



**Final Report for End-Term Evaluation Study for the Project –
Setting Up of a Central Technical Support Unit on Crop Insurance (PMFBY)**



Submitted to:



Submitted by:



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Project Information		
Project title	Setting up a Central Technical Support Unit on Crop Insurance - PM	
Atlas ID	00109174	
Corporate outcome and output	<p>Contributing Outcome (UNSDf): By 2022, institutions are strengthened to progressively deliver universal access to basic services, employment, and sustainable livelihoods to the poor and excluded, in rural and urban areas</p> <p>Indicative CPD Output: Output 2.2: Poor and vulnerable have the capacity, options and opportunities to move out of deprivation</p>	
Country	India	
Region	RBAP	
Date project document signed	25 June 2018	
Project dates	Start	Planned end
	15 March 2018	24 Feb 2023
Project budget	INR 27,66,82,838	
Project expenditure at the time of evaluation	INR 17,84,10,884	
Funding source	Ministry of Agriculture and Farmers Welfare, Government of India	
Implementing party	United Nations Development Programme (UNDP)	

Evaluation Information		
Evaluation type (project / outcome / thematic / country programme etc)	Project	
Final / Mid Term / Other	Final	
Period under evaluation	Start	End
	15 March 2018	31 December 2022
Evaluators	AFC India Ltd.	
Evaluator email address	afcindia.delhi@gmail.com	
Evaluation dates	Start	End
	6 October 2022	31 December 2022

Executive Summary

India being a geographically large country, is characterized by diverse climatic conditions wherein the risks associated with agriculture include calamities of varied nature like floods, drought, cyclones, earthquakes, landslides, avalanches, forest fires, etc. More than 50% of the cultivable area is vulnerable to drought. Around 75% of the Indian coastline is prone to cyclones and tsunamis. 12% of the land is flood-prone and hilly areas are at risk from landslides and avalanches⁴.

To address crop production risks holistically, Pradhan Mantri Fasal Bima Yojana (PMFBY) was launched in Kharif 2016. PMFBY is in line with 'One Nation – One Scheme' theme and promotes sustainable agriculture production. The scheme seeks to provide crop insurance cover to the maximum number of farmers at reasonable premium rates with a nominal contribution from the farmers in the form of the farmer's share of the premium. Pradhan Mantri Fasal Bima Yojana (PMFBY) is the world's third-largest crop insurance programme aimed at providing risk cover to farmers against uncontrollable natural risks.

The need for an agency like Central Technical Support Unit (TSU) to support PMFBY implementation was reinforced in the Dr P.K. Mishra Committee report (2014). The committee recommended:

“The setting up of a well-equipped TSU at the Central government level, which could undertake measures for capacity building and improving technical skills of State government agencies and banks.

Consequently, UNDP India leveraged its expertise in systems strengthening to support the Ministry of Agriculture and Farmers' Welfare by setting up a Technical Support Unit (TSU) to improve: institutional and programme responsiveness, increase coverage and better access among the marginalized and excluded farm households offering innovative measures for risk management and reduced crop loss for the rural population of India.

The purpose of this evaluation is to produce an evidence-based narrative of the contribution of the TSU to the implementation of PMFBY. It is imperative to point out that the impact of the TSU on the results of the scheme is mediated by multiple stakeholders. Therefore, to assess the impact of the TSU, it is imperative to estimate its contribution to the results, observed or perceived.

Even so, given the complexity of the PMFBY on account of its dependence on multiple stakeholders with varied objectives (or incentives), it is highly possible that the outputs generated by TSU may not translate into desired results, outcomes or impact. Likewise, there may be certain results, outcomes or impacts in identified result areas which may have occurred despite no visible or directly attributable contribution from TSU since the identified result areas are affected by the actions of multiple stakeholders. Therefore, this end-term evaluation of TSU for PMFBY is inherently beset with attribution problems in addressing evaluation questions.

To this end data was collected from Officials of the Ministry of Agriculture & Farmer Welfare (GoI); Officials of Maharashtra, Rajasthan and Odisha state governments; district-level officials in Beed (Maharashtra) & Sehore (Madhya Pradesh); Insurance Companies; Banks; CSC; Reinsurers; the TSU team; Research Institutions; and Farmers (in Beed and Sehore).

Findings

1. All stakeholders have acknowledged the pivotal role of TSU in ensuring transparency, reliability, neutrality and responsiveness for effective stakeholder participation.
2. The highest levels of satisfaction with TSU's role have been seen among state government officials, CSC representatives and MoA&FW functionaries.
3. Uniform, timely and reliable access to key programme data on NCIP especially regarding enrolment, and yield assessment has tremendously boosted stakeholder confidence/trust in the programme and its usefulness for farmers and/or financial institutions offering crop loans to farmers.
4. With support from TSU especially its designated nodal person, state government officials managing PMFBY have been able to realize the value of PMFBY.
5. Insurance companies acknowledge TSU's contribution towards improving capacities, awareness & understanding esp. of state government officials and improving crop insurance literacy of farmers through large-scale/impactful IEC campaigns and interesting initiatives such as Fasal Bima Pathshala, Meri Policy Mere Haath etc.
6. Reinsurers have lauded TSU's role in increasing the interest of farmers in crop insurance through multi-pronged measures (IEC / publicity/grievance redress/ease of enrolment / individualized loss assessment etc.)
7. TSU has picked up vital learning from best practices followed by key stakeholders esp. insurance companies and has contributed to mainstreaming of best practices in the PMFBY ecosystem across states.
8. Banks have acknowledged major benefits from improved ease of enrolment due to the digitalization of PMFBY (NCIP).
9. CSCs have credited TSU for nurturing and supporting the ecosystem of CSCs and its VLEs which has helped expand the coverage of non-loanees through CSCs from a minuscule share in 2018 to 27% in 2022.
10. Perhaps most importantly, TSU is seen as a "Bridge between state governments, GoI and insurers"; "voice of the states"; "buffer between states and centre and between farmers and insurers" by stakeholders.

Inferences and Conclusion:

1. To understand the impact of the TSU it is insufficient to merely record the responses of the different stakeholders. There is a need to identify conceptual frameworks that speak to the design of the project, the support it has provided, the appropriateness of its support and the efficiencies it has generated.
 2. The PMFBY involves different agencies and players, with differing stakes that change and evolve. Further, there are considerations of social justice inherent in the program which is not easy to weigh and are likely to be understood differently by different stakeholders. This makes the process of collating, assimilating, and disseminating learnings a far more challenging one. In this context, the TSU has acted as a learning organization by ensuring that all stakeholders are "continually learning how to learn together".
 3. It is clear that in this framework the role of the TSU, as it was envisaged in the MoA, was that of facilitator shepherding a team in its early stages. The role of the TSU as a learning organisation can therefore at best be considered in its proof-of-concept stage, where its primary role is to generate confidence in the programme among the various stakeholders. This aligns with the perception, particularly among insurance companies that the TSU has played more of a program management role to smoothen out administrative. This depicts its relevance of its design and the efficiencies that it has created in the system.
- **Strengthening Policy, Planning, Budgetary and Financing mechanisms:** In its role as a learning organization, the TSU has started creating a repository of best practices in crop insurance that are accessible to both state and private players. The TSU is also seen as being instrumental in piloting and promoting new and innovative technologies in CCE and subsidy management. Further, despite some states reported benefitting greatly from the advice of actuaries in the TSU team when they were made available (please see Recommendations for discussion on personnel shortages), the TSU has been limited in its ability to provide technical actuarial services or in the calculation of loss cost. This role will and should gain greater prominence as PMFBY enters its next phase.
 - **Building Operational and Technical capacities of State and non-state actors:** TSU has been central to building the operational capabilities. Further, by reducing the operational role that some of these actors had to engage, the TSU allowed some of them to dedicate greater resources to build up their technical capacities. The TSU's state nodal officers in particular seem to have assisted in state actors better appreciating the potential benefits and structure of PMFBY. As in the case of output, the role of the TSU in directly building technical capabilities is likely to increase as administrative bottlenecks ease.
 - **Increase in enrollment of especially small and marginal farmers:** The TSU has played a critical role in making the enrollment process simpler (and therefore increasing accessibility) along with quick grievance redressal. TSU has also made it possible for CSCs quickly and easily access training material and sessions for both their VLEs and target (non-

loanee) farmers. However, much more still needs to be done to make it easier for small and marginal farmers to benefit from crop insurance.

- **Crop Insurance Web Portal and MIS:** Tremendous progress has been made in this regard, and it has benefitted all stakeholders by increasing transparency in the system. With the high level of reliance on and appreciation for data available among all stakeholders, the next stage of development will lead to more clear specifications for the type of analytical reports that can be generated from the data.
- **Tools and Strategy for communication, advocacy, outreach and knowledge:** TSU has undertaken large-scale communication and outreach activities. It has also performed the key role of the nexus of communication in the PMFBY ecosystem, acting as an advocate, accumulator, and disseminator of knowledge.
- **Establishing partnerships with a wide group of stakeholders and the private sector:** Tremendous progress has been made in this regard and this is perhaps the most important output of the TSU in its three-year existence.

Recommendations

1. The TSU needs to exhibit a higher level of sensitivity and responsiveness towards non-governmental stakeholders particularly insurance companies, banks, and CSC to ensure that it continues to be viewed as a neutral entity in the PMFBY ecosystem.
2. The TSU has been limited by the absence of personnel in many key positions. The TSU needs to ensure better deployment of requisite personnel in its next phase.
3. Positions in the TSU are offered on a short-term basis, and consequently, some of the better-performing members of the TSU team leave if they have more stable, longer-term employment opportunities available to them. One way to address this problem may be for the TSU to seek a 5-year engagement, instead of the current 3 years.
4. In the next phase, TSU will likely deal with a multitude of technically complex issues, and therefore it must strike an optimal balance between full-time staff and part-time consultants. This is important given the difficulties in hiring scarce, specialized, and proven experts in the crop insurance domain.
5. TSU must work towards proactively identifying key areas of contribution which can be taken up by its team based on its first-hand experience dealing with PMFBY for a reasonably long time.
6. There must be adequate ring-fencing between the set of personnel assigned by TSU (i) exclusively for technical/developmental roles and (ii) for operational / project management roles.

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List of Acronyms

CCE – Crop Cutting Experiments

CSC – Common Service Centre

Gol – Government of India

ICs – Insurance Companies

IEC – Information, Education and Communication

MoA&FW – Ministry of Agriculture & Farmers Welfare, Government of India

NCIP – National Crop Insurance Portal

PMFBY – Pradhan Mantri Fasal Bima Yojana

SPV – Special Purpose Vehicle

ToR – Terms of Reference

TSU – Technical Support Unit (for Crop Insurance)

UNDP – United Nations Development Programme

UTs – Union Territories

VLE – Village Level Entrepreneur (running Common Service Centre)

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1. Background

Agriculture, with its allied sectors, is the largest source of livelihoods in India. 70 percent of its rural households still depend primarily on agriculture for their livelihood, with 82 percent of farmers being small and marginal. Gross Cropped Area (GCA) in the country is 198.36 million hectares, which constitutes 60.4 percent of the total geographical area (328.37 million ha). Gross irrigated area in the country stood at 96.46 million hectares, (48.6% of the GCA) in 2014-15.

Farmers are the major contributors in the Indian economy despite several challenges faced by them in securing decent household income for themselves. Agriculture and allied sector contribute 16.5% in the national Gross Domestic Product (GDP) and engages about 50% of the workforce. Any adverse impact on agricultural production has wide social and financial repercussions on the country as a whole; impacting rural income levels, Gross Domestic Product (GDP) and poverty rates.

Crop failures and yield losses triggered by the vagaries of nature are the major causes of farm distress. India being a geographically large country, it is characterized by diverse climatic conditions wherein the risks associated with agriculture include calamities of varied nature like flood, drought, cyclones, earthquakes, landslides, avalanches, forest fires, etc. More than 50% of the cultivable area is vulnerable to drought. Around 75% of the Indian coastline is prone to cyclones and tsunamis. 12% of land is flood prone and hilly areas are at risk from landslides and avalanches.

Crop Insurance is an important mitigation tool to protect the farmers from any unforeseen crop loss caused by natural calamities. Comprehensive Crop Insurance Scheme (CCIS) was first launched in India in 1985. Thereafter, over a period different schemes have been launched after modifications in the previous ones to provide insurance cover for the crop loss. These include National Agriculture Insurance Scheme (NAIS) in 1999, Weather Based Crop Insurance Scheme (WBCIS) in 2007, Modified National Agriculture Insurance Scheme (MNAIS) in 2010.

To address crop production risks in a holistic manner, Pradhan Mantri Fasal Bima Yojana (PMFBY) was launched from Kharif 2016. PMFBY is in line with 'One Nation – One Scheme' theme and promotes sustainable agriculture production. The scheme seeks to provide crop insurance cover to maximum number of farmers at reasonable premium rates with a nominal contribution from the farmers in the form of farmer's share of premium. The difference between actuarial premium rates and the farmer rates is shared equally between the Central and the State Governments on a 50:50 basis. The farmers' share is limited to 2% for Kharif, 1.5% for Rabi for cereals, pulses, and oilseed crops and 5% for horticulture and annual commercial crops. The scheme covers all those crops that are notified by the implementing States / UTs under the scheme. Field crops like cereals, pulses, oilseeds, and some annual commercial crops are covered under PMFBY while horticulture crops like fruits and vegetable crops are covered under Restructured Weather

Based Crop Insurance Scheme (RWBCIS).

Pradhan Mantri Fasal Bima Yojana (PMFBY) is the world's third largest crop insurance programme aimed at providing risk cover to the farmers against uncontrollable natural risks. The scheme provides comprehensive risk coverage from pre-sowing to post-harvest losses risks associated with unseen natural events like droughts, dry spells, floods, inundation, landslides, natural lightning, hailstorms, unseasonal rainfall, cyclone, and damages caused due to widespread pest attack and diseases etc.

Till Rabi 2019-20, farmers availing seasonal crop loans (loanee farmers) were compulsorily covered under PMFBY scheme. However, from Kharif-2020, the scheme has been revamped with participation being made voluntary for loanee farmers (loanee farmers can now opt-out from the scheme). The participation of non-loanee farmers was voluntary even before PMFBY. The scheme is implemented on an 'area approach' where insured unit is usually the village panchayat level for the major crops. The scheme promotes sustainable agriculture production through following key objectives:

- Providing financial support to farmers suffering crop loss/damage arising out of unforeseen events
- Stabilizing the income of the farmers to ensure their continuance in farming
- Encouraging farmers to adopt innovative and modern agricultural practices
- Ensuring flow of credit to the agriculture sector which will contribute to food security, crop diversification and enhancing growth and competitiveness in agriculture sector besides protecting farmers from production risks
- PMFBY is a multi-stakeholder scheme, involving all stakeholders which play crucial role in PMFBY implementation right from enrolment till settlement of claims. In addition to the beneficiary farmers, the union government, the state governments, PMFBY has other key stakeholders such as insurance companies, banks, CSCs, reinsurers. Besides, there are various committees constituted at the State and the District level to enable robust implementation of PMFBY

The achievements of PMFBY have surpassed those of all the previous crop insurance programmes. The scheme has been notified by 27 States and Union Territories, with more than 200 notified crop combinations and in the process insuring 30% of the Gross Cropped Area (GCA) in the country. The Government aims to bring 50% of GCA of India under the ambit of crop insurance. The channel of Common Service Centres (CSCs) with its vast outreach has been very effective in enrolling non-loanee farmers.

2. Context

UNDP works in more than 170 countries and territories, helping to achieve the eradication of poverty and the reduction of inequalities and exclusion. UNDP has worked in India since 1951 in all areas of human development, from democratic governance to inclusive growth,

to sustainable energy and climate and disaster resilience.

UNDP's Country Programme Document (2018-2022) identifies "Institutional and systems strengthening for service delivery" as one of its foremost programme priorities and outcomes. UNDP India leveraged its expertise in systems strengthening to support the Ministry of Agriculture and Farmers' Welfare to set up a Technical Support Unit (TSU) for the implementation of PMFBY to improve institutional and programmes responsiveness, increase coverage and better access among the marginalized and excluded farm households offering innovative measures for risk management and reduced crop loss for the rural population of India. The TSU focuses on providing capacity building and training support to the participating state-level government departments involved in PMFBY and advancing the scheme among new states for improved uptake. The TSU at the central level is also responsible for providing credible and timely information related to yield estimation and subsidies to ensure effective decision making at the central and state level feeding into product design, settlement of claims and smoother roll out of schemes.

UNDP has engaged the services of AFC India to conduct an End Term Evaluation of UNDP's support to the Ministry of Agriculture and Farmers' Welfare under its project – 'Setting up a Central Technical Support Unit on Crop Insurance (Pradhan Mantri Fasal Bima Yojana)'. The evaluation would provide quantitative and qualitative data covering key areas related to governance, implementation, and uptake behaviour among the farmers as well as some policy suggestions for better functioning of the programme. For each of the domains mentioned above, the evaluation will examine the gender related impact besides the overall gender-linked impact of the initiative.

3. Description of the Intervention being Evaluated

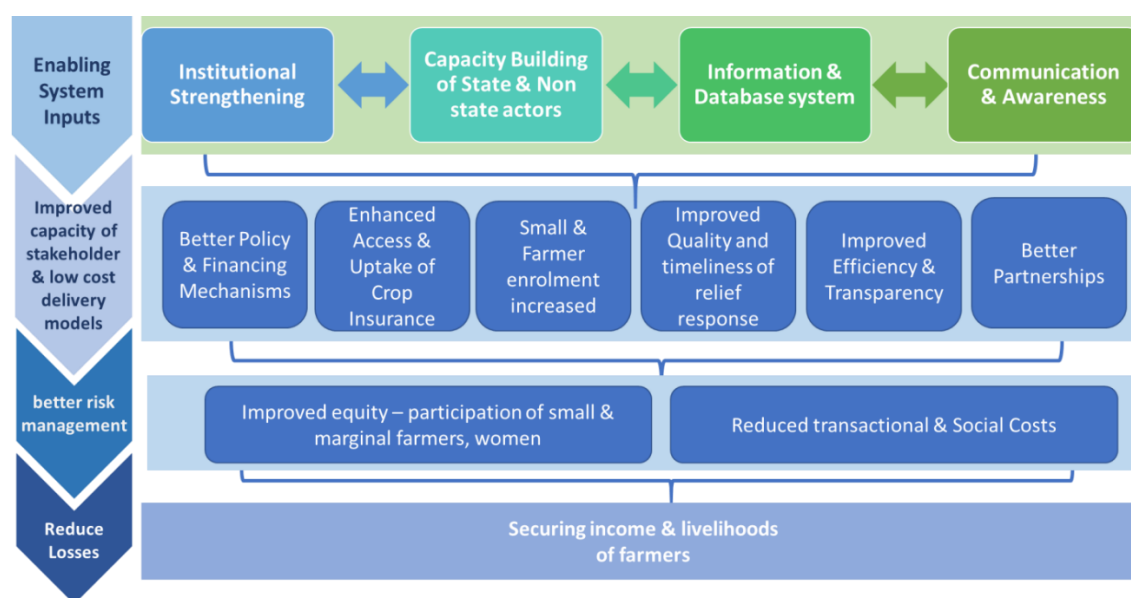
The terms of reference (TOR) document for this end term evaluation study provides a detailed and structured insight into the objectives of project – Setting Up of a Central Technical Support Unit for Crop Insurance (PMFBY). Proper and systematic specification of objectives, impact, outcomes and outputs indicates that the results chain and the design of the project have been developed with the requisite rigour and logical clarity. Accordingly, it is reasonable to expect that the progress of the project would have been monitored effectively. The end-term evaluation could be taken as a continuation of the systematic approach for project planning, design, implementation and monitoring. In view of the well-laid out structure of the project, the end-term evaluation will draw considerably on the results framework agreed at the time of setting up of the TSU and accordingly altered during the course of engagement between the UNDP and the Ministry of Agriculture, Cooperation & Farmer Welfare (MoAC&FW), Govt. of India.

[Project Overview – Central TSU for Crop Insurance](#)

The four key strategic pillars of Central TSU for Crop Insurance (PMFBY) have been as following:

- A. Strengthening Policy, Planning, Budgetary and Financing Mechanisms
- B. Setting up management information system (MIS) and the National Crop Insurance Portal (NCIP)
- C. Capacity Building and Implementation Support to State departments and non-state actors
- D. Developing Communication Strategy and Supporting Awareness Campaigns

Results Framework (Diagram) for Central TSU on Crop Insurance



Expected Results – Central TSU for Crop Insurance

The expected results of Central TSU for Crop Insurance include the following:

- Building the capacity of implementation stakeholders at the state and the national level to establish ownership for the scheme;
- Increasing farmer/client awareness of index insurance products;
- Using existing efficient delivery channels such as those organisations with broad retail networks
- Accessing national and international risk-transfer markets;
- Ensuring sufficient infrastructure and obtaining good quality, innovative data estimations such as remote sensing satellites;
- Facilitating an enabling environment with the legal and regulatory framework to encourage private sector participation and transparency;
- Minimizing risk or mismatch between crop loss and indemnity payment;
- Creating mechanisms for delivery linkages and technology to help lower the

- delivery cost of administering insurance;
- Bundling insurance with other services to create more value for the insured;
- Monitoring and evaluations of the relevance and efficacy of existing products to promote continuous improvement;
- Setting up a robust management information system and Crop Insurance web portal that will benefit the MoAC&FW, the state agriculture departments and other weather data providers and research institutions from strengthened capacity to record, archive and process insurance data like premiums and subsidies, crop insurance underwriting and claims database particularly at the state level, number of farmers insured and the share of paid premiums by farmers and government etc. to better manage the subsidy regime and perform annual actuarial review of technical rates offered by different insurers.

4. Triggers for Establishment of the Central Technical Support Unit (TSU) for PMFBY

An impact evaluation of PMFBY carried in 2019 (after six seasons of operations) identified some of the key challenges that were hindering effective implementation of PMFBY.

- Delay in claim settlement beyond prescribed timelines by implementing Insurance Companies (ICs).
- Delay in release of State share of premium subsidy and delay in providing CCE data by State Governments to the Insurance Companies.
- Low awareness among the beneficiaries about the scheme provisions.
- Lack of knowledge amongst different stakeholders about their roles and responsibilities in scheme implementation.
- Limited inclusion of women farmers, sharecroppers, and tenant farmers.
- Inadequate deployment of manpower by ICs at district and block level.
- Poor resource allocation by ICs towards awareness generation at the field level.
- Lack of initiative shown by the banks in the enrolment of non-loanee farmers.
- Poor compliance of mandatory Aadhaar capturing by banks.
- Delay in remittance of premium to Insurance Companies and late data entry by banks on PMFBY portal.
- Multiple insurance on same parcel of land by farmers leading to over-insurance.
- Poor grievance redressal mechanisms at the field level to address farmers' complaints.

A farmer beneficiary's interface with the programme is a function of collaboration and coordination across various government agencies, banks, insurers and reinsurers. On their own, these key stakeholders with varied incentives (or goals) would invariably find it difficult to align their plans, actions, approaches and strategies for achieving shared or jointly identified outcomes under a complex, large scale and multi-stakeholder programme such as PMFBY. The opacity or gaps in information sharing add further complexities to the alignment of stakeholders. It was to address these issues that the technical support unit (TSU) was first envisioned. The report on 'Evaluation of Pilot WBCIS' submitted by

AFC India in 2010 had recommended the establishment of a Technical Advisory Body (TAB). This evaluation report by AFC India stated:

“As crop insurance built on a scientific platform is being increasingly used as important welfare mechanism with substantial financial support from the government, it makes sense to create a ‘Technical Advisory Body’ (TAB) by the government within the Ministry of Agriculture and Cooperation (GoI) to review the progress of crop insurance schemes on continuous basis and to provide policy directions. The fundamental mandate of the ‘Technical Advisory Body’ (TAB) would be to approve roll-out of only those weather insurance products under WBCIS which can ensure balance between the expectations of the demand side and the deliverability of the supply side. The TAB may also take the role of agriculture insurance development agency with technical functions and can work closely with IRDA.”

The need for an agency like Central Technical Support Unit (TSU) for PMFBY was reinforced under the Dr. P.K. Mishra Committee report submitted in 2014. The committee recommended

“The setting up of a well-equipped TSU at the Central government-level, which could undertake measures for capacity building and improving technical skills of State government agencies and banks.

The core functions of the TSU will be as follows:

- Create a “centre of expertise” to support the development and up-scaling of agricultural insurance*
- Establish a core team of agricultural insurance experts to provide technical support to insurance*
- providers in underwriting, product development, pricing, product delivery, grievance redressal, etc.*
- Handhold States in evaluating insurance products and choosing the best and effective insurance products”*

The persistent operational and technical challenges encountered by PMFBY from 2016 to 2018 (as highlighted by the impact evaluation of PMFBY in 2019) provided impetus to the establishment of Central TSU for PMFBY by the Ministry of Agriculture and Farmers Welfare (MoA&FW), Government of India.

5. Evaluation Scope and Objectives

Objectives

This assignment pertains to an End Term Evaluation Study for the Project titled ‘Setting Up of Central Technical Support Unit for Crop Insurance (PMFBY)’ and seeks to assess the impact of the TSU in the governance and implementation of PMFBY, uptake behaviour

among the farmers, and to provide policy suggestions for better functioning of the programme.

The key outputs of the TSU that are to be evaluated for this purpose are:

- Modules developed under PMFBY Portal
- Capacity Building of stakeholders
- IEC initiatives and outreach strategies
- Use of technology for yield estimation
- Contribution of TSU in addressing challenges & administration of scheme
- MIS and Data Management system implemented
- Support provided to Central Government & State Govts
- Ensure that all outputs address gender related vulnerabilities

In addition to the above outputs, the study also requires an assessment of whether the project helped in improving the uptake of crop insurance among farmers along with increasing the outreach of crop insurance among marginalised communities. To this end, this study will attempt to address the following questions stated in the ToR:

1. Design of project

- To what extent did the project achieve its overall objectives?
- To what extent were the results (impacts, outcomes, and outputs) achieved?
- Were the inputs and strategies appropriate and adequate to achieve the results?
- Was the project relevant to the identified needs?

2. Assess the technical support process and its appropriateness in implementation of PMFBY

- Was the project effective in delivering desired/planned results? Did it reach its core constituency- especially marginalised communities, including women participants?
- How effective were the strategies and tools used in the implementation of the project?
- How effective has the project been in responding to the needs of the project, and what results were achieved?

3. Assess the efficiency of project implementation

- Are there more efficient ways and means of delivering more and better results (outputs and outcomes) with the available inputs?
- Could a different approach have produced better results?
- How was the project's collaboration with the various stakeholders involved in

the project?

- What are the strengths, weaknesses, opportunities, and threats of the project's implementation process?

4. Lessons learned and recommendations

- Describe the main lessons that have emerged from the project?
- Changes in TSU structure/functioning for better impact
- What would be the recommendations for key stakeholders for implementing similar projects?
- Recommendations to strengthen gender responsive programming including policy implications.

A secondary objective of the impact assessment will also be to evaluate the efficiency of the strategies deployed by the TSU in terms of the inputs used by it and other stakeholders and the results it generated. This evaluation will also lend itself to developing recommendations for the activities of the TSU can be improved to address its objective more efficiently and equitably.

Evaluation Challenges

The impact of the TSU on the results of the scheme are mediated by multiple stakeholders. Therefore, to assess the impact of the TSU, it is imperative to estimate its contribution to the results, observed or perceived. However, given the complexity of the PMFBY on account of its dependence of multiple stakeholders with varied objectives (or incentives), it is highly possible that the outputs generated by TSU may not translate into desired results, outcomes or impact. Likewise, there may be certain results, outcomes or impact in identified result areas which may have occurred despite no visible or directly attributable contribution from TSU since the identified result areas are affected by the actions of multiple stakeholders.

To put it simply, the end-term evaluation of TSU for PMFBY is inherently beset with attribution problems in addressing evaluation questions. With PMFBY being implemented at a very large scale, the final outcomes are a result of a joint effort across:

- Many stakeholders with varied objectives and incentives
- Over a large geographical area with different underlying considerations & factors
- Addressing a large and diverse target clientele with differing needs & requirements
 - With interventions required and proposed at multiple levels
 - Whose effects may or may not show up in measurable parameters

The above factors indicate that there are no straightforward ways to attribute changes to the TSU even in the identified result areas. This implies that it is critical to clearly distinguish between outputs and outcome:

- Outputs of TSU: directly linked to TSU’s activities (easily and verifiably attributable)
- Outcomes / Results: jointly determined by actions of TSU and other stakeholders (extent of attribution difficult to ascertain)

The examples presented in the following table (with information extracted from the actual agreement between MoA&FW and UNDP), serve to highlight the attribution problem inherent in this evaluation exercise.

Table 1: Examples of Attribution Challenges under this Assignment

Expected Output (as per agreement)	Proposed Activity	Output of TSU Activity	Result
Output 2.2.2 Capacity building of state departments agriculture implementing PMFBY	Conduct training and workshop for state departments	X number of officials from state govt. agency trained	May improve management of premium subsidy regime, transparency of bidding process and make reliable and timely data available
Output 2.2.4 MIS and Crop insurance web portal established, updated and maintained	Develop State and National level crop insurance underwriting and claims database	MIS and webportal exist and have up to date information	MIS and webportal exist and have up to date information

For 2.2.2, even if the TSU ensures that it meets its output target of training a pre-specified number of officials, the expected result cannot be guaranteed. In contrast, for 2.2.4, the output is the result. While creating and updating MIS and web-portal requires inputs from other players, the TSU is responsible for the result and therefore the work of the TSU will involve taking on any residual responsibility to ensure that the output is in-line with expectations.

This problem of attribution assumes even greater importance, as in addition to the role set out in the agreement, Clause 35.3.11 of the Revamped Operational Guidelines for PMFBY (2020) states that National / State TSU would be responsible for “Other related works entrusted by the Central/State/ UT Government.” This significantly expands the role and objectives of the TSU and requires that any evaluation of the TSU require a fine-grained understanding of the actions and activities undertaken by the TSU. This also implies that strategies developed, and actions taken are not likely to be uniform across time and jurisdictions. The proactive measures taken by the TSU are likely to address certain issues in the scheme across geographies. But the reactive ones are likely to be state specific and taken in response to emergent requirements as they arise during the course of scheme implementation and thus not amenable for identification ex-ante.

Evaluation Scope

For translating the intended outcomes of PMFBY to which the TSU is expected to directly

contribute, the intended outcomes have been mapped to the key results potentially targeted with the establishment of the Central TSU for PMFBY. The following table provides the mapping between outcomes and key results that could be linked to the work of TSU.

Table 2: Mapping of Intended Outcomes with Key Results for PMFBY

Intended Outcomes	Key Results
Ensuring flow of credit for food security, crop diversification & enhanced competitiveness of agriculture sector in India	<ul style="list-style-type: none"> - Increased access to national & international risk-transfer markets - Improved infrastructure, technologies & methodologies for data collection - Reduced cost for delivery and administration of PMFBY - Improved monitoring and evaluation of products / processes - Improved management of subsidy regime - Improved timeliness of loss assessment data for claims - Increased reliability and accuracy of loss data
<ul style="list-style-type: none"> i. Higher resilience & income stability of participating farmers ii. Increased uptake of crop insurance by small & marginal farmers 	<ul style="list-style-type: none"> - Improved awareness of crop insurance products - Increased ease of enrolment (user-friendliness / accessibility) - Improved claim settlement (timeliness / transparency / reliability) - Usage of efficient distribution / delivery channels - Improved grievance redress mechanisms / systems - Increased participation of non-loanee farmers
Greater ownership of scheme among state governments	<ul style="list-style-type: none"> - Increased capacity of implementation stakeholders at state level - Increased understanding among state government officials - Reduced pendency of claims - Improved interface with insurance companies - Improved models for delivery of benefits to farmers

Based on the information received from MoA&FW about the key areas of TSU support and juxtaposing them with the strategic pillars of TSU support (as articulated in the agreement between MoA&FW and UNDP), another mapping exercise was carried out to identify the relevant key result areas (KRAs) which could be associated with the strategic pillars. The key areas identified in the table below were then investigated with key stakeholders as part of the primary research for this evaluation.

Table 3: Translating Strategic Pillars of TSU Support into Key Result Areas

Strategic Pillars of Central TSU Support	Key Result Areas (KRAs)
Modules developed under PMFBY	Information related to enrolment of farmers (at IU level)

Portal / MIS & Data Management system implemented	CCE Agri App & Crop Insurance App
	Training for usage of the apps
	Subsidy management
Capacity Building of stakeholders	(Helping to improve) understanding and know-how of crop insurance for state government officials
	(Conducting regular & appropriate) training of bank officials
	(Improving) crop insurance literacy of farmers
IEC initiatives and outreach strategies	(Streamlining of) IEC / communication activities
	Monitoring of social media handles & management of online buzz
	Wider dissemination / publicity of PMFBY scheme
Contribution of TSU in addressing challenges & administration of scheme	Support to state govt. in getting held-up claims from insurers
	(Helping to improve) claim settlement (in terms of timeliness, transparency, reliability)
	(Helping to increase) participation of insurers
	(Supporting in) development of alternative models such as surplus-sharing model (MP, MH, TN)
	(Improving) grievance redress / query resolution for farmers
	(Regular) consultation and coordination with state government officials for effective implementation
	(Supporting through) allocation of nodal persons

6. Evaluation Approach and Methods

Evaluation Framework

This end term evaluation draws upon two complementary evaluation frameworks:

- i. Retrospective evaluation
- ii. Contribution analysis

The purpose of contribution analysis is to produce an evidence-based narrative of the contribution of an intervention or project. The evidence must be such that a reasonable person is likely to agree with the proposed narrative. It is also important to point out that contribution analysis works on the premise that there can be multiple factors determining an outcome and therefore the objective is not statistically to isolate the impact of a project. This framework relies on the underlying theory of change of an intervention/project that explicitly describes what the expected change is, how will it manifest, and why or how it is expected to happen. Typically, this implies tracing pathways from the project related activities to outputs, intermediate outcomes, higher outcomes and to the eventual impact.

While the framework provided by retrospective evaluation is useful for structuring the relationship between inputs, outputs and results, contribution analysis can help to map inputs onto outputs, and outputs onto results. This process enables the evaluation of the overall impact of the project. However, considering the attribution problem of this evaluation, the objective of this study is to develop a narrative of the contributions made by the TSU rather than present an indicator-wise breakdown of the statistical changes in aggregate measures over the last 3 years. For this purpose, the investigation has been structured to assess stakeholders' understanding of how the implementation of PMFBY would have likely been (given their experiences until 2018) in the absence of the TSU.

Assessment of Outcomes and Impact

The activities and inputs of the TSU have been predominantly targeted at the high-level stakeholders: Ministry of Agriculture and Farmers' Welfare (GoI), State level implementation agencies/ministries, Insurance Companies, Financial Institutions such as Banks, Reinsurance Companies etc. Therefore, an assessment of outcomes and impact of the project has relied on the information provided by these institutions through semi-structured interviews and focus group discussions involving their representatives. The impact of the TSU on the results of the scheme are mediated by multiple stakeholders. Therefore, to assess the impact of TSU it is imperative to estimate its contribution to the results, observed or perceived. It is here that the framework of contribution analysis has been the most useful. The evidence for the narrative has been provided by high level stakeholders, the intended recipients and the information on the activities undertaken out by the TSU.

Data Collection

Table 4: List of Stakeholders covered under Primary Research for this Study

Stakeholder Category	Stakeholders Covered for Primary Research
Government Agencies	<ul style="list-style-type: none"> – Key Officials of Ministry of Agriculture & Farmer Welfare, GoI – Key Officials of State Governments (based at State Capitals) <ul style="list-style-type: none"> ○ Maharashtra ○ Rajasthan ○ Odisha – District-level Officials in 2 districts of Maharashtra & Madhya Pradesh <ul style="list-style-type: none"> ○ Beed district in Maharashtra ○ Sehore district in Madhya Pradesh
Insurance Companies	<ul style="list-style-type: none"> – AIC of India – Bajaj Allianz – Reliance – Future Generali
Distribution Channels (Banks & CSC)	<ul style="list-style-type: none"> – ICICI Bank – CSC Officials & VLEs (at New Delhi & in 2 Districts visited)

Reinsurers	<ul style="list-style-type: none"> – GIC Re – Swiss Re
TSU Team	– Team based at Shastri Bhawan, New Delhi
Research Institutions	– National Insurance Academy, Pune
Farmers	– Farmer Groups in Beed (Maharashtra) & Sehore (MP)

7. Data Analysis and Synthesis

The following data analysis was carried out on different sections and sub-sections of respondents covered under data collection exercises such as semi-structured interviews, focus group discussions, case studies etc.

Text Analysis of Qualitative Data: This was carried out primarily with the help of NVivo on the transcripts and text content generated during in-depth interviews and focused group discussions.

Quantitative Data Analysis: Statistical tools were used for conducting various types of analyses on quantitative data provided from PMFBY database / MIS. Such analysis has helped to identify the quantitative indicators that would help in bringing out the potential outcomes and impact of TSU.

8. Findings and Conclusions

The key findings from interactions with key stakeholders are summarized below.

- All stakeholders have acknowledged the pivotal role of TSU in ensuring transparency, reliability, neutrality and responsiveness for effective stakeholder participation
- The highest levels of satisfaction with TSU's role have been seen among state government officials, CSC representatives and MoA&FW functionaries
- Uniform, timely and reliable access to key programme data on NCIP especially regarding enrolment, yield assessment has tremendously boosted stakeholder confidence / trust in the programme and its usefulness for farmers and / or financial institutions offering crop loans to farmers
- State governments acknowledge the criticality of TSU support and seek higher allocation of human capital
 - With support from TSU especially its designated nodal person, state government officials managing PMFBY have been able to clearly realize the value of PMFBY and have better sense of how to utilize the scheme for protecting economic interest of farmers (e.g., 80/110 model – surplus sharing model, co-insurance model of TN

etc.)

- State government officials have been able to look beyond routine firefighting / operational issues and can now focus on improving systems and processes that can ensure effective participation and better prices from insurers (by adopting improved loss assessment mechanisms viz. digitally monitored CCEs, smart sampling, RS-estimated yields etc.)
- Insurance companies acknowledge TSU's contribution towards improving capacities, awareness & understanding esp. of state government officials and improving crop insurance literacy of farmers through large-scale / impactful IEC campaigns and interesting initiatives such as Fasal Bima Pathshala, Meri Policy Mere Haath etc.
 - Insurance companies see TSU playing more of project / programme management role and expect significant contributions in specialized technical areas during its next phase
 - Technical support and operational support teams of TSU could be demarcated and ring-fenced to ensure that both developmental and administrative mandates of TSU get undivided attention
- Reinsurers have lauded TSU's role in increasing interest of farmers in crop insurance through multi-pronged measures (IEC / publicity / grievance redress / ease of enrolment / individualized loss assessment etc.)
 - TSU has picked up vital learning from best practices followed by key stakeholders esp. insurance companies and have contributed to mainstreaming of best practices in the PMFBY ecosystem across states
 - However, TSU have sometimes missed to incorporate local inputs / contextual factors since it is not closely connected with the grassroots and has to depend on other stakeholders
- Banks have acknowledged major benefits from improved ease of enrolment due to digitalization of PMFBY (NCIP)
 - TSU has helped NCIP incorporate vital inputs of banks which serve as vital touchpoints for farmers for enrolment but banks see the need for TSU to play a more effective convening role in engaging non-governmental stakeholders esp. banks
- CSCs have credited TSU for nurturing and supporting the ecosystem of CSCs and its VLEs which has helped expand the coverage of non-loanees through CSCs from a minuscule share in 2018 to 27% in 2022

- Excellent, prompt support from TSU / MoA&FW (GoI) to deal with grievances or technical issues faced by VLEs has helped CSCs to drive large enrolment of non-loanee farmers
- While all the stakeholders have admitted the vital role of TSU in addressing operational and administrative issues which have indirectly contributed to higher engagement of stakeholders, the role of TSU has been characterized by a range of terms such as:
 - “Bridge between state governments, GoI and insurers”; “voice of the states”; “buffer between states and centre and between farmers and insurers”; “back office of MoA (GoI)”

Consolidated Findings based on Interactions with Key Stakeholders

Table 5: Consolidated Findings from Primary Research with Key Stakeholders

Strategic Pillars of TSU Support	Key Findings from Stakeholders
Modules developed under PMFBY Portal / MIS & Data Management system implemented	<p>State Government Agencies</p> <ul style="list-style-type: none"> – PMFBY portal had issues till 2018-19 but the portal is now fully streamlined with information on farmer enrolment, CCEs, subsidy management available on a real time basis – From Kharif 2022 onwards, it is expected that claim computation will also be done online – Grievance redress is still to be brought online but with the involvement of TSU, it should be an easy affair – Conduct of online CCEs using the CCE app contributes substantially to building of trust between insurance companies and state government agencies. Training and adoption of CCE app is mainly enabled by TSU – The major credit of conceptualising and launching NCIP (PMFBY portal) and CCE app should be given to Mr. Gajendra Singh, Director (IT), PMFBY who rolled it out initially with Farmguide, an agritech start-up – Though NCIP / PMFBY portal was launched in 2017, major issues in its smooth and effective functioning were addressed in 2019 after the onboarding of TSU by MoA&FW (GoI) – Weekly video-conference organised by TSU involves key stakeholders in PMFBY and helps to flag key issues affecting NCIP in particular and PMFBY in general – Transparency in PMFBY has increased remarkably after PMFBY portal and associated data management system have started functioning in a streamlined manner – From Rabi 2019 season, integration of land records with NCIP was initiated for Maharashtra, Karnataka and Odisha states. By Kharif 2022, land record integration was completed for Rajasthan,

	<p>MP and Chhattisgarh. This has helped eliminate instances of double insurance on the same parcel of land and helped mitigate risk of bogus insurance.</p> <ul style="list-style-type: none"> – NCIP has increased ease of enrolment manifold for non-loanee farmers and has contributed to the phenomenal growth in share of non-loanee insured farmers. – TSU has helped in coordinating with the relevant team of MoAFW to bring about improvements in NCIP as per the felt needs of key stakeholders. The use of technology in key PMFBY processes such as subsidy management was ably coordinated & facilitated by TSU. <p><i>Insurance Companies</i></p> <ul style="list-style-type: none"> – After TSU became functional, the technical issues get addressed quickly. TSU also helped in developing new features like subsidy management, claim processing, MIS etc. Now dashboard is also available to check enrollment data. – TSU has managed the training calendar very well. Regular training, changes in the app & technical assistance has given confidence to the states to use the apps. – Post implementation of the subsidy management system, the subsidy payment has been easy & quick. There is a central system to track the eligible, paid & pending subsidy. – The NCIP portal, CCE & crop insurance app have helped in better administration of the scheme & have brought transparency in the CCE process – Strengthening and wide use of the CCE app have brought transparency & reliability (to PMFBY) – With the introduction of CCE application and real time monitoring of CCE data (on application and on web) has increased the credibility of CCE data. This will ensure that in future, disputes will be immediately addressed thus leading to faster claims settlement. – With the efforts of DoAFW & TSU, the real time data of CCEs has started getting transmitted to governments. This has helped reducing the moral Hazard in CCEs
Capacity building of stakeholders	<p><i>State Government Agencies</i></p> <ul style="list-style-type: none"> – The CCE app has been a major driver of transition from offline CCEs to online CCEs with the TSU helping state governments in its adoption by field workers through their training & capacity-building. – The GoI through the TSU has conducted remarkable work to build and enhance capacities of key actors in the crop insurance ecosystem especially bankers, CSC VLEs and state government officials.

	<ul style="list-style-type: none"> - TSU has contributed remarkably towards human capital development by organizing training of bankers, CSC VLEs, field workers and other administrative personnel involved in PMFBY implementation.
	<p>Insurance Companies</p> <ul style="list-style-type: none"> - TSU took the National Review Conference to a different level involving all the stakeholders. The weekly meetings also helped in developing healthy relationship with the states. - Periodic online trainings to the state officials and query resolutions. Tracking of each training session. Uniform presentations & knowledge sheets to officials. - Periodic online trainings to the Bank officials and query resolutions. Tracking of each training session. Uniform presentations & knowledge sheets to bankers. - Farmers are now aware of the scheme which has increased non-loanee enrollment. Close monitoring of initiatives like “Meri Policy Mere Haath” & “Crop Insurance Week” have created awareness among farmers. Fasal Bima Pathshala has also been a great initiative. - Vast monitoring mechanisms in place to monitor all the trainings/workshops/meetings conducted with farmers.
	<p>Reinsurers</p> <ul style="list-style-type: none"> - Capacity-building of state government agencies by TSU has helped state government agencies to start appreciating the perspective of insurance companies. - TSU has trained people from state governments to become trainers who are in turn imparting effective training to other representatives from state government agencies - For the last two years, TSU has been effectively managing (on behalf of GoI) a dedicated WhatsApp group pertaining to IEC - TSU can act more creative or innovative w.r.t. IEC campaigns and could be in a position to offer interesting ideas to insurance companies which generally have large marketing teams
<p>IEC initiatives and outreach strategies</p>	<p>State Government Agencies</p> <ul style="list-style-type: none"> - TSU has also helped in widespread and large-scale implementation of IEC campaigns, both in field and on social media. However, there is substantial scope for improvement of content for IEC in terms of (i) improving relevance and fit with local cultural context; (ii) using multimedia to improve target audience engagement; (iii) leveraging social media for wider reach / circulation among target audience; (iv) employing quality professionals (from external vendors) for these IEC campaigns <p>Insurance Companies</p>

	<ul style="list-style-type: none"> - IEC activities are now more professional, focused & result oriented. Several new innovations have been introduced for the publicity of the PMFBY scheme. Uniform message and IEC materials were also created for effective impact. - TSU is doing well in handling the social media & online buzz. Grievances too are being monitored by TSU pertaining to ICs on PMFBY handle. - There has been plenty of information available on social media regarding PMFBY now. - IEC activities are now more professional, focused & result oriented. Several new innovations have been introduced for the publicity of the PMFBY scheme & wider dissemination. Pooled IEC fund has helped in wider and cost effective awareness generation and mass level. - Realtime monitoring system for all IEC activities - Dedicated team assigned by TSU to monitor all the social media campaign. Focused approach leading to increased awareness of scheme. Hence non-loanee enrolment has seen a lot of traction.
	<p>Reinsurers</p> <ul style="list-style-type: none"> - Insurance companies have done excellent work on IEC. TSU has overseen the work of ICs and has picked up vital learnings. Hence it has played a major role in mainstreaming good practices. - TSU has sometimes missed factoring in local inputs / contextual factors in IEC campaigns
<p>Contribution of TSU in addressing challenges & administration of scheme</p>	<p>State Government Agencies</p> <ul style="list-style-type: none"> - There is high dependence of state government's crop insurance cell on TSU for various types of support such as programme / project management, technology support, technical support, troubleshooting assistance etc. TSU provides all round support to state govt's crop insurance cell. - TSU is reported to have helped state governments to come up with models such as surplus sharing model. - TSU has helped in terms of enabling two-way communication between Gol and state government agencies implementing PMFBY and similarly between state government agencies and insurance companies - TSU has played an instrumental role in factoring or incorporating the inputs of state government in the operational guidelines of PMFBY and has followed a consultative process for the same. - TSU's major contribution has been towards enabling effective coordination between state govt. and central govt. agencies for resolutions of concerns and conflicts pertaining to PMFBY. TSU has helped state government agencies by actively following-up

	<p>with the MoA&FW on critical operational issues pertaining to PMFBY</p> <ul style="list-style-type: none"> – SOPs developed by TSU on (i) grievances; (ii) manpower are very useful documents – TSU has helped through (i) coordination; (ii) dispute resolution; (iii) technology-based yield estimation (non-conduct of CCEs); (iv) closure on tricky issues; (v) innovation sandbox; (vi) new operational guidelines; (vii) ease of enrolment process
	<p><i>Insurance Companies</i></p> <ul style="list-style-type: none"> – TSU has done well in coordination with the state government for smart sampling & synthetic yield. – Quality of the historical yield data has improved. Dashboard on the portal having all India coverage has also helped the insurance companies. However, still a lot of work needs to be done and data should be made available to all ICs for better pricing. – TSU helped in formulating alternative models in consultation with the states & insurance companies. – The TSU has helped in resolving grievances of the insurance companies & state governments with a scientific approach acceptable to everyone. – Innovations like smart sampling & technology-based yield have helped in minimizing moral hazards. Formation and adoption of Yes-Tech were also initiated by TSU – Evaluation of pilot projects with their scalability and monitoring is now possible with TSU in place – Since formation of TSU, it seems that State Governments have started understanding the challenges of insurance and reinsurance companies. TSU has made efforts to bridge the gap between the State Governments and ICs by involving Reinsurance Companies.
	<p><i>Distribution Channels (Banks & CSC)</i></p> <ul style="list-style-type: none"> – TSU has ensured excellent support in case of grievances and technical issues which has helped CSC SPV to motivate CSCs for PMFBY. With active involvement of TSU, the waiting / settlement period for refunds to has VLEs has reduced considerably. – The top officials of MoA&FW, GoI with support of TSU have always exhibited high responsiveness to complaints regarding functioning of NCIP and other systems during peak enrolment seasons. This has enabled VLEs to enrol large number of non-loanee farmers near the cut-off time, thus leading to significant growth of non-loanee farmer portfolio under PMFBY.
	<p><i>Research Institutions</i></p>

	<ul style="list-style-type: none"> - Through its excellent work on system strengthening and stakeholder management, TSU has freed up senior officials of concerned departments of both central and state governments from routine tasks and have enabled them to focus on relevant themes for PMFBY in the medium to long run. - The ongoing phase of TSU could be considered as proof of concept period which has validated the relevance and usefulness of TSU.
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Inferences and Conclusions

The information collected from the various respondents has to be understood in light of the problems that they may face in attributing observed changes directly to the TSU. We have highlighted the problem of attribution from the perspective of an evaluator. It has clearly emerged from the stakeholder interactions that it is difficult for them to also precisely and/or accurately identify the impact of the actions taken by the TSU.

For instance, consider the case of National Crop Insurance Portal (NCIP). The creation of the MIS underlying the portal and of ensuring that data is updated correctly and quickly is within the remit of the TSU. However, all the stakeholders covered during the primary research reported the NCIP to be the brainchild of one of the senior officials of MoA&FW. Given the continued involvement, ease of accessibility, deep interest, domain knowledge and consultative approach, it is seen that most stakeholders still reach out to the given official of MoA&FW with their concerns, queries and requests for support on matters pertaining to NCIP. Though the TSU Consequently, for these stakeholders, the role of the TSU in the smooth operation of the portal may seem to be limited. But, for this evaluation, if they had reported that NCIP was not meeting their expectations, it would have to be understood as a limitation in the functioning of the TSU. Therefore, it is imperative to concede that if NCIP is seen as an important addition to the crop insurance ecosystem and is meeting expectations, the TSU must have played an important role. Both by supporting Mr Gajendra's team, and by coordinating with them to ensure they have the requisite capabilities to pick up the slack if the need arises.

Issues of this sort are not unexpected in the evaluation of a support unit which is trying to curate and improve the institutional structure for the delivery of a programme. Therefore, to understand the impact of the TSU it is insufficient to merely record the responses of the different stakeholders. It is imperative to supplement the information collected by drawing on conceptual frameworks that sketch the role it has been playing, and trace its implications. These frameworks will speak to the design of the project, the support it has provided, the appropriateness of its support and the efficiencies it has generated.

TSU as a Learning Organization

PMFBY is being implemented on a very large scale. As is the case for such a large-scale programme, it involves many stakeholders, each with their own set of objectives, which may not always align. The various agencies responsible for implementation and the

beneficiaries are spread over a large geographical area with different underlying considerations & requirements. Thus, to improve the viability and the uptake of the programme interventions will be required at multiple levels and may differ across time and geographies. More importantly, it is very unlikely that most of the interventions required can be identified and fully defined at the outset. They are likely to reveal themselves over time through the impediments faced in the process of implementation.

Organization theorists have identified the need for and importance of “learning organizations” to foster continuous learning and improvements. While the origins of the idea lie in rapidly changing businesses like semiconductors, consumer electronics etc., the scale, and the context of PMFBY require that it be treated like it is operating in a fast-changing environment that requires constant updating of beliefs, systems and practices.

The scholar Peter Senge, in his book *The Fifth Discipline*, described learning organizations as places “where people continually expand their capacity to create the results, they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning how to learn together.”¹

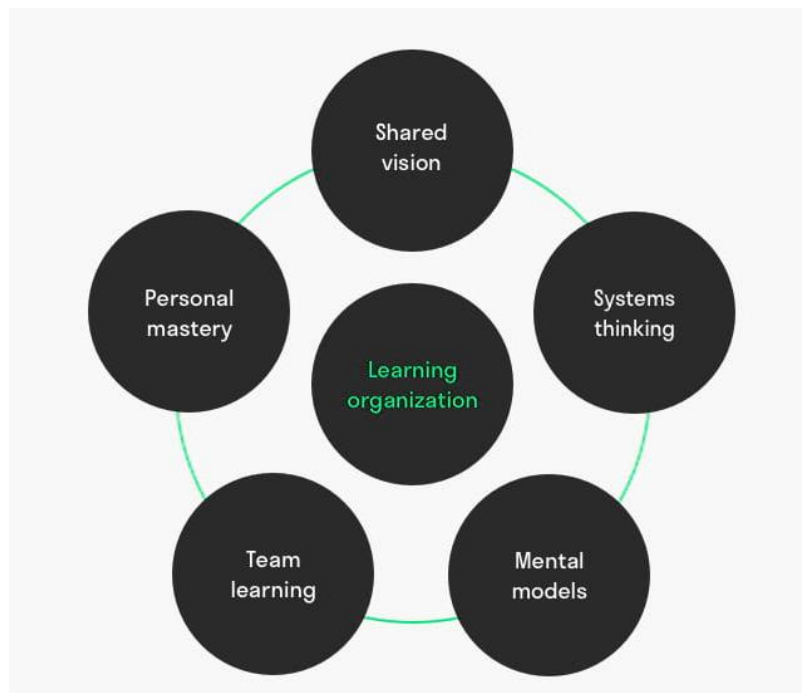


Figure: Senge’s 5 disciplines of Learning Organizations

Senge prototypical learning organization is a business entity or a firm that is fashioned to increase the possibility of improving itself. While any firm has different teams, with slightly differing and potential conflict objectives, they are still under a single disciplinary umbrella that is likely to facilitate the process of creating an organizational structure that facilitates learning. The PMFBY programme, on the other hand, involves different agencies and players, with differing stakes that change and evolve. Further, there are considerations of

¹ Peter M. Senge, *The Fifth Discipline* (New York: Doubleday, 1990), p. 1.

social justice inherent in the programme which is not easy to weigh and are likely to be understood differently by different stakeholders. This makes the process of collating, assimilating, and disseminating learnings a far more challenging one.

It is in this context that the contribution of the TSU must be understood.

The complex nature of the interactions across the PMFBY ecosystem means that a 3-year period is not sufficient to establish a programme-wide learning organization. However, it is long enough to assess if the developments are trending in the right direction. For this purpose, it is useful to establish, not only the end outcomes that a learning organisation must endeavour to accomplish (illustrated in figure 3) but the processes by which it can do so.

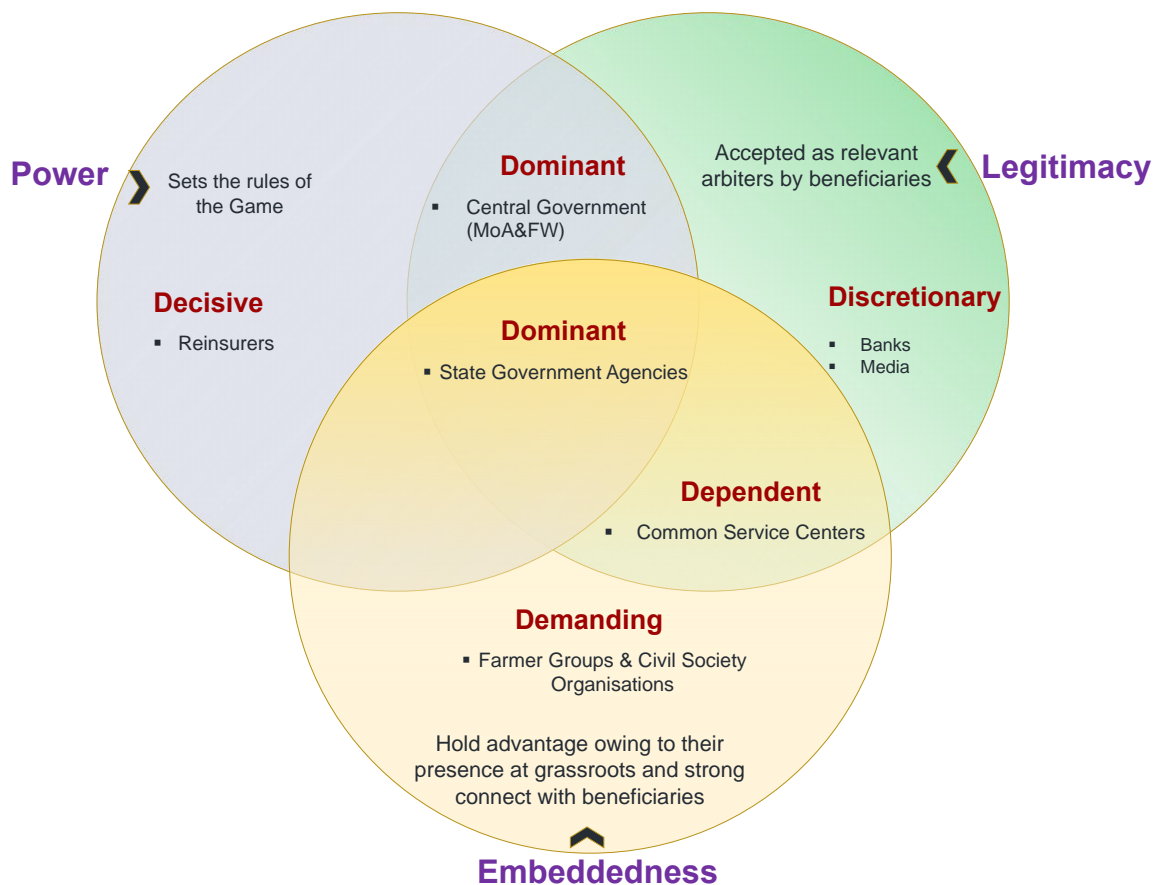
The late David A. Garvin asserted that a good learning organization must be skilled at five main activities²:

- Systematic problem solving
- Experimentation with new approaches
- Learning from their own experience and history
- Learning from the experiences and best practices of others
- Transferring knowledge quickly and efficiently throughout the organization

These are the dimensions along which TSUs contribution will be evaluated in this study. The possibilities of the potential contributions of the TSU along these dimensions require a clearer exposition of its position in the PMFBY programme.

² <https://hbr.org/1993/07/building-a-learning-organization>

PMFBY Stakeholders



Agriculture is a state subject and therefore the state governments form the implementation relevant nexus of the programme, even though the impetus for it may have come from the central government. However, typically state governments may not have the bandwidth to address the concerns of the embedded stakeholders as they emerge in the course of the programme implementation. One of the most important roles of the TSU has been to appoint nodal officers who facilitate interactions between state governments and other stakeholders.

For instance, one of the respondents from CSC stated: a delay in the disbursement of subsidies from a state government was slowing down enrolments in the programme in the state. The TSU nodal officer facilitated a speedy disbursement of the subsidy, which subsequently led to a record uptake of the programme in the Kharif season of 2022.

Proof-of-Concept Stage - Tuckman's Stages of Group Development

The PMFBY is fundamentally trying to resolve a market failure. In a standard market for insurance, the buyer mitigates risk and the insurance provider profits by charging the premium appropriate to the probability distribution of the risk being insured. However, resource constraints faced by farmers, high level of basis risk and difficulties in verification mean that crop insurance is not likely to be very popular without state support. But state intervention increases the possibility of incentive misalignment. Insurance companies may be concerned about being coerced by the state into providing an unremunerative social

safety net and farmers may be concerned about insurance companies benefitting from the largesse of the state as their expense. This is an oversimplification of the concerns of the two parties, but it serves to outline the potential for antagonism among the various stakeholders across the programme.

A useful framework for the benchmark against which the evolution of TSU can be evaluated is Tuckman’s stages of group development. Developed in the mid-1960s by Bruce W. Tuckman, the description states that groups go through 4 stages of development: Forming, Storming, Norming and Performing. The various stakeholder in the PMFBY programme can be seen as working in the same team in so far as they cannot exist in the (crop insurance market) independently of each other.

- **Forming:** Typically group members have a lot of questions, reflecting both excitement and uncertainty or anxiety. The principal work for the team during the Forming stage is to create a team with clear structure, goals, direction, and roles so that members begin to build trust.
- **Storming:** Triggered by the discovery that their initial expectations are unlikely to be met, in this stage members are likely to be frustrated and express their disagreements about goals, expectations, roles and responsibilities. This necessitates the need to develop both task-related skills and group processes, and in particular, conflict management and grievance redressal capabilities to build up trust in the team.
- **Norming:** As mechanisms evolve to reconcile and manage differences between expectations and reality, members should experience an increased sense of comfort. Such mechanisms typically involve flexible and inclusive norms. As mutually beneficial outcomes become more attainable, members are likely to conscious efforts to resolve problems and collective outcomes.
- **Performing:** Members are not encumbered by apprehensions about the intentions of others and can address and solve emerging problems to work towards stated goals or outcomes.

It is self-evident that groups or teams do not evolve linearly from one stage to the next. They can oscillate between multiple stages or different parts of the team can be in different stages at the same time. This is particularly true of a complex programme like PMFBY, where sub-teams (comprised of stakeholders within a state) can be in different stages of development depending on the initial conditions under which the TSU became active.

The activities outlined for the TSU can be mapped onto the most relevant ones required at different stages. This will help illuminate the stage of team (of all stakeholders) development that PMFBY was expected to be at in 2018 and the potential role that TSU could have played.

Table 6: Mapping of Role of TSU and its Current Stage of Development

Role of TSU	Stage of Development
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IEC and Capacity Development	Forming
Managing partnerships, conflict and grievances	Storming
Information database management	Storming
Compiling learnings	Norming
Disseminating learnings and product development	Norming

It is clear that in this framework the role of the TSU (as it was envisaged by MoA&FW) was that of facilitator shepherding a team in its early stages. The role of the TSU as a learning organisation can therefore at best be considered in its proof-of-concept stage, where its primary role is to generate confidence in the programme among the various stakeholders.

Administrative vs Technical Efficiency – Stage-appropriate role

It is clear that as the PMFBY-fostered crop insurance ecosystem in India matures, technically higher quality products based on more precise and accurate measures of agricultural distress can be offered. But while these products will most likely be more efficient, both in allocation and distribution, they are not likely in an environment full of administrative frictions. In Tuckman’s assessment, a team in the storming stage is unlikely to be able to innovate. Therefore, smooth administrative functioning, characterized by high levels of transparency and inter-stakeholder coordination is a pre-requisite for increased technical efficiency. The TSU is still in the process of smoothing out the bottlenecks in the administration of the programme. And consequently, its administrative role must be seen as distinct from its technical one which is likely to be limited at this stage of the evolution of the programme.

Beginnings of Norming - Technology Adoption and Transparency

In an environment in which market interactions are subsidized by governments, information asymmetry can be rife. Such asymmetry in information access creates an environment of distrust which is the mainstay of the storming phase of a team’s development.

In the case of the PMFBY, this maps onto the silos in which state governments interact with insurers, insurers interact with re-insurers etc. Possibly the only way to mitigate concerns around differential treatment and build trust is to ensure that close to real-time data from insurance transactions are made available to all stakeholders. The TSU provides the National Crop Insurance Portal, CCE-Agri and Crop Insurance App. This has multiple benefits:

- Stakeholders do not waste resources in assessing how their peers are performing
- Mitigates concerns about how dealings differ across contexts
- Reduces the payoff from opportunistic behaviour
- Decreases ad-hoc demand for information reduces administrative costs
- All players can draw on the same (large) data set to fashion innovative products that more closely reflect empirical realities.

In general, it improves team cohesion by increasing transparency. This facilitates the development of a team from the storming to the norming phase. In addition, this is a manifestation of the role of a learning organisation, whereby it creates an environment that facilitates learning from the experience of others, transfer of knowledge and creates the possibility for experimentation with new approaches.

These conceptual frameworks provide the context for evaluating the TSU's performance on the six outputs specified in the agreement (between UNDP and MoA&FW). Though, it should be noted that some of the outputs, as specified in the agreement, would typically be understood as results of outcomes.

- 1. Strengthening Policy, Planning, Budgetary and Financing mechanisms:** In its role as a learning organization, the TSU has started creating a repository of best practices in crop insurance that are accessible to both state and private players. The TSU is also seen as being instrumental in piloting and promoting new and innovative technologies in CCE and subsidy management. Further, despite some states reported benefitting greatly from the advice of actuaries in the TSU team when they were made available (please see Recommendations for discussion on personnel shortages), the TSU has been limited in its ability to provide technical actuarial services or in the calculation of loss cost. This role will and should gain greater prominence as PMFBY enters its next phase.
- 2. Building Operational and Technical capacities of State and non-state actors:** TSU has been central to building the operational capabilities. Further, by reducing the operational role that some of these actors had to engage, the TSU allowed some of them to dedicate greater resources to build up their technical capacities. The TSU's state nodal officers in particular seem to have assisted in state actors better appreciating the potential benefits and structure of PMFBY. As in the case of output, the role of the TSU in directly building technical capabilities is likely to increase as administrative bottlenecks ease.
- 3. Increase in enrollment of especially small and marginal farmers:** The TSU has played a critical role in making the enrollment process simpler (and therefore increasing accessibility) along with quick grievance redressal. TSU has also made it possible for CSCs quickly and easily access training material and sessions for both their VLEs and target (non-loanee) farmers. However, much more still needs to be done to make it easier for small and marginal farmers to benefit from crop insurance.
- 4. Crop Insurance Web Portal and MIS:** Tremendous progress has been made in this regard, and it has benefitted all stakeholders by increasing the transparency in the system. The high level of reliance on, and appreciation for data available among all stakeholders, the next stage of development will lead to more clear specifications for the type of analytical reports that can be generated from the data.

5. **Tools and Strategy for communication, advocacy, outreach and knowledge:** TSU has undertaken large scale communication and outreach activities. It has also performed the key role of the nexus of communication in the PMFBY ecosystem, acting as an advocate, and accumulator, and disseminator of knowledge.
6. **Establishing partnerships with a wide of group of stakeholders and private sector:** Tremendous progress has been made in this regard and this is perhaps the most important output of the TSU in its three year existence.

In addition to this assessment of the TSU's performance in achieving these outputs, two key observations need to be made.

- Crop insurance as a product is primarily used by people who have agricultural landholdings in their name. In the Indian context, an overwhelmingly large proportion of farmers who meet this criterion, are male. The social context therefore makes it difficult for any intervention to increase female participation in a relatively short span of time. An improvement in this direction will require fundamental changes in land holding patterns and increase in formalization of tenancy contracts, both of which are beyond the remit of the TSU.
- The TSU acts as an institutional bridge between stakeholders. For a programme the size of PMFBY, not only is this critical, the return on investment in the TSU, while difficult to quantify is rather large. The ecosystem will not enter its performing stage for some time to come. Consequently, the continued existence of the TSU is not only likely to be desirable but may be critical for PMFBY to meet its policy goals.

9. Recommendations

- TSU is seen as an extension of the MoA&FW, GoI which is one of the two most dominant stakeholders in the PMFBY ecosystem (the other being state governments). It therefore becomes important for it to exhibit a higher level of sensitivity and responsiveness towards non-governmental stakeholders particularly insurance companies, banks, CSC to ensure that it continues to be viewed as a neutral entity in the PMFBY ecosystem
- As highlighted during the primary research, while the TSU has helped tremendously to improve the efficiency of PMFBY, it has been marred by absence of personnel in many key positions. The TSU needs to ensure better deployment of requisite personnel in its next phase. This is also closely related to the high attrition rate that the TSU faces. Positions in the TSU are offered on short-term basis, and consequently some of the better performing members of the TSU team leave if they have more stable, longer-term employment opportunities available to them. One way to address this problem maybe for the TSU to seek a 5-year engagement, instead of the current 3 years. This will allow for contracts with long enough time horizon to attract and retain personnel.
- In addition to longer tenures, as the TSU deals with a multitude of technically complex issues, it must strike an optimal balance between full-time staff and part-time

consultants since it has become difficult to hire scarce, specialized, and proven experts in crop insurance domain.

- The agenda or mandates for TSU have to provide adequate latitude for TSU to identify key areas of contribution which can be taken up by its team based on its first-hand experience dealing with PMFBY for a reasonably long time. These should be complementary to the agenda or mandates assigned to it by MoA&FW.
- There has to be adequate ring-fencing between the set of personnel assigned by TSU (i) exclusively for technical / developmental roles and (ii) for operational / project management roles. This would ensure the right balance between the short-term (reactive) and medium / long term (proactive) roles to be fulfilled by the TSU based on a shared roadmap co-developed with MoA&FW, Gol.

10. Lessons Learned

- i. The objective of PMFBY, and therefore the TSU, is to encourage innovation, create competition among private players and consequently improve service and take-up of insurance policies. The last among these cannot only be evaluated by getting the views of the institutional stakeholder on board. In future evaluations of the TSU, it may be useful to get a better and more detailed understanding of how farmers see changes in the implementation of PMFBY. These observations gleaned from farmers, may not all be directly attributable to TSU, but the perspectives of the intended beneficiaries can help greatly in assessing the impact of the behind-the-scenes work being carried out by the TSU. It will also assist in the evolution of the programme design by identifying the persistent pain points of the farmers and how they differ across geographies.
- ii. With the pivot towards voluntary participation by farmers in PMFBY, the focus on non-loanee farmers has understandably increased. However, an unfortunate side-effect of this change has been that some banks seem to feel that they are no longer considered critical stakeholders and consequently are not as actively included in the consultative process as they would like to be. As one of the aims of a good crop insurance programme is to ensure credit flows in agriculture and related activities, taking banks' perspective on their desirable direction of evolution may help create an environment in which they have enough confidence in the design of the programme to lend more aggressively to farmers. The TSU works very intensively with state governments and insurance companies and can potentially facilitate a closer alignment between these two, and banks.
- iii. CSCs are primary touch points for non-loanee farmers in the programme. And they report having benefitted greatly from the ability to seek grievance redressal via TSU and their state nodal officers. However, it might be useful to seek inputs from them more actively, as they are most likely to be able to provide insights into the preferences and issues faced by farmers. This would help evolve the institutional structure to facilitate the process by which farmers access the programme.

iv. The proactive role of the TSU has been subsumed by the reactive role they have to play to address institutional gaps. The longer-term goal must however be to invert the proportions. One of the ways that this can be done is by identifying proximate and intermediate outcomes, specifying how the outputs of the TSU are expected to lead to these outcomes and tracking if the initial expectation was met in periodic internal monitoring and evaluation exercises. Perhaps due to the amorphous structure of the role of the TSU, this was difficult to do in the last 3 years. Even so, the annual and quarterly performance reports leave much to be desired in terms of identifying outcome parameters that may have meaningfully been affected by the actions and strategies of the TSU. Some of the issues of attribution that have been identified in this study would limit the precision with which these M&E activities can be carried out in-house, but it will put in place a process that across multiple iterations, with adaptation and course correction would create the blueprint for the ambitions of the TSU in terms of the role it sees for itself as PMFBY evolves from the storming to the norming stage of its development.

Annexures

Annexure 1

Checklist for State Government Representatives

1. Please share your experience and perspective about the following areas related to PMFBY implementation and administration.

Strategic Pillars of Central TSU Support	Specific Support Areas	Before TSU (2018-19)	After TSU (2021-22)
Modules developed under PMFBY Portal / MIS & Data Management system implemented	- Information related to enrolment of farmers (at IU level)		
	- CCE Agri App & Crop Insurance App (including state-specific customizations)		
	- Training for usage of the apps		
	- Subsidy management		
Capacity Building of stakeholders	- (Helping to improve) understanding and know-how of crop insurance for state government officials		
	- (Conducting regular and appropriate) training of bank officials		
	- (Improving) crop insurance literacy of farmers		
IEC initiatives and outreach strategies	- (Streamlining of) IEC / communication activities		
	- Monitoring of social media handles and management of online buzz		
	- Wider dissemination / publicity of PMFBY scheme		
Contribution of TSU in addressing challenges & administration of scheme	- Support to state governments in getting held-up claims from insurers		
	- (Helping to improve) claim settlement (in terms of timeliness, transparency, reliability)		
	- (Helping to increase) participation of insurers		
	- (Supporting in) development of alternative models such as surplus-sharing model (MP, MH, TN)		
	- (Improving) grievance redress / query resolution for farmers		
	- (Regular) consultation and coordination with state government officials for effective implementation		
	- (Supporting through) allocation of nodal persons		

2. Please share your view on how the PMFBY implementation and administration would have been affected if the Central TSU was not set up in 2018-19.
3. Please share your overall opinion about the contribution of Central TSU in implementation and administration of PMFBY
4. Please share your top 5 suggestions / areas of improvement for TSU so that it can contribute to more effective implementation of PMFBY

TERMS OF REFERENCE

To conduct End Term Evaluation study for the project “Setting up a Central Technical Support Unit on Crop Insurance (Pradhan Mantri Fasal Bima Yojaya)”

Background

Indian farmers face several challenges to secure their household income, food provision while making important economic contribution to the country. A key reason for farmer distress is crop failure and yield loss triggered by the vagaries of climate. The Government of India launched the Pradhan Mantri Fasal Bima Yojayna (PMFBY) to compensate farmers for any crop losses. The scheme insures farmers against a wide range of external risks – drought, dry spells, floods, inundation, pests and diseases, landslides, natural fires and lightening, hailstorms, cyclones, typhoons, tempests, hurricanes, and tornadoes. The scheme also promotes sustainable agriculture production. However, for implementing the scheme initiatives, the need for improving the institutional capacities of the state agencies and service provided to promote inclusion of small and marginal farmers for improve uptake of crop insurance services, was recognized.

UNDP’s Country Programme Document (2018-2022) identifies “Institutional and systems strengthening for service delivery” as of its foremost programme priorities and outcomes. UNDP India leveraged its expertise in systems strengthening to support the Ministry of Agriculture and Farmers’ Welfare to set up a Technical Support Unit (TSU) for the implementation of PMFBY to improve institutional and programmes responsiveness, increase coverage and better access among the marginalized and excluded farm households offering innovative measures for risk management and reduced crop loss for the rural population of India. The TSU focused on providing capacity building and training support to the participating state-level government departments involved in PMFBY and advancing the scheme among new states for improved uptake. The TSU at the central level was also responsible for providing credible and timely information related to yield estimation and subsidies to ensure effective decision making at the central and state level feeding into product design, settlement of claims and smoother roll out of schemes.

The objective of the project was to support the Ministry of Agriculture and Farmers’ Welfare in its effort to improve economic resilience of farm households to climate risks and natural disasters through crop insurance. The approach was to strengthen the institutional and operational capacity at the national and state level for improving the covering of crop insurance to make it more inclusive and beneficial for farmers. The output for the Technical Support Unit was the seamless implementation of the PMFBY across 20 states in India – improving access, quality of service, and increase coverage to help reduce farm income losses caused by climate and natural disaster risks. The following outlines the key strategies deployed for improving the implementation of the Pradhan Mantri Fasal Bima Yojayna:

1. Strengthening Policy, Planning, Budgetary and Financing Mechanisms
2. Setting up management information database system and robust Crop Insurance Portal
3. Capacity Building and Implementation Support to State departments and non-state actors
4. Communication Strategy and Awareness Campaign

Objective of the Assignment

UNDP is seeking the services of an experienced agency to conduct an End Term Evaluation of UNDP's support to the Ministry of Agriculture and Farmers' Welfare by "Setting up a Central Technical Support Unit on Crop Insurance (Pradhan Mantri Fasal Bima Yojaya)". The evaluation should provide quantitative and qualitative data covering key areas related to governance, implementation, and uptake behaviour among the farmers as well as some policy suggestions for better functioning of the program. For each of the domains mentioned above, the evaluation will examine the gender related impact besides the overall gendered impact of the initiative.

Scope of Work

The selected agency would take the complete responsibility of the design, translation, testing and finalization of the evaluation study. The scope of work expected from the agency is outlined below:

a. Methodology for the evaluation study

- Retrospective evaluation can be conducted for the project. The agency may choose to suggest any other evaluation approach as well. The methodology needs to be gender responsive and should establish the project's contribution to the Sustainable Development Goals.
- Desk review of all relevant project documentation including project documents, annual work-plans, project progress reports, PMFBY database /MIS, etc. This will also include a specific focus on how gender considerations have been identified and integrated in the project cycle.
- In- depth interviews, focused group discussions (FGDs), physical interactions etc to gather primary data from project stakeholders (Ministry of Agriculture and Farmers' Welfare, selectstates (20), UNDP's Technical Support Unit, Insurance Companies (10+), Financial Institutions, Common Service Centre, Farmers, Women Farmers, etc.) using a structured methodology involving at least 8-10 interviews or 3-5 FGDs per stakeholder.
- Data and information collected to be collated and analysed to develop relevant insights for the evaluation reports under major verticals of TSU as mentioned:
 - Assessment of modules developed under PMFBY Portal
 - Capacity Building of stakeholders
 - IEC initiatives and outreach strategies
 - Use of Technology for yield estimation
 - Gauge contribution of TSU in addressing challenges & administration of scheme
 - MIS and Data Management system implemented
 - Support provided to Central Government & State Govts.

Gender disaggregated data will be analysed to understand impact on project participants. In addition, for all the domains identified above, specific focus will be to understand the achievements and constraints of underserved communities especially women in the project.

b. Design of study

- To what extent did the project achieve its overall objectives?
- To what extent were the results (impacts, outcomes, and outputs) achieved?
- Were the inputs and strategies appropriate and adequate to achieve the results?

- Was the project relevant to the identified needs?
 - How was gender and gender related capacities and vulnerabilities addressed in the project
- c. **Assess the technical support process and its appropriateness in implementation of PMFBY**
- Was the project effective in delivering desired/planned results? Did it reach its core constituency- especially marginalised communities, including women participants?
 - How effective were the strategies and tools used in the implementation of the project?
 - How effective has the project been in responding to the needs of the project, and what results were achieved?
 - What gender related impacts did the project support?
- d. **Assess the efficiency of project implementation**
- Are there more efficient ways and means of delivering more and better results (outputs and outcomes) with the available inputs?
 - Could a different approach have produced better results?
 - How was the project's collaboration with the various stakeholders involved in the project?
 - What are the strengths, weaknesses, opportunities, and threats of the project's implementation process?
- e. **Lessons learned and Recommendations**
- Describe the main lessons that have emerged from the project?
 - Changes in TSU structure/functioning for better impact
 - What would be the recommendations for key stakeholders for implementing similar projects?
 - Recommendations to strengthen gender responsive programming including policy implications.

Deliverables

1. **Inception report:** The agency will commence the evaluation process with a desk review and preliminary analysis of the available information provided by UNDP. Based on the TOR, initial meetings with the UNDP and the desk review, the agency should develop an inception report which will be around 5 pages in length and will elaborate evaluation methodologies, including the following:
 - Background and context
 - Evaluation objective, purpose, and scope
 - Evaluation criteria and questions
 - Evaluation analysis
 - Evaluation approach and methodology
 - Evaluation matrix
 - Schedule of key milestones, deliverables, and responsibilities
 - Outline of the final report
2. **Transcripts of data** collected (Key Informant Interviews, Focussed Group Discussions)
3. **Draft report:** This report will be reviewed UNDP to ensure that the quality of the report should:
 - Have a concise Executive Summary
 - Be well structured and complete.
 - Describe sufficiently what exactly is being evaluated and why.
 - Include an analysis of the project design, theory of change or results framework.

- Identify the evaluation questions of concern to users.
- Explain the steps and procedures used to answer those questions.
- Acknowledge limitations and constraints in undertaking the evaluation.
- Identify target groups covered by the evaluation, whether the needs of the target groups were addressed through the intervention, and why.
- Address gender equality and women's empowerment and other cross-cutting issues.
- Present findings supported by credible evidence in response to the questions.
- Draw conclusions about the findings based on the evidence.
- Propose concrete and usable recommendations derived from the conclusions.
- Be written with the report users and how they will use the evaluation in mind.

4. **Final report** with the following components:

- Cover Page
- Project and Evaluation details
- Table of contents
- List of acronyms and abbreviations
- Executive summary
- Introduction and overview
- Description of the project being evaluated
- Evaluation scope and objectives
- Evaluation methodology
- Data analysis regarding the outcomes and outputs achieved
- Findings and conclusions
- Lessons learned and recommendations to provide guidance for future programming

For all the domains mentioned above, the report will integrate gender related insights and learning in the sections of the report.

5. **PowerPoint Presentation** summarizing key findings, lessons learnt and recommendations

Reporting

The agency will work under the direct supervision of the Monitoring, Evaluation and Learning Officer (Technical Support Unit, UNDP India) with facilitation of introduction to various stakeholders by the project's Technical Support Unit. The agency will report progress on the evaluation study on a weekly basis. The agency will also present the results of the study to UNDP India.

Evaluation Ethics

This evaluation will be conducted in accordance with the principles outlined in the UNEG '[Ethical Guidelines for Evaluation](#)'. The agency must safeguard the rights and confidentiality of information providers, interviewees, and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The agency must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners

Timelines and Payment Schedule

The duration of the assignment will be **5 weeks** from the date of signing of the contract. The

agency must send a financial proposal based on **Lump Sum Amount**.

- The total amount quoted shall be all-inclusive and include all costs components required to perform the deliverables identified in the TOR, including professional fee, travel costs, and any other applicable cost to be incurred by the agency in completing the evaluation study.
- The contract price will be fixed output-based price regardless of extension of the herein specified duration.
- All the deliverables should be verifiable through appropriate documentation maintained by the agency.
- The agency will be expected to conduct data collection with critical stakeholders (Ministry of Agriculture and Farmers' Welfare, Technical Support Unit, some of the Insurance Companies and Financial Institutions as well, etc.) in-person in New Delhi. The agency may plan to visit states in the nearby geographies to where the agency is based out of. Remaining data collection can be done virtually via telecommunication. The travel cost must therefore be incorporated within the proposed budget for the evaluation.
- Payments will be done upon completion and review of the deliverables by UNDP and as per below percentages:

#	Deliverable	Duration from signing of contract	% Payment of the contract amount
1	Submission of inception report	Within one week	20
2	Submission of transcripts, draft and final report	Within 3 weeks	60
3	Final approval of report and presentation	Within 5 weeks	20

Expected Areas of Expertise

The following areas of expertise are deemed necessary:

1. The agency should have extensive experience of policy, procedures, and program management. Previous experience of working with UN agencies will be preferred.
2. The agency should have experience of conducting evaluation studies (qualitative and quantitative) of providing support to central ministries for effective implementation of national schemes.
3. The agency should have experience of working on similar studies in agriculture and/or insurance projects.
4. The agency should have experience of working with national and/or state level government schemes/organizations.
5. The agency should have qualified resources well versed with domain knowledge and excellent communication skills (written and spoken English and Hindi).

Proposal Evaluation Criteria

The award of the contract shall be made to the agency whose offer has been evaluated and determined as a) responsive/compliant/acceptable; and b) having received the highest score out of set of weighted technical criteria (70%) and financial criteria (30%). Financial score shall be computed as a ratio of the proposal being evaluated and the lowest priced proposal received by UNDP for the assignment.

- **Technical Proposal (70%)**

- Capabilities as specified in expected areas of expertise section (30%)
- Experience of project team (20%)
- Quality of the proposal (20%)

Only agencies obtaining a minimum of 49 points (70% of the total technical points) would be considered for the Financial Evaluation.

- **Financial Evaluation (30%)**

All technical qualified proposals will be scored out 30 based on the formula provided below. The maximum points (30) will be assigned to the lowest financial proposal. All other proposals received points according to the following formula:

$$p = y (\mu/z) 15$$

- p = points for the financial proposal being evaluated
- y = maximum number of points for the financial proposal
- μ = price of the lowest priced proposal
- z = price of the proposal being evaluated.

If no proposal meets the criteria, UNDP reserves the right not to reward the tender to any of the applicants.

Submission of Proposals

The agency must submit a full proposal (max. 15 pages) covering the following aspects:

- Technical proposal including
 - Context (organization introduction, etc.)
 - Methodology
 - Key activities with timelines
 - Deliverables
 - CVs of project team members
 - Short description of the agency's capability and relevant work experience
- Work plan for the evaluation study
- Detailed evaluation budget (activity wise and week wise)