

**NOTE ON INSIGHTS IN TO THE  
IMPLEMENTATION PROCESS  
OF  
QUALITY MANANGEMENT SYSTEM  
IN  
FOOD SUPPLIES & CONSUMER WELFARE  
DEPARTMENT, GOVERNMENT OF ORISSA**



**Submitted to DARPG Department on  
29th DECEMBER 2010**

**By  
WIPRO CONSULTING SERVICES**



## Document History

DOCUMENT HISTORY			
Version Number	Date (dd/mm/yy)	Author	Remarks
0.1	29/12/10	Wipro Consultancy Services	Final NOTE

REVIEWER		
Date	Reviewer	Remarks

ABBREVIATION		
SI No	Acronym	Description



## ACKNOWLEDGEMENT

We would like to take this opportunity to express our sincere gratitude towards the Department of Administrative Reform and Public Grievance, Govt of India and Department of Food Supplies and Consumer Welfare, Govt of Orissa for the opportunity to undertake this exercise. The Wipro team would like to place on record its appreciation to Shri P.K. Jha, Joint Secretary (ARC), DAR&PG, Govt. of India, Shri Arvind Suri Director (PG), DARPG, Government of India, Shri A.K. Meena, Commissioner-cum-Secretary, Food Supplies & Consumer Welfare Department, Govt. of Orissa, Shri Manish Mohan, Former Director (PG), DAR&PG, Govt. of India, Ms Shailja Joshi, Under Secretary, DAR&PG, Govt. of India and all other FS&CW department functionaries who shared their valuable views, opinions and inputs with the team during the study.

In this connection the team acknowledges with sincere thanks, the support, ideas and inputs provided by the following officials from different offices of the Department of Food Supply and Consumer Welfare for their valuable contributions to the study:

Mr. Panda, Under Secretary, FS&CW, Govt. of Orissa  
Mr. Amar Mohapatra, CSO, FS&CW, Govt. of Orissa  
Mr. Nihar Mishra, Senior Inspector, Directorate Weights and Measures, Govt. of Orissa  
Mr. S.C. Baral, Deputy Director (FS), FS&CW, Govt. of Orissa  
Mr. A.K. Subudhi, Market Inspector, FS&CW, Govt. of Orissa  
Mr. Santanu Ghosh, Principal, Madhusudan Institute of Cooperative Management

We would also like to place on record our appreciation to all the officials of Department of Food Supply and Consumer Welfare and the consultants at DAR&PG for all the support extended to us in carrying out the work.

## TABLE OF CONTENTS

<b>PREFACE</b> .....	<b>7</b>
<b>1. OVERVIEW OF IMPLEMENTATION PROCESS</b> .....	<b>8</b>
<b>2. DETAILED IMPLEMENTATION PROCESS INSIGHT</b> .....	<b>8</b>
2.1 ACTIVITY SET 1: PROJECT KICK OFF MEETING .....	8
2.2 ACTIVITY SET 2: PROJECT INCEPTION.....	8
2.3 ACTIVITY SET 3: AS-IS STUDY .....	9
2.4 ACTIVITY SET 4: ARRANGING STAKE HOLDERS WORKSHOP .....	10
2.5 ACTIVITY SET 5: GAP ANALYSIS SETTING & SECTORAL STANDARD .....	12
2.6 ACTIVITY SET 6: SETTING OF IMPLEMENTATION PLAN .....	17
2.7 ACTIVITY SET 7: IMPLEMENTATION OF SELECTED RECOMMENDATIONS .....	19
2.8 ACTIVITY SET 8: DESIGNING IMPLEMENTATION MANUAL .....	20

## PREFACE

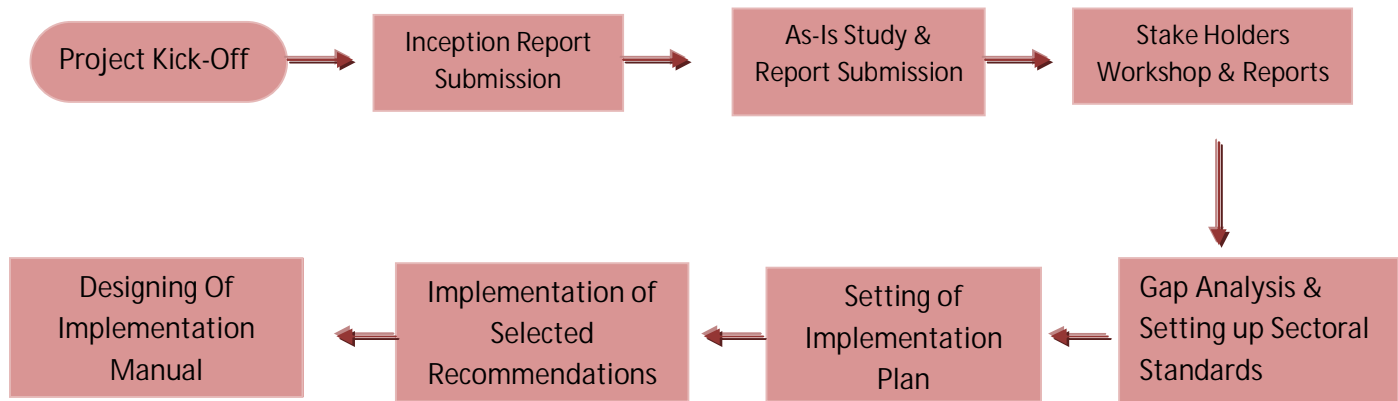
Wipro Consultancy Services (WCS) has undertaken a project on the pilot implementation of Quality Management System (QMS) at the Balipatna Block of Khurda District in the state of Orissa, for the Food Supplies & Consumer Welfare Department, sponsored and steered by Department of Administrative Reforms and Public Grievances (DARPG), Ministry of Personnel, Public Grievances and Pensions, Government of India.

This note on the insights of the implementation process is an outcome of the endeavor put by WCS in studying the FS&CW Department and implementing the Sevottam model at the pilot location of Balipatna in State of Orissa. The Madhusudan Institute of Co-operative Management (MICM), Bhubaneswar was also involved as a key stakeholder in the project and had been entrusted with the role of a capacity builder for other Departments of the state.

The scope of the project included pilot testing of the quality framework in Balipatna Block in Orissa in Khurda district. The project aims at improvement of citizen facing processes through implementation of SLA, process improvements, policy reforms and citizen awareness through study of the present systems and processes in the Public Distribution System (PDS). The Balipatna Block has 14 gram panchayat, 71 dealers and 20974 ration cards. The study also aims at redistribution of the ration cards so that the earnings of the FPS dealers are in accordance to the minimum wedge of the state.

## 1. OVERVIEW OF IMPLEMENTATION PROCESS

This report explains the activities undertaken in order to implement Sevottam model in the FS&CW Department along with the key challenges met at each of the activities for better understanding. The overall implementation has been schematically depicted here in the flowchart. In the following sections each of the activities would be taken up and explained in detail.



## 2. DETAILED IMPLEMENTATION PROCESS INSIGHT

### 2.1 Activity Set 1: Project Kick off Meeting

An project Kick-off workshop was conducted to let the people of the FS&CW Department know about the Sevottam project, its aims and objectives. The seniors of the FS&CW Department and DARPG together addressed both the administrative and the field level staffs. An initiative to identify the project team from the Department side was made and which was finalized in the later activities. The inception workshop also helped in laying the foundation stone for the successive activities and the participation and the extra work required in making the project successful. The kickoff meeting also required getting the required permission and the budget ready for the project and intimation to the staff about the organization structure and the roles.

### 2.2 Activity Set 2: Project Inception

At the inception the of the project the following activities were performed:

#### **Formation of the Steering Committee for Sevottam**

A steering committee was formed and the details of the including the objectives and scope of the exercise, their roles and responsibilities, and the intended outcomes and outputs were explained. Workshops were held at the Department Level and their buy-in and support for the initiative was sorted.

## **Identification of Nodal officer and project Champion for Service Quality Initiative**

The senior person from the Department was appointed to take overall charge of the day-to-day implementation activities of the Service Quality Improvement initiative in the department. The Secretary of the Department was made the official Project champion who provided support for the initiative.

### **Determine scope of project**

The scope of the project was defined in order to provide clarity on the objectives and nature of the project. The scope of the project covered aspects such as activities to be done during the initiative, definition of outcomes/ output of the initiative and selection of services of the department for project implementation along with broad timelines

### **Form the Implementation Committees for Field locations**

The Implementation Committees for the Field locations was made who was responsible for undertaking all the activities relating to the Quality Initiative at the unit/field level. It included representatives from the officials and staff at the field level, and was made to report to the Steering Committee.

## **2.3 Activity Set 3: As-Is Study**

The As-Is study included formation of questionnaires, feedback forms and interviews of the stake holders identified in the previous steps. Every detailed process were mapped and then verified by the process owners. A detailed analysis of the processes was made from perspectives like the information flow, money flow, physical goods flow, etc. The Storage agents, the Godowns, the FPS shops were visited and their working procedures were known.

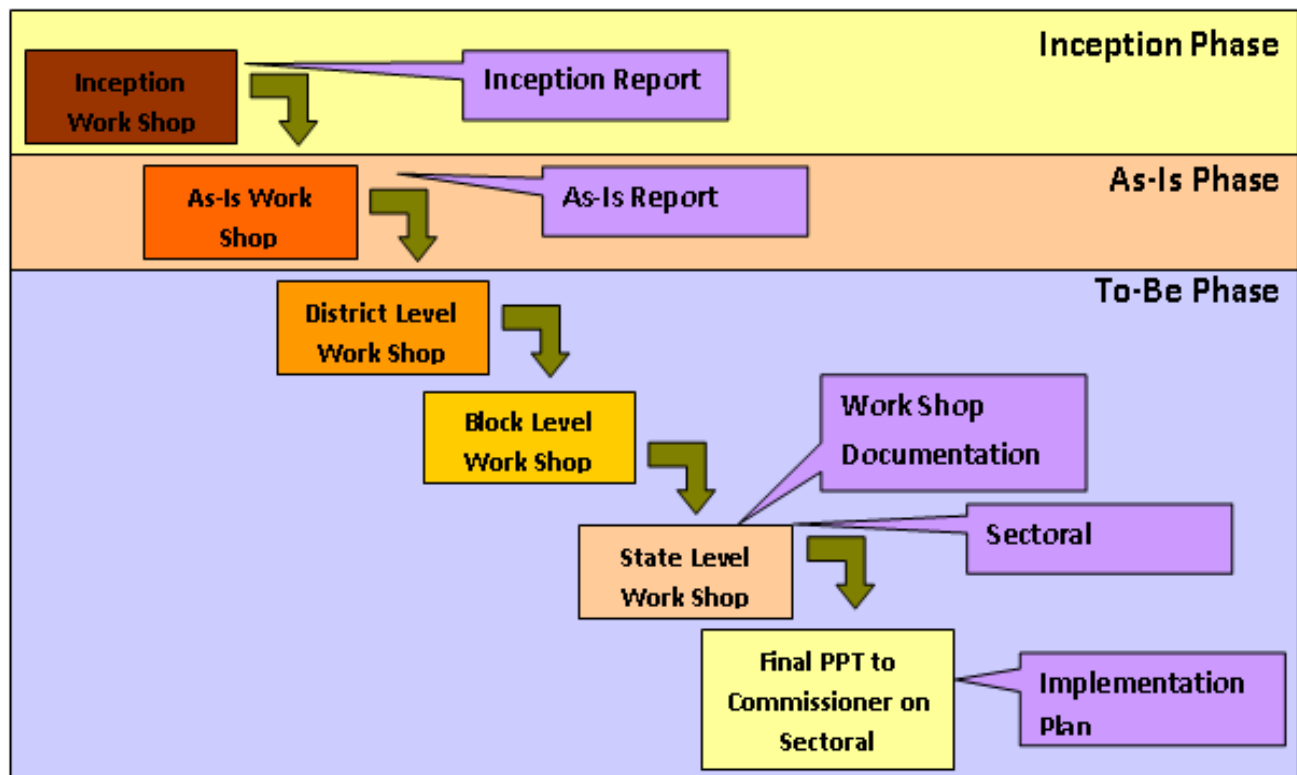
The consultant visited the grievance redressal stem and the gathered information regarding the Sanjog helpline and other facilities of grievance reporting. Similarly the citizen charter was studied from the following view point:

- Content Development of the Charter
- Implementation of the Charter
- Monitoring and Review of the Charter

At the end of the activity a report was submitted and a presentation was held involving the representative of the Department and the representatives of DARPG. The feedback from the representative was incorporated in the report and the the final report submitted.

## 2.4 Activity Set 4: Arranging Stake Holders Workshop

The consultant had carried out several workshops for finalizing the sectoral standards since the As-Is study. The primary focus in To-Be phase was in developing the sectoral standards. The first workshop was at the district level for establishing broad guide lines, the second was at the block level to take inputs from the various service providers and the service consumers, addressing issues, and the third was at the state level to refine the sectoral standards. The following diagram shows workshops at the various phases and the deliverables that it generated.



The prime workshops and the feedback are written as follows:

Areas For Establishing Sectoral Standards & Recommendations			
Dates	Level	Stake Holders	Key Recommendations
11 <sup>th</sup> February 2010	<b>District</b>	Under Secretary, Additional Secretary, ACSO, MI Balipatna Block, Principal MICM,	• Inclusion of rent in FPS sustainability calculation
			• Co-ordination of Sanjog Helpline with State Grievance Redressal System
10 <sup>th</sup> March 2010	<b>Block</b>	Citizens, Dealers, Storage Agents, Sarpanches, Chirman, BDO, MI of Balipatna Block	• Refinement of standards for lifting and selling dates
			• Gram Panchayat FPS would require manpower
			• Re-distribution of ration cards
31 <sup>st</sup> March 2010	<b>State</b>	Additional Secretary, Under Secretary, CSO, Principal MICM	• Use of HHD being started in Raigara District so Balipatna not to undertake the same
			• Submission of Synopsis of the Recommendations for to for finalization of the recommendations for implementation
14 <sup>th</sup> May 2010	<b>State</b>	Commissioner- Cum Secretary, US, AS, MI	• Storage Agents to be replaced by Departmental Storage Godown (DSG) instead of RRC
			• GP Shops to outsource the working of their FPS
			• FPS to receive min profit of Rs 90 per day in accordance with the min wedge law of Govt. of Orissa for their sustainability
			• Finalization of recommendations for implementations
12 <sup>th</sup> June 2010	<b>DARPG</b>	Director DARPG, Adam Smith; consultant to DARPG	<ul style="list-style-type: none"> <li>• Discuss the recommendations selected for implementation</li> <li>• The Director suggested to include the a model of Gram Panchayat shop in the implementation plan</li> <li>• Methodologies like FIFO, Wooden Planks to be incorporated at all inventory points for better inventory management</li> <li>• To-be process maps of the grievance redressal to be included in the implementation plan</li> </ul>

After having the work shop the consultant had a clear guideline of developing the standards and the specific areas which would require to be focused. The consultants modified the recommendations to get them in sync with the work shop recommendations. It was also decided that the strategic decisions of replacing the storage agents and the sustainability model of the FPS would not be discussed at the block level workshops.

## 2.5 Activity Set 5: Gap Analysis Setting & Sectoral Standard

The following best practices were incorporated while preparing the Sectoral standard.

Best Practices in Food, Civil Supplies & Consumer Protection Department				
Sl No	Best Practices	Description	State Implementation (With Variations)	Whether recommended
1.	Allocation from State to FPS level through an IT application software	A software which would enable a single go by allocation instead of manual level wise allocations	Chattishgarh,	Yes
2.	Elimination Of Bogus Ration Card	Pilot project for one district. De-duplication methodology used to remove all bogus and ghost ration card. Around 25% of the ration cards were removed for one sub-division	West Bengal	No
3.	ICT for consumption reporting & lifting Calculation	A software which calculates the entire lifting & consumption report	Chattishgarh Maharashtra (Under implementation)	Yes
4.	Movement Tracking Through SMS	The tracking of lifting, movement and delivery can be done using SMSs. SMS can be used by officials	Tamil Nadu, Andra Pradesh, Chattishgarh	No
5.	Advance Movement / Delivery	Advance delivery of food grains (percentage of previous month allocation) at FPSs by last week of previous month	Tamil Nadu	No
6.	Fixed schedule for delivery and lifting	Standardized dates for lifting and Selling	Andra Pradesh Chattishgarh	Yes

7.	Tracking of Food grain batch – FIFO Methodologies	FIFO methodology to trace the batches of food grains and increase rotation	Cement & Chemical Industries ACC, JK Cement Tata Chemicals Limited	Yes
8.	Use of ICT for storage management	Inventory management software to facilitate the inventory management	Kerala Maharashtra (WIP)	Yes
9.	State Department / Corporation makes payment to FCI	The department makes payment to the FCI on behalf of the Storage Agents	Kerala & Andhra Pradesh	No
10.	Incentives to FPS owner to increase financial viability	Sell of other commodities from FPS Lifting of Goods through credit facilities	Kerala Chattishgarh	No
11.	Use of Bar Coded Ration Cards	Usage of Bar coded Ration card and Hand Held Devices for capturing the retailing data from FPS	Maharashtra ( WIP) Orissa, Raigara District	Yes
12.	Computerization of Paddy procurement	Computerization of the paddy procurement process with the minimum support price (MSP)	Kerala, Chattishgarh, Maharashtra (MSP)	No
13.	Usage of Telescopic Conveyers	Usage of telescopic conveyers for loading and unloading trucks	Cement & Chemical Industries ACC, JK Cement Tata Chemicals Limited	Yes
14.	Usage of special bags for the minimal losses	Special bags which would lower the usage of hooking to minimize the loss during transportation	Cement Industries	Yes
15.	Usage of wooden planks to avoid moisture	Usage of wooden planks at the inventories to minimize loss by moisture	Cement Industries	Yes
16.	Multiple Channel For Grievance Redressal	Channel like helpdest for reporting grievances, Websites and telephone complaints are the up coming trends in the grievance management	Delhi (Call Centre), Chattishgarh (Call Centre), Tamil Nadu ( Website)	Yes

The following table represents the recommendations in the Service Delivery that was suggested in the Report

Areas For Establishing Sectoral Standards & Recommendations		
SI No	Area	Recommendations
1.	Service Delivery Channels	<b>Recommendation 1:</b> RRC To Replace the Storage Agents
		<b>Recommendation 2:</b> Standardization Of Lifting Dates
2.	Warehouse Infrastructure & Process Of Storing	<b>Recommendation 3:</b> Use Of Telescopic Conveyer, FIFO Methodology, Wooden Planks & Special Bags
3.	Allocation Of Essential Commodities & FPS Management	<b>Recommendation 4:</b> Use OF FPS Management Application Software
4.	Distribution Of Essential Commodities Through FPS	<b>Recommendation 5:</b> Use Of Bar coded Ration Card & Hand Held Device At POS
		<b>Recommendation 6:</b> Standardization Of Sale Dates from FPS
5.	Sustainability Of FPS	<b>Recommendation 7:</b> Use Of Gram Panchayat Fair Price Shops
		<b>Recommendation 8:</b> Optimum Distribution Of Cards among FPS

The recommendation for the Citizen charter was made in the following categories:

#### Content Development:

- **Recommendation 1:** Participation from Employee/ Stake holders and Citizens on content through feedback forms from Field Level
- **Recommendation 2:**
  - Inclusion Of Grievance reporting & management Procedures
  - Inclusion of names of the officers in hierarchical format indicating the first level of contact and thereby subsequent escalations and their contact numbers
- **Recommendation 3:**
  - Inclusion of The vision mission statement of the Department,
  - Inclusion of list of services on offering, service standards, and standardized dates for retailing & lifting.

- Inclusion of SLAs for service delivery in the Charter. Highlight expectations of the organization from its customers, wherever required.
- The charter should be non –discriminatory

### **Charter Implementation**

- **Recommendation 4:**

- Awareness activities like free distribution of complete citizen charter to sarpanch and Panchayat Samitis periodically after every version of charter being released.
- Advertisements through newspapers, radio and posters at FPS shops on availability of charter and benefits of charter should be taken up.

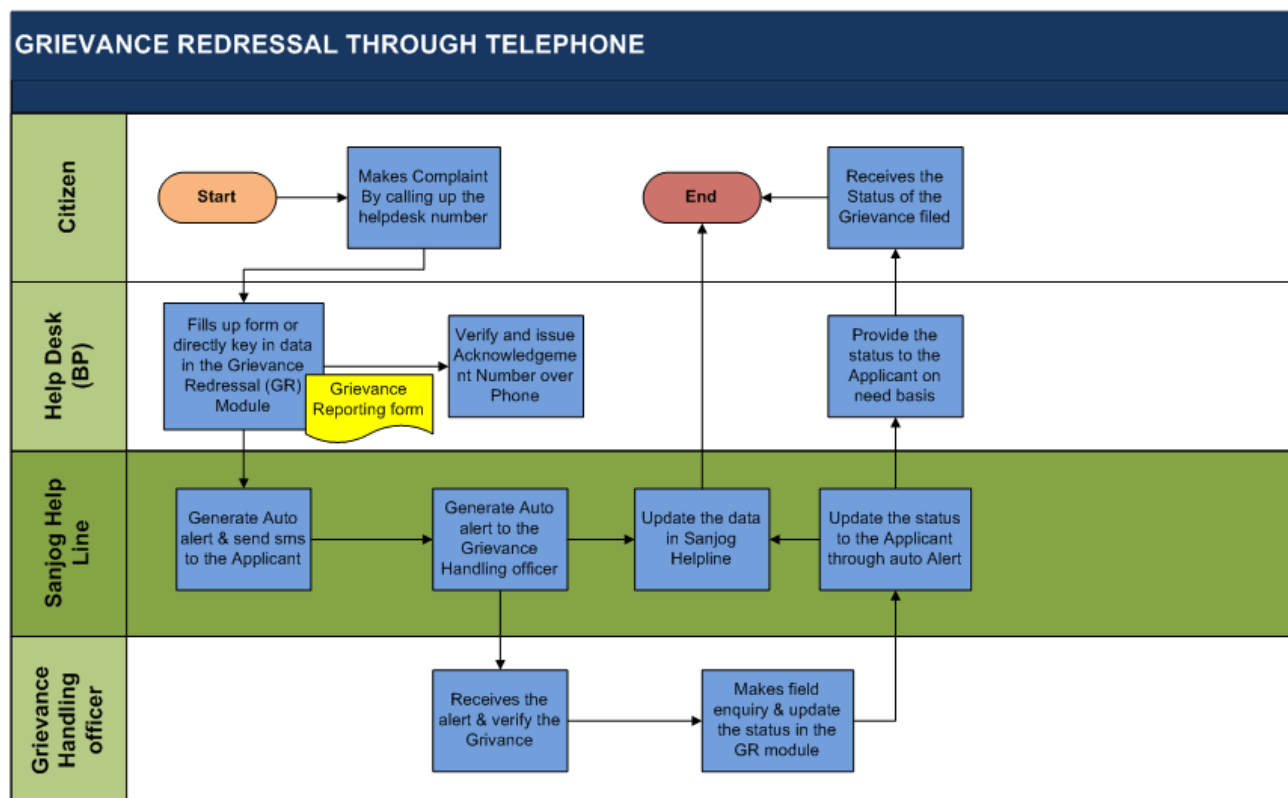
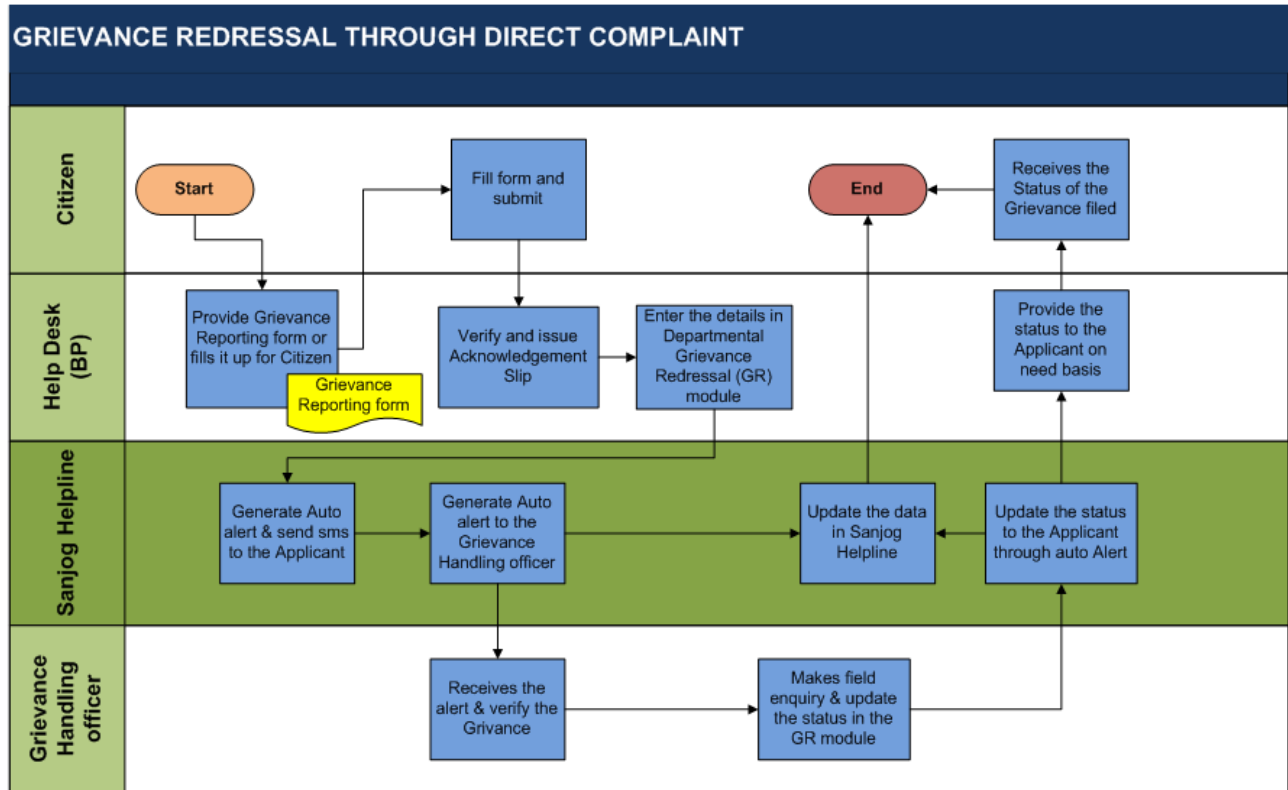
- **Recommendation 5:**

- The charter should be available in English as well as local languages in downloadable & printable formats in Department Websites (.pdf format)
- The charter should be available in hardcopies at all FPS, Block Office, Gram Panchayats, CSO & ACSO as well as all other important interaction point
- The Charter should have its month/year & version number mentioned on it.

### **Monitoring and Review:**

- **Recommendation 6:** Charter Content To be Audited every 15 months and updated

The following recommendations were made in Grievance redressal



## 2.6 Activity Set 6: Setting of Implementation Plan

During the implementation plan the recommendation which could be implemented owing to the time and the other resources were identified after discussions with the DARPG and the Commissioner FS&CW Department. The recommendations that were identified for implementations are as follows:

- A. Model of the gram panchayat shop
- B. Standardization Of Lifting and Selling Dates
- C. Development Of Citizen Charter incorporating the best practices
- D. Develop the SLA for Grievance Redressal Process and a Department wise Grievance Redressal Application

The implementation plan that was provided by Wipro is as follows:

### The implementation plan for Lifting & Selling Dates:

Implementation Road Map for Standardization of Lifting & Selling Dates																					
Activities / Milestones	Responsibility	Month 1				Month 2				Month 3				Month4				Month5			
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Finalization of the proposed Lifting & selling dates from the Department	Wipro/ Department																				
Drafting of the necessary Government Orders	Wipro																				
Approval Of the Government Orders	Department																				
Issue Of Necessary Government Order	Department																				
Sensitization of the Stake Holders through letters workshops & meetings	Wipro/ Department																				
Implementation & working as per new dates	Department																				
Appraisal & Feedback	Wipro																				

### Implementation plan for GP shop

Activity/Milestone	Responsibility	Month-1				Month-2				Month-3			
		1	2	3	4	5	6	7	8	9	10	11	12
Detailed workshop with the GP members	Wipro, Department	█											
Drafting Govt Orders	Wipro		█	█									
Issue of Govt orders	Department				█	█	█						
Capacity building of the GP office	Department/Wipro					█	█	█	█				
Implementation	Department									█			
Appraisal	Wipro										█		

### Implementation plan for Citizen Charter

Implementation Road Map for Citizen Charter																					
Activities / Milestones	Responsibility	Month 1				Month 2				Month 3				Month4				Month5			
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Stake holder workshop for 360° feedback & design of Feedback Form & Charter	Wipro/ Department			█	█																
Finalize & Approval of the design	Department					█	█														
Content Development In English	Wipro						█	█	█	█											
Finalization & Approval Of Content	Department										█	█									
Translation In Odhisa	Wipro/ Department											█	█								
Printing Of Citizen Charter	Department													█	█	█					
Distribution Of Citizen Charter	Department																	█			
Appraisal	Wipro																			█	

The key challenges in setting the implementation plan was to complete the project with in time as approximately about two months were lost due to change in the Commissioner and the under secretary who were the Project Champion and the nodal officer for the project. Eventually the project had to be extended to complete the implementations.

## 2.7 Activity Set 7: Implementation of Selected Recommendations

The selected recommendations were implemented in the Balipatna block. The following activities were carried out for implementing the Standard dates for Lifting & Retailing.

- Finalization of the proposed dates with the CSO
- Drafting of the necessary Government Orders for approval
- Approval Of the Government Orders
- Issue Of Necessary Government Order
- Sensitization of the Stake Holders through letters workshops & meetings
- Implementation & working as per new dates
- Feed back on the new work timings and incorporation of the necessary changes

For incorporation of the Gram Panchayat Shops the following activities were undertaken:

- Meetings with the Sarpanchs to sensitize the Issue
- Meeting with the Sarpanch Committee and put forward the business plan and the workings
- Issuance of letters from the District Collectors to select two gram Panchayats
- Issuance of Letters from the Revenue District Collector to enable the Gram panchayats to run FPS
- Issuance of licenses to the selected Gram panchayat
- Opening of Bank accounts to enable the operation of the Gram Panchayat

The citizen charter was developed containing the following:

- Vision and mission statement of the organization,
- List of key service(s) being offered by the organization, and
- Measurable service standards for the service(s) provided and remedies available to the customer for non-compliance to the standards.

Efforts were made so that the citizens' charter

- Represents a systematic effort of the organization to focus on its commitment towards its customers;
- Be simple and easily understandable and also printed in local languages, as required;
- Describe to complaints handling process and the related SLAs
- Include the name, address, telephone number and other contact details of the public grievance officer

The **key challenge** faced during the implementation phase was to get the Gram Panchayats in confidence for owning the shops. There were huge opposition from the panchayat committee but eventually the same had been mitigated.

## 2.8 Activity Set 8: Designing Implementation Manual

The consultant also developed a user manual for the Department to carry ahead the Implementation of the Sevottam model. The User's Manual for the Quality Management System - Sevottam primarily describes the key tasks to be undertaken for the implementation of QMS in a Government department. This User's Manual is intended to be primarily used by the officials of Department of Food Supplies & Consumer Welfare Department, who is in charge of the department, district or project in order to initiate the implementation of Service Quality Improvement in the area under his/ her jurisdiction or on a pilot basis.

Alternatively, the approach given in the document can also be used by officials of other departments to assist them to start an initiative to implement the Service Quality Improvement.

This User's Manual is intended to be a practical toolkit which the nodal officer in charge of implementation of the Service Quality Improvement initiative can use to fill details of the activities, steps and tasks on their completion. Flowcharts have been made to provide additional clarity on the steps involved in the implementation. Formats have been provided for preparation of reports wherever necessary.