# CAC South Asia – Questionnaire for Independent Project Completion Assessment
## Paraspara Trust (Bangalore)

## Key Project Data

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|---|---|---|
| ***Title of Project*** | Addressing Corruption in Public Distribution System (PDS) by Citizen Groups- A pilot project in Bangaluru | |
| ***Project Location*** | Urban slums in Bangalore | |
| ***Corruption Problem being addressed: (as described in the project proposal).*** Corruption in the Public Distribution System | | |
| | ***Planned*** | ***Actual*** |
| ***Implementation period*** | 1$^{st}$ July 2009-30$^{th}$ June 2010 | 1$^{st}$ July 2009-30$^{th}$ June 2010 |
| ***Total Budget*** | Rs.803000 | Rs.786230 |
| ***PTF Contribution*** | | |
| ***Project Objectives*** | | |
| ***As described at Project Approval*** | | ***Status of Achievement at Completion[1] of 1$^{st}$ year (in view of the Evaluator)*** |
| 1) To identify and build the capacities of 30 community based groups to monitor effective provision of services of 30 PDS outlets in Bangaluru | | 2 |
| 2) To increase awareness among consumer and public on the issue of corruption in the PDS | | 2 |
| 3) To set a model in citizen participation in PDS distribution, which reduces opportunities for corruption | | 3 |
| ***Top Three Results (actual). In view of the Evaluator)*** | 1) 30 PDSMCs formed in the Malleswaram zone 2) Formation of an apex PDMC named 'Danya Hakku Forum' which works at the zonal level 3) Improvement in the delivery of PDS in the intervened areas. 200 new BPL cards were issued and 400 APL cards were changed to BPL | |
| ***Overall Achievement Rating[2] in Evaluators view. Use numeric rating as well as narrative. See footnote 2.*** | 2 | |

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[1] Please use the following ratings scale and provide brief narrative. 1 = fully achieved, very few or no shortcomings; 2 = largely achieved, despite a few short-coming; 3 = only partially achieved, benefits and shortcomings finely balanced; 4 = very limited achievement, extensive shortcomings; 5 = not achieved.

[2] The degree to which the project achieved, or seems likely to achieve, all or most of its objectives and produced the outcomes projected in the logframe attached to the Project Proposal. The rating be based on, and consistent with, the detailed ratings in the Completion Assessment section.

**Commentary to support overall assessment:**

*Guidance. Please provide a narrative to accompany your overall achievement rating taking into account your overall assessment of taking into account quality or project design, implementation performance and results achieved. Reasons for rating of 4 or more may please be explained here.*

Paraspara Trust has been working with a rights based approach since a decade now to address issues of the marginalized community specially children and women. In this capacity it has immense experience in dealing with community issues as well as mobilizing and organizing people to fight for their rights. However the issue of corruption was a completely new endeavour for the organization and it has done a commendable job in pursuing the same. As Paraspara Trust was working in the urban slums before, some structures like the CRAF (Child Rights Action Forum), Hakkinangala, Mahila Sanga, neighbourhood committees and youth associations were already present that helped them in taking forward their new initiatives of creating awareness on corruption issues in PDS.

The above-mentioned groups are community-based organizations that have been promoted by the organization to cater to different issues in the community. Under the CAC programme the organization aimed to create 30 PDSMCs (Public Distribution System Monitoring Committees) in different locations that consisted of members from these groups to monitor the functioning of ration shops. The whole concept of absorbing members of these committees into the PDSMC is a good idea in terms of sustainability of these committees, but a major question lies in the very existence of these committees as parallel structures to the Vigilance Committees that are supposed to be created under PDS. It is here that the organization needs to integrate the two structures to make the initiative more sustainable and successful in the long run.

As far as documentation is concerned, the organization maintains a good MIS (Management Information System) and there are separate registers for each PDS outlet and PDSMC, but more attention needs to be given to the quality of reporting to make it more efficient. Support from PAC can also be sought in this context.

# Completion Assessment[3]

## 1. *Quality of the Project Design*

a. Elaboration of the corruption problems to be addressed

| 3 |

b. Clarity and relevance of the objectives to the corruption problem being addressed

| 3 |

c. Proposed Community empowerment activities

| 2 |

d. Coherence of Results Framework (Logframe)

| 2 |

e. Constructive engagement plans

| 3 |

*Comments: (to support/explain rating and overall assessment)*

1. The corruption problems stated are very broad and general. They do not specifically mention the problems and issues faced by the urban slum dwellers in the intervened areas.

2. The objectives mentioned in the proposal are unclear and can be reframed. For example how awareness would be raised among the consumers and public can be explained in a better way by mentioning the number and kind (street plays, meetings, FGDs etc.) of orientation or awareness generation programmes.

3. The community empowerment activities and coherence of results framework is satisfactory, however the constructive engagement plan could have been written in greater details. The constructive engagement plan reflects more of strategies to engage with different stakeholders rather than actual activities and processes that would be taken to strengthen alliances.

## 2. *The Implementation Performance (1st year)*

a. Extent to which the planned project activities completed

| 2 |

b. Extent to which the planned outputs completed

| 2 |

c. Community empowerment initiatives implemented

| 2 |

d. Constructive engagement during implementation

| 2 |

e. Focus on sustainability

| 3 |

*Comments:*

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[3] Ratings Scale: **1 = Highly Satisfactory or Likely; 2 = Satisfactory/Likely ; 3 = Moderately Satisfactory/Likely; 4 = Moderately unsatisfactory/Unlikely; 5 = Unsatisfactory/Unlikely; 6 = Highly Unsatisfactory/Unlikely; NA = Not Applicable**

1. The implementation performance seems to be satisfactory as most of the activities were taken up and implemented as planned. Constant efforts were made by the project staff to mobilize and sensitize the community on the issues of corruption. For example 20 street plays and a couple of community level public hearings were conducted apart from regular meetings and focused group discussions to generate awareness amongst the community on corruption issues and ways to tackle them. Apart from this a baseline survey of 100 fair price shops was also conducted to identify the level of corruption and RTI was used as a tool to fetch more information in order to negotiate with government officials.

2. The organization has put in a lot of effort to convince authorities about the gaps in the Public Distribution System especially with reference to corruption issues. As mentioned by the project staff and the community, it was a huge challenge to confront authorities in this regard.

3. One area that needs to be emphasized upon is the sustainability of the project activities. Though the project proposal gives due importance to sustainability and talks about the formation of PDSMCs to promote the same in the intervened areas. It was felt that this approach and vision towards sustainability was not right one.

   **3.** *The Results (1<sup>st</sup> Year)***:**

   a. Accomplishments of the results specified in the logframe  $\boxed{2}$

   b. Responsiveness of authorities to constructive engagement.  $\boxed{3}$

   c. Effectiveness of community empowerment initiatives  $\boxed{3}$

   d. Value added of peer learning activities and events.  $\boxed{2}$

   e. Project contribution to CSO partner capacity to carry out anti-corruption work.  $\boxed{2}$

   f. Prospects for sustainability of project activities  $\boxed{3}$

*Comments: (Please briefly explain the ratings and any noteworthy aspects)*

1. The accomplishment of results as specified in the logframe were more or less satisfactory, as most of them had been achieved by the organization. 30 PDSMCs were formed and their members (upto 300) capacitated as envisaged. An apex PDMC was also formed at the zonal level in May 2010 called "Danya Hakku Forum" which has 15 active members. Apart from this 3 Fair Price Shops were declared as model ration shops as they complied with all the rules and norms under the PDS.

2. The authorities have responded to the initiatives of the organization, but as mentioned in the discussions and reports it happened after a lot of persuasion and pressure building. The food inspectors and other officials in charge of the PDS were not willing to cooperate with the staff initially for the PDS survey and other programme

activities. Therefore more strategic interventions needed to be planned in order to effectively involve and influence government officials in programme.

3. Though the community empowerment initiatives like capacity building of citizen groups, awareness building among consumers and public through cultural programmes etc. are implemented as per the plans but it could be seen that a lot needs to be done to truly empower the local community and enable them to take up issues on their own.

4. The prospects for sustainability of the project has been rated 3. This is because of the fact that the PDSMCs promoted by Paraspara Trust to monitor the functioning of the PDS shops are actually parallel structures to the mandatory Vigilance Committees (VCs) to be formed under the Public Distribution System. Therefore their sustainability is questionable. Although the proposal says that the reason behind establishing the PDSMCs is that the VCs are not present on grounds, further mentioning that they would be recommended as VCs to the government in the near future. However, it was felt that Paraspara Trust should emphasize on working towards the formation and functioning of the VCs directly instead of taking a longer route through the PDSMCs. The organization should take adequate steps to sensitize, orient and influence govt. officials to form VCs and also capacitate efficient members from the existing committees (youth groups, women's groups etc) to take leading roles in these committees. Paraspara Trust along with the women's and youth groups as well as the support of the community should build pressure on the concerned officials to form VCs. It is important to understand that sustainability of the project i.e. reduction in corruption can be brought about if the VCs are established at the first place and secondly are composed of well aware and active citizens, who are committed towards the cause of corruption. It is here that the organization can play a crucial role in realizing both the above-mentioned aspects.

### 4. *Impact of the project on reduction in corruption:*

The project has a great potential in reducing corruption and some of it can be seen in the first year of implementation of the project. The concept of 'model PDS outlet' is important to keep a check on corruption at the community level as it is based on the fulfillment of certain indicators like electronic machine scale, list of number of cards under BPL, AAY and APL, price board of the ration provided (rice, wheat, kerosene etc), stock book, list of vigilance committee members etc. to name a few. Three model ration shops have been declared in the first year of the project by the organization, which implies that in these shops corruption practices have been controlled through frequent efforts of the community with the support of Paraspara Trust.

### 5. *Feedback on PAC-PTF Advice  (CSO Partner)* *(In your comments please include Strong and weakest points of PTF-PAC interventions and suggestions for improvement*

   a. **Value added of PTF technical advice**
   b. **Value added of PAC technical advice**

*Comments:*

As mentioned by the project staff, inputs and feedback from PTF and PAC have been well received and integrated in the project design wherever applicable.

**Strong Point:**

The strong points of PTF-PAC intervention are the valuable inputs that have been given to the organization on regular basis. These include the support for documentation (proposal writing and planning) and overall implementation of the project.

**Weak Point:**

The weak point of PTF-PAC intervention is the lack of clarity and communication with regard to funds for the completion of the project. The project team also faced problems in retaining the project coordinator, as they had not received the funds from PAC on time. Apart from this there is also the problem of frequent changes/modifications in the reporting format (around 2-3 times in the year), which created confusion for the project team.

**Suggestions for Improvements:**

The collaboration between PTF-PAC and PT can be improved through timely and clear communication regarding the project and its various activities. More support is needed for building the capacities of all the project staff in planning, implementing and monitoring project activities to carry forward the project efficiently.

PAC can also act as a link between the partner CSO and other like-minded organizations, platforms and forums that are working on the same issue. This would help in up-scaling their initiatives at the state as well as national level.

As the nature of the project demands regular interface with the government authorities on issues for combating corruption in PDS, it would be of great support to the partner CSO if PAC extends its support in facilitating this interface and helps them to liaison with the government line departments. PAC can also plan 1-2 days training programme for the project staff on effective communication skills and strategic planning to facilitate them (staff) to constructively engage and influence the government authorities for the good of the project.