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**GRAAM**

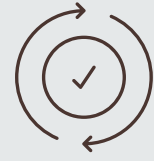
Grassroots Research And Advocacy Movement

GRAAM is a development research and public policy engagement initiative. It was founded with the aim of nurturing a space for evolution of public policy embodying community 'voice'. A space based in empiricism, democratic principles and a progressive interaction of the key stakeholders of development including the state, citizenry, private sector, civil society and academia.

## **EVALUATION OF SCHEME:**

**Free Supply of Bicycles to 8th Std.  
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**





## BACKGROUND

- The government of Karnataka introduced a scheme for providing **free bicycles** with an intention of **improving school attendance**, and subsequently learning standards, at the secondary school level in 2006-07.
- The main aim of the scheme is to **improve access to school** for secondary school students of rural and hilly areas.
- An expected secondary benefit was to **increase the confidence level** of the girl students.







## STUDY OBJECTIVES

### To assess the impact of the scheme on:

- Access, convenience, and development of **self-confidence** among secondary education students
- **Enrolment, attendance, retention rate, and learning** achievements of the children

### To examine issues related to:

- Process of **implementation and performance** of the scheme
- **Maintenance** of bicycles, their **retention** till 10th std. and **utilization** of the facility by regularly bringing the bicycles to the school







## STUDY SAMPLE



Survey of **5098 beneficiaries** (4863 school students plus 235 social welfare hostel students)



**90 non-beneficiary** students, 243 headmasters/ headmistress were also surveyed for the study



**33 IDIs** (State level Education Dept, DDPI, BEO, SDMC President)

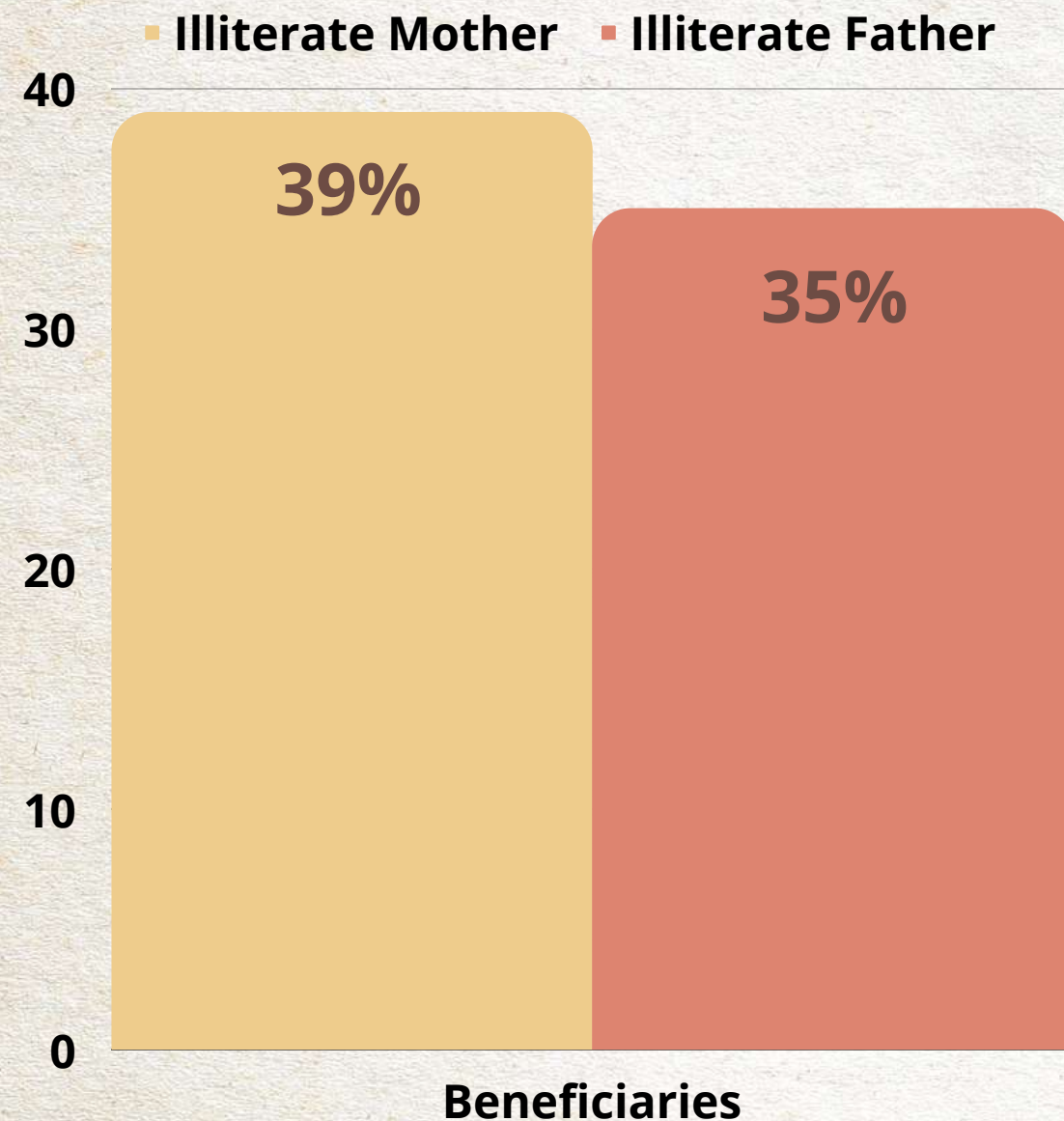


**08 FGDs** (parents including SHG members and SDMC members)





# SOCIO-ECONOMIC BACKGROUND OF SURVEYED BENEFICIARIES



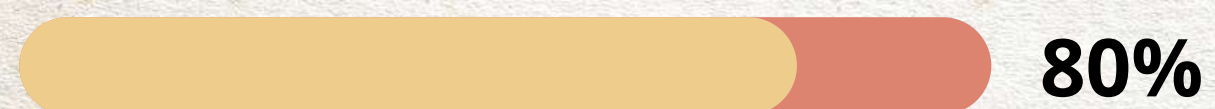
- **93% BPL** and most are SC, ST and OBC
- A significant share of beneficiaries have **illiterate mothers (39%)** and **illiterate fathers (35%)**
- **Close to half** are living in *kutcha* houses





# FINDINGS: SCHOOL ACCESS

## BEFORE BICYCLE PROVISION



of beneficiaries in hilly areas



of beneficiaries in plain areas

were **walking to school** though school is on average 3 km away from house

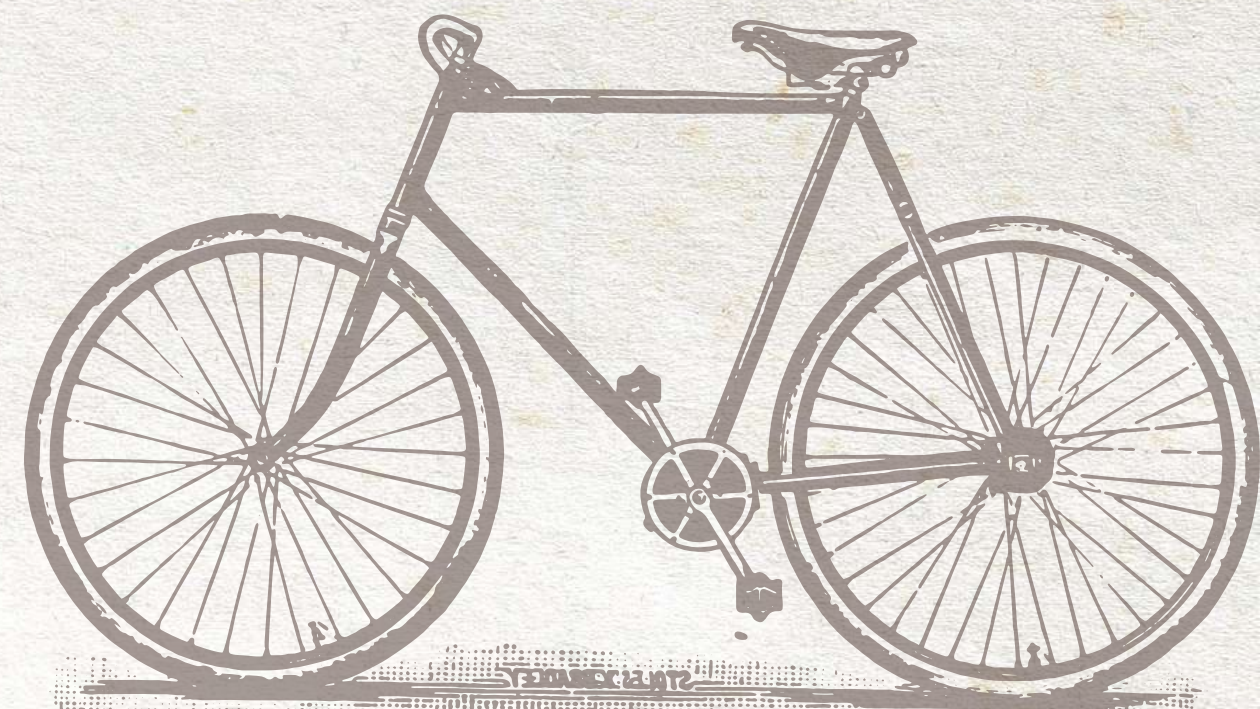
## AFTER OBTAINING CYCLE



beneficiaries walk to school



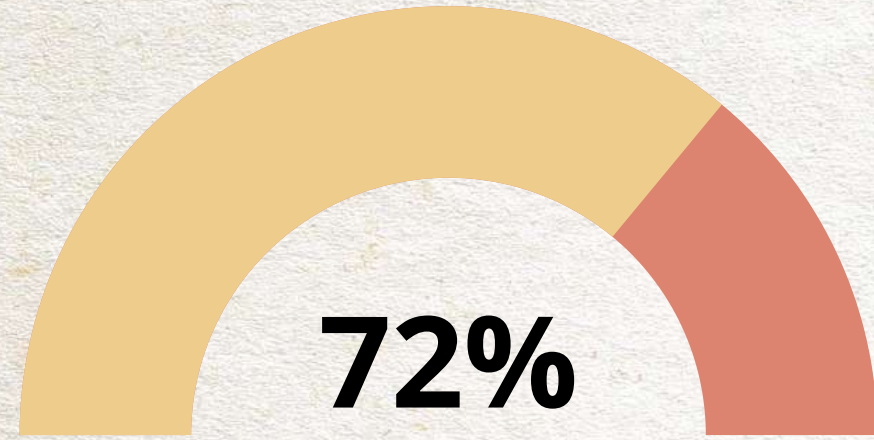
use bicycle to travel to school



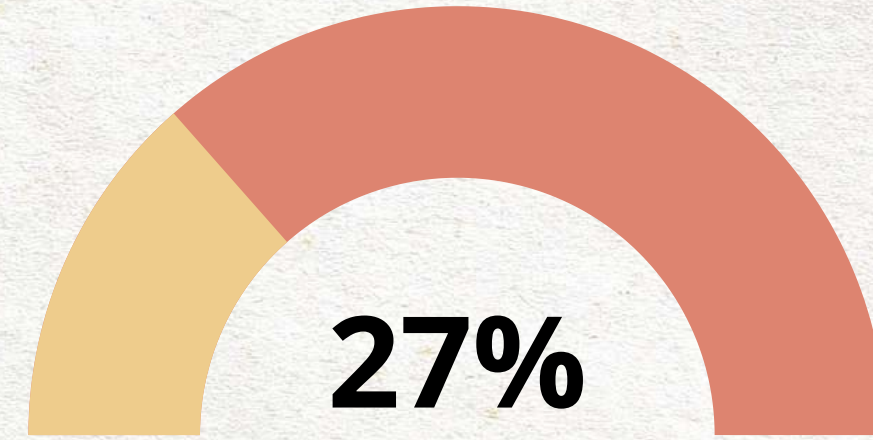




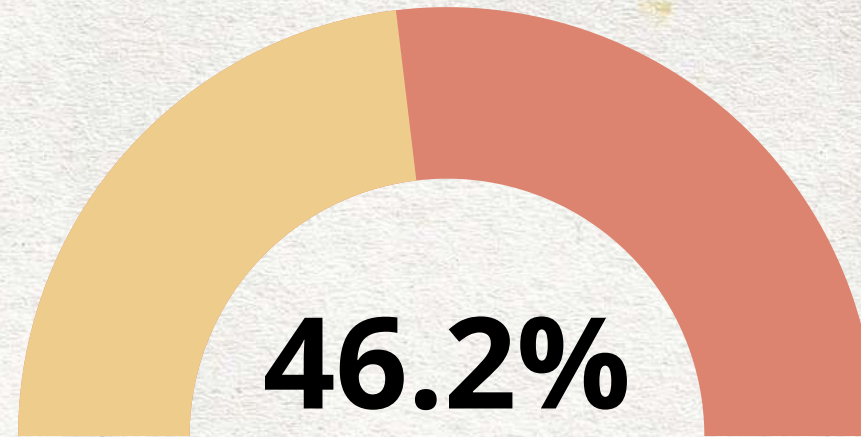
## FINDINGS: SCHOOL ACCESS



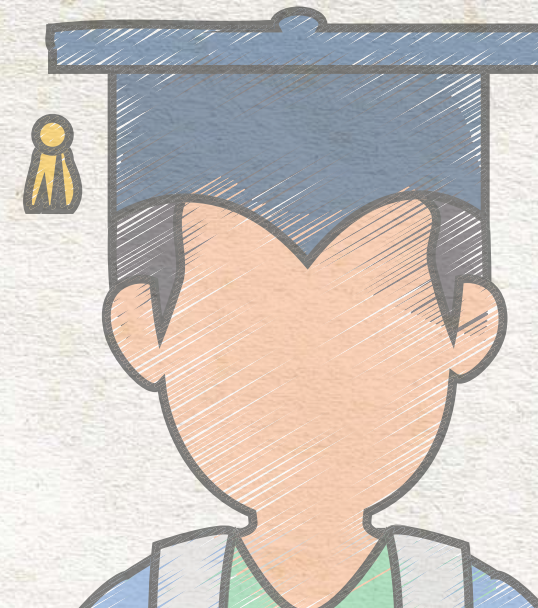
beneficiaries from **hilly areas** find it **difficult to use bicycles** because of difficult terrain and poor roads



beneficiaries from hilly areas **never bring the bicycle** to school



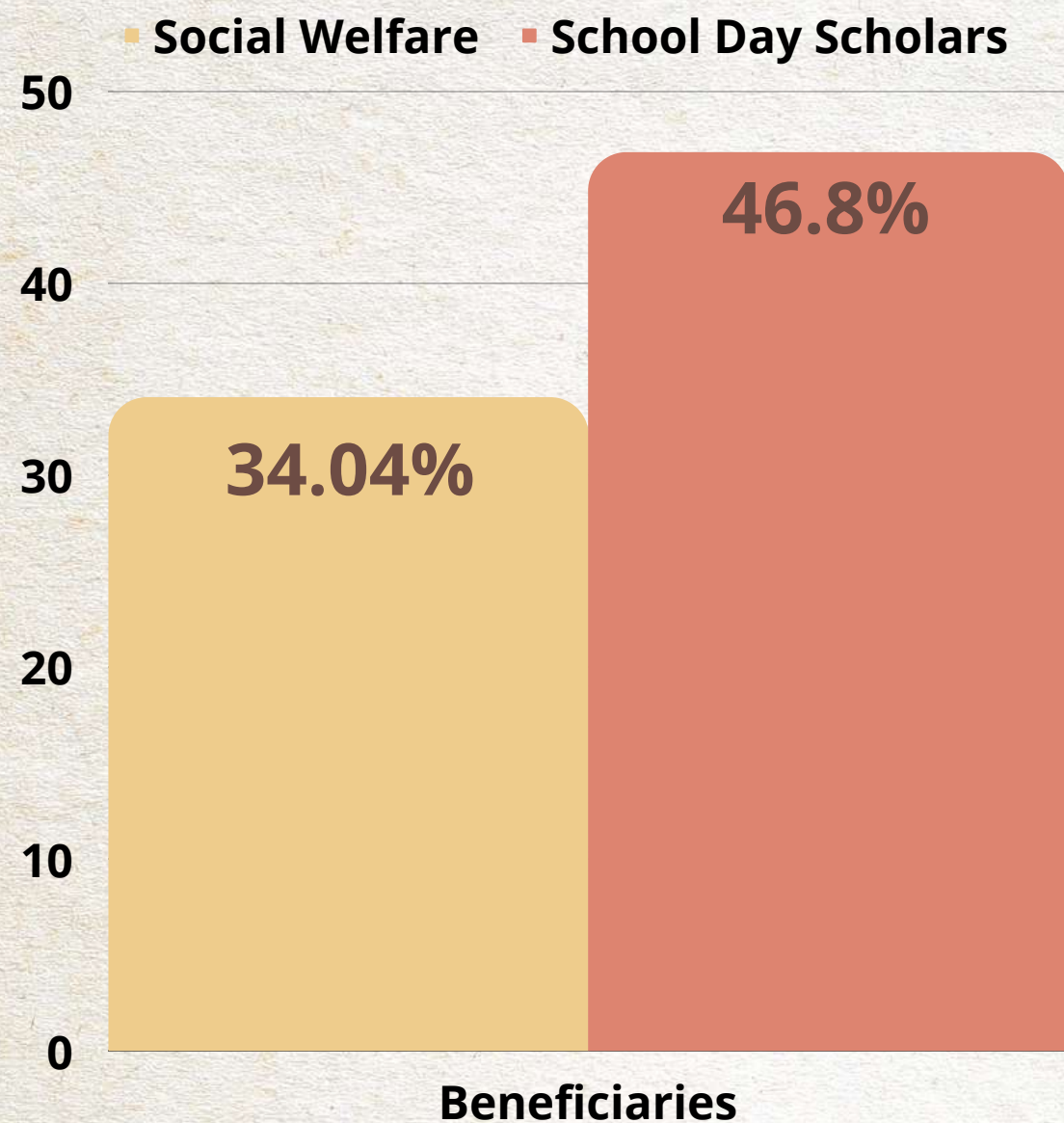
beneficiaries bring **bicycles** to schools **regularly**.  
Regular bicycle usage is even **less among girls**



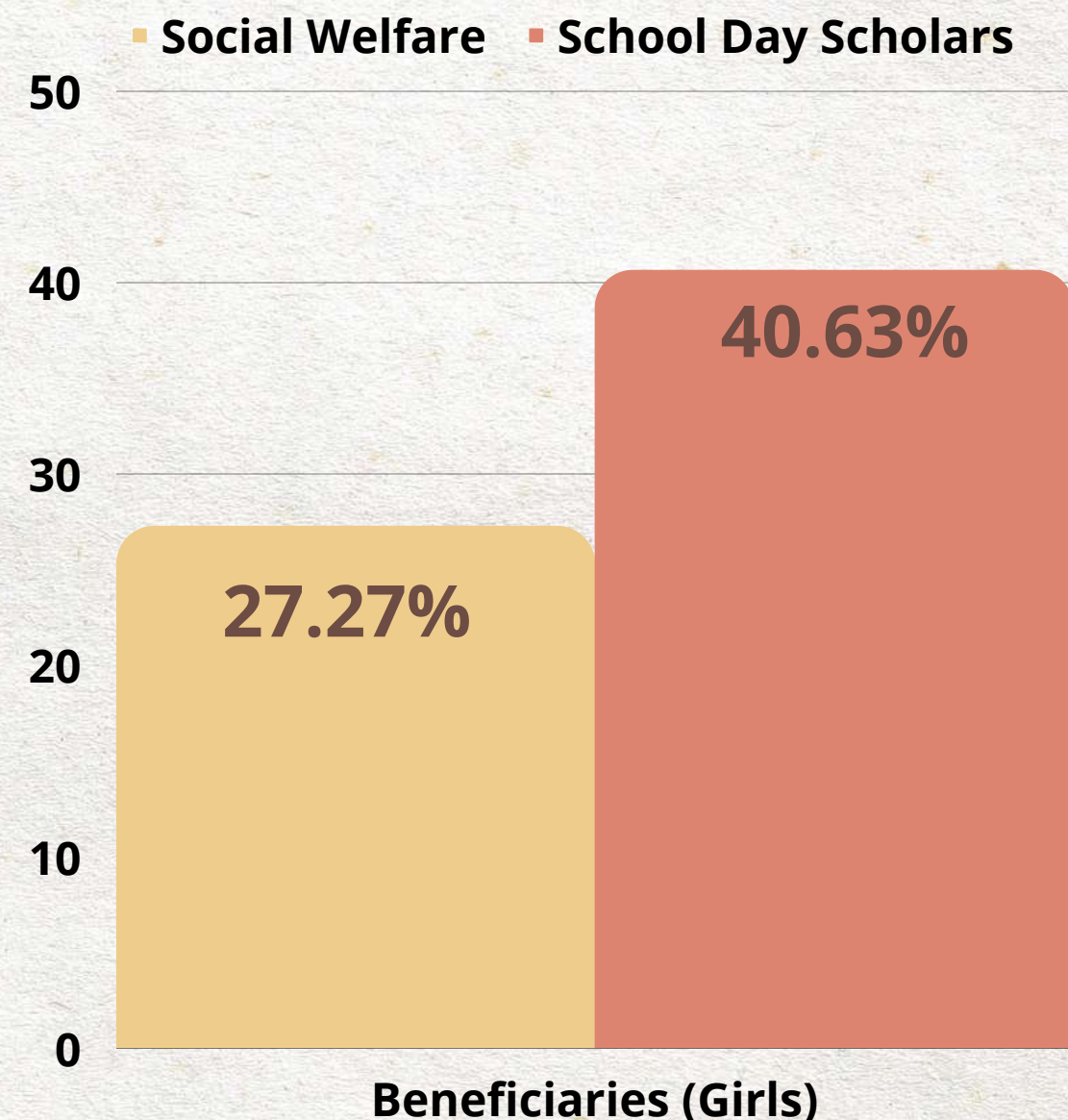




# FINDINGS: SCHOOL ACCESS



The proportion of **social welfare hostel students** using bicycles regularly for school travel (34.04%) is **lower** than the corresponding share of **school day scholars** using bicycles for the same purpose (46.8%)



While **40.63%** of **girl day scholars** use bicycle regularly for the school commute, only **27.27% of girl social welfare hostellers** use bicycle regularly for the school commute





# FINDINGS: SCHOOL ACCESS & ENROLMENT

## GENDER

Parents expressed that while they would have anyway bought bicycles for boys; the scheme has however ensured that girls are also getting the bicycles

## ENROLMENT

School principals also feel that bicycles have been able to significantly enhance secondary school enrolment

## GENDER GAP

However persisting gender gap in enrolment in class VIII (25%) at the state level remains

## ROAD CONDITION

Road condition, house being very near, frequent damage of cycles and house being too far are reasons for non-usage. Statistical tests show that road condition has a significant effect on the regular usage of bicycles

## IMPACT

UDISE data shows that secondary school enrolment in Karnataka has been growing over the last six years, which shows an association of bicycle provision with school enrolment



**Family members** also use the bicycle for **45% of the beneficiaries**, however, **less than 1%** beneficiaries mention family members' use of bicycles as a **reason for not bringing bicycle** to school





# FINDINGS: ATTENDANCE AND PUNCTUALITY



**Before receiving** the bicycles:  
beneficiaries were **missing two classes a month**



**After receiving** bicycles: beneficiaries  
are **missing one or less** than one class a  
month



**Before: 58.3% were reaching school on time**



**After: 65.5% students are reaching school on time**





# FINDINGS: RETENTION, LEARNING, CONFIDENCE



## RETENTION

Almost all **surveyed principals** perceive that **bicycle are contributing to the retention** of students in secondary schools to a greater or lesser degree. **Parents** however mostly expressed that they would have **mostly continued their wards' school education irrespective** of the status of bicycle provision



## EDUCATION

Almost all (**98%**) beneficiaries intend to **complete their secondary school education**, and **93%** also intend to **complete their higher secondary education**



## LEARNING

**Class VIII** students had slightly **higher average exam scores (71%)** than **class VII students (68%)**. The only **3% increase** in exam scores shows a **marginal association of learning outcomes** with bicycle provision



## CONFIDENCE

**Parents and principals** felt that students have become **more confident**, owing to reasons such as reaching school on time, freedom of travelling with friends, cycling in groups, and active participation in extracurricular activities





## RECOMMENDATIONS

01

Require students to sign a **'study to own'** contract' to further incentivize students to attend school regularly and study well

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02

Provide **alternative transportation** for students in hilly areas such as hired jeeps or mini buses. If bicycle provision is retained for difficult terrain, then high-density tubes/ tyres should be provided

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03

Need to examine **cost-effectiveness** of the scheme from the point of view of **limited punctuality gains**: Only about **7% improvement in punctuality** compared to the **investment of Rs 3600/Rs 3900** on each student

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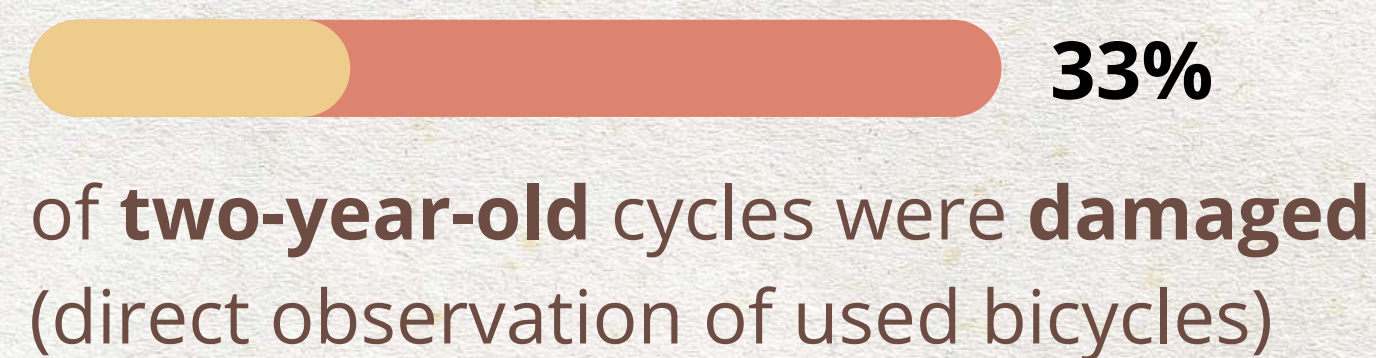
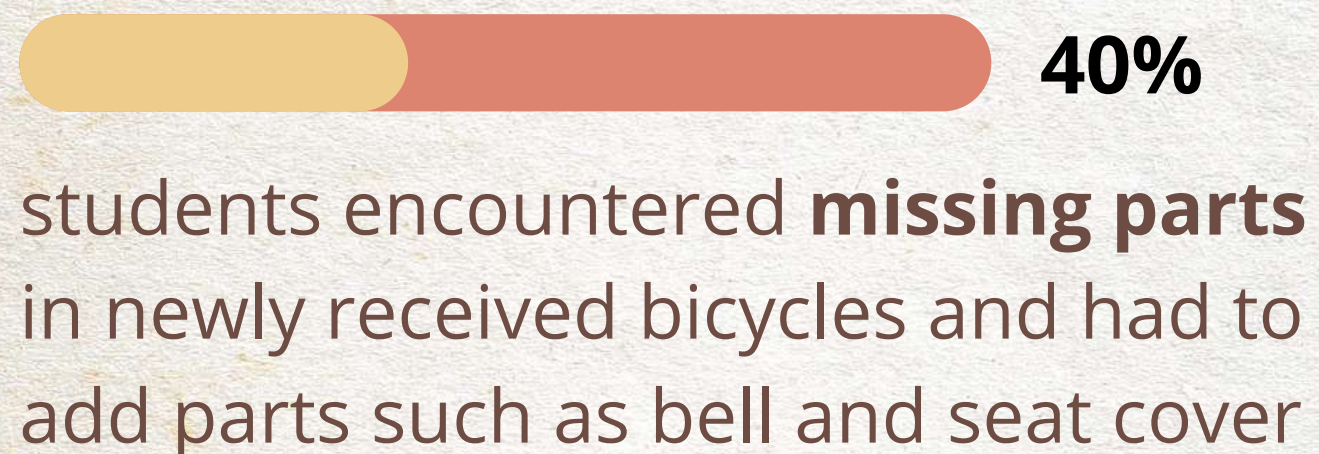
04

Need for alternative measures or **additional incentives**: In view of the high costs and marginal gains in punctuality and learning outcomes, the scheme should be reviewed for better alternatives





## FINDINGS: PROCESS, DELAY, QUALITY CHECK, MAINTENANCE



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More than **40% of used bicycles** had **defects** on **stable parameters** such as rusted frame, worn gear teeth and rusted fork. Rusted brakes and locks are common quality defects of used cycles

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# FINDINGS: PROCESS, DELAY, QUALITY CHECK, MAINTENANCE

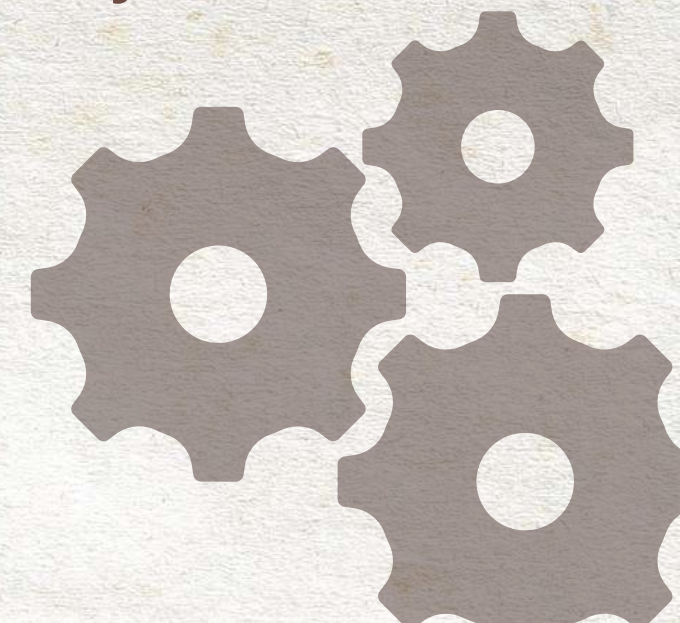
According to parents, the **bicycles become unusable** by the time students reach class X



Amounts ranging from **Rs 300-600/-** is needed for refitting new bicycles, according to parent FGD findings



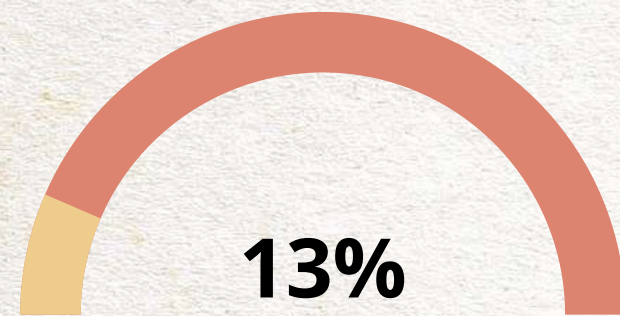
Survey shows that on average, beneficiaries spend **Rs 100/- per month** on **bicycle maintenance**, which may be burdensome since majority of beneficiaries are from the BPL sections



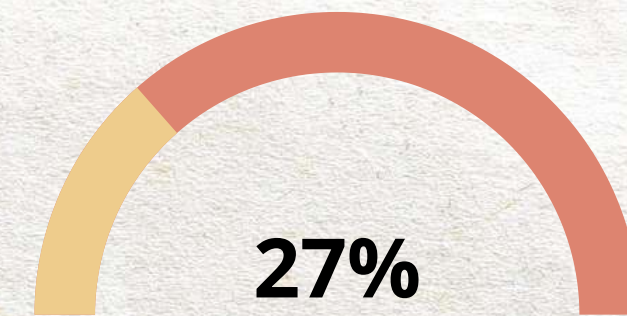


## FINDINGS: PROCESS, DELAY, QUALITY CHECK, MAINTENANCE

The bicycle distribution process covers four process categories- procurement, obtaining of parts and assembly, quality test and quality check, and distribution of bicycles at school level



Most students receive bicycle late and only **13% receive bicycles in the first or second month** of academic year



The single largest share (**27%**) receive the bicycles **2 months after the start** of the academic year

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It takes 90-120 days for the suppliers to provide the bicycles

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# FINDINGS: PROCESS, DELAY, QUALITY CHECK, MAINTENANCE

- The **closing date** for submitting the **bid** and technical bid evaluation date (February) appears **too late** to ensure the supply of bicycles on time
- **Processes** like evaluation of commercial bid, finalization of bidder, assembly, multi-level quality check and distribution to schools **need to be completed before bicycles can be distributed**
- **Delay in finalizing supplier** (procurement stage) and delayed indenting by principals contribute to the delay in bicycle distribution at the school level
- Principals are indenting on the basis of current enrolment or attendance, which is enhancing the delay





# FINDINGS: PROCESS, DELAY, QUALITY CHECK, MAINTENANCE

-  Quality check processes are embodied at multiple levels right from the manufacturing stage to the school level distribution
-  There is **no physical quality testing mechanism** or center available in Karnataka. Bicycles have to be sent to R&D Centre in Ludhiana for quality test
-  The members of school level, district, and division-level committees responsible for the quality check have **not undergone any training** for carrying out visual quality checks. Training at Ludhiana is however mandated as per guidelines for members of district and division level committees
-  **Inadequate quality checks at the district level** are connected to quality gaps in distributed bicycles
-  **Members of the school** level inspection committees feel that they are **not empowered** to take any action on quality shortcomings noticed in checked bicycles





# RECOMMENDATIONS

## BIDDING



As part of the bidding process, the state government should require the bidder to submit a sample boys' bicycle and girls' bicycle conforming to the stipulated specifications. Such a provision is incorporated in the tender document of West Bengal

## LABS



The Mechanical engineering laboratories in the Government or reputed Engineering Institutes at the regional or district level can be designated to conduct quality testing of bicycles

## ASSESSMENT



Organizing a third-party assessment of assembled bicycle under the supervision of technical consultant/representative of technical institute at district level will add value in ensuring quality

## INDENT



Indent for schools should be based on previous years' enrolment or average of last three years' enrolment

## TIMELINE



The date of procurement should be advanced and bid evaluation should be expedited





# RECOMMENDATIONS

## WORKSHOP



Conducting a free service workshop at the school level (by the supplier) at the end of the first month after bicycle distribution. The same workshop can be used to orient children on the regular care and maintenance of the bicycles

## STUDENTS



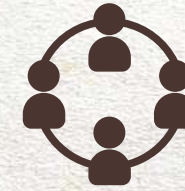
Students should be involved in bicycle maintenance through activities such as bicycle clubs. This would also align with Basic Vocational Training for children in school, in the spirit of the New Education Policy

## COORDINATOR



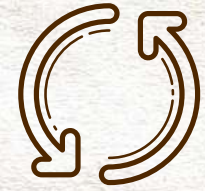
A coordinator (Teacher) should be designated at the school to receive and record complaints by the students on a day-to-day basis (especially in the first 3 months after the receipt of bicycles)

## COMMUNITY



Community representatives such as parents, SHG members and local leaders should be involved more extensively in bicycle monitoring and maintenance to relieve the burden of the 3-member school committee

## REPLACE



Replacing bicycles reported to be damaged at receipt with new bicycles may be initiated





# RECOMMENDATIONS

## COMMITTEE



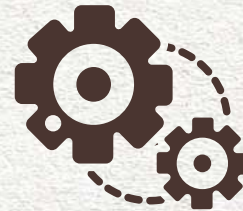
The three-member school level committees should be empowered to take corrective action on faulty bicycles, and to register complaints that have to be mandatorily redressed by the DDPI or another designated officer

## REDRESSAL



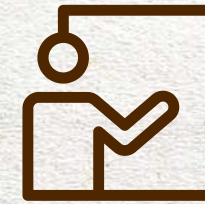
Time bound procedures for the redressal of complaints and replacement of bicycles should be established. An added online application can be incorporated in the existing school management system

## SERVICE



Servicing camps should be organized every six months at each school level or at least at the cluster level (after the first camp held at the end of the first month after distribution)

## TRAINED



Members of the Division and District level quality check committees should be trained in quality check through Master trainers

## WARRANTIES



Effective and functional bicycle warranties should be ensured and students should be made more aware of them





**THANK YOU**

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