

Terms of Reference for
Evaluation of Ksheerbhagya Scheme of Government of
Karnataka implemented through Education and Women
and Child Welfare departments and Karnataka Milk
Federation from 01st Aug-2013

1. The background and implementation of the scheme:

The Government of Karnataka had launched the scheme of providing incentive of Rs 2/litre of milk to farmers supplying milk to Milk co-operative societies of Karnataka Milk Federation (KMF) from Sep 2008, which was further enhanced to Rs 4/ litre from 14th May 2013. The incentive was hiked in order to further encourage rural small/marginal farmers/agricultural labourers/rural youth/women under co-operatives, who are dependent on dairying for their livelihood, by making dairying activity a more profitable business, thus contributing for rural upliftment and on the one hand and on the other hand to supply milk at competitive rates for consumers of Karnataka.

This incentive scheme further boosted milk procurement, but as there was no ready markets for the surplus milk it had to be converted to butter and milk powder and sold in bulk. But, due to curb in export of milk powder by Govt of India, and sufficient milk availability all over India, there was a steep fall in milk powder prices, milk unions of KMF incurred losses and in turn there was delay in payments to farmers. As a solution to this situation, in order to protect the interest of farmers and also to address and eradicate the malnutrition in poor school children studying in 51,000 Govt and aided schools and also 64,000 Anganwadi Centers of the State, the Government of Karnataka started the scheme “*Ksheerabhagya Yojane*” from 01st Aug 2013 under the aegis of departments of Education, Women and Child welfare and Karnataka

Milk Federation. 65 lakh children of class 1 to 10 are provided 150 ml of milk prepared out of 18 gms of un-skimmed milk powder by adding 10 gms of sugar, 3 days in week. 39 lakh Anganwadi children are also provided 150 ml of milk prepared out of 15 gms of skimmed milk powder with 10 gms of sugar, 3 days a week. For children in the age group of 6 months to 3 years, 15 gms of milk powder along with 10 gms of sugar is supplied to the houses of the parents of these children along with Supplementary Nutrition Programme. The indent of requirement of milk powder for schools and Anganwadi centers is sent to the Zilla Panchayaths through Head Masters/BEOs/Taluk Panchayaths for schools, and through CDPOs/Asst. Directors of Women & Child Development Department for Anganwadi Centers. Nodal Officers are appointed at district/taluk and also at block levels. In addition to ED and WCD departments, few NGOs are also involved in the implementation of this scheme. The implementation, process and precautions during implementations and monitoring arrangements are clearly stated in Govt. orders. ED 40 MMS 2012, dated: 27.07.2013 of Education Department and WCD 365 ICS 2013, dated: 13.08.2013 of Women & Child Development Department.

During 2013-14, 9037 metric tonnes of milk powder was supplied to schools and 6416 metric tonnes of skimmed milk powder was supplied to Anganwadi children. The total expenditure incurred was Rs. 361 crores.

2. Objectives of the scheme:

1. Despite introduction of Midday Meals Programme (MNP) in schools and Supplementary Nutrition Programme (SNP) to Anganwadi children, it is reported and recorded that more than 50% of the children have been suffering from malnutrition and anemia in Karnataka. This problem affects the children both physically and mentally and leads to lack of

attention in class and other school activities. To address the issue, it was felt necessary by government of Karnataka that children have to be fed with well-balanced milk and protein rich food, for the all-round improvement in health of children, for their better in attention in studies, and to improve attendance in schools. `

Hence, it was decided by GOK that all children studying from 1st to 10th standard in government and government aided schools, and all Anganwadi children from 6 months to 6 yrs in all over Karnataka be given, 3 days in a week on alternate days, 150ml of milk for each child, prepared from Milk Powder w.e.f 01.08.2013.

2. The scheme also envisaged to support and encourage dairying activities in Co-operative sector in the rural areas by making it profitable for small/marginal farmers/agricultural labourers/youth/women by giving remunerative price for the milk produced.

3. It was also expected that the scheme will enable KMF to supply milk at competitive rates for consumers of Karnataka.

3. Monitoring of the scheme:

As per the guidelines the scheme is to be monitored, reviewed and evaluated at three levels.

The State Level Committee (SLC) is headed by the three departmental heads viz Principal Secretary, Education (Primary and Middle School), Principal Secretary (Women and child welfare) and Principal Secretary (Animal husbandry and Fisheries) and the Managing Director, Karnataka Milk Federation.

At district level by CEO, Zilla Panchayath, KMF union Managing Directors, and Education Officers.

At taluka level by Union nodal officer, Akshara Dasoha Assistant Director, Block education officers and CDPO's.

KMF and its Unions, the CDPO's and the BEO office maintain necessary records of the milk powder transactions.

4.The Scope of the scheme:

All Government and aided schools and Anganwadis in the entire State of Karnataka is under the scope of the scheme.

5. Sampling and Evaluation Methodology:

The scheme being evaluated is just about 13 months old. Too large a sample size is not considered as appropriate for it may escalate cost incommensurate with the statistical accuracy of findings. Moreover, it is an on-going scheme: which means the evaluation is more concurrent than impact assessment type. Since the success of the scheme depends, besides other factors, on the supply chain of milk powder and delivery of milk to children/students, it is logical to expect that the location of the village/Anganwadi/school may have an effect on the implementation of the scheme. Thus, it will be advisable to have a sample of reasonable size, covering urban district headquarters, taluk headquarters and rural areas, including a remote village to study the success of this scheme.

The sample is to first have a purposive cluster of districts selected, such that two districts are taken from each revenue division, with one being the revenue division headquarter district, and another a district not abutting it. The districts selected are Bangalore urban, Chitradurga, Mysore, Udupi, Belgaum, Haveri, Gulbarga and Koppal. Two Anganwadis and two schools will be selected in each of the district headquarters randomly making the sample related to urban district headquarters. Thereafter, in the taluk headquarters (other than the district

taluk) of each of the selected districts a similar sample will be selected. In the taluks selected and sampled as mentioned in the previous sentence, three villages will be selected. Of these two will be selected randomly with the condition that it should have at least one school and one Anganwadi covered by the scheme being evaluated, while the third will be in the hobli farthest from the taluk headquarters. In each of these villages, one school and one Anganwadi will be selected at random (if they are more than one) to complete the sample for rural areas including remote areas. The scheme related to supply of milk to houses of children will be evaluated in the villages and taluks and district headquarters selected.

For evaluating the scheme, Focused Group Discussions (FGDs) are to be held with all the stake holders involved in implementation of the scheme (School/Anganwadi/District/Taluk levels) with representatives of Education, Women & Child Development departments and KMF and also SDMC members. In addition to these, random individual interviews to be held with children and their parents to cross check/correct and validate the responses received in FGDs. For the supply of milk powder to the children in the age group of six months to three years, their parents should be interviewed to verify the quantity and quality of milk powder and sugar supplied, and its frequency and timeliness of delivery by Anganwadi centers. The suggestions of the stake holders to be collected on the loopholes in the process of implementation and suggested improvements if any to be collected and provided in the study. Digital Photographic Evidence (A CD containing all photographs will be necessary and sufficient for this) of all the FGDs and individual interviews held at all levels to be taken and provided along with the draft report to the line department and KEA.

6. Evaluation questions:

1. The scheme was launched with the primary objective of reduction of malnourishment for 39 lakh children in 64000 Anganwadis and 65 lakh students in 51000 schools of the State up to class 10. Can it be stated with certainty that the scheme has reduced malnourishment in the target children and students, particularly because they are also being given meals under the MNP and Supplementary Nutrition Programme (SNP)? If the answer to this is in the negative, what are the benefits the target children get from this scheme?
2. How many children, who are getting milk under this scheme, did not get milk before the coming of the scheme, and now besides the scheme milk do not drink any milk at all?
3. The scheme was launched providing milk to the target children on alternate days (Monday, Wednesday and Friday). Was that frequency itself sufficient to take care of malnutrition and improve attention in classes? If not, can the conceived revised frequency of 5 days a week be considered enough to achieve the required objective? If not, what should be the frequency of providing milk?
4. Can it be said with certainty (in spite of the Midday Meal scheme) the attendance in schools and Anganwadis has increased **only** because of the Ksheerabhagya Scheme? If yes, to what extent?
5. Is it correct to state that attention level and attention span of the children covered under the scheme has become better towards studies because of the consumption of the milk provided to them under this scheme?
6. Whether all the schools and Anganwadis who were to provide milk to its children (students) are indeed providing the prescribed quantity (150 ml) of milk prepared from the prescribed quantity (18/15 gm as the case may be) of milk powder (skimmed and unskimmed as detailed in the G.O. No. ED 40 MMS 2012, dated: 27.07.2013 of Education Department and G. O. No WCD 365 ICD 2013, dated 13.08.2013 of Women & Child Development Department) and duly mixing 10gm of sugar. What is the system

of checks and balances actually implemented in field to monitor these quantities and qualities?

7. In case of schools and Anganwadis of Bangalore Urban district where midday meal programme is implemented through ISKON, which supplies centrally cooked ready to eat food (thus schools and Anganwadis lacking Kitchens), how and where is the water boiled and milk powder and sugar mixed? How is milk being provided under the scheme in those Anganwadis and schools?

In case of similar cases in other districts i.e. which do not have kitchens, the same information may be provided in evaluation report.

8. Is the prescribed quantity and quality of milk powder and sugar being provided on time and to all children under the age of 3 years to their houses and sugar mixed milk provided on time and to all children in Anganwadi Centers at the prescribed weekly frequency as per G.O. No. WCD 365 ICD 2013, dated 13.08.2013.
9. Have the Officers and supervisions of the Women and Child Development Department visited Anganwadis centers and monitored the implementation of the scheme as directed in G.O. No. WCD 365 ICD 2013, dated: 13.08.2013? If yes, how many Anganwadis have been covered by them as per mensum (all officials combined)? Are district and remote Anganwadis covered as frequently as the near and urban ones?
10. What is the supply chain for supply of milk powder from production centre to the schools followed by Karnataka Milk Federation (KMF)?
11. In case of schools covered under the scheme, what arrangement is made by the schools to store the milk powder supplied by KMF? Who is responsible for the arrangement? Are the arrangements sufficient and proper to preserve the quantity and quality of milk powder?
12. When, during the day is milk provided to students in the schools? Is the milk hot when given to students/children?

13. Do the children/students provided with the milk under this scheme actually consume it? If not, in how many cases? What are the reasons for children/students not consuming the milk provided under this scheme?
14. Has the expenditure incurred and the quality of milk powder discussed with SDMCs? If yes, how many times in the calendar year 2014? What was the discussion and action taken to improve the programme, if meetings had taken place?
15. Are SDMCs monitoring the quantity, quality and frequency of milk being provided to students?
16. What is the perception, feedback and suggestions for improvement of the scheme by students, teachers, SDMCs and parents?
17. What are the best practices seen in the evaluation of the scheme which may be recommended for emulation?
18. What are the suggestions for improvement of the scheme?
19. If the implementation of the scheme is measured on a scale of 1 to 10 (1 best, 10 worst) what score can be allotted to the implementation in-
 - (a) Anganwadis and Schools in District Hqs.
 - (b) Anganwadis and Schools in Taluk Hqs not being district Hqs.
 - (c) Anganwadis and Schools in rural areas.
 - (d) Anganwadis and Schools in remote rural areas.

7. Deliverables time schedule.

Commissioner for Public Instructions, GOK will provide the district wise list of schools/ district wise BEO'S list/ district wise NGOS list. The Director Women & Child Development Department will provide the list of district wise deputy directors/Asst. directors/CDPOs and Anganwadi Centers to the evaluator. The department of Animal husbandry and Veterinary sciences will provide the list of District co-

operative societies. The evaluating agency is expected to adhere to the following timelines and deliverables.

- a. Work plan submission : One month after signing the agreement.
- b. Field Data Collection : Three months from date of work plan approval.
- c. Draft report Submission : One month after field data collection.
- d. Final Report Submission : One month from draft report submission.
- e. Total duration : 6 months.

8. Qualification of Consultant

Consultants should have and provide details of evaluation team members having technical qualifications/capability as below-

1. Dietician
2. Statistician
3. Retired High School Teacher
- 4.

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

Consultants not having these number and kind of personnel will not be considered as competent for evaluation.

9. Agency for evaluation:

The Evaluating agency should be finalized as per provision of the Karnataka Transparency in Public Procurement Act and Rules, but without comprising on the quality.

10. Contact person to get further details about the study:

Smt Vijayalakshmi Rai, Joint Director(Marketing)KMF Mobile No 9591994351 and Sri S.S Hiremath, Senior Deputy Director (AH), KMF Mo.9591997667

11. Qualities Expected from the Evaluation Report :

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

- a) By the very look of the evaluation report it should be evident that the study is that of KMF & Animal Husbandry department of the Government of Karnataka, and Karnataka Evaluation Authority (KEA) which has been done by the Consultant. It should not intend to convey that the study was the initiative and work of the Consultant, merely financed by the KMF of the Government of Karnataka, and Karnataka Evaluation Authority (KEA).
- b) Evaluation is a serious professional task and its presentation should exhibit it accordingly. Please refrain from using glossy, super smooth paper for the entire volume overloaded with photographs, graphics and data in multicolor fancy fonts and styles.
- c) The Terms of Reference (ToR) of the study should form the first Appendix or Addenda of the report.
- d) The results should first correspond to the ToR. In the results chapter, each question of the ToR should be answered, and if possible, put up in a match the pair's kind of table, or equivalent. It is only after all questions framed in the ToR that is answered, that results over and above these be detailed.

e) In the matter of 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. It is desirable to make recommendations in the report as follows:-

(A) Short Term practicable recommendations

These may not be more than five in number. These should be such that it can be acted upon without major policy changes and expenditure, and within say a year or so.

(B) Long Term practicable recommendations

There may not be more than ten in number. These should be such that can be implemented in the next four to five financial years, or with sizeable expenditure, or both but does not involve policy changes.

(C) Recommendations requiring change in policy

There are those which will need lot of time, resources and procedure to implement.

12. Cost and Schedule of Budget release

Output based budget release will be as follows-

- a. The First installment 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 nationalized bank valid for a period of at least 12 months from the date of issuance of advance.
- b. The Second installment of Consultation fee amounting to 50% of the total fee shall be payable to the Consultant after the approval of the Draft report.

- c. The Third and final installment 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 number as prescribed in the agreement, along with all original documents containing primary and secondary data, processed data outputs, study report and soft copies of all literature used to the final report.

Tax will be deducted from each payment as per rates in force. In addition, the evaluator is expected to pay statutory taxes at their end.

This is an internal evaluation study, which means that the cost of the study will be borne by the line department. They are expected to allot the work to a competent evaluating agency following the procedure of Karnataka Transparency in Public Procurement Act and Rules and in consultation with the Karnataka Evaluation Authority. This should be done as early as possible but not later than 30 days from the approval of the ToR. The evaluating agency should present the inception report before the Technical Committee of the KEA within 30 days of the allotment of study to them.

The entire process of evaluation shall be subject to and conform to the letter and spirit of the contents of the government of Karnataka order no. PD/8/EVN(2)/2011 dated 11 th July 2011 and orders made there under.

Chief Evaluation Officer
Karnataka Evaluation Authority