Terms of Reference
Baseline of Targeted Public Distribution System (TPDS) in Madhya Pradesh, India
GIZ Food & Nutrition Security, Enhanced Resilience Project

1.0 Introduction

The Public Distribution System (PDS) in India facilitates the supply of food grains to the poor at a subsidized rate. Over the years, there have been concerns on the efficacy and cost effectiveness of the system, especially in the context of growing food subsidy and food stocks. This calls for a restructuring of PDS with the possibility of introducing innovative ideas such as smart cards, decentralized procurement to eliminate hunger and make food available to the poor in a cost effective way. It is now well recognized that availability of food grains is not a sufficient condition to ensure food security to the poor. It is necessary that the poor have the capacity to purchase food. According to Government of India, this can be ensured either by raising the income of the poor or supplying food grains at subsidized prices. PDS is the second option.

The 12th Five Year Plan (2012-2017) of Government of India clearly states that there is a move to a rights based approach under the Targeted Public Distribution System (TPDS) by enacting the National Food Security Act (NFSA), 2013. This act aims at providing food and nutritional security in a human cycle approach by ensuring access to adequate quantity of quality food at affordable prices to people to live a life with dignity. In this context, TDPS would be crucial as it would bring about efficiency in the system with enhanced transparency and accountability. One of the important initiatives as outlined in the 12th Five Year Plan is end to end computerization of TPDS operations. This would facilitate proper tracking of food grains and lifting by consumers using smart cards.

Modernization of the TPDS including its end-to-end computerisation is a priority area for the Department of Food, Civil Supplies&Consumer Protection of the Government of Madhya Pradesh. Department has taken initiatives for computerisation of TPDS. The first phase of digitization of TPDS is almost complete and now the State is going for automation of PDS shops in order to bring down the leakages and improve the consumer satisfaction. Under GIZ's Food and Nutrition Security, Enhanced Resilience Project, technical support is to be provided to Department of Food, Civil Supplies & Consumer Protection, Madhya Pradesh for achieving the intended outcomes of the automation of PDS shops under TPDS.

2.0 Justification for baseline survey

Given that the first phase of digitization of TPDS is complete and second phase has started, Department of Food, Civil Supplies and Consumer Protection, Madhya Pradesh, requests for a baseline survey to be conducted to understand the current status prior to the completion of the automation process.

3.0 Key objectives of baseline survey

The main objective of this baseline is to have an understanding of the TPDS currently in Madhya Pradesh. The broad objectives are to:

a. Measure coverage of TPDS
b. Measure the awareness levels and perceptions among beneficiaries about TPDS
c. Analyse the current delivery system of TPDS from the perspective of beneficiaries
d. Analyse the current delivery system of TPDS from the perspective of Fair Price Shopkeepers (FPS)
e. Analyse the leakages in the current delivery system of TPDS

4.0 Key areas of enquiry

The indicative key areas of enquiry in the proposed baseline are as follows. These can be further modified after the selection of the research agency.

From the perspective of eligible beneficiaries of TPDS (household level interviews and exit interviews at Fair Price Shops)

a. Household details (number of members, type of household, structure of dwelling, whether enrolled in MNREGA, whether house built under Indira Awas Yojana, main occupations of household members, household assets, household income/ expenditure, BPL status) (This information may be collected from the database of the Directorate Food)
b. Information on ration card (whether household has a ration card, type of ration card, process of possession of ration card)
c. TPDS utilization (awareness on TPDS, knowledge of commodities covered under TPDS, who collects, whether to buy under TPDS, amount of grain received from TPDS Fair Price shops, payment associated with purchase from TPDS outlet, waiting time, any irregularities in the system, quality of grain, aspects related to TPDS Fair Price shops)
d. Perceptions of TPDS
e. Food and consumption patterns at household level

From the perspective of Fair Price Shopkeepers (FPS)

a. Details of fair price shops (location, ownership, infrastructure, signage etc.)
b. Number of ration cards handled (Priority households, AAY)
c. Monthly entitlements for different categories of TPDS beneficiaries
d. Monthly availability of commodities at Fair Price Shops
e. Recording mechanisms

f. Information on official commission rate available to the dealer
g. Process for delivery of grain from local storehouse to the Fair Price Shops
h. Grievances & grievance redressal mechanisms

From the perspective of Key Stakeholders

a. Perceptions on current mechanisms for TPDS
b. Perceptions on IT solution for TDPS
c. Other solutions for transparency and effective implementation of TDPS
d. Grievances with regards to current mechanisms of TDPS
e. Grievance redressal mechanisms
f. Other relevant aspects

5.0 Methodology

Mixed methods approach shall be adopted for this baseline. Both quantitative and qualitative research techniques will be adopted for the collection of primary data. Secondary data may be collected from the department's portal, published and un-published documents etc. In-depth interviews / focus group discussions shall be the part of the qualitative methodology.

Under the quantitative component, the following two stakeholders will be covered:

A. Eligible beneficiaries for TPDS – The eligible beneficiaries of TPDS shall be covered at two levels:

1. Household level
2. Fair Price Shops (through exit interviews)

B. Fair Price Shopkeepers – The Fair Price shopkeepers will also be covered through a survey at the shop level.

C. Key stakeholders representing Government at State, District and Village levels will be covered by the qualitative method.

For the study districts, number of households (priority, AAY) as in annexure 1. Kindly use the information and define the sample size for beneficiaries at household level for each district. The rationale for the sample size needs to be clearly explained in the technical proposal.

Sample size of 2100 for beneficiaries at household level will need to be appropriately distributed across 5 districts based on statistical calculation.

For other details on TPDS in Madhya Pradesh, kindly refer to www.food.mp.gov.in

Selection of Districts:

Districts are Seoni, Shahdol, Khandwa, Sheopur & Chhatarpur.

Selection of Respondents:

For the quantitative component, the following respondents are proposed:

- Priority households
- Antyodaya Anna Yojana (AAY) card holders
- Fair Price Shopkeepers

For the qualitative component, the following participants are proposed:

- Key officials from State Department
- District level officials

- Vigilance Committees at shop level

Sample Size

Total Quantitative Sample Size

Type of Respondent	Sample Per District	Sample Per State
At Household Level		
Beneficiaries at Household Level	To be defined for each district	2100
Exit interviews at Fair Price Shops	30	30*5= 150
Fair Price Shopkeepers	50	50*5=250
Total		2500

Total Qualitative Sample Size

Type of Participant	Unit sample (District/ Block)	Total sample
In depth interviews		
Key officials from State Department		5
District level officials	2	2*5=10
Block level officials	10	10*5=50
Focus Group Discussions (FGDs)		
Vigilance Committees	3	3*5=15

Research Activities:

The research agency would undertake the following tasks:

Research Instruments: The selected research agency will develop the research instruments in consultation with the Department and GIZ Food and nutrition security, enhanced resilience project.

Sample Size: The selected research agency will define the sample size for the beneficiaries at the household level for each district. The rationale for the sample size should be clearly

explained in the technical proposal. The total sample size of the beneficiaries for the State should not exceed 2100.

Approach for Reaching the Sample: The selected research agency shall clearly detail out the approach for reaching the sample at the household level and fair price shops.

Fieldworker Selection: The selected research agency shall select fieldworkers with appropriate research experience. The field workers should be able to speak fluently in Hindi and conduct the survey in Hindi.

Field Worker Training: The selected research agency will be responsible for adequately training all fieldworkers prior to fieldwork by providing a complete background to the project and topic areas, briefings on coding and research instruments, and role-plays to ensure that all research activities are conducted appropriately.

Data Collection:The selected research agency will conduct fieldwork and data collection.

Quality Assurance: The selected research agency will be responsible for conducting quality assurance data monitoring on a daily basis while in the field, and during compilation of raw data.

Data Management: The selected research agency will deliver clean raw data for the quantitative component. The data from the quantitative component will be entered into an SPSS data file for storage and processing. The selected research agency will (1) assign variable labels and value labels for each variable, and (2) clean the data.

Data Analysis: The selected research agency will be responsible for all data analysis based on a preapproved analysis plan by GIZ.

Transcriptions: The selected research agency will be responsible for undertaking transcriptions of the qualitative in-depth interviews in Hindi.

Content analysis: The selected research agency will be responsible for carrying out the content analysis of the qualitative transcriptions.

Report writing: The selected research agency will draft the report in English and Hindi and finalize the same based on feedback from Department of Food, Civil Supplies and Consumer Protection and GIZ.

6.0 Timeline

The proposed timeline for this evaluation is 4 months.

7.0 Key Deliverables

- Research instruments of enquiry in English and Hindi
- Cleaned datasets in SPSS & Excel
- Draft report in English and Hindi
- Final report in English and Hindi

8.0 Expert Profile

The research agency should provide detailed CVs of the entire professional team proposed for undertaking the baseline.

Minimum profile for the two key experts should be atleast the following but not limited to:

Principal Investigator:

1. Minimum qualifications of a Masters Degree
2. Atleast 10 years of experience of conducting baselines/ assessments/ impact evaluations/ operational research
3. Atleast 5 years of experience for working for Governments/ conducting studies for Governments
4. Atleast 5 years of experience of supervising studies (baselines/ assessments/ impact evaluations/ operational research)

Research Manager:

1. Minimum qualifications of a Bachelors Degree
2. Atleast 5 years of work experience in any research organisation
3. Atleast 3 years of experience of managing field teams for conducting studies

9.0 Evaluation of the Proposals & Selection of Research Agency

Eligibility of Application:

1. **The Research Agency should be registered with an appropriate authority (Under Companies Act, / Societies Act etc.)**
2. **The Research Agency should have atleast two years of work experience of conducting studies in the social development sector**

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Annexure 1

	Ration card/ families			Total ration card/ families
District	AAY (Up To 6 Members) [1]	AAY (6+ Members) [2]	Priority HouseHolds [3]	Total [1+2+3]
CHHATARPUR	32629	9193	217767	259589
KHANDWA	29020	5295	202819	237134
SEONI	38089	3586	215195	256870
SHAHDOL	44066	3434	156454	203954
SHEOPUR	32297	5911	73562	111770