/cancellation of ration cards Awareness programmes for beneficiaries
Aadhaar Seeding	<ul style="list-style-type: none"> Aadhaar seeding of NFSA ration cards Aadhaar seeding of NFSA Beneficiaries Aadhaar verification of all ration cards and beneficiaries De-duplication and elimination of bogus/ineligible cards Availability of Drill down summary for addition, deletion, modification of Ration Cards on State Portal Availability of RC/Member wise status of Aadhaar Seeding on State Portal
Online Allocation	<ul style="list-style-type: none"> Implementation of online allocation and generation of online allocation orders till FPS level Availability of monthly allocation reports on State Portal in a drill down format- State, District, Block, Village, FPS as per the prescribed standards Availability of entitled and allocated quantity, commodity type, closing balance, ration card count in online allocation reports
Supply Chain Automation	<ul style="list-style-type: none"> Status of automation of Godowns Training of concerned State officials and other stakeholders Availability of all reports (Food Grain receipt and issuance, Stock position of Godowns, Delivery order, Truck Challan, Gate Pass, Acknowledge Receipt from FPS, SMS reports) on State Portal Status of SMS Alerts sent to beneficiaries Online SMS subscription facility and availability of SMS summary reports on State Portal

Components	Progress Indicators
Grievance Redressal Mechanism	<ul style="list-style-type: none"> • Availability of Online Grievance Redressal on State Portal • Availability of Online Tracking Facility • Status of functioning of Toll Free Numbers (1800 series and 1967) and their visibility on State Portal • Availability of details of DGRO, State Food Commission, Vigilance committees on State Portal • Availability of reports related to grievances redressed/disposed/pending and average time taken to resolve grievances be made available on State Portal
Transparency Portal	<ul style="list-style-type: none"> • Implementation of one-stop Transparency Portal for all TPDS related data and information as per the prescribed standards in public domain without access restriction • Status of STQC/Cert-In audit of all modules of application software • Availability of content in the Local, Hindi and English languages

II. Scheme Impact Assessment

Improvement in efficiency and transparency of TPDS operations, thereby resulting in increased beneficiary satisfaction levels are the key objectives of the 'End-to-end Computerization' Scheme. Further to the assessment of key indicators, all States/UTs should measure the overall impact of TPDS Computerization at both beneficiary as well as systemic level. The proposed methodology for impact evaluation is suggested here:

- A multi-stage sample design may be adopted for the impact evaluation survey of TPDS beneficiaries.
- In the case of rural areas, blocks, villages and households may form the first, second and third stages of sampling, respectively, while in case of urban areas districts/towns, wards and households may be the stages of selection.
- The sample should have an adequate representation from all the geographic regions i.e. North, South, East, Central regions of the State/UT.
- The allocation of total sample households in a state may done in proportion to the total population.
- The sample households be further allocated in rural and urban areas within a state in proportion to the rural/urban population share in the state.
- The selection of districts, villages, cities, towns, wards and households may be done using the equal probability sampling approach.

States/UTs may employ the framework (Annexure C) for the Impact Assessment of ICT projects/MMPs under Digital India (including PDS) shared by the Ministry of Electronics & Information Technology (MeitY), Government of India to design a detailed questionnaire for the impact assessment of TPDS Computerization. Accordingly, all States/UTs may identify the computerized services involved in TPDS operations as also suggested in Annexure D.

The expected outcomes from the impact evaluation study are outlined below:

Key Impacts	Output Indicators
Overall Assessment	<ul style="list-style-type: none"> • Overall satisfaction level of Beneficiaries, FPSs and Government Officers post TPDS reforms
Availability of Food Grains	<ul style="list-style-type: none"> • Entitled vs actual quantity received by beneficiaries • Timely and regular availability of food grains by beneficiaries at entitled price • Regular Stock availability at FPSs

Draft Guidelines for Impact Assessment of End-to-End Computerization of TPDS Operations

Key Impacts	Output Indicators
Stakeholder Convenience	<ul style="list-style-type: none"> Reduction in transaction and waiting time Simplification of administrative procedures and increase in operational efficiency for beneficiaries, FPSs and government officers Service Level of FPSs
Extent of Leakages	<ul style="list-style-type: none"> Allotted vs Lifted vs actual distribution of food grains by FPSs
Targeting of beneficiaries	<ul style="list-style-type: none"> Reduction in inclusion and exclusion errors Deleted number of bogus or fake cards
Transparency and Awareness	<ul style="list-style-type: none"> Accessibility of information to stakeholders through SMS Alerts and State Portals Increase in awareness levels of beneficiaries and FPSs regarding NFSA Entitlement and Allotment, Online Systems, Grievance Redressal Mechanisms (including toll free number, social audits, vigilance committees) and SMS Alerts
Grievance Redressal	<ul style="list-style-type: none"> Usage of Grievance application and tracking facility by beneficiaries Time bound redressal of complaints Satisfaction level of stakeholders Efficacy of vigilance committees and social audits
Economic Impacts	<ul style="list-style-type: none"> Cost Savings (if any) for State and Central Government on account of efficiency in operations, deletion of bogus/fake cards and other factors
Social Impacts	<ul style="list-style-type: none"> Empowerment of Women and Differently Enabled / Disadvantaged categories through TPDS reforms Community involvement and citizen participation

III. **Expenditure Verification:** All the State/UT Governments must have the capital and operational expenditure incurred on acquiring assets and conducting scheme related activities be verified to determine the usage of released funds. The reporting format for the Expenditure Verification Report is suggested to be in-line with the format provided in 'Annexure- VI- Cost Estimation for Financial Assistance' of the Administrative Approval.

Expenditure Verification Report									
State/UT:					Date: / /				
Sl.	Activity	Physical Progress		Financials					
		Name of Items /Services Purchased (A)	Total Units (B)	Approved Budget			Actual Expenditure (C) = (A X B)		
				Central	State	Total	Central	State	Total
1	Data Centre Infrastructure								
2	State F&CS HQs								
3	Districts F&CS offices								
4	Block F&CS offices								
5	State Godowns								
6	PMUs								
7	Trainings								
8	Technical Support in FCS Offices								
9	Application Support								

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Expenditure Verification Report									
State/UT:					Date: / /				
Sl.	Activity	Physical Progress		Financials					
		Name of Items /Services Purchased (A)	Total Units (B)	Approved Budget			Actual Expenditure (C) = (A X B)		
				Central	State	Total	Central	State	Total
10	STQC Audit								
11	SMS Cost								
12	Awareness Cost								
13	Toll Free Call Centre								
14	Transparency Portal								
15	Assessment								
16	AMC								
	Total								