

**Terms of Reference**  
**End Line Evaluation of**  
**Targeted Public Distribution System (TPDS) Reforms Project in**  
**Bhubaneswar -Urban & Rural from 2014 to 2019**  
**WFP India Country Office**

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**EVALUATION of**  
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**Contents**

1. Introduction .....	2
2. Reasons for the Evaluation.....	3
2.1. Rationale .....	3
2.2. Objectives .....	4
2.3. Stakeholders and Users .....	4
3. Context and subject of the Evaluation.....	7
3.1. Context.....	7
3.2. Subject of the evaluation .....	8
4. Evaluation Approach .....	10
4.1. Scope.....	10
4.2. Evaluation Criteria and Questions .....	11
4.3. Data Availability.....	12
4.4. Methodology .....	13
4.5. Quality Assurance and Quality Assessment .....	14
5. Phases and Deliverables .....	15
6. Organization of the Evaluation & Ethics .....	16
6.1. Evaluation Conduct .....	16
6.2. Team composition and competencies .....	16
6.3. Security Considerations .....	17
7. Communication and budget.....	18
7.1. Communication.....	18
Annex 1 Acronyms.....	19
Annex 2 Evaluation Schedule .....	21
Annex 3 Membership of the Evaluation Committee (EC) .....	22
Annex 4 Membership of the Evaluation Reference Group (ERG) .....	23
Annex 5 Other technical annexes (Base-line Information) .....	24
Annex 6: Monitoring and Evaluation: Tracking the results in TPDS .....	25
M&E System: Scope and conceptual Framework for GoO .....	26

## 1. Introduction

1. These Terms of Reference (TOR) are for the end-line evaluation of TPDS Reforms in Bhubaneswar- urban and rural. The TPDS Reforms project in Odisha has been implemented between 2014 and 2018 by the state government of Odisha with technical support from WFP. An activity evaluation has been commissioned by WFP India Country Office and will be implemented from October 2018 to February 2019.
2. WFP, as an activity/sub-component of its current Country Strategic Plan (CSP) has been supporting Government of Odisha in its various initiatives towards transforming its Targeted Public Distribution System (TPDS), mainly through end to end computerisation. The aim of this support is to ensure the establishment of efficient food-based safety nets supported by robust ICT solutions in the state through improved beneficiary targeting (reduction of inclusion/exclusion errors), reduction in wastages (storage losses, diversions etc.) thereby leading to improved transparency/accountability, better governance and ultimately food security. The current CSP, which is also the first non-food CSP that primarily focussed on 'Technical Assistance' to governments, is coming to an end in 2018. With the end of CSP, WFP's support related to the TPDS reforms project will also come to an end. However, WFP will continue to provide oversight and advise on certain select activities.
3. This TOR were prepared by the WFP India Country Office based upon the baseline that was conducted in 2014, an initial document review and consultation with stakeholders including programme implementers and following a standard template. The purpose of the end-line activity evaluation is to assess to what extent the reforms have contributed to the project objectives of improved efficiency of service delivery, stakeholder convenience and beneficiary satisfaction. In this case, the activities are the reform measures that were undertaken by the Government of Odisha's in TPDS by computerisation of TPDS service delivery chain, beneficiary identification and Grievance Redressal system. WFP has been supporting Govt. of Odisha in the implementation of their reforms across Odisha. Therefore, this activity evaluation is expected to help WFP and Govt. of Odisha and other stakeholders including the beneficiaries and Fair Price Shop (FPS) owners- who are the point of last mile delivery in the govt's delivery chain, learn from the implementation of the TPDS reforms project on what has worked and what needs improvement; and accountability in terms of the results the reforms has delivered to beneficiaries and partners, against planned results. WFP India Country Office also have an interest in this evaluation as these forms a part of its closing the activities related to the project and derive learnings and insights from its experience for a potential replication (if required) elsewhere.
4. The present TOR is for end-line that is planned between October 2018- February 2019. The base-line study was conducted by an independent organisation 'M/s. Sambodhi' in 2014. The contract at that time was given to Sambodhi<sup>1</sup>, an evaluation consulting company, through open bidding for both baseline (2014) and end-line evaluation (2019) based on TOR and technical

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<sup>1</sup> <https://sambodhi.co.in/>

proposal evaluation by technical committee. The end-line evaluation is expected to follow the same methodology to be consistent with the baseline and some refinements in the approach.

5. Since, for the present evaluation, procurement has already been done, it is expected that the present evaluation can take cognizance of the project developments and nuances to quickly move on to the inception phase and thereafter data collection and analysis. Since end-line evaluation will almost follow the same methodology, tools and evaluation plan as followed in baseline study. Thus, not many changes are anticipated for the end-line evaluation, all the subsequent phases of the evaluation are also likely to follow a similar plan.

## **2. Reasons for the Evaluation**

1. The reasons for the evaluation being commissioned are presented below.

### **2.1. Rationale**

2. The activity evaluation is being commissioned for the following reasons:
  3. To measure the results of the TPDS transformation effort, especially in the context of the National Food Security Act<sup>2</sup>, which guarantees a right to food to approximately 50% and 75% of the urban and rural population of Odisha, respectively, a rigorous evaluation is required. The evaluation design shall envisage answering broader questions related to change management, trainings, communication and change in overall approach to the governance. To ascertain the efficiency and effectiveness of the implementation of Govt. of Odisha and WFP's support towards it, it is proposed to conduct end-line evaluation in Bhubaneswar<sup>3</sup>- urban and rural block for FPS automation and Beneficiary Identification; progress across state for the rest of the components such as the Supply Chain Automation and Grievance Redressal.
4. The activity evaluation will have the following uses for the WFP India Country Office:
  - a. WFP will be able to assess the expected and actual accomplishments, examining the results chain, processes, contextual factors and contribution of different reforms to understand achievements or the lack thereof in the TPDS reforms project in Bhubaneshwar. It aims to determine the effectiveness, efficiency, impact and sustainability of WFP supported GoO activities, operations and policies (as applicable), and their contribution to the household food security through improvements in the TPDS service delivery.

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<sup>2</sup> The NFSA is seen as a 'game changer' to strengthen food and nutritional security in the country. It marks a significant shift in strengthening such safety net targeting from the current welfare approach to a right based approach. The earlier TPDS had persistent higher levels of pilferage due to factors such as inappropriate identification of below poverty line (BPL) families and the huge cost of misidentification along with inefficiencies in the supply chain that contributed to the high cost of delivery. Further, the supply chain of the TPDS was also riddled with malpractice at different levels.

<sup>3</sup> Bhubaneshwar was chosen as it was selected towards implementing a pilot initially. However, the reforms were rolled out for the entire state.

- b. WFP shall use the learnings from the evaluation to support the other laggard states and Govt. of India in improving the TPDS programme in India.
- c. WFP will incorporate the learnings in future technical support / capacity development activities in India.

## 2.2. Objectives

5. Evaluations in WFP serve the dual and mutually reinforcing objectives of accountability and learning.
  - **Accountability** – The evaluation will assess and report on the performance and results of the TPDS reforms project in Bhubaneswar in Odisha with a limited scope.
  - **Learning** – The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. It will provide evidence-based findings to inform operational and strategic decision-making. Findings will be actively disseminated and lessons will be incorporated into relevant lesson sharing systems
6. Towards the learnings, the evaluation is expected to generate evidence such as whether the interventions/reform measures were successful in improving the TPDS system; if yes, then to what extent and if not successful enough, then what were the gaps?

## 2.3. Stakeholders and Users

7. Many stakeholders both inside and outside of WFP have interests in the results of the evaluation and some of these will be asked to play a role in the evaluation process. Table 1 below provides a preliminary stakeholder analysis, which should be deepened by the evaluation team as part of the Inception phase.
8. Accountability to affected populations, is tied to WFP's commitments to include beneficiaries as key stakeholders in WFP's work. As such, WFP is committed to ensuring gender equality and women's empowerment (GEEW) in the evaluation process, with participation and consultation in the evaluation by women, men, boys and girls from different groups.

**Table 1: Preliminary Stakeholders’ analysis**

Stakeholders	Interest in the evaluation and likely uses of evaluation report to this stakeholder
<b>INTERNAL STAKEHOLDERS</b>	
<b>Country Office (CO) India</b>	Responsible for the planning and implementation of WFP interventions at country level. It has a direct stake in the evaluation and an interest in learning from experience to inform decision-making. It is also called upon to account internally as well as to its beneficiaries and partners for performance and results of its programmes.
<b>Regional Bureau (RB) Bangkok, Thailand</b>	Responsible for both oversight of COs and technical guidance and support, the RB management has an interest in an independent/impartial account of the operational performance as well as in learning from the evaluation findings to apply this learning to other country offices. The Regional Evaluation Officers supports CO/RB management to ensure quality, credible and useful decentralized evaluations.
<b>WFP HQ</b>	WFP HQ technical units are responsible for issuing and overseeing the rollout of normative guidance on corporate programme themes, activities and modalities, as well as of overarching corporate policies and strategies. They also have an interest in the lessons that emerge from evaluations, as many may have relevance beyond the geographical area of focus. Relevant HQ units should be consulted from the planning phase to ensure that key policy, strategic and programmatic considerations are understood from the onset of the evaluation.
<b>Office of Evaluation (OEV)</b>	OEV has a stake in ensuring that decentralized evaluations deliver quality, credible and useful evaluations respecting provisions for impartiality as well as roles and accountabilities of various decentralized evaluation stakeholders as identified in the evaluation policy.
<b>WFP Executive Board (EB)</b>	The WFP governing body has an interest in being informed about the effectiveness of WFP programmes. This evaluation will not be presented to the Board but its findings may feed into thematic and/or regional syntheses and corporate learning processes.
<b>EXTERNAL STAKEHOLDERS</b>	
<b>Beneficiaries</b>	As the ultimate recipients of food assistance, beneficiaries have a stake in WFP determining whether its assistance is appropriate and effective.

	As such, the level of participation in the evaluation of women, men, boys and girls from different groups will be determined and their respective perspectives will be sought during data collection phase.
<b>FPS Owners (women/ women SHGs/Co-operatives, Local Self-Governing Bodies (Panchayats), pvt. Parties)</b>	As the critical link between Govt. service delivery system and the beneficiary of food assistance, FPS have a stake in knowing what the ultimate beneficiary feels about the assistance and a clearer understanding FPS viability in Odisha. As such, the level of participation in the evaluation of FPS owners from different groups will be determined and their respective perspectives will be sought during data collection phase.
<b>Government</b>	The Government has a direct interest in knowing whether WFP activities in the state are aligned with its priorities, harmonized with the action of other partners and meet the expected results. Issues related to capacity development and sustainability will be of particular interest. Food Supplies and Consumer Welfare has implemented the reforms and thus have an interest in learning from experience to inform decision-making. Among other government stake holders, the Odisha state National Informatic Centre (NIC), Food Corporation of India (FCI), The Odisha Computer Application Centre (OCAC) and Odisha Modernizing Economy, Governance and Administration (OMEGA) will also benefit from the learnings of the evaluation. All the government stakeholder's representative will be involved as respondents. The Food Supplies and Consumer Welfare, Govt. of Odisha have given approvals for the end-line and will also give feedback during the finalization of the report.
<b>UN Country team</b>	The UNCT's harmonized action should contribute to the realization of the government developmental objectives. It has therefore an interest in ensuring that WFP programmes are effective in contributing to the UN concerted efforts. Various agencies are also direct partners of WFP at policy and activity level.

9. The primary users of this evaluation will be:

- The WFP India CO and its partners such as the Govt. of Odisha in decision-making, notably related to programme implementation and/or design, Country Strategy and partnerships.
- Given the core functions of the Regional Bureau (RB), the RB is expected to use the evaluation findings to provide strategic guidance, programme support, and oversight
- WFP HQ may use evaluations for wider organizational learning and accountability
- OEV may use the evaluation findings, as appropriate, to feed into evaluation syntheses as well as for annual reporting to the Executive Board.

### 3. Context and subject of the Evaluation

#### 3.1. Context

10. The National Food Security Act (NFSA)<sup>4</sup> was approved in September 2013. The NFSA seeks to make the right to food a legal entitlement by providing subsidised food grains to nearly two-thirds of the population. Under NFSA coverage of the food subsidy is to be extended to 67 per cent of the total population of the country; 50 per cent in the urban areas and 75 per cent in the rural areas. In Odisha, 82.17 per cent of the rural population had to be covered, whereas 55.75 per cent of the urban population had to be covered under NFSA. NFSA has aimed to direct the change in the entitlements of the Priority Households (PHH) that is entitled to 5kg of ration per individual per month. Also, AAY households (HHs) were continued to be recognized as a separate subcategory, receiving 35kg per HH per month. Further, NFSA mandated a payment of food security allowance by the State Government, when grain cannot be provided. Also, it has recommended specific reforms such as door-step delivery, leveraging Aadhar for beneficiary identification, giving preference to public institutions or public bodies for licensing of Fair Price Shops (FPS), mandated a change in the head of the HH to the eldest female member, setting up a grievance redressal system etc. NFSA also proposed a long-term improvement in the nutritional basket of Targeted Public Distribution System (TPDS) commodities through diversification of crops.
11. The Act relies on the existing Targeted Public Distribution System (TPDS) mechanism to deliver these entitlements. TPDS is one of the government's most important instruments of policy aimed at food security. TPDS is operated under the joint responsibility of the central and state governments. The central government is responsible for procurement, storage, transportation (up to the district headquarters) and bulk allocation of food grains. The state government is responsible for distributing these food grains to consumers through Fair Price Shops (FPS). Also, they are responsible for identifying the families under various economic categories, issuance of cards of different categories, implementation, supervision and monitoring of the functioning of FPS. They also maintain the movement of food grains from the district headquarters to FPS, which requires storage at the block level. It is also important to underpin here that Odisha is a Decentralized Procurement (DCP) state for paddy. It is responsible for procurement of paddy, milling it into rice, storing and distributing rice to the beneficiaries through TPDS.
12. Analyses of TPDS have revealed several gaps in implementation. The scheme is reported to be riddled with lack of transparency, poor accountability, inadequate monitoring and enforcement, circulation of an abundant number of bogus and duplicate entitlement (ration cards), shadow ownership of cards, fraudulent entries and acknowledgements, lack of public awareness, public apathy, political interference, failure of vigilance mechanism, non-application of technology etc. the scheme has also been facing the problem of errors of inclusion (i.e. non-eligible



beneficiaries that have a ration card) and errors of exclusion (i.e. eligible beneficiaries that are either not having a valid ration card or have a wrong ration card).

13. Odisha has a large network of 12,560 FPS located across 30 districts; the TPDS is managed by Food Supplies & Consumer Welfare (FS&CW) Department and Government of Odisha across the state. The FPS is mostly managed by cooperatives, gram panchayat, self-help groups (SHGs), women collectives and private parties. Under this system, the state distributes an estimated 2.2 million metric tons of rice, 0.5 million metric tons wheat, 0.1 million metric tons of sugar and 0.4 million kilo liters of kerosene oil every year to about 8.7 million families comprising of 1.26 million AAY families and 7.4 million PHH in the state.

### 3.2. Subject of the evaluation

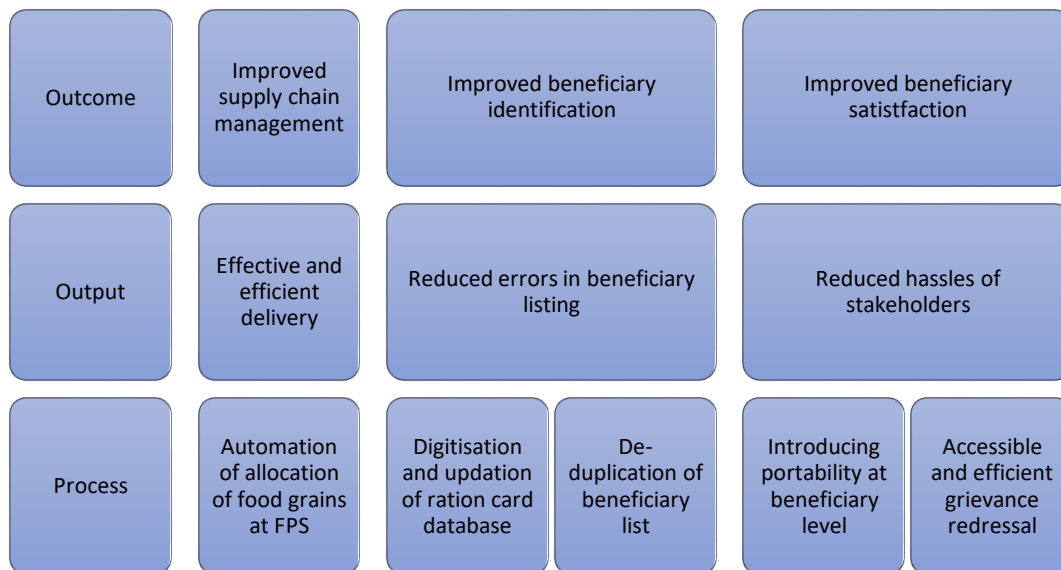
14. An activity evaluation to ascertain the efficiency and effectiveness of the TPDS reform project in Bhubaneshwar in urban and rural blocks have been planned to provide feedback for improvement. A comprehensive activity evaluation including baseline-end-line assessment is designed. Baseline assessment of the TPDS reforms project that aimed to provide a comprehensive assessment of the interventions at baseline, besides looking beyond the use of technology and computerization to answer broader questions related to change management was conducted in April 2014. This TOR is for the end-line evaluation and the expected start date for the same October 2018 and end date being February, 2019.
15. The TPDS transformation aimed to build on the existing systems in TPDS in Odisha and introduced key processes and systems for FPS transactions and beneficiary list digitisation, drawing on best practices learned from pilot projects in Odisha and other states (Please refer: Targeted Public Distribution System- Best Practice Solution, Feb, 2014)<sup>5</sup>. In terms of outcome, the project envisaged to have improved supply chain management, improved beneficiary identification and improved stakeholder/user convenience.
16. The theory of change is based on the processes being adopted under the planned reforms viz. automation of food-grains allocation, digitization and updating of the ration card database & de-duplication of the beneficiary list, beneficiary portability and having an efficient grievance redressal system, leading to better supply chain, reduced targeting errors, improved beneficiary convenience and improved financial viability of the Fair-price Shops. Logic diagram and theory of Change as envisaged in 2014, the same will be updated and presented in the inception report by Sambodhi:

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<https://teamwork.wfp.org/209/Documents/TPDS%20efficiency%20Toolbox/Communications%20Toolbox/TPDS%20Best%20Practice%20Solution%20online%20version.pdf>

Improved management of TPDS leading to better supply chain, improved FPS viability and reduced errors in targeting



17. WFP supported Govt. of Odisha to implement the solution (end to end computerization). The project was implemented through formal structures such as the Programme Management unit, Department of Food and Civil Supplies; E-mission team and other apex committees. A number of pilot projects conducted to digitize beneficiary lists, automate FPS transactions, and authenticate beneficiaries. As of now, 100 percent PHH and AAY cards are under women's name (eligible ones). 99 per cent and 100 per cent AAY and PHH households have received new cards, respectively. Work under beneficiary identification (BI) & Enrolment/digitization progressed well in 2017 as a result, the targeting of TPDS beneficiaries improved substantially. WFP's efforts helped Odisha attain near completion of digitisation of ration card in the state with only approx. 0.30 million remaining. Aadhaar<sup>6</sup> Seeding status in Odisha has progressed well with a completion rate of 94 per cent. So far 72 percent of Aadhaar seeded ration card has been validated. Around 49,000 wrong entries of UIDs have also been deleted. This bulk validation exercise is expected to be completed. The processes followed under the BI, helped GoO to eliminate close to 29,062 bogus cards and close to 1,75,034 because death has been removed from the system<sup>7</sup>.

18. The process implemented to make the food delivery more effective and efficient through improved Supply Chain Management System (SCMS). The SCMS, automated allocation of food grain based on off-take and closing balance of stock that was integrated with the existing SCMS. Door step delivery was implemented with beneficiary mobile number had been linked

<sup>6</sup> Aadhaar or Unique Identification number (UID) is a 12-digit individual identification number issued by the Unique Identification Authority of India (UIDAI) on behalf of the Government of India. It captures the biometric identity – 10 fingerprints, iris and photograph – of every resident, and is meant to serve as a proof of identity and address anywhere in India.

<sup>7</sup> Quarterly Programme Review Monitoring, WFP; Food Supplies & Consumer Welfare Dept., Govt. of Odisha

to SCMS to receive SMS alerts about the grain despatch from the depot. On FPS automation, Odisha achieved 100 per cent Point of Sale (PoS) deployment in the state. Deployment of PoS is enabling PoS based transactions that facilitates beneficiary authentication. However, significant improvements are required in authentication rates to benefit from the FPS automation. Additionally, the grievance redressal system was rolled out and is currently in use. The work towards developing a detailed MIS to track and monitor TPDS in Odisha is on its way.

19. WFP baseline in Bhubaneswar early 2014 assessment showed that the overall inclusion error was 16 percent (12% in urban and 21% in rural) and exclusion error was 27 percent (32% in urban and 16% in rural). In rural and urban PSUs, 75 and 52 percent respondents reported having valid ration cards, respectively. Most of the respondents (88% in rural areas and 91 per cent in urban areas) were aware about the arrival of food grains at the ration shop. A very small percent (7% in rural areas and 6% in urban areas) reported exclusive electronic weighing which is required for the reforms to be effective. In rural areas, 40 percent of the FPS owners/operators reported incurring losses during transportation or loading. In urban areas, 47 percent reported incurring a loss during transportation or loading.
20. Odisha according to WHO classification, the prevalence of stunting (34.1 percent), wasting (20.4 percent) and underweight (34.4 percent) are critically high in the Odisha and shows high disparity across regions and socio-educational groups. The prevalence of child malnutrition, including anaemia, is high. It has also been observed that the per capita per day nutritional intakes of calorie, protein and fat in the state has increased during 2004-12. However, the per capita calorie and fat intakes are still lower than the recommended dietary allowance (RDA), especially in the rural areas.

## **4. Evaluation Approach**

### **4.1. Scope**

21. The evaluation will cover the rural and urban blocks of Bhubaneswar in Khordha district of Odisha from October 2018 to February 2019. This activity evaluation is centred primarily on baseline–end-line design for a component of FPS automation and beneficiary identification and secondary data analysis for a component on grievance redressal and supply chain logistics. The assignment has therefore adopted an outcome level evaluation approach and will help in measuring the changes in terms of targeting errors, quality of services received by the beneficiaries, systems towards enhanced accountability and transparency, grievance redressal etc.
22. The primary target group for the evaluation are households HHs that includes both women and men analysis in a way that will ensure inferences being drawn out on matters such as the gender equality and empowerment of women in comparison to the baseline report. Besides, the baseline-end line evaluation also covers secondary target groups such as FPS owners (through questionnaires) and stakeholders at various levels (GP/ward, block, district and state and wards

for urban localities) and members of vigilance committees, panchayat/ward committees and women self-help groups.

#### 4.2. Evaluation Criteria and Questions

23. **Evaluation Criteria** The evaluation will apply the international evaluation criteria of [Using the guidance provided in the technical note on evaluation criteria and questions, select from: Relevance, Effectiveness, Efficiency, Impact, Sustainability, Coverage, Coherence, and Connectedness].<sup>8</sup> Gender Equality and empowerment of women should be mainstreamed throughout. All the five criteria should be given equal importance:

- a. **Relevance:** Extent to which the objectives of an intervention are consistent with the most vulnerable group's needs, country/state's needs, organisational priorities and partners' policies and practice
- b. **Effectiveness:** The extent to which the intervention's objectives as defined are achieved, and the extent to which outputs have led (or are expected to lead) to expected outcomes as planned.
- c. **Efficiency:** Measures the outputs – qualitative and quantitative – in relation to inputs – costs, manpower, time etc. A comparison of the alternative approaches, towards achieving the same outputs with the pre-implementation systems, to understand the advantages of present systems in terms of efficiencies.
- d. **Impact:** Wider effects of the project- social, economic, technical, environmental – on individuals, gender- and age groups, communities and institutions. Impacts can be intended or unintended, positive or negative, macro (sector) or micro (household).
- e. **Sustainability:** The continuation of benefits from an intervention after assistance has been completed, or the probability of long term benefits.

24. **Evaluation Questions** Allied to the evaluation criteria, the evaluation will address the following key questions, which will be further developed by the evaluation team during the inception phase. Collectively, the questions aim at highlighting the key lessons and performance of the TPDS reforms project in Bhubaneswar which could inform future strategic and operational decisions. (Please also refer Annexure 6 for key evaluation questions included in the baseline study).

25. The evaluation should analyse how GEEW objectives and GEEW mainstreaming principles were included in the intervention design, and whether the object has been guided by WFP and system-wide objectives on GEEW. The GEEW dimensions should be integrated into all evaluation criteria as appropriate.

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<sup>8</sup> For more detail see: <http://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm> and <http://www.alnap.org/what-we-do/evaluation/eha>

**Table 2: Criteria and evaluation questions**

Criteria	Evaluation Questions
Relevance	Is the intervention in line with the needs of the most vulnerable groups (men and women, boys and girls)? Was the intervention based on a sound gender analysis? Was the design and implementation of the intervention gender-sensitive?
Effectiveness	To what extent were (are) the outputs and outcomes of the intervention achieved (likely to be) achieved; and what were the major factors influencing the achievement or nonachievement of the outcomes? Did the intervention deliver results for men and women, boys and girls?
Efficiency	Was the intervention cost-efficient? Was the intervention implemented in a timely way? Was the intervention implemented in the most efficient way compared to alternatives? Did the targeting of the intervention mean that resources were allocated efficiently?
Impact	What were the effects of the intervention on recipients' lives? Did a specific part of the intervention achieve greater impact than another? Were there unintended (positive or negative) effects for recipients and non-recipients of assistance? What were the gender-specific impacts? Did the intervention influence the gender context? Impacts on institutions? Contribution of an intervention to long-term intended results.
Sustainability	To what extent did the intervention implementation arrangements include considerations for sustainability, such as capacity building of national and local government institutions, communities and other partners? How much of the overall strengthening of the TPDS supply side system has increased the social participation of the poor/those entitled under NFSA to benefit from TPDS in accessing the system; as a result of the improvement their food security level? Has the intervention made any difference to gender relations in the medium or longer term?
Attempt should be made to align the broader evaluation questions with the key questions asked in the baseline study (in Annex 5.).	

#### 4.3. Data Availability

26. The main sources of information available to the evaluation team will come from the evaluation baseline study conducted in 2014, Quarterly Programme Review data collected by WFP India CO and Annual Work Plan Monitoring Tool. Information related to ration card, allocation, supply chain management and FPS automation at NFSA.GOV.IN, Food grain distribution through ePoS or without ePoS devices is available at <http://www.annavitran.nic.in>

Concerning the quality of data and information, the evaluation team should:

- a. assess data availability and reliability as part of the inception phase expanding on the information provided in section 4.3. This assessment will inform the data collection
  - b. systematically check accuracy, consistency and validity of collected data and information and acknowledge any limitations/caveats in drawing conclusions using the data.
27. Among the data gaps, it may be noted due to long gap between baseline and end-line, many changes among the staff in the government departments and other key partners may have led to a situation that there may be only limited institutional memory to take advantage of. Also, since there was no counterfactual sample/data available due to state-wide implementation of the project, the inference on impact may not be explicitly made. Annex 6 carries a detailed M&E plan with the indicator matrix. The evaluation team should be able to use it towards developing the end-line plan.
28. Ensure that sampling and data collection tools and methods are gender-sensitive and that the voices of women, girls, men and boys are sufficiently heard and used.

#### 4.4. Methodology

29. A detailed methodology will be designed, assessment of existing data and reporting of both should be done by the evaluation team in the inception report. It should:
- Employ the relevant evaluation criteria as above: Relevance, Effectiveness, Efficiency, Impact and Sustainability.
  - Using mixed methods (quantitative, qualitative, participatory etc.) to ensure triangulation of information through a variety of means. The suggested method should be informed by any possible change in the initially envisaged ‘Theory of Change’ and be in-line with baseline methodology. It should be tailored towards getting maximum inferences from both baseline and end-line. Include any additional methodological requirements which may be applicable to this evaluation. Please refer Annexure for methodology, key indicators and tools used in the baseline
  - Demonstrate impartiality and lack of biases by relying on a cross-section of information sources (stakeholder groups, including beneficiaries, etc.) The selection of field visit sites will also need to demonstrate impartiality.
  - Apply an evaluation matrix geared towards addressing the key evaluation questions considering the data availability challenges, the budget and timing constraints;
  - Ensure using mixed methods that women, girls, men and boys from different stakeholder’s groups participate and that their different voices are heard and used;
30. The methodology should be GEEW-sensitive, indicating what data collection methods are employed to seek information on GEEW issues and to ensure the inclusion of women and marginalised groups. This should also be included in the inception report. The methodology should ensure that data collected is disaggregated by sex and age; an explanation should be provided if this is not possible. The point to note however is that little gender analysis was done during baseline. Thus, the end-line should try to include the gender dimension and gender analysis of all the key indicators.

31. The evaluation findings, conclusions and recommendations must reflect gender analysis, and the report should provide lessons/ challenges/ recommendations for conducting gender responsive evaluation in the future. The following mechanisms for independence and impartiality will be employed such as the use of an Evaluation Committee (EC) and an Evaluation Reference Group (ERG). (for details on roles, responsibility and how the EC and ERG will contribute to the evaluation; please refer Annex 2 & 3) The following potential risks to the methodology have been identified:

- Since the baseline was conducted in 2014 with an intent to evaluate as a pilot project. However, the project was implemented across the entire state that led to lot of delays in completion of the reforms. Thus, the end-line evaluation at-hand is a scaled-up project.
- The project concerns end to end computerisation, only certain aspects related to perception were covered in the baseline. Hence, the end-line is expected to cover IT component in detail whereas, the baseline will be able to give limited information on the same.
- The baseline sampling design has used a longitudinal design, two stage cluster sampling designs. Tracking the samples may be a challenge due to changes on ground.

#### 4.5. Quality Assurance and Quality Assessment

32. WFP's Decentralized Evaluation Quality Assurance System (DEQAS) defines the quality standards expected from this evaluation and sets out processes with in-built steps for Quality Assurance, Templates for evaluation products and Checklists for their review. DEQAS is closely aligned to the WFP's evaluation quality assurance system (EQAS) and is based on the UNEG norms and standards and good practice of the international evaluation community and aims to ensure that the evaluation process and products conform to best practice.
33. DEQAS will be systematically applied to this evaluation. The WFP Evaluation Manager will be responsible for ensuring that the evaluation progresses as per the [DEQAS Process Guide](#) and for conducting a rigorous quality control of the evaluation products ahead of their finalization. Additionally, the evaluation agency should also use their quality assurance systems to ensure good quality of the inception and evaluation report.
34. WFP has developed a set of [Quality Assurance Checklists](#) for its decentralized evaluations. This includes Checklists for feedback on quality for each of the evaluation products. The relevant Checklist will be applied at each stage, to ensure the quality of the evaluation process and outputs.
35. To enhance the quality and credibility of this evaluation, an outsourced quality support (QS) service directly managed by WFP's Office of Evaluation in Headquarter provides review of the draft inception and evaluation report (in addition to the same provided on draft TOR), and provide:
- a. systematic feedback from an evaluation perspective, on the quality of the draft inception and evaluation report;
  - b. recommendations on how to improve the quality of the final inception/evaluation report.

36. The evaluation manager will review the feedback and recommendations from QS and share with the team leader, who is expected to use them to finalise the inception/ evaluation report. To ensure transparency and credibility of the process in line with the [UNEG norms and standards](#)<sup>[1]</sup>, a rationale should be provided for any recommendations that the team does not take into account when finalising the report.
37. This quality assurance process as outline above does not interfere with the views and independence of the evaluation team, but ensures the report provides the necessary evidence in a clear and convincing way and draws its conclusions on that basis.
38. The evaluation team will be required to ensure the quality of data (validity, consistency and accuracy) throughout the analytical and reporting phases. The evaluation team should be assured of the accessibility of all relevant documentation within the provisions of the directive on disclosure of information. This is available in [WFP’s Directive CP2010/001](#) on Information Disclosure.
39. All final evaluation reports will be subjected to a post hoc quality assessment by an independent entity through a process that is managed by OEV. The overall rating category of the reports will be made public alongside the evaluation reports.

## 5. Phases and Deliverables

40. The end-line study and report submission should be completed within 90 days of signing the contract. The evaluation will proceed through the following phases. The deliverables and deadlines for each phase are as follows:

<b>Time Plan:</b>														
<b>S.No</b>	<b>End-line evaluation related specific tasks</b>	<b>Week 1</b>	<b>Week 2</b>	<b>Week 3</b>	<b>Week 4</b>	<b>Week 5</b>	<b>Week 6</b>	<b>Week 7</b>	<b>Week 8</b>	<b>Week 9</b>	<b>Week 10</b>	<b>Week 11</b>	<b>Week 12</b>	<b>Week 13</b>
1	Inception meeting, modification of tools, submission of inception report													
2	Desk Review													
3	Reviewing and extending													

<sup>[1]</sup> [UNEG Norm #7](#) states “that transparency is an essential element that establishes trust and builds confidence, enhances stakeholder ownership and increases public accountability”



	the analysis plan													
5	Recruitment, training and pre-testing													
6	Data Collection													
7	Data Entry, Cleaning and Analysis													
8	Key findings presentation (powerpoint)													
9	Finalization of the report													

## 6. Organization of the Evaluation & Ethics

### 6.1. Evaluation Conduct

41. The evaluation team will conduct the evaluation under the direction of its team leader and in close communication with Ms. Pradnya Paithankar (Unit Head, M&E and Research Unit). The team will be hired following an agreement with WFP on its composition.
42. The evaluation team will not have been involved in the design or implementation of the subject of evaluation or have any other conflicts of interest. Further, they will act impartially and respect the [code of conduct of the evaluation profession](#).

### 6.2. Team composition and competencies

43. The evaluation team is expected to include Advisor (Senior person), IT expert, Field managers; such members, including the team leader. To the extent possible, the evaluation will be conducted by a gender-balanced, geographically and culturally diverse team with appropriate skills to assess gender dimensions of the subject as specified in the scope, approach and methodology sections of the ToR. At least one team member should have WFP experience.
44. The team will be multi-disciplinary and include members who together include an appropriate balance of expertise and practical knowledge in the following areas:
  - Shall possess solid experience in leading impact and process evaluations and have a demonstrated understanding of the technical body of work under evaluation. A highly

qualified professional of repute with significant experiences of conducting and managing evaluations and reviews. A strong knowledge of international /global frameworks, Indian context, Information Technology (IT), food safety-nets and related issues. The team leader should speak and write well in English. A sound knowledge of WFP's work in technical assistance and national capacity development will be an important advantage

- Gender expertise / good knowledge of gender issues
  - All team members should have strong analytical and communication skills, evaluation experience and familiarity with Odisha state.
  - The field managers and enumerators should be proficient in both English and Odiya.
45. The Team leader will have technical expertise in one of the technical areas listed above as well as expertise in designing methodology and data collection tools and demonstrated experience in leading similar evaluations. She/he will also have leadership, analytical and communication skills, including a track record of excellent English writing and presentation skills.
46. Her/his primary responsibilities will be: i) reviewing/revisiting and defining the evaluation approach and methodology as finalised in the baseline; ii) guiding and managing the team; iii) leading the evaluation mission and representing the evaluation team; iv) drafting and revising, as required, the inception report, the end of field work (i.e. exit) debriefing presentation and evaluation report in line with DEQAS; v) to closely work with WFP Evaluation Manager and M&E Officer.
47. The team members will bring together a complementary combination of the technical expertise required and have a track record of written work on similar assignments.
48. Team members will: i) contribute to the methodology in their area of expertise based on a document review; ii) conduct field work; iii) participate in team meetings and meetings with stakeholders; iv) contribute to the drafting and revision of the evaluation products in their technical area(s).

### 6.3. Security Considerations

*Security considerations will vary depending upon the nature of the context and the nature of the contracting arrangements with WFP. Include/delete the following standard text provided in the below bullet points as relevant depending on whether the team will be hired through a service provider or as individual consultants.*

49. **Security clearance:** The evaluation team will be covered by the UN Department of Safety and Security (UNDSS) system for UN personnel. It is the obligation of the consultant to request security clearance before undertaking duty travels. The evaluation team may also keep themselves informed of the security situation from time to time during the evaluation from the Area Security Coordinator of the state.

### 6.4 Ethics

50. As such all the standard ethical practices of data collection etc should be followed such as of taking informed consent from the respondent and getting the evaluation plan being approved from the consultant's (Sambodhi) ethical board/committee. If any ethical issues arise during data collection or otherwise, should be resolved in consultation with WFP Evaluation Manager.
51. WFP's decentralised evaluations must conform to WFP and UNEG ethical standards and norms. The contractors undertaking the evaluations are responsible for safeguarding and ensuring ethics at all stages of the evaluation cycle (preparation and design, data collection, data analysis, reporting and dissemination). This should include, but is not limited to, ensuring informed consent, protecting privacy, confidentiality and anonymity of participants, ensuring cultural sensitivity, respecting the autonomy of participants, ensuring fair recruitment of participants (including women and socially excluded groups) and ensuring that the evaluation results in no harm to participants or their communities.
52. Contractors are responsible for managing any potential ethical risks and issues and must put in place in consultation with the Evaluation Manager, processes and systems to identify, report and resolve any ethical issues that might arise during the implementation of the evaluation. Ethical approvals and reviews by relevant national and institutional review boards must be sought where required.

## 7. Communication and budget

### 7.1. Communication

53. To ensure a smooth and efficient process and enhance the learning from this evaluation, the evaluation team should place emphasis on transparent and open communication with key stakeholders.
54. The Communication and Learning Plan should include a GEEW responsive dissemination strategy, indicating how findings including GEEW will be disseminated and how stakeholders interested or those affected by GEEW issues will be engaged.
55. As part of the international standards for evaluation, WFP requires that all evaluations are made publicly available. Additionally, the final report should be shared with different government and private stakeholders, relevant UN agencies, donors and other partners.
56. **Budget:** For the purpose of this evaluation, WFP will:

The budget should be proposed by the applicant.

Please send any queries to [Sree Kumar Nair, Programme Policy Officer, M&E, Research & Vam Unit], at [sreekumar.nair@wfp.org, 7087971667].

## **Annex 1 Acronyms**

- AAY: Antyodaya Anna Yojana
- APL: Above Poverty Line
- ASCO: Additional Civil Supplies officer
- BDO: Block Development Officer
- BMC: Bhubaneswar Municipal Corporation
- BKKY: Biju Krushak Kalyan Yojana
- BPL: Below Poverty Line
- BRL: Beyond Rejection Limit
- CMR: Custom Miller Rice Register
- CSI: Coping Strategy Index
- CSO: Chief Supply Officer
- DCP: Decentralized Procurement
- DD: Demand Draft
- DSC: Departmental Storage Centre
- DPR: Detailed Project Report
- EE: Exclusion Error
- FAQ: Fair Average Quality
- FIFO: First In First Out
- FCI: Food Corporation of India
- FPS: Fair Price Shops
- FS&CW: Food Supplies and Consumer Welfare
- GP: Gram Panchayat
- GPS: Global Positioning System
- HH: Household
- H & T Contractor: Handling and Transport Contractor
- ICT: Information & Communication Technology
- IE: Inclusion Error
- L1 & L2: Contractors: Level 1 & Level 2 Contractors
- M&E: Monitoring and Evaluation
- MGNREGA: Mahatma Gandhi National Rural Employment Guarantee Act
- MoU: Memorandum of Understanding
- MIS: Management Information System
- NFSA: National Food Security Act
- NIC: National Informatics Centre
- OCAC: Odisha Computer Application Centre
- OCSC: Odisha Civil Supplies Corporation
- OMEGA: Odisha Modernizing Economy Governance and Administration
- OSCSC: Odisha State Civil Supplies Corporation
- PDS: Public Distribution System

- PI: Procurement Inspector
- PoS: Point of Sale
- PRI: Panchayati Raj Institutions
- PSU: Primary Sampling Unit
- RDP: Rice for Differently Abled Persons
- RFD: Rice for Disabled
- RFP: Request for Proposal
- RRCs : Rice Receiving Centre
- SPSS : Statistical Package for Social Sciences
- RPDS : Revamped Public Distribution System
- TPDS : Targeted Public Distribution System
- UN : United Nations
- UT: Union Territory WFP: World Food Programme

## Annex 2 Evaluation Schedule

<b>Time Plan:</b>														
<b>S.No</b>	<b>End-line assessment related specific tasks</b>	<b>Week 1</b>	<b>Week 2</b>	<b>Week 3</b>	<b>Week 4</b>	<b>Week 5</b>	<b>Week 6</b>	<b>Week 7</b>	<b>Week 8</b>	<b>Week 9</b>	<b>Week 10</b>	<b>Week 11</b>	<b>Week 12</b>	<b>Week 13</b>
1	Inception meeting, modification of tools, submission of inception report													
2	Desk Review													
3	Reviewing and extending the analysis plan													
5	Recruitment, training and pre-testing													
6	Data Collection													
7	Data Entry, Cleaning and Analysis													
8	Key findings presentation (powerpoint)													
9	Finalization of the report													

### **Annex 3 Membership of the Evaluation Committee (EC)**

- Dr. Hameed Nuru (Chair) – Country Director, WFP India CO
- Ms. Pradnya Paithankar – Evaluation Manager, M&E, Research & VAM unit, WFP India CO
- Mr. Sree Kumar Nair– M&E, Research officer, M&E, Research & VAM unit, WFP India CO
- Ms. Yumiko Kanemitsu – Regional Evaluation Officer, WFP Regional Bureau Bangkok
- Mr. Ankit Sood- Head, Systems Reform Unit- Implementing Unit, WFP India CO
- Mr. Himanshu Bal- State Coordinator – Implementing Unit, WFP Odisha State Office

**Purpose of formation of EC:** The overall purpose of the internal evaluation committee is to ensure a credible, transparent, impartial and quality evaluation process in accordance with WFP Evaluation Policy 2016-2021. It will achieve this by supporting the evaluation manager (EM) in making decisions through the process, reviewing draft evaluation deliverables (TOR, Inception Report and Evaluation Report) and submitting them for approval by the CD/DCD who will be the chair of the committee.

**Responsibilities of the Evaluation Committee:** During planning phase, the EC will decide the contracting method, well in advance to enable the evaluation manager to plan for the next phase of the evaluation. Further, the EC reviews, provides comments and approves the Terms of Reference, budget, evaluation team, and inception and evaluation reports, while also supporting management of the evaluation.

#### **Annex 4 Membership of the Evaluation Reference Group (ERG)**

- Dr. Hameed Nuru (Chair) – Country Director, WFP India CO
- Ms. Pradnya Paithankar – Evaluation Manager, M&E, Research & VAM unit, WFP India CO
- Mr. Sree Kumar Nair– M&E, Research officer, M&E, Research & VAM unit, WFP India CO
- Ms. Yumiko Kanemitsu – Regional Evaluation Officer, WFP Regional Bureau Bangkok
- Ms. Laura Defranchis – Regional Monitoring Advisor, WFP Regional Bureau Bangkok
- Dr. Deepa Prasad – Programme Coordinator at United Nations Population Fund (UNFPA), Bhubaneswar
- Dr. Sohini Paul- Expert (Formerly led the TPDS evaluation at NCAER in 2012); Population Council of India, New Delhi

**Purpose of formation of ERG:** The overall purpose of the ERG is to support a credible, transparent, impartial and quality evaluation process in accordance with evaluation standards. ERG members review and comment on various documents such as evaluation Terms of Reference, inception and evaluation report. The ERG members act as independent experts in an advisory capacity, without management responsibilities. Responsibility for approval of evaluation products rests with the Chair of the Evaluation Committee.

**Tasks:** The ERG is expected to play a valuable role in ensuring the quality and utility of the evaluation outputs, the ERG will ensure and support the relevance, independence and impartiality of the evaluation. The specific tasks include-

- (i) Review draft TOR for the evaluation and provide feedback.
- (ii) Review and comment on the Inception Report.
- (iii) Review and give feedback on the draft evaluation report. Specifically focusing on accuracy, compliance and on quality and comprehensiveness of evidence base against which the findings are presented, and conclusions and recommendations are made. Attention should also be given to ensure that the recommendations are relevant, targeted, realistic and actionable.
- (iv) Finally, the ERG also will actively engage in dissemination of final evaluation report and provide input to management response and its implementation (as appropriate) by concerned stakeholders.



## **Annex 5 Other technical annexes (Base-line Information)**

57. Key evaluation questions asked towards the baseline study are as follows:

- What is the change in inclusion and exclusion among the existing group of beneficiaries of PDS across rural and urban areas in Bhubaneswar block?
- What is the change in the entitlement and receipt of services through the Fair Price Shops?
- What is the change in knowledge about the support systems being created to ensure accountability and transparency and improve efficacy and quality of services?
- What are the ground level issues associated with the supply side?
- What is the perspective on the supply side (FPS owners and operators) regarding provision of public distribution services through the current system and opinion about the aspects related to changes envisaged?

The Theory of Change model used at baseline is mentioned above at clause 16.

58. **Baseline Methodology :** The theory of change developed during baseline study was based on the processes being adopted under the reforms viz. automation of food-grains allocation, digitization and updating of the ration card database & de-duplication of the beneficiary list, beneficiary portability and having an efficient grievance redressal system, leading to better supply chain, reduced targeting errors, improved beneficiary convenience and improved financial viability of the Fair-price Shops. In concurrence with the implementation paradigm and theory of change, a twin pronged approach was conceptualized for evaluation, centred primarily on longitudinal baseline-end line evaluation design for the component of FPS automation and beneficiary identification and secondary data analysis and qualitative assessment for components on grievance redressal and supply chain logistics.

59. The sample size for the baseline study was estimated for rural and urban strata separately as well as for the overall project level. At the project level, the sample size is sufficient to detect a change of five per cent at 95 per cent confidence level and 80 per cent power. In terms of sample distribution, a multi-stage sampling approach was adopted, which entailed stratification of the overall number of Primary Sampling Unit (PSUs) into the two strata of rural and urban PSUs to ensure representation of project coverage and also to ensure representation in terms of rural/urban comparability. Ensuring representation, 34 PSUs in rural areas and 76 PSUs from urban areas were proportionally selected using Probability Proportional to Size. Electoral rolls list of Bhubaneswar urban and rural areas was used towards sample frame for selection of the PSUs which were villages in case of rural stratum and sections within wards in case of urban stratum. At the second stage, households (HHs) were selected using systematic random sampling from sampled PSUs.

60. In terms of sample coverage, structured quantitative interviews were conducted with 3,323 HHs across 110 PSUs proportionately distributed across rural and urban areas. In addition, structured assessments were conducted with 80 FPS owners. In addition to structured quantitative interviews, qualitative assessments were also conducted with stakeholders at state and district levels functionaries of the Odisha State Civil Supplies Corporation (OSCSC), Sanjog Helpline coordinator, Handling & Transport Contractors, depot holders, panchayat members and FPS operators.

Table 4: Research Instrument

Objective	Research Instrument/Methods	Target Respondent	Area of information
<b>1. Baseline, Endline</b>			
Quantitative			
Measure Improvement/changes at outcome level in improved targeting and reduced leakages.	Structured questionnaire	HH within the catchment area of FPS cluster	HH structured Assessment
Qualitative			
Understanding challenges in Implementation	Structured Interviews	FPS shop owners	Qualitative Assessment of Challenges in Implementation, Barriers
	In-depth Interviews	Implementation Staff and other Stakeholders	
	FGD	FGD with committee members	
<b>2. Documentation of Best Practices</b>	Best Practices Framework/Checklist/Videos	Implementation Staff and other Stakeholders	Best Practices/ Stories of change
<b>3. Cost effectiveness</b>	Cost Analysis using comparative assessment		Comparative Assessment/ project MIS/Cost tracking and Analysis

## Annex 6: Monitoring and Evaluation: Tracking the results in TPDS

Targeted Public Distribution System is an important scheme of the Government, which contributes to the goal of ‘hunger free India’. Being the largest safety-net for over 3 decades and recent conversion into a law for food and nutrition security, this scheme has huge promise to deliver. This necessitates designing a strong monitoring and evaluation framework, which measures results effectively. Such system ensures that relevant information is collected efficiently, validated/verified, critically analysed and made

available at right level for influencing the short and long term plans, undertake the mid-course corrections, incorporate new relevant approaches, strengthen the weak strategies, allocate/re-assign the resources to strengthen components identified as under-performing and track the progress vis-à-vis timelines and resources. A live M&E system performs keeps a constant vigil through very well thought out mechanisms established in the programme right from the design stage.

Operationally, monitoring is the continuous assessment of the implementation in accordance with a set of predetermined activities, outputs and outcomes. It provides stakeholders with regular feedback and an early indication on problems that can potentially hinder achievements of the results. This facilitates timely adjustments in project implementation. Evaluations are periodic and undertaken to measure whether the expected results are achieved and set impact goals are reached to benefit the communities. Evaluations also provide critical information to influence policies such as- whether the achievements are attributable to the project strategies? How efficient, cost-effective and sustainable the results are? What are possible replication options?

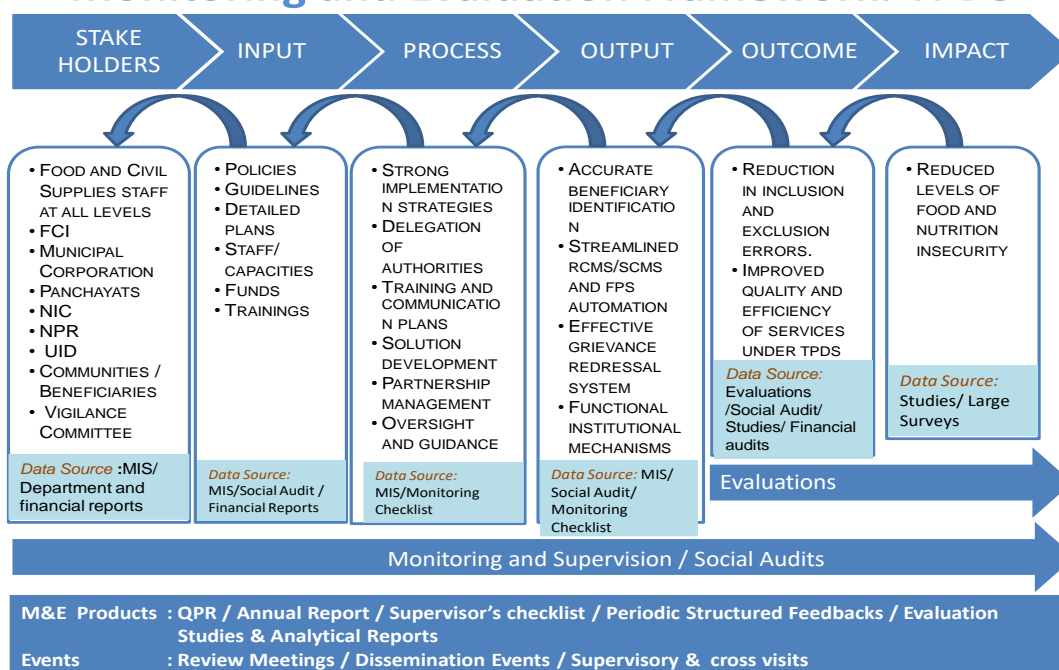
### **M&E System: Scope and conceptual Framework for GoO**

Targeted Public Distribution System being a large scale programme involving multiple stakeholders, a comprehensive M& E system is required to be put in place. Such system along with a well-designed MIS will form a strong decision support system for use at different levels of operations such as community, block, district and state; by all stakeholders including FCI, Govt officials, FPS dealers, NIC, NPR, UIDAI and vigilance committees and with different periodicities. The foundation of creation of such system thus lies on identification of information needs of the stakeholders at various levels to be able to take informed actions and evidence based decisions also fulfill external reporting requirements, if any.

The goal of TPDS transformation project in Odisha is to improve the efficiency of TPDS to deliver the intended benefits to the community to achieve measurable impact on the nutrition and food insecurity in the state. This goal along with the three objectives forms the basis for defining the basic components of the M&E framework to define key inputs, processes, outputs, outcomes and impact. A conceptual framework given below captures the essential components of the M&E system for TPDS reforms project of Government of Odisha.

M&E Conceptual Framework

## Monitoring and Evaluation Framework: TPDS



An M&E system will also play a significant role in learnings and innovations. The evidence base created as a product of the system will give an analysis of what worked and what did not with the possible reasons. This analysis and documentation will essentially be used and disseminated widely for facilitating learning to influence future strategies and highlight areas that need further exploration through innovations, research and customized pilot projects

### Key Components of M&E System

The six key components of M&E system that will form the core are defined as follows:

#### 1. Identification of information needs and indicators

This is an important step for any M&E system. Information needs actually can be person dependent, however, it is important to identify the most critical indicators that will be just sufficient to monitor the progress of project. It is always difficult to strike a balance in monitoring through right information as dealing with too many indicators runs a risk of losing sight of critical ones and likely compromise on quality and having might lead to erroneous decisions due to use of selective and specific information. Having a well defined indicator framework linked to the project objectives with details on frequency of collection, the methodology and potential proves to be a critical element of successful M&E system.

## **2. Identification Data Sources:**

The data sources for TPDS M&E system would cover a wide range. The major data sources would include-

- Field surveys for evaluations and other special studies which will collect both quantitative and qualitative information. The tools like beneficiary and stakeholder interviews, community interactions and focused group discussions etc.
- MIS will provide enormous information on inputs, processes and outputs along with analytical reports for ready use by the project implementers at all level
- Social Audits will provide information on the quality of project implementation and feedback of community on a more frequent basis than survey. This tool also provides an opportunity for community empowerment.
- Field visit checklists/ supervisory checklist gives information on sample basis which can be used for getting feel of actual status of implementation and opportunity to validate information from other data sources.
- Financial data and reports would help track physical and financial goals and at later stage provide opportunity for cost benefit analysis.
- Special studies will be undertaken based on needs which might arise due to specific new directive or implementation approach or need to explore more knowledge. These can be through use of primary or secondary data.

## **3. Data Collection**

Data collection is often a cumbersome task, but if not done well, can defeat the purpose of the M&E system. For ensuring good data collection a few measures such as use of standard formats, definition guides, validation and data verification mechanisms and reduction of manual entries to the minimal are important. Whenever, large number of data entries are to be undertaken, systems of sample checks or double data entry will be introduced based on the importance of accuracy. Training of the staff that collects the data will be integrated in the training plans.

## **4. Synthesis and Analysis**

Once MIS and the other components of M&E systems are fully functional, a great amount of data is generated. This data, if converted into information has potential to inform current strategies and future learning. Periodic systematic analysis will be undertaken to generate quality products such as reports, analytical papers, policy briefs and learning documents.

## **5. Feedback and Reporting**

M&E system will have a strong mechanism of feedback and reporting. An analytical structured feedback will be sent from the PMU/PM to each district every month based on achievements of milestone and clear indication of priority actions. The same will be included in the agenda and reported to the e-mission team and Apex committee every

quarter in their meetings. This will give opportunity to use the information at right time by staff at right level to keep the project on right track. This will also address the reporting requirements at all levels.

#### ***6. Necessary Capacities and resources:***

Most of the times this essential part of M&E system is neglected potentially inhibiting effectiveness of the system and eventually the project as a whole. It is therefore extremely important that capacities exist to collect right information, analyse and use it for decisions at each level- starting from lowest. This requires a change in culture, from pushing the routine reports from one level to another to using the data at local level to take decisions. Each staff member who is accountable for some actions is also responsible to look at the data, evidence and then take decision. The M&E theme thus should be an integral part of the training plan and responsibility should not just end with one focal point at the state level. The PMU at the state level will lead the M&E agenda across and facilitate this change. Similarly, allocations of resources for M&E are often inadequate. For getting quality information through the most appropriate methodologies needs adequate resources. A strong commitment to allocate adequate budget for the system is necessary.

### **Measuring Results: Indicator Framework**

The more the indicators are aligned with well-defined goals and objectives of the project, the greater are the chances of effective tracking the results. The achievement of goals and high-level objectives is measured through impact indicators which gives information on measurable changes in the status at community level. These changes are relatively time taking and may not be evident in a short duration of 2 years. It is therefore not recommended through the project evaluations but can be measured as and when secondary data is available for related areas and indicators. To develop the logical framework, defining these goals and key indicators is of utmost importance.

Goal: The goal of TPDS transformation project is to improve the efficiency of TPDS to deliver the intended benefits to the community to achieve measurable impact on the nutritional and food insecurity in the state.

The impact Indicators:

1. Percentage of households facing food shortage during any time during a year
2. Average number of days of food shortage faced by families
3. Percentage change in nutritional status of TPDS beneficiaries

These indicators are for measuring ultimate goal of TPDS and the premise of work of WFP to impact nutrition through these strategies. There can be immense processes that will need to be critically tracked, however, for effective results tracking, the indicator framework given below will be followed.



# World Food Programme

The Food Aid Organization of the United Nations

## M&E Indicator Matrix

S. No	Indicator	Data Source	Description	Frequency of measurement	Responsibility of data collection	Level of use
<b>Outcome 1: Improved targeting through minimizing inclusion and exclusion errors</b>						
<i>1.a</i>	<i>Percentage reduction in inclusion and exclusion errors</i>	<i>Household Survey (Evaluations)</i>	<i>This indicator will be tracked through a community based survey</i>	<i>2 years</i>	<i>Independent Agency</i>	<i>State/District</i>
1.a.1	Number of blocks/wards with final beneficiary list to cover all entitled beneficiaries	Monitoring Reports	This list will be based on SECC or SG's criteria. Identification and verification at all levels completed.	Monthly	State Govt	Block/District /State
1.a.2	Percentage of bogus cards and ineligible beneficiaries removed from the system	Monitoring Reports	Bogus cards include all ineligible cards /beneficiaries. This indicators will be used	Monthly	State Govt	Block/District /State
2 Poorvi Marg, Vasant Vihar, New Delhi Telephone: +91 11- 46554000 Fax: +91-11-46554055 Website: www.wfp.org						



S. No	Indicator	Data Source	Description	Frequency of measurement	Responsibility of data collection	Level of use
1.a. 3	Percentage population holding ration cards with completed Aadhaar seeding	Monitoring Reports	In Odisha, RC database will be created first followed by Aadhaar seeding- which will show readiness of system to shift to online automation	Monthly	State Govt	
1.a. 4	Percentage of households who received a new card (By AAY and Priority Classification)	MIS/HH Survey	Gives level of beneficiaries . The information can be collected bith through survey and MIS	2 years	State Govt	District
<b>1.b</b>	<b>Percentage of beneficiaries aware about the inclusion and exclusion criteria and know their status vis-à-vis RC</b>	<b>Survey /Evaluation/ special studies</b>	<b>Provides information on community's potential role and strategies for increased involvement</b>	<b>1-2 year</b>	<b>Independent agency</b>	<b>State/district</b>





S. No	Indicator	Data Source	Description	Frequency of measurement	Responsibility of data collection	Level of use
1.b.1	Number of awareness activities undertaken by blocks to communicate the entitlements	Monitoring reports	This is an input indicator	Quarterly	State Govt	State
1.b.2	Number/percentage of blocks where procedures and mechanisms for dynamic updation of RCMS are being followed	Supervisory Checklist s/ Social audits	Dynamic updation of RCMS means revisions due to births, deaths and change in status as per annual updation drive mentioned in NFSO	Monthly / bi-annually	Govt officers/ social audit agencies	
<b>Outcome 2: Reduction in leakages of the commodities</b>						
<b>2.a</b>	<b>Percentage reduction in leakages by commodity</b>	<b>Survey / Social Audit</b>		<b>bi-annually</b>	<b>Independent Agency</b>	<b>State/District</b>
2.a.1	Percentage of godowns and stock depots that are fully computerized with facility of accurate weighing	Monitoring Reports	Fully computerized means, weight is electronically transferred to system and delivery challan is electronically generated	Monthly	State Govt	Block/District /State



S. No	Indicator	Data Source	Description	Frequency of measurement	Responsibility of data collection	Level of use
2.a. 2	Percentage of FP shops where the community members get SMS update on the dispatch details and stock at the FPS	Monitoring Reports/ Surveys and social audit	Information is collected through auto-generated system on routine basis and cross checked with beneficiaries during the field surveys and social audits	Monthly/ bi-annually	State Govt	Block/District /State
2.a. 3	Percentage of FP shops where beneficiaries report display of stock positions and list of entitled beneficiaries is available for public	Surveys/ Social audit	This will measure the transparency and community involvement and also opportunity to cross check the information with MIS	2 years/ Bi-annually	Social audit agency/	
2.a. 4	Percentage of FP shops where ration distribution is fully automated using online authentication (85% of total transactions)	MIS/ Monitoring Reports	This has to be monitored very closely as per the plan, at district and block levels for corrective actions	Monthly	MIS/PMU	District/State



S. No	Indicator	Data Source	Description	Frequency of measurement	Responsibility of data collection	Level of use
2.a. 5	Percentage increase in addressing the on complaints on non-availability of PDS commodities	Survey / Analysis of Sanjog helpline data	The indicator should measure both complain redressal rate as well as rate of such complaints over a period of time	1-2 year	Independent agency	State/district
2.a. 6	Percentage FP Shops where vigilance committee members are effectively monitoring the PDS performance	Social Audits/ Surveys	This information has to be collected through qualitative methods	Bi-annually	State Govt	
<b>Outcome 3: Improved Stakeholder Convenience</b>						
<b>3.a</b>	<b>Percentage of beneficiaries satisfied with the quality of services at FPS</b>	<b>Household Survey</b>	<b>Quality means right quantity, quality and price, use of technology and behavior of FPS owner</b>	<b>2 years</b>	<b>Independent Agency</b>	<b>State/District</b>



S. No	Indicator	Data Source	Description	Frequency of measurement	Responsibility of data collection	Level of use
3.a.1	Average number of times when stock at the FPS level was not available at the time of distribution	Survey / Studies	This indicates the stock-outs or interruption of services	Monthly	2 Years	Block/District /State
3.a.2	Percentage of community members whose complaints regarding ration cards are addressed within stipulated time frame	Sanjog reports/ social audits	Measures responsiveness of the system to complaints and change over a period of time	Monthly/ 6 monthly	Help-desk/ district Grievance officer	State/district
<b>3.b</b>	<b>Percentage of stakeholders (govt staff, FPS, godown staff etc) using MIS data for taking decision</b>	<b>Monitoring Reports / Stakeholder Interviews</b>	<b>This indicator is important to measure as it determines whether the system is functional in reality. With the end-to-end computerization project, use of MIS is inevitable.</b>	<b>Monthly / bi-annually</b>	<b>State Government / audit agency</b>	<b>Block/District /State</b>



<b>S. No</b>	<b>Indicator</b>	<b>Data Source</b>	<b>Description</b>	<b>Frequenc y of measurement</b>	<b>Responsibility of data collection</b>	<b>Level of use</b>
3.b. 1	Avg. number of records maintained manually by FPS owner.	Survey (evaluation )	Indicator to assess whether FPS owner’s work has been reduced or a parallel system exists even at the end of the project	2 Years	Independe nt Agency	
3.b. 2	Stakeholder (at all levels – Beneficiary, FPS Owner, Go down manager, CSO, SI, Director, Secretary) perception on convenience of operations through automation	Survey (Evaluation n)	This has major impact on sustainabilit y. The ease of use by stakeholders , making it their routine can only ensure that the system will continue	2 Years	Independe nt Agency	
3.b. 3	Percentage of FP shops that are financially viable	Special studies/ Report / Surveys	Financial viability is defined as net profits by FPS owners greater than agreed threshold	Annual	Independe nt agency	State/distr ict



S. No	Indicator	Data Source	Description	Frequency of measurement	Responsibility of data collection	Level of use
3.b.4	Percentage of beneficiaries accessing FP shop other than their attached one for lifting the entitlement	Survey / Monitoring Reports	This indicator measures number of persons using portability.	2 Years/ quarterly	State Govt/ audit agency	
3.b.5	Quantum of savings due to technological reforms in TPDS	Financial Reports/MIS	This analysis is important to understand the volume of savings due to implementation of TPDS reforms.	Annually	Independent Agency/ State Govt	