

Terms of Reference for the Study

Evaluation of the Scheme – Free Supply of Bicycles to 8th Standard Students Studying in Government and Aided Schools and Students in Hostels of Social Welfare Department in Karnataka for the Period 2006-07 to 2017-18

INDEX

Sl. No.	Content	Page No.
1	Title of the Study	01
2	Department Implementing the Scheme	01
3	Background and Scheme	01
4	Evaluation scope, purpose and objectives	05
5	Evaluation Questions	06
6	Evaluation methodology	09
7	Sampling Design	09
8	Deliverables and time schedule	11
9	Qualities expected from the Report	11
10	Administrative arrangements	13
11	Cost and Schedule of Budget release	13
12	Selection of Consultant Agency for Evaluation	14
13	Contact Person for Further Details	14

Terms of Reference for the study

Evaluation of the Scheme – Free Supply of Bicycles to 8th Standard Students Studying in Government and Aided Schools and Students in Hostels of Social Welfare Department in Karnataka for the Period 2006-07 to 2017-18 .

1. Title of the study

Evaluation of the Scheme – Free Supply of Bicycles to 8th Standard Students Studying in Government and Aided Schools and Students in Hostels of Social Welfare Department in Karnataka for the Period 2006-07 to 2017-18.

2. Department implementing the scheme

Department of Primary and Secondary Education

3. Background of the Scheme

Secondary education is a crucial stage in the educational hierarchy as it prepares the students for higher education and also for the world of the work. Class VIII, IX & X constitute the secondary stage in Karnataka (now it is IX & X but not implemented totally). The secondary education suffers from lack of access, low participation and equity and quality issues. Incentive schemes have long been used as a means of promoting education especially girl's education in many developing countries where governments are struggling to improve the spread of education to promote transformation and social change. Policy makers, planners and donors often believe that incentives to students can boost up the enrolment, retention and learning achievement in schools.

The scheme of distribution of free bicycles to students studying in 8th standard in Government and aided schools for improvement of attendance is one of the important incentive schemes of Karnataka Government. By distributing free bicycles to students of rural areas whose houses are located in distant places and the distance from the residence to school is within a distance of 5 to 7 Km, they can travel to the school. This promotes access with convenience to Secondary education. This also helps to develop self confidence among girls.

The scheme of free bicycles was introduced in the year 2006-07 aiming to facilitate transport of students living in rural and hilly regions. The target groups were girl students enrolled to class 8th in Government and Government aided schools. Girl students having bus

pass and hostel facility were excluded from the scheme. Bicycle Distribution scheme was extended to 8th standard girls from families of below poverty line in the city corporation limit and also to boys from the year 2007-08.

Eligibility of Beneficiaries for Free distribution of Bicycles

- 2006-07 - 8th standard students belonging to BPL families studying in Government and aided schools (excluding students staying in hostels and bus pass holders)
- 2007-08 - 8th standard students belonging to BPL families studying in Government and aided schools (excluding students studying in schools under corporation limits, bus pass holders and availing hostel facilities)
- 2008-09 to 2013-14 - 8th standard students belonging to all categories studying in Government and aided schools (excluding students studying in schools within corporation limits, bus pass holders and students staying in hostels)
- 2014-15 - All 8th standard students studying in Government and aided schools (excluding students studying in schools within corporation limits, bus pass holders, students staying in hostels) including students of hilly regions who walk from their house to bus stop though possessing bus pass.
- 2016-17 All 8th standard students studying in Government and aided schools staying in social welfare hostels (excluding students studying in schools within corporation limits, bus pass holders, students staying in hostels) including students of hilly regions who walk from their house to bus stop though possessing bus pass.

Process of implementation of the scheme

The proposals are being prepared during the month of October of every year for purchase of bicycles through tenders and after obtaining approval from the Government, e-tender is called during the month of January.

Supplying agencies selected in the tender as per the specified technical conditions will bring the required number of the cycles' spare parts from the manufacturing units, assemble them at the taluka level then cycles are distributed to schools under the supervision of BEO's. Necessary action is taken to distribute the cycles' in the beginning of the academic year itself.

Quality assurance of the bicycles

The specifications prescribed by the bureau of Indian Standards are incorporated in the tender document. Third party quality test is done at the stage of manufacturing level by research and development centre for bicycles and sewing machines, Ludhiana. Through this organization inspections are conducted at the stage of manufacturing and distributions stages.

Inspection during manufacturing stage and distribution -

One bicycle out of a lot of 100 is sent for visual inspection and one bicycle per 2500 bicycles (total 202 bicycles) are sent for testing and certification of quality and that the bicycles for distribution are flawless.

One bicycle out of a lot of 12,500, a total of 40 bicycles covering 10 bicycles (5 Girls +5 boys) from each division are sent to Research and Development Centre for Bicycles and Sewing Maching, Ludhiana. for testing that after assembly the bicycles are in good condition and are fit for distribution.

For this process two Committees are constituted one at the divisional level and the other at the district level to take up quality inspection, comprising of departmental officers who get confirmed whether bicycles have been assembled correctly at the time of assembling. Now the members of the two committees are trained by the R&D Centre, Ludhiana. for taking up visual inspection.

At the school level, a three member committee comprising of SDMC President, Headmaster and local Government official is constituted. Suppliers before supplying the assembled cycles to schools and students, the three member committee will conduct the visual inspection and confirm the quality.

The Government bears the entire cost for the quality check. Suppliers provide Bicycles needed for inspection

1. Progress of the Scheme

Financial outlays

Progress of the Scheme 2006-07 -2017-18

Year	Bicycle Quantity	Unit Price (Rs.)		Expenditure (Rs. In Crores)
		Girls	Boys	
2006-07	4,20,323	2,030	2,030	85.33
2007-08	4,35,000	2,050	2,050	89.18
2008-09	6,66,222	2,397	2,397	159.70
2009-10	5,32,392	2,390	2,290	127.25
2010-11	10,77,412	2,775	2,270	297.62
2011-12				
2012-13	5,29,245	2,970	2,915	155.74
2013-14	5,47,689	3,170	3,105	171.81
2014-15	5,46,169	3,320	3,355	179.52
2015-16	5,17,531	3,650	3,580	187.07
2016-17	5,04,230	3,600	3,350	175.10
2017-18	5,05,896	3,499	3,292	172.00

To implement the scheme a provision of rupees 184 crores is set aside annually and the entire amount is borne by the State Government. The said amount is included in the budget for every year.

District wise Distribution of bicycles in the State -2013-14 to 2017-18

SL.No	District	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL
1	BAGALKOT	26398	27478	26276	25031	25797	130980
2	BELLARY	22988	25220	25334	24691	25080	123313
3	BELAGAVI	22366	22648	21266	20102	19533	105915
4	BENGALURU(U) NORTH	2415	2317	2162	2191	2341	11426
5	BENGALURU (U) SOUTH	4799	4403	4285	4010	3732	21229
6	BENGALURU RURAL	8906	8656	7784	7587	7531	40464
7	BIDAR	21084	20668	19789	18849	18918	99308
8	CHAMARAJANAGAR	10726	10020	9719	9488	9260	49213
9	CHIKKABALLAPURA	12187	11966	11119	10499	10585	56356
10	CHIKKAMAGALURU	11168	10252	9239	9386	9269	49314
11	CHIKKODI	34443	36344	35820	33796	33725	174128
12	CHITRADURGA	19194	19373	17803	18555	17541	92466
13	DAKSHINA KANNADA(MANGALURU)	17768	16991	15729	15159	17776	80423
14	DAVAGERE	18116	18958	17451	17105	17456	89086
15	DHARWAD	12396	12440	11713	10912	10861	58322
16	GADAG	13300	13649	13018	12084	12174	64225
17	HASSAN	17250	16063	14457	14013	13362	75145
18	HAVERI	21077	21882	20986	19791	19528	103264
19	KALABURAGI	25307	26981	26390	26324	26757	131759
20	KODAGU(MADIKERI)	5200	4942	4749	4340	4097	23328
21	KOLAR	15442	15104	13481	13014	13091	70132
22	KOPPALA	17386	19202	19285	18280	18787	92940
23	MADHUGIRI	11420	11211	9994	9969	10292	52886
24	MANDYA	16959	16429	14996	15087	14054	77525
25	MYSURU	22353	21574	19882	19901	19838	103548
26	RAICHUR	20771	24201	23605	22073	24232	114882
27	RAMANAGARA	9590	9046	8787	8442	8640	44505
28	SHIVAMOGGA	19627	16268	15237	15339	14928	81399
29	SIRSI	8664	8965	8630	8086	8966	43311
30	TUMAKURU	17277	13895	12585	13089	12777	69623
31	UDUPI	11203	10423	9411	9309	9075	49421
32	UTTARA KANNADA (KARWAR)	7899	7838	7072	7010	6525	36344
33	VIJAYAPURA	30190	27012	25218	26141	27202	135763
34	YADGIR	11820	13750	14259	14577	15166	69572
	TOTAL	547689	546169	517531	504230	505896	2621515

2. Aims and objectives of the Scheme

1. To promote all eligible students of 7th standard as per eligibility criteria to get enrolled to 8th standard.
2. To facilitate the students to come to school from hilly region without any problems.
3. To improve the enrolment and attendance of students.
4. To facilitate the complete transition rate of children from 7th to 8th standard.
5. To arrest the dropouts in high schools and to help in completing high school education.

4. Evaluation scope and purpose

The scheme is implemented in the selected 195 blocks (excluding corporation limits) of the 34 educational districts in Karnataka State. The period of evaluation is 2006-07 to 2017-18. This period will be covered for secondary data and primary data is collected from the Students who are benefitted during last three years. The purpose of evaluation is to know whether the objectives set under the scheme are fulfilled or not, review the implementation process and get the feedback and suggest measures for effective implementation of the scheme. It covers all the dimensions of the scheme in assessing the impact of the scheme. These include, increase in access to higher education, ease and convenience to the students across the gender and social categories, attendance in schools and the learning outcomes.

Objectives of Evaluation

1. To evaluate the impact of the scheme on access to secondary education for the students across the categories and regions.
2. Examine the impact of the scheme on girls- with regard to their access to education, convenience and on development of self confidence among them.
3. Evaluate the impact of the scheme with respect to enrolment, attendance and retention rate of the children in 8th standard.
4. To assess the impact of the scheme on transition rate and continuation of education till 10th Std.
5. To assess the impact of the scheme on learning achievements of the students –Boys and Girls across the social groups.

6. To what extent the scheme has helped the students in hilly areas/ remote areas to access the school and attend the classes regularly.
7. To examine the process of implementation of the scheme and assess the performance across the districts and divisions.
8. To examine the issues related to maintenance of bicycles, their retention till X Std and utilisation of the facility by regularly bringing the bicycles to the school.
9. To evaluate the utility of the scheme with regard to percentage of bicycles brought to school; reasons for not bringing; being misused by other family members etc,
10. To get feedback from different stakeholders in the field and offer suggestions for improvement.

5. Evaluation questions

Implementation of the scheme

1. Analyse the extent of scheme coverage with respect to
 - a. Geographical region –division, districts, Government and Aided schools, boys and girls, caste wise
 - b. Financial outlays and expenditure incurred
 - c. Coverage trends and patterns over the time period.
2. Evaluate the functioning of Committees at Division and district level in quality check and distribution of bicycles.
3. What is the time taken between assembling and distribution of cycles to students whether there is any problem in the provision of accommodation for assembling the cycles?
4. Examine the need for and utilisation of the provision of free bicycles to the students in Social Welfare hostels. To what extent it has increased transport convenience to them.
5. Whether there are any cycles available as balance out of the stocks distributed in the previous year? If yes whether they are distributed in the present year after overhauling?
6. Whether bicycles are provided in the beginning of the academic year? Are there any difficulties faced in timely supply of bicycles to the students? Whether the flow of funds is regular and timely?

7. Review the tendering process of bicycles. Are there any allegations, and illegal practices in the process? Whether any cases are filed in the court and what are the outcomes?
8. It is reported that the bicycles of the same quality are purchased at much lower price in other States like Punjab, Gujarat, and Rajasthan etc. Review the prices in other States and make note on it.
9. What is the procedure adopted by the school for checking regular use of bicycle by the beneficiaries. Whether check is carried out on weekly two days by the Physical education teachers? Whether complaints of Bicycle's thefts reported what is the action taken by the students/headmaster.
10. Whether any differences are observed in implementation of the Scheme across the divisions, Government and Aided schools and SWD hostels? What are the reasons for the same?

Quality Issues

11. It is reported that the bicycles given are of low quality, the bicycles are sold out within a short time and many other such practices are observed in practice. Make a detail study about these issues in the sample schools. Find the reasons for the same.
12. Examine the efficacy and adequacy of the quality check process in the scheme. Whether it has ensured quality bicycles to the students?
13. What is the nature of complaints of cycles after use by students?
 - i. Loose fitting
 - ii. Low quality parts
 - iii. Frequent punctures
 - iv. Others complaints

Impact of the Scheme

14. Examine the impact of the similar schemes in other States. Present a review of literature.
15. Assess the impact of the scheme on students' enrolment in hilly areas of and remote and dispersed villages in different divisions of the State.
16. Examine to what extent the scheme has increased enrolment of girls in high schools. and improved their attendance in the schools.

17. Assess the impact of the scheme on transition rate and continuation of education till 10th std across regions, social groups and gender.
18. One of the basic objectives of the scheme is to develop self confidence among women. Examine the impact of the scheme on girls- with regard to their access to education, convenience and on development of self confidence among them across the regions.
19. Bring out the impact of the scheme on student retention and transition based on the secondary as well as primary data collected from the scheme across gender and different social groups.
20. What is the impact of the scheme on school attendance and learning achievements of the students? Make a disaggregated analysis across the regions, Gender and social categories.
21. What is the social background of beneficiaries in terms of
 - Parental Education
 - Occupation
 - Income
 - Social category
22. Evaluate the maintenance of the bicycle and estimate the average annual maintenance cost per bicycle.
23. What is the average distance covered from residence to school by the beneficiaries? How many students are bringing cycles to school? Whether they are misused by other family members?
24. What is the time taken to reach the school before and after the scheme implementation? Whether the scheme has helped in improvement of health status?
25. What is the opinion of the teachers and community about the Scheme?
26. What are the perspectives of the students and parents about the scheme? Whether the students nurture the feeling of ownership? Analyse across the regions and social categories.

Other Issues

27. Make a cost benefit analysis of the Companies supplying the bicycles. Whether the Companies are the same over the years or there is a change in supplying agencies.
28. Document the best practices, success stories and failure cases in the scheme.

29. Whether the scheme is to be continued? If yes in what way it needs to be implemented to maximise the outcomes. In view of up gradation of HPS schools to 8th standard whether the scheme to be introduced at 9th Std.?

6. Evaluation Methodology

The data required for the study is indicated below

Type of data	Method of data collection	Source of information	Method and Tools
Primary data	1. Quantitative data	Beneficiaries	Survey, Observations
	2. Qualitative data	Beneficiaries,	FGD
		State level, district level, taluk level, GP level, officials& representatives	IDI-interview schedules
Secondary data	Data from the department, annual Reports, literature review	Department levels district and taluka levels.	On selected indicators relevant for the evaluation

7. Sampling Design

Sample to include all kinds of beneficiaries including those staying in social welfare hostels, Two districts with highest and lowest distribution of bicycles are included in the sample. The final sample consists of 240 schools and 4800 students and 200 students from hostels.

Divisions and Districts in the Sample

		No. Of Talukas & Schools	Students
Kalaburagi	Yadgir**	2 Talukas 15 Schools	2x15x20=600
	Kalaburagi *	2 Talukas 15 Schools	2x15x20=600
Belgaum	Uttar Kannada**	2 Talukas 15 Schools	2x15x20=600
	Belgaum (Chikodi)*	2 Talukas 15 Schools	2x15x20=600
Mysuru	Kodagu**	2 Talukas 15 Schools	2x15x20=600
	Mysore*	2 Talukas 15 Schools	2x15x20=600
Bangalore	Bangalore Urban**	2 Talukas 15 Schools	2x15x20=600
	Chitradurga*	2 Talukas 15 Schools	2x15x20=600
Total	8 Districts	16 Talukas	4800 student 60:25:15 from 8 th , 9 th & 10 th

4800 +200 students from hostels=5000 students **Lowest *Highest

Bicycles distributed in the sample Districts (2013-14 to 2017-18)

SL.No	District	2013-14	2014-15	2015-16	2016-17	2017-18	TOTAL
1.	BENGALURU(U) North & South	2415	2317	2162	2191	2341	32655
2.	CHIKKODI	34443	36344	35820	33796	33725	174128
3.	CHITRADURGA	19194	19373	17803	18555	17541	92466
4.	KALABURAGI	25307	26981	26390	26324	26757	131759
5.	KODAGU(MADIKERI)	5200	4942	4749	4340	4097	23328
6.	MYSURU	22353	21574	19882	19901	19838	103548
7.	UTTARA KANNADA (KARWAR)	7899	7838	7072	7010	6525	36344
8.	YADGIR	11820	13750	14259	14577	15166	69572

4800* +200 students from hostels=5000 students

**Lowest *Highest

Sample estimated at 95% confidence level & 4% ME

- It is observed that the sample districts include hilly regions, low literacy and low enrolment districts that help to assess the impact of the scheme.
- **Two talukas are selected on the same basis.**
- 15 schools are selected from each taluka.
- Adequate representation has to be given to schools from different categories and hostels by taking proportionate sampling from these talukas
- From each school 20 students from class 8th, 9th and 10th standards in the proportion of 60, 25 and 15 percent to be taken representing gender and social category.
- Two hostels from each taluka and 10 students from each hostel to be included in the sample.
- **Random Sample of schools & hostels be done at KEA**

Qualitative data

16 FGDs 1 in each taluka	Beneficiaries, non beneficiaries, teachers, parents, SDMC members, GP Members, SHG members
IDI's 37 (additional 5 if required)	IDI should cover- 4 IDI's with one at each division level committee member and one at district level committee members (8) and 18 at school level officials/ members/ HM. 2 State level officials and 5 from suppliers.

8. Deliverables and time schedule

The whole study is to be completed within 6 months from date of getting confirmed evaluation assignment. The evaluating agency is expected to adhere to the following time lines and deliverables

Deliverables and time schedule

1. Work plan submission/Inception report	: One month after signing the agreement
2. Field Data Collection	: Two-three months
3. Draft report submission	: One month after Field Data Collection
4. Final report submission	: One month after Draft report submission
5. Total Duration	: 6 Months

9. Qualities Expected from the Report

The evaluation report should generally confirm to the United Nations Evaluation Guidelines (UNEG) "Standards for Evaluation in the UN System" and "Ethical Standards of Evaluations".

- a) The results should correspond to the ToR. In the results chapter, each question of the ToR should be answered. The overall results to be analysed in an integrated way to draw the conclusions.
- b) The report should be complete and logically organized in a clear but simple language. Evaluation report should confirm to the standard report writing style and structure.
- c) The report should present a comprehensive review of the Scheme/ programme in terms of the content, implementation process, adequacy, information and access to beneficiaries.
- d) The Report should provide a scientific assessment of the impact of the free distribution of bicycles scheme on access, attendance and learning outcomes of the students and the utilisation of the facility provided under the scheme by the beneficiaries. The impact should be assessed across gender and social groups. The qualitative data should be used in an unbiased manner to support or for further analysis of and reflections from the quantitative data. The analysis should provide adequate space for assessing the variations across the regions. Case studies to be presented to bring out the realities at the local level.
- e) With regard to recommendations, the number of recommendations is not a measure of the quality of evaluation. The report should come out with specific recommendations based on adequate field evidence for any modifications in the

programme design, content, implementing procedures, and any other modifications to improve the access and impact of the Scheme/Programme. The recommendations (short term) to bring in mid course corrections and the long term to bring about modifications/ change in the policy may be given in the report.

Structure of the report

The following are the points, only inclusive and not exhaustive, which need to be mandatorily followed in the preparation of evaluation report:

By the very look of the evaluation report it should be evident that the study is that of Primary and Secondary Education Department and Karnataka Evaluation Authority (KEA) which has been done by the Evaluation Consultant Organization. The report should be complete and logically organized in a clear but simple language. Besides conforming to the qualities covered in the Terms of Reference, report should be arranged in the following order:

1. Title and Opening Page
2. Index
3. List of acronyms and abbreviations
4. Executive Summary- A stand alone section that describes the program, purpose and scope of evaluation, research design and methodology, key findings, constraints and recommendations. It should be brief and precise not exceeding 6-7 pages.
5. Background- A section that briefly covers the history or genesis of the sector under which the programme/scheme being evaluated covered. It should give recent fact sheets taken from reliable and published sources.
6. Objectives and performance of the program being evaluated- This section will include the stated objectives of the programs and the physical and financial achievements of the selected program in the period of evaluation. It should cover the description of the target group, aim of the program and method of selection of beneficiaries.
7. Review of literature/past evaluation reports.
8. Evaluation Methodology - This should include research design, sample design and size, questionnaire design and pilot test, data collection and quality assurance plan.
9. Findings of the evaluation study.
10. Case Studies, Best Practices
11. Limitations/constraints in the evaluation study.
12. Recommendations that flow from the evaluation.

Annexures-

1. Sanctioned Terms of Reference of the study.
2. Survey tools and questionnaires
3. List of persons interviewed.
4. Place, date and number of persons covered by Focus Group Discussion.
5. Additional documents

10. Administrative arrangements:

Qualifications of consultant

External consultant Evaluation Organisation should have and provide details of evaluation team members having technical qualifications/capability/experience and in the subject field and necessarily include persons with following qualifications.

Principal Investigator	Post Graduate in Education/ Social Science with first class /Ph.D in the subject is preferable.	05 years of experience in Education/ and related sectors.
1 st Core team member	A degree holder in Mechanical Engineering.	Should also possess a minimum of three (3) years of experience in Education/ quality control / projects
2 nd Core team member	Post Graduate in Statistics/Economics with knowledge of Statistical analysis	3 years experience in data analysis

And such numbers that the evaluation is completed within the scheduled time prescribed by the ToR.

11. Cost schedule of budget release

Output based budget release will be as follows

1. The first instalment of consultation fee amounting to 30% of the total fee shall be payable as advance to the consultant after the approval of the inception report, but only on execution of a bank guarantee of a scheduled nationalised bank, valid for a period of at least 12 months from the date of issuance of advance
2. The second instalment of consultation fee amounting to 50% of the total fee shall be payable to the consultant after approval of the draft report.

3. The third and final instalment of consultation fee amounting to 20% of the total fee shall be payable to the consultant after the receipt of the hard and soft copies of the final report in such format and no prescribed in the agreement along with all original documents containing pay and secondary data, processed data outputs study report and soft copies of all literature used in the final report.

4. Taxes will be deducted from each payment as per rates in force. In addition the evaluating agency/ consultant expected to pay service tax as their end

12. Selection of Consultant Agency for Evaluation:

The selection of evaluation agency should be finalized as per provisions of KTPP Act and rules without compromising on the quality.

13. Contact person for further details:

Shri.B.K.Basavaraju DPI (pry) Department of Public Instruction 9448999411

Shri.S.R.S.Nadan Special officer and ex office U/Secretary Planning – Education Dept. M:
984527799

Consultant (Evl.) KEA

Chayaonkar
ToR Prepared by
(Dr. Chaya Degaonkar)

-Sd-

**Chief Evaluation Officer
Karnataka Evaluation Authority**



Compliance Report

Observations	Compliance
Objectives of evaluation (on page 5 of ToR) are focused on demand. More and specific evaluation questions may be considered to capture the impact of the Scheme on admission, enrollment, dropout, transition and performance of student-beneficiaries.	Evaluation issues/ questions are redesigned as per the objectives of evaluation. Issues listed at 16-19 address them
Sample design and size determination may be re-examined.	Sample size is re-examined and discussed with the Dept. Specific regions are included in the sample.