

Annexure II
Terms of Reference of the Study

Terms of Reference for the study
Evaluation of Functioning of Karnataka State Police Housing and
Infrastructure Development Corporation Limited in Karnataka State
(2010-11 to 2018-19)

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Evaluation of Functioning of Karnataka State Police Housing and Infrastructure Development Corporation Limited in Karnataka State (2010 to 2019)

1. Title of the study

Evaluation of Functioning of Karnataka State Police Housing and Infrastructure Development Corporation Limited in Karnataka State (2010-2019)

2. Department/Agency implementing the Scheme

Home Department and Karnataka State Police Housing and Infrastructure Development Corporation in Karnataka

3. Background and Context

Police Housing Corporation was established after the recommendation of third police reform commission. It was established in different states after the recommendations were made. After its establishment attention was paid for residential housing and necessary infrastructure for police across all the states. KSPH & IDCL established in the year 1985, to begin with it had a limited mandate of constructing Residential and Non-residential Buildings for Police and Allied Departments. In the year 2007 to enlarge its Memorandum of Association (MOA) by allowing it to diversify its activities in the areas of information technology, IT training and consultancy, e-Commerce, e-Governance, infrastructural consultancy etc. and the Government conceded to this request. Another major transformation was change from No Profit No Loss Company to Commercial Accounting in the year 2007-08. To reflect the increased scope of work it was thoughtfully renamed as KARNATAKA POLICE HOUSING AND INFRASTRUCTURE DEVELOPMENT CORPORATION in the year 2014-15. The company now has an accumulated reserve of Rs.122.82 Cr.

Started with a small paid up capital of Rs.12.00 Lakhs, the Corporation has come a long way and has grown to a Corporation with a turnover of Rs.415.20 Cr. and Net Profit After Tax of Rs.18.95 Cr. It has now emerged as a self sustaining commercial entity with an average Annual Turnover of over Rs.236.66 Cr. for past 5 years and during the current Financial Year KSPH & IDCL has paid Dividend of 200% on the paid up capital. The Corporation is no longer dependent on the state Government for its Administrative and Establishment costs. Its source of income is mainly the ETP charge that is collected from projects.

The main objective of the Corporation, as declared in the Mission and Vision is to provide housing for Police Personnel. As per studies, residential satisfaction level for the Police Constabulary in Karnataka state was around 40% which was less than some other states in India. With new recruitments even this satisfaction level will further dip. To keep the morale and motivation levels high of the Police Personnel; housing has been given its due importance. In view of this, Hon'ble chief Minister of Karnataka announced during his inaugural speech at the 3rd All India Police Housing Conference held in Bengaluru in the year 2013, assigned the work of charting out a time bound plan to KSPH & IDCL to construct a substantial number of quarters to reach a satisfaction level of at least 75%. Accordingly, KSPH & IDCL has chalked out and submitted a proposal "Police Gruha 2020" under which it will construct 11,000 quarters with a total anticipated outlay of Rs.1818 Cr. in areas where there is an acute shortage of quarters for PC and SI.

Objectives of KSPH & IDL:

1. To undertake construction of buildings for housing the employees of the Govt. of Karnataka's Police, Prisons, Home Guards and Fire Force Departments.
2. To undertake construction of buildings for the officers of the departments of Police, Prisons, Home Guards such as the administrative offices, Police Station, Prisons, Fire Stations, District Scientific Labs, Forensic Science Labs, Dorms and so on.
3. To construct schools, hospitals, health centres, shops, clubs, auditoriums, maternity homes, Kalyana Mantaps and so on.
4. To undertake construction of any type of buildings entrusted to it by the Government from time to time.

The Corporation is headed by a Senior IPS Officer of the rank of Director General of Police/Inspector General of Police and has a staff comprising of Executive Director, Financial Advisor, Chief Engineer, Superintending Engineers, Executive Engineers, Asst. Executive Engineers, Asst. Engineers and Junior Engineers, among others.

Progress of work

In the 1st Phase, 21 packages for construction of 2782 quarters at an estimated cost of Rs.445.77 Cr have been taken up. A total of 2362 quarters are completed and construction of 422 quarters is under progress. The total no. of quarters taken up in the 2nd phase of the Police Gruha-2020 scheme are 4016 qtrs in 20 packages at the following locations viz Kalburagi, Raichur, Hubli, Dharwad, Davanagere, Belgaum, Haveri, Vijayapura, Bagalkote, Koppal, Bengaluru and Dakshina Kannada. All works are ongoing and the expenditure as on 31.03.2016 is Rs. 44463.70 Lakhs. The total no of qtrs to be taken up in the 3rd phase of PG 2020 scheme are 4202.

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Progress of the Corporation

Sl.No	District	2010-15			2016-18									
		PC	SI	Total	Phase I			Phase II			Phase III			
					PC	SI	Total	PC	SI	Total	PC	SI	Total	
1	Bangalore Rural	122	14	136								192	12	204
2	Bangalore Urban	238	22	260				1356	32	1388	768	160	928	
3	Belgaum	48	6	54				180	0	180	228	18	246	
4	Bellary	108	14	122	276	8	284							
5	Bidar	60	8	68	252	8	260							
6	Vijayapura	156	12	168				480	24	504	48	10	58	
7	Chamaraja nagar	132	4	136	168	12	180				48	4	52	
8	Chikkaballapur	119	5	124							108	8	116	
9	Chikmagalur	92	3	95	108	0	108				120	2	122	
10	Chitradurga	60	6	66	216	6	222				72	18	90	
11	Dakshina Kannada	156	1	157				328	10	338	36	8	44	
12	Davanagere	70	5	75				240	12	252	64	12	76	
13	Dharwad	192	17	209				288	8	296				
14	Gadag				180	10	190					2	2	
15	Gulbarga	42	1	43	60	0	60	240	6	246	24	2	26	
16	Hassan	156	6	162							360	24	384	
17	Haveri	120	0	120				180	2	182	12		12	
18	Kolar	32	1	33							288	26	314	
19	Kodagu				168	6	174							
20	Koppal	268	36	304				240	20	260	168	6	174	
21	Mandya	36	0	36	168	0	168				84	8	92	
22	Mysore	156	24	180	372	24	396				156	0	156	
23	Raichur	78	4	82	84	4	88	84	4	88	48	0	48	
24	Ramanagar	128	8	136	276	22	298							
25	Shimoga	60	4	64							240	10	250	
26	Tumkur	96	12	108	84	4	88	108	6	114	312	6	318	
27	Udupi	120	2	122	72	6	78				120	8	128	
28	Uttar Kannada				60	6	66				216	14	230	
29	Yadgir				108	14	122				96	8	104	
30	Bagalkote							156	12	168	24	4	28	
	Grand Total	2845	215	3060	2652	130	2782	3880	136	4016	3832	370	4202	

Source: KSPH & IDCL

The Organization has received projects from central Government also under 13th Finance, and other Institutions. KSPH & IDCL has adopted all the principles of accountability, efficiency,

transparency in its day to day functioning in letter and spirit. With all this optimism, driven by declared vision and mission, plans and projections have been realistic and pragmatic.

4. Evaluation Scope, Purpose & Objectives

Though KSPH & IDL is set up with the primary objective of providing housing solution to the staff of Karnataka Police Dept., information is obtained that housing for police staff, particularly in the districts is very less. Even though there is a dedicated organization set up to address the issue, the shortage of police housing remains a critical subject. Hence the evaluation of functioning of the Corporation is proposed here.

- Physical and financial evaluation of the scheme with reference to the targets set in the Plan pre and post change
- To examine the extent to which the scheme objectives have been met and the target of 75 percent demand for housing of Police staff is attained.
- To assess the performance of Police Graha project.
- To assess the performance of the Corporation before and after the change in its scope and accounting system
- To examine the impact in terms of delivery of the police services
- To make a SWOC analysis of the functioning of the Corporation.

The study covers a time period of 2010-11-2018-19.

5. Evaluation questions

Functioning and Policy Issues.

- 1) The corporation is established for provision of police housing but the demand for housing was met to the extent of 40% of it till 2013. Then the target was fixed to 75% and to what extent it is achieved now?
- 2) Review the physical and financial performance of the corporation before 2014-15 and after 2014-15. i.e. is after the change in mandate of the Corporation. Discuss the reasons for any changes that have taken place during these periods.
- 3) What are the criteria adopted for selection of projects related to Police housing infrastructure and other buildings for police Department and other Departments. Review the policy before & after 2014
- 4) Estimate the demand requirements for housing by the Department over the period of last ten years and make projections for next five years. Examine to what extent the existing capacity of the corporation is able to fulfil these requirements.

- 5) Examine the achievements made under police Graha Project whether the progress achieved is as per the targets fixed and the mandate before the corporation is achieved over the time period.
- 6) Whether the project being implemented as per plan in terms of cost, timeliness and conformity with the project guidelines and as per the time schedule?
- 7) Examine the process of work allotment to the Corporation and the process of contract allotment and completion by the Corporation. Whether any modifications are required to make it more effective?
- 8) Discuss the initiatives taken for Environment Protection. Examine the housing project from perspectives of GRIHA(Green Rating for Habitat Assessment) and Going green.
- 9) Review the policy for quality control in comparison with other such corporations in the State and in other States.
- 10) Examine the human resource policy of the corporation and examine the productively and skill differences across permanent and contract labour.
- 11) As per the company's Act 2013 with regard to corporate social responsibility what are the initiatives undertaken by the corporation? Evaluate the impact of these interventions?
- 12) How the Corporation strikes a balance between its commitment to Police Department for housing, infrastructure and other works and other projects of Central and State Governments.
- 13) What is the opinion of the concerned stakeholders of the dept about the works undertaken such as Police Buildings and other infrastructure development under
 - a) 13th Finance commission, b) Police Modernization Scheme c) Budget works d) SDP works e) K-Safe scheme and other works by the Corporation. To what extent these have contributed to achieve the expected outcomes?

Housing project

- 14) Examine the distribution of houses across the divisions and districts. Whether the allocations are based on needs/ any standard criteria/ whether any additional weightage is given to the backward districts?
- 15) What criteria are adopted for distribution of houses by the Department? Whether gender and other categories are considered in allotment of houses?
- 16) What is the quality of houses and other infrastructure works taken under the schemes? Take a Sample of houses constructed in the initial stage and during first phase of the project Police Graha and check their existing status and for other works also.

- 17) Whether Neighbourhood planning principles are being followed in the project including its effectiveness and organising spaces for a residential, parks and other amenities? What are the perceptions of the residents about it?
- 18) What is the opinion of the residents about the houses regarding quality of construction design, infrastructure such as water supply sewerage, drainage, road network and other facilities including environmental aspects? Develop a level of satisfaction index for assessing the opinion of residents.
- 19) Whether the houses are constructed as per the design & structure. Whether the designs differs across the categories and regions. Whether the designs are suitable or need modifications? What is the opinion of residents about it?
- 20) Are there any issues related to house allotment, criteria followed in allocation of houses across the regions and categories of Police personnel and reservations in house allotment etc.?
- 21) What are the views of other stakeholders with regard to the works undertaken by the corporation for their institutions- Universities and buildings of other Departments?
- 22) Examine the impact of these works on efficiency of administration, Productivity, and improving police public relations.
- 23) Evaluate the functioning of the Corporation in terms of accountability, transparency and efficiency and make a SWOC analysis of the corporation and examine its sustainability as a commercial entity.

6. Evaluation Methodology

Type of data	Method of data collection	Method and Tools
Primary data	1. Quantitative data	Beneficiaries, Non Beneficiaries interview schedules
	2. Qualitative data	Focus Group discussions, In depth Interviews with the Department staff case Studies, field observations
Secondary data	Guidelines, Department, published documents, reports, books and Journals etc.	Statistical analysis with the help of identified indicators

Sampling Methodology

One district from the period 2010-2015 is selected on random basis in each division. Further the same methodology is adopted to select the districts from the divisions for Phase I and Phase II of the Police Graha project. Phase III only completed works are included in the evaluation as some of the works are under progress.

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Sample districts and units

Sl. No	2010-2015		Sample	Phase I - 2016-18			Phase II & III- 2016-19		
	District	Total		District	Total	sample	District	Total	sample
1	Bellary	122	70	Kalaburgi	246	105	Koppal	174	90
2	Haveri	120	67	Gadag	190	80	Belgaum	246	130
3	Chikka mangaluru	95	53	Chamarajnagar	180	75	Dakishina Kannada	44	25
4	Chikkaballapura	124	70	Chitradurga	222	95	Davangere	76	40
		461	260		838	355		540	285

Total- 900 units

Control group

1% of the eligible Police staff but not allotted the houses in these districts. To the maximum of 100 non beneficiaries

Total=1000

- Random Sample selection to be done at KEA.

Other Works

	Works	Sample
13 th Finance Commission	60	06
Budget works	27	03
Police Modernisation Works Phase I & Phase II	119	12
Police Dept. Total	206	21
Fire Dept. works	22	03
Davangere University	13	02
Total	231	27

The total sample of works is 27 works.

Qualitative data

Focus Discussion	Group	4 per district <ul style="list-style-type: none"> • Beneficiaries • Non Beneficiaries • Officers of the Dept. • General public 	Total 48 + 2 at State level=50
In Depth Interviews		Police Officers, Dept. staff Building Dept. officers Officers of Corporation ,	Total 130

	@ 10 per district State level Officers 5 Contractors 5 (Min. One per division)	
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7. Deliverables and time Schedule

The concerned department implementing the scheme and KEA will provide the necessary information pertaining to the study and also co-operate with the consultant organization in completing the assignment task within the stipulated time period. It is expected to complete the present study in 6 months' time line, excluding the time taken for approvals at KEA. The exercise is expected to be completed in an elapsed time of seven calendar months from date of agreement.

1. **Inception Report** in four weeks from commencement on basic understanding of the problem, key issues identified, directions for subsequent stages, detailed work plan, meetings / FGDs planned including names / designations of personnel and schedules, impediments if any to realise the work plan. Inception report is a road map of how the Evaluation Consultant Organization (ECO) intends to proceed with the evaluation work in terms of ToR. It is a road map and action plan for conducting the study, evolved through the study team effort, based on the basic framework provided by the ToR and bring in the study team insights and contributions. It shall be structured into different chapters and headings and contain
 - (1) Evaluation title and background information in brief;
 - (2) Review of Literature
 - (3) Theory of Change/ output outcome framework - input-activities output-outcome-impact
 - (4) Evaluation criteria and framework: purpose, scope, Objectives.
 - (5) Evaluation approach (with-without; before-after), stakeholders involved sampling and limitations, **Evaluation ethics** - ECO must obtain a consent of the Stakeholders before data collection (As per UNEG Guidelines)
 - (6) **Evaluation Framework**- Evaluation criteria - relevance, effectiveness, efficiency, impact and sustainability and **Evaluation matrix*****; It sets out the conceptual framework to be used in an evaluation, Main evaluation issues, Key evaluation question, Sub-question, Indicator(s), Normative/baseline value, Success threshold, Data sources, Data collection method, Method of data analysis***.

***Note: the evaluation matrix is a six-column table consolidation of the material at Sl. No. 4 to 7. Evaluation criteria at Column 1 added for clarity and follows the REESI format as under. The table is illustrative and not exhaustive.

Evaluation of Functioning of Karnataka State Police Housing and Infrastructure Development Corporation Limited (KSPH & IDCL) in Karnataka State (2010-2021)

Evaluation criteria	Key Evaluation Question ^{###}	Specific sub questions ^{###} for each Key Question	Indicators / success standards/ KPI	Data sources	Data collection methods / Analytical tools [#]	Analytical Method / Analysis method
	(1)	(2)	(3)	(4)	(5)	(6)
Relevance						
Organisation objectives & Actual requirements	Key Evaluation Question ^{###}					
	Key Evaluation Question ^{###}					
	Key Evaluation Question ^{###}					
Effectiveness						
Inputs & Process of implementation	Key Evaluation Question ^{###}					
	Key Evaluation Question ^{###}					
Efficiency						
Cost benefit analysis	Key Evaluation Question ^{###}					
Fund utilization and capacity building	Key Evaluation Question ^{###}					
Output produced	Key Evaluation Question ^{###}					
Impact						
Outcomes- immediate	Key Evaluation Question ^{###}					
Outcomes- Short term	Key Evaluation Question ^{###}					
Outcomes- Medium term	Key Evaluation Question ^{###}					
Outcomes--Long Term	Key Evaluation Question ^{###}					
Sustainability						
Sustainability of the project in the long run	Key Evaluation Question ^{###}					

Specific tool and subsection to be referred to / connected

Key Evaluation Questions and sub questions to be derived from the objectives of evaluation in ToR and from pilot study insights

There will and can be many key evaluation questions for each evaluation issue and many sub questions for each key evaluation question. These need to be framed by the study team in question format.

- (7) Data Analysis Techniques- All statistical and Mathematical techniques to be used in data analysis
- (8) Table templates and chapter outline
- (9) field observations from pilot survey
- (10) Work Plan
- (11) Study Team with their contribution details
- (12) List of persons conducting the FGD along with their qualifications and
- (13) Training schedule of field enumerators with the details of trainers.

Appendix

- Questionnaire & Interview Schedules for all stake holders
- Check list for FGD
- List of field Investigators

Evaluation ethics -Evaluation Consultants will be held to the highest ethical standards and are required to sign a code of conduct upon acceptance of the assignment. To be included in MoU

Timeline for inception report

Briefing of the evaluation team, preliminary PPT presentation to KEA on study methodology proposed by team with data requirements	Details of the secondary data required for the study as perceived to be provided	Within one week of issue of work order
Pilot study completion	Field investigation to prepare and fine tune Inception Report	One week from preliminary meeting with KEA
Submission of detail Pilot study report to KEA	Approval of KEA	4 days from submission of report
Finalization of study tools	Incorporating all changes	1 week
Submission of IR to KEA	Approval of KEA for presentation	2 days after submission

Presentation of IR before KEA	As per time schedule in KEA -	One week
Submission of revised Inception Report	Incorporating the suggestions of KEA	2 days from PPT presentation
Presentation of revised PPT {if necessary}		Within 4 days of submission of revised IR

- II. **Interim Report** on findings from officers and field respondents and FGDs (covering at least 50% of planned meets and FGDs) at the end of eight weeks, after the inception report, followed by presentation of Interim Report

Interim report should mainly include the progress and initial findings of the evaluation study.

- (1) Evaluation title and background information.
- (2) Log Frame/Theory of Change/Program Theory as observed in the field.
- (3) Redesigned evaluation framework: purpose, scope, stakeholders involved, input-output-outcome-impact
- (4) Analysis of secondary data and findings.
- (5) Primary data – analysis and Findings based on the 50% of the field work, table templates and chapter outline for the report; and
- (6) Analysis of case studies and Focus Group Discussions.

- III **Draft Report** covering all items in the ToR including key issues identified, directions for the future (vision, mission, organisational objectives, organisational form including any that are external to the parent, working / reporting modalities, objectives of all entities, performance criteria ...) within eight weeks from submission of Interim Report

- IV **Final Report** within four weeks of approval of Draft Report by Technical Committee.

Timelines and deliverables

Inception Report	1 month after signing the agreement
Interim Report	2 months after the date of approval of Inception report
Draft report submission	2 months after Interim Report
Final report	1 Month after approval of the Draft report
Total duration	6 Months

8 Quality expected from the Evaluation Report

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

The evaluation report should generally conform 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 objectives.
- b) With regard to recommendations, the number of recommendations is no measure of the quality of evaluation. Evaluation has to be done with a purpose to be practicable to implement the recommendations. The practicable recommendations should not be lost in the population maze of general recommendations
- c) The report should be complete and logically organized in a clear but simple language. Evaluation report should conform to standard report writing style and structure. Harvard report writing and referencing standard to be adopted.

9. 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. 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:

- Title and Opening Page
 - Index (Table of Contents)
 - List of acronyms and abbreviations
 - Executive Summary- A standalone section that describes the corporation and its objectives, purpose and scope of evaluation, research design and methodology, key findings, constraints and recommendations.
1. Background- A section that briefly covers the scenario of the Organisation in the State including rationale and importance, operational, physical and financial information, objectives and scope of the evaluation.
 2. Review of literature/past evaluation / study reports
 3. Evaluation Methodology - This should include research design, Log-frame and Evaluation Matrix, Data collection (tools and techniques) and analysis (analytical techniques), quality assurance plan and limitations/constraints in the evaluation study.
 4. Findings of the evaluation study arranged in sections and sub sections.
 5. Recommendations that flow from the evaluation.

Annexures

- a. Sanctioned Terms of Reference of the study.

- b. Survey tools and questionnaires
- c. List of persons with addresses personally interviewed.
- d. Place, date and number of persons covered by Focus Group Discussion
- e. Compilation of case studies/best practices
- f. Table showing details of major deviations, non-conformities, digressions of the program

10. Administrative arrangements

- Introduction to Police Housing and Infrastructure Development Corporation and authorization to carry out the tasks and meet relevant personnel, facilitating access to stakeholders for meetings / FGDs. Timely response to submissions and presentations by KEA.

11. Professional competencies expected to handle the assignment

Sl. No.	Subject Experts Requirements	Qualification	Experience
1.	Principal Investigator	PhD/ Post Graduate Degree in Commerce / Management or equivalent from a reputed institution	10 years of relevant Evaluation experience (strategy, policy, government,) as team leader
2.	1 st Core team member	Post Graduate/Graduate Degree in Civil engineering	Should also possess a minimum of three years of experience in Organizational evaluation
3.	2 nd Core team member	Post Graduate degree in Finance and Accounting or Chattered Accountant	Knowledge of organization and functional divisions and familiar with government accounting systems {Finance / accounting}
4	3 rd Core Team Member	Postgraduate in Statistics / Management / Computer Science / Engineering	Experience in impact evaluation of developmental programs

12. Cost and Schedule of Budget Releases

The Output based budget release will be as specified in the RFP.

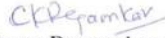
13.Contact person for the details of the study

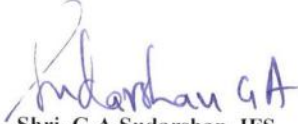
The Contact person details about the study is as below-

At KEA-

- (i) Dr. Chaya Degaonkar, Additional Chief Evaluation Officer, 9342331301
- (ii) Dr.A.V.Manjunatha, Director (Evaluation), 9448402848

TOR Prepared by:


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