



UNITED NATIONS CHILDREN'S FUND

Terms of Reference

Title: Rapid Assessments of Kanyashree Prakalpa
TOR/KFO/2016/09

1. Background & Purpose of assignment (attach background documents if any):

(a) **Goal:** Based on the request of Government of West Bengal (PPE-DWCD&SW Annual Review 2015; Nov. 2015) UNICEF will support rapid assessments of *Kanyashree Prakalpa* on a quarterly basis in 2016. Based on the findings, relevant recommendations will be provided to the Government to strengthen scheme implementation, especially in hard-to-reach areas and for the benefit of the most marginalized. *In continuation with 2015, even in 2016, the Secretary, DWCD&SW plans to conduct regular quarterly meetings with state and district level PMU officials to strengthen scheme implementation based on recurrent field based findings and recommendations from these rapid assessments. The rapid assessment will also fulfill the need for field level data validation and corroboration with MIS data to regularly improve schemes outcomes.*

(b) **Background & rationale:** Kanyashree Prakalpa is a Conditional Cash Transfer (CCT) scheme of the Government of West Bengal for prevention and reduction of child marriages in West Bengal through incentivizing completion of school education and promoting overall empowerment of adolescent girls. The scheme has two conditional financial benefits including an annual scholarship of INR 750 for girls between ages 13 to 18 years, provided that they are enrolled in Grades VIII-XII or equivalent, they are unmarried at the time of receiving the scholarship and have an annual family income of less than INR 1,20,000. A one-time grant of INR 25,000 is applicable for unmarried girls who reach the age of 18 years, have a family income of less than INR 1,20,000 and are enrolled in school or a recognized vocational, sports or technical institute. Unmarried girls with special needs and those who are inmates of JJ Homes are exempt from the income criteria of the scheme.

Since its inception, the Government of West Bengal made concerted efforts to model Kanyashree Prakalpa as an example of good governance. Kanyashree Baseline Survey was conducted in 2014 by GOWB-UNICEF. The survey provides useful insights on status of child marriage, enrolment in schools and other educational institutions, living standard of households in West Bengal as well as provides an estimate about the number of eligible beneficiaries for KP in 2014-15. Some of the process related indicators, such as awareness level about KP, difficulties faced by beneficiary in terms of application, time gap between application and actual receipt of scholarship, etc; were also attempted in the said study. However, since the survey was conducted at a time when the scheme was still at its inception, it was not possible to capture all the process related bottlenecks.

The scheme guideline under Kanyashree Prakalpa is under revision and the Government of West Bengal is focusing on working towards skill development of adolescent girls along with completion of school education and delaying the age of marriage. Kanyashee girls are given preference and special incentives for enrolling into vocational skill development programmes as well as value based education.

In the light of the revised scheme guidelines and the existing challenges already identified, the government has identified the need for continual rapid assessments of the intervention to

identify various gaps in terms of accessibility, supply, demand and enabling environment along with the reasons and the ways in which it can be dynamically strengthened.
2. Programme area: PPE
3. What is the basic project objective to which the contract is related: To provide technical support for conducting quarterly Rapid Assessments of Kanyashree Prakalpa to the Government. The proposed assessments will focus on identifying bottlenecks which may affect the implementation and quality of the service being delivered. It will focus on identifying both demand and supply side gaps as well as challenges linked to governance, quality and the enabling environment. The assessments will identify and delineate the reasons for these gaps and challenges and suggest ways to mitigate these concerns and further strengthen intervention on the ground.
4. Use of findings: The findings and recommendations of these assessments will be used by the Government to continually strengthen scheme implementation and make KP's contribution to key outcomes more sustainable. The findings will also be useful in addressing various demand side gaps, supply side gaps, providing enabling environment and addressing quality issues, by means of capacity strengthening, simplifying processes, reaching the excluded and the marginalized as well as enhancing resource allocation, if needed. The findings from the assessment will also facilitate in strengthening the monitoring and evaluation of the scheme and initiate policy level dialogues to make the scheme more sustainable by means of further empowering the girl child.
5. Duty station: West Bengal, India.
6. Supervisor: Shweta Pandit Dey, Social Policy Specialist, UNICEF Office for West Bengal
7. Scope of Assessments: The assessments will include an (i) an analysis of implementation fidelity and (ii) process-related indicators. It will assess the extent to which an intervention is implemented in practice as intended. Key dimensions of fidelity include adherence to content (e.g., guidelines as well as the implementation mechanism and any subsequent Govt. orders and resolutions) and exposure (coverage, frequency, and duration). The assessment will also involve analyzing the identification of factors which inhibit or encourage implementation fidelity, look into the comprehensiveness of program documentation as well as strategies to facilitate implementation, quality of delivery, participant response as well as the intervention complexity. The methodology section further delineates the aspects to be assessed and the tools and methods which will be used. The research questions have been framed based on OEDC-DAC framework based on relevance, effectiveness, efficiency, impact and sustainability. Macro Level Questions: 1. What is the quality of the design of Kanyashree Prakalpa, especially from the point of view of relevance, equity and gender equality¹, efficiency and sustainability? 2. In terms of the functioning of its institutional mechanisms at the state, district and sub-district levels, how efficient and effective has the scheme implementation been? How well has the scheme adapted to differing socio-economic contexts and diverse environments across West Bengal? 3. Since its inception in Oct. 2013, what intended outcomes has it produced and what contributions has it made towards the achievement of the broader impact (delay in marriage, completion of

¹ Though the scheme is mainly targeted for adolescent girls, the impact of the scheme in terms of change in perception of the adolescent boys, due to KP, is also relevant from the perspective of the broader goal of the intervention – which is to address social norms to reduce child marriage and promote girls education.

school education) envisioned by the intervention?² Have there been any unintended results, positive or negative, so far?

4. What are the barriers and bottlenecks, from the perspective of demand, supply, enabling environment and quality, which have challenged the intervention so far?
5. Which of the positive results or contributions of Kanyashree are likely to be **sustained**? In what circumstances and how can these be further strengthened?

Meso Level Questions:

1. What has been the intermediate change in outputs and intermediate outcomes so far? Has the coverage of the intervention been equitable? To what extent and in what context? How can equitable distribution of service delivery be further strengthened? Has there been a change in school enrolment for adolescent girls between 13 to 18 years of age³? Has Kanyashree influenced their retention and transition to higher levels of schooling and completion of school education⁴?
2. Has there been any change in the knowledge and attitude of adolescent girls, adolescent boys, their parents, families and communities, in relation to education and child marriage?
3. Were the objectives of the design relevant to the context and needs of intended beneficiaries?
4. Are the activities and outputs consistent with the overall goal of Kanyashree? What activities and outputs are being undertaken to make the effects of the intervention sustainable, especially from the point of view of empowering adolescent girls and influencing knowledge, attitudes and practices within institutions such as schools, Madrasa, Technical Institutions, SMCs and panchayats and at the community level amongst parents, influential community members, faith-based leaders and adolescent children (both boys and girls)?⁵
5. Are institutional mechanisms in place complete and fully functional to support the activities? Have they been rolled out in time?
6. What are the gaps, especially from the point of view of human resource capacity and availability? Does the allocated financial and human resources adequately reflect the needs and the operating environment?
7. Is there a monitoring and evaluation system for Kanyashree to make the intervention accountable? Is regular programme monitoring conducted through an analysis of MIS data and field level data validation?
8. What is the extent of convergence between relevant Government departments to support equitable implementation of the scheme?
9. What is the extent of collaboration between GoWB and civil society partners to strengthen the intervention and promote innovations? The Government aims at making Kanyashree Prakalpa a movement to empower adolescent girls. Has Kanyashree created spaces for public dialogue and debate amongst boys and girls, men and women, rights holders as well as duty bearers, especially the most vulnerable on the issue of girl's education and against child marriage?

² The contributions towards the achievement of the broader impact may not be completely attributed to KP. The study will primarily report on the desired outcome of the scheme and will also attempt to estimate the contribution of the scheme in achieving the outcome through a regression analysis.

³ The outcomes cannot be fully attributed to KP and there are multiple factors contributing towards school enrolment. A regression analysis will be attempted to measure the attribution.

⁴ Since robust time series data to determine the causality is not available, an attempt will be made to compare the findings of the proposed study with the finding of the KP Baseline Survey.

⁵ The scheme guideline under Kanyashree Prakalpa is under revision. Several activities have been included under the scheme for empowering adolescent girls as well as sustaining the programme through development of a graduation strategy. Activities pertaining to vocational skill development, promoting value based education, peer influence etc. are already being implemented.

10. What are the major risks in achieving the key objectives of Kanyashree?⁶ What is being done by the Government to mitigate these risks? How can these be addressed?

8. Methodology & Design: The methodology has been arrived at in collaboration with the Government of West Bengal: Assessments will be designed and rolled out based on the scope defined in the previous section. It will follow a *mixed methods approach* using both qualitative and quantitative strategies for data collection and analysis. As a substantial amount of secondary data has been generated as a part of the implementation, first attempt would be to critically review the secondary data and information. In addition, both qualitative and quantitative data would be collected from the field and stakeholders, the strategies are delineated below:

(a) Comprehensive Review of Available Secondary Data and Information:

- Guidelines for Kanyashree Prakalpa, Government of West Bengal;
- Information provided in the Kanyashree Portal;
- Existing documentation and docu-features on Kanyashree published or produced by the Government;
- Administrative records of Government on Kanyashree Prakalpa;
- Review of the Management Information System (MIS) of Kanyashree Prakalpa, including its FMIS and UDISE – the MIS for Department of School Education;
- Data from the Census of India 2011;
- Data from the Kanyashree Baseline Survey (2014);
- Data from the District Level Household Survey 3 and 4 data for trend analysis;
- Information from social audit highlight people's perception about the scheme;
- Other Government and non-government publications, advertisements and docu-features on Kanyashree Prakalpa;
- Articles published in the media on Kanyashree Prakalpa;
- Materials prepared by Kanyashree beneficiaries related to the intervention such as drawings, poems and articles from the Kanyashree *Sanghas* or Clubs.

(b) Information to be Covered from Kanyashree MIS and UDISE:

- Analysis of disaggregated data on coverage of intended beneficiaries for annual scholarship and one time grant.
- Time gap between the date of receipt of an application at the school and the date of uploading the information in the MIS.
- Time gap between the dates of upload in MIS till the application is sanctioned/rejected.
- Also time gap between the date of sanction and the date of actual receipt by the beneficiary.
- Number of girls upgraded from K1 scholarship to K2 grant.
- Renewal and dropout cases from Kanyashree Prakalpa.
- Present data structure in the MIS.
- Enrolment, transition and dropout rates from UDISE for a contribution analysis
- Presence of a cohort tracking mechanism (if any) within KP MIS or the potential to develop the same in collaboration with the Department of School Education.

(c) Key Informant Interviews: Semi-structured key informant interviews, combining structured questions in the interview schedule, will be undertaken with key informants at the state, district and sub-district levels covering representatives from amongst all key stakeholders related to the intervention including the following:

⁶ While inclusion / exclusion error and leakages are some of the major risks associated with the processes, in terms of outcomes, the risks include - whether the scholarship is sufficient to promote education and restrict early marriage.

Government:

- SPMU Officials, NIC Officials, banking partner, and HoDs of related State Departments;
- District Magistrates, DPO-ICDS/DPO-SW and Data Manager at district level;
- BDOs and Data Managers (at block level);
- School Principals, Head teachers or teachers in charge from schools as well as from Madrasa, training institutes and colleges;

Civil Society:

- Representatives of partner organizations supporting the Government for Kanyashree implementation;

Beneficiaries & Community:

- Beneficiaries of annual scholarship and OTG in formal government and private schools,⁷ vocational training centres, colleges and Children's Homes;
- Parents of beneficiaries of annual scholarship, OTG and eligible girls who have not been covered by the scheme;
- Community members (GP Pradhans, religious leaders etc.);

(d) Comparative Case Studies using qualitative comparative analysis (QCA): An in-depth examination of several cases including individuals, groups, processes and institutions, will be conducted to arrive at a thorough understanding of similarities and differences in the intervention's implementation as well as its intermediate outcomes (based on a theory of change) vis-à-vis different areas, contexts and categories of beneficiaries. The aim of these case studies will be to conduct an analysis of the extent of contribution of Kanyashree Prakalpa to the intended and unintended results on the ground. Case studies may also explore and delineate the tangible change in the life of select candidates before and after availing the benefits of Kanyashree. Case studies will be chosen from the categories identified under KIIs.

(e) Focused Group Discussions (FGDs): FGDs will be conducted with groups to understand their views and opinions regarding Kanyashree Prakalpa. These will be conducted especially in schools and within select communities to get an aggregate understanding on the macro and meso level questions. Some of the important issues to cover through FGDs include:

- To know how the money has been utilized or is proposed to be utilized by the girls who have already received the annual and/or One Time Grant (OTG) scholarships. Among OTG recipients, those who received OTG in 2013 and 2014 may also be chosen, to get an idea of what this grant has already been used for;
- To understand a change in knowledge, attitudes and practice of beneficiaries, potential beneficiaries, their families and communities related to continuing education and early marriage. Relatedly, to identify and understand cases of child marriages being undertaken or refused by girls and/or their families and the extent of drop out cases within communities;
- To understand the intermediate impact of the scheme in terms of empowerment of adolescent girls through improvement in learning outcomes, developing peer pressure groups to help others in availing the scholarships as well as restrict child marriage and to capture the experience of such girls in their peers and community;

⁷ KP is now being extended to private schools to candidates who fit the criteria of the scheme.

- FGDs would help in finding out whether the Kanyashree has been able to develop platforms for developing peer pressures to help girls to restrict child marriage in the community settings and promote higher education among vulnerable section of community?
- Government of West Bengal has initiated a graduation strategy for Kanyashree beneficiaries and is in the process of strengthening the same. It intends to offer career counseling to Kanyashree beneficiaries in schools and has facilitated reservations for KP beneficiaries in technical training institutes. FGDs will be used to understand the aspirations of KP beneficiaries and other eligible adolescent girls which may support the strengthening of this strategy.
- To understand the grievances of potential and current beneficiaries and the redressal mechanism being used. Here issues concerning communication and accountability may be explored. For example, do the applicants get to know the status of their application? What mechanism can be used for this?
- To gain information on the time lag between the date of receipt of completed application and the date of transfer of funds into beneficiary accounts. This information will be triangulated with the information obtained from the MIS. For renewal cases, to understand the time taken by potential beneficiaries to get the applications certified and to submit complete application forms.
- Quarterly District Monitoring Reports for Kanyashree reveal that the Government is still processing applications for the year 2014-15. In the light of this, FGDs can be used to explore if the money is being used for meeting educational requirements or for any other needs of families (especially since it may be arriving much after the start of the academic sessions).
- Any other suggestions for improving the scheme or innovations that may be replicated or scaled up to strengthen the Kanyashree movement.

Design:

- (a) All districts of West Bengal are proposed to be covered to ensure geographical spread as well as to minimize selection bias. Considering 20 districts in West Bengal, roughly 6-7 districts are proposed to be covered in each phase. The district within each administrative division - namely Presidency Division, Burdwan Division and Jalpaiguri Division, may be classified into three clusters on the basis of incidence of early marriage. The districts from the lower cluster will be covered in the first phase, from the middle cluster in the second phase and finally the top most cluster in the third phase.
- (b) **Within each district 8 educational institutions will be selected as follows:**
 - a. The Best Performing School in terms of number of Kanyashree applicants
 - b. One Technical/Vocational School
 - c. One School having more than 50% students from SC/ST communities
 - d. One affiliated Madrasa
 - e. Schools from hard to reach areas in the district (mining, island, extremist affected, tea gardens, urban slums, etc);
 - f. One School with less number of KP applicants.
 - g. One School from areas having either low enrolment among girls or high incidence of early marriage
 - h. One College
- (c) **At each institution, data will be collected on:**
 - Total enrolment of girls in each of the class VIII to XII standards for current academic year and the previous academic year.
 - From each of the VIII to XII standards number of girls dropped out and number of repeaters in the current academic year and the previous academic year.

- Total number of KP applicants from each of the VIII to XII standards for current academic year and the previous academic year.
- **Focus Group Discussions (FGDs) will be organized as mentioned above and will cover** recipients of annual scholarships and one time grant, non-beneficiaries in schools, parents of beneficiaries and non-beneficiaries, teachers and community stakeholders. Adolescent boys may also be included in discussions.

(d) Key Informant Interviews will be organized as mentioned above;

(e) Case Studies will be organized as mentioned above;

(f) Information Areas to Cover from MIS:

- Time gap between the dates of upload in MIS till the application is sanctioned/Rejected.
- Also time gap between the date of sanction and the date of actual receipt of the scholarship/ One time grant by the beneficiary.
- Number of girls upgraded from K1 scholarship to K2 grant.
- Renewal and dropout cases from Kanyashree Prakalpa.
- Present data structure in the MIS.
- Data from enrolment.
- Explore cohort tracking of beneficiaries

Quality Assurance: The Research Agency will be responsible for ensuring data quality and would therefore put in place relevant quality mechanism at different levels i.e. field, data processing, finalization of tables etc. These details will be worked out by the agency in consultation with UNICEF. However, to check on the quality of fieldwork, State Programme Management Unit (SPMU) may undertake surprise field inspections on a sample basis to ensure quality standards.

Limitation: The sample size being small it might not be possible to provide any robust estimates at the state and district level. However, the data will be analysed the sample findings will be recorded.

9. Estimated duration of contract and deadline for submission of end-products: Each assessment, including field trips, will be completed within 3 months (on quarterly basis) including submission of final reports to GoWB after incorporation of UNICEF and GoWB feedback. The assessments are proposed to be conducted in April-June, July-Sep and Oct-Dec 2016. The deliverables along with the tentative timeline is mentioned below:

Sl. No.	Deliverables	Time Line
1	Inception report with the final assessment design along with the finalized tools and manuals.	April, 2016
2	Final Report for Phase-I of the Rapid Assessment	June, 2016
3	Final Report for Phase-II of the Rapid Assessment	September, 2016
4	Final Report for Phase-III of the Rapid Assessment	December, 2016
5	Final Report on Rapid Assessment of Kanyashree Prakalpa - 5 hard copies and 5 CDs. Submission of unit level data and photographs of case studies from the field on CD- 3 sets Presentation kit on the main findings highlighting important analysis and trends.	December, 2016

10. Official travel involved (itinerary and duration): Intra & inter district travel is applicable. Inter-district travel by road and rail and intra district travel by road will be involved.
11. Estimated cost of contract: USD 46,000
12. Qualifications or specialized knowledge and/or experience required: i. At least 5 years' experience in designing, planning, organizing and conducting mixed methods research studies with an emphasis on human development in general and child centered concerns in particular (eg: studies on health, education, protection or other developmental concerns) both in rural and urban settings; ii. Demonstrated expertise in research and data analysis skills, including sampling, complex and large-scale research design and methodology formulation; iii. Ability to communicate in both English and Bengali about evaluation/assessment issues and data analysis in clear and simple terms; iv. Demonstrated ability to write clear, brief, analytical reports with proven track record of on-time performance on jobs of this size; v. Proven record of undertaking such assessments with reputed organizations, governments, giving details of job undertaken and completed, name of the organizations with their contact numbers, year of undertaking and completion, coverage of such studies etc.;
13. Prepared by: Shweta Pandit Dey, Social Policy Specialist, UNICEF Office for West Bengal. Signature:  Date: 04/01/2016
14. Approved by: S.N. Dave, OIC & WASH Specialist, UNICEF Office for West Bengal. Signature:  Date: 06/01/16.