

# **Evaluation of Working Women's Hostel sanctioned under the Scheme of Assistance for the Construction/Expansion of Hostel Building for Working Women with A Day Care Centre for Children**

## **Terms of Reference (TOR)**

### **1. Background**

The Scheme was launched in 1972-73 as a Central Sector Plan Scheme, in order to promote greater mobility of women in the employment market. The objective of the Scheme is to provide suitable, safe and inexpensive accommodation to women residing in places away from their hometowns to be able to work. Women being trained for employment and girl students undergoing professional courses have also been made eligible for accommodation. A maximum of 30% of seats can be reserved for this category of women. Working women whose consolidated income does not exceed Rs.16,000/- p.m. (in Class 'A' cities) of Rs. 15,000/- p.m. (in other cities/towns/places) are eligible for the hostel accommodation constructed under the Scheme.

Financial assistance is provided under the Scheme to the extent of 75% of the cost of construction of the hostel building and 50% of the cost of land. Assistance can also be extended on the same pattern as above towards purchase of ready-built building for use as Working Women's Hostel.

Voluntary Organizations (registered Societies, Public Trusts etc.), Women's Development Corporations, Universities, Schools/Colleges of Social Work, Local Bodies, Cooperative Institutions, State Governments and Union Territories Administrations are eligible to receive financial assistance under the Scheme.

887 Hostels have been sanctioned under the Scheme since inception in 1972-73, with a sanctioned capacity of 64922 women and 8442 children in the attached 321 day care centres.

### **2. Need of Evaluation**

The concern of this Ministry is that despite the burgeoning number of women working in both urban and rural areas, the utilization of the assistance has a meager 887 hostels in the country since inception of the Scheme. Obviously the gap between the needy working women and the facility of a safe residence remains to be bridged. One of the factors responsible for this is the lack of suitable proposals under the scheme.

The Parliamentary Committee on Empowerment of Women examined the subject "Hostel Accommodation of Working Women" during 2005-06. While the Committee has been critical of the implementation of the scheme by the Ministry of Women and Child Development, the central theme of the concerns expressed and recommendations made by the Committee is full involvement of the State Governments both with respect to the

creation of hostel accommodation for working women and management and monitoring of the hostels. The Committee has favoured revamping of the scheme. According to the recommendation of the Parliamentary Committee the Scheme is being revamped to address the different problems found with the Scheme.

The following difficulties have been noticed in the implementation of the Scheme:

- (i) Pace of construction of hostels by the organizations to whom grants have been released is very slow.
- (ii) In some cases, although the building has been constructed no working woman was found staying in the hostel, there is often vacancy and often the hostel was under-utilized or not being utilized for the purpose for which it was sanctioned for reasons such as distance from the commercial area or main part of the town/city.
- (iii) There is not enough demand from organizations for financial assistance as the Scheme provides partial financial assistance and the organization is required to meet the balance requirement of funds from its own source.
- (iv) Large ready-built buildings for the purpose of working women hostels are either not available in residential or commercial areas or they are expensive and unaffordable.
- (v) As per the data compiled by the Ministry of Labour and Employment, the number of women employed in the organized sector in the country went up from 49.34 lakh as on 31.3.2004 to 50.16 lakh as on 31.3.2005. Contrasted with women entering the workforce in increasing numbers, there have been very few proposals for new hostels in the recent past, particularly proposals from metropolitan cities where the requirement is acute.
- (vi) As a result of this, the financial and physical targets set during the Ninth and Tenth Five Year Plan could not be achieved fully.
- (vii) According to Para 6.1 of the Report of the Comptroller and Auditor General of India for the year ended March 2003 pertaining to the Union Government (Report No.2 of 2004), grants totaling Rs. 39.58 crore released under the scheme to NGOs and other bodies during 1978-79 to 2000-01 towards construction of 223 hostels went waste as the hostel buildings were incomplete as of March, 2003. In this connection, some of the hostels referred to in the Para have been complete and functional but are being reflected as incomplete in the records of the Ministry of Women and Child Development on account of the inability of the grantee organization to submit the prescribed completion documents.

### **3. Objectives of Evaluation**

The objectives of the Evaluation would be to:

1. Identify the key areas of achievements, short comings in the implementation of the scheme and suggest concrete steps to make the Scheme more effective.
2. Assess the housing needs of working women in States and Districts and projected requirement of hostels for the entire country.
3. Compare the hostels run by State Government or its bodies vis-à-vis the hostels run by Non-Governmental Organizations and suggest concrete measures on the modalities of implementation of Scheme.
4. Suggest policy measures to be adopted for revamping the Scheme of Working Women's Hostel.

#### **4. Scope of the Assignment**

- ? **Undertake secondary desk research:** Review of the evaluation and studies for understanding the present identified gaps and develop a plan to check them during the assessment process. Summarize the current status of research in the area including the major findings. The technical proposal should clearly demonstrate the relevance of insufficiency of the findings or approaches for undertaking the evaluation.
- ? **Assessment realization of the vision and objectives of the evaluation:** Undertake suitable survey and qualitative review of the sample Working Women's Hostels and the benefits derived by the working women. Suggest concrete plan to meet the vision and achieve the objectives of the study.
- ? **Assessment of access to various services by women and assess departmental responses:** Through qualitative information and responses from the management running hostels and women benefiting from the Scheme, evaluate the services provided/received by the inmates and assess deviation from the norms of the Scheme in running of the hostels. Clearly bring out the State Government's role in recommendation of the hostel and its monitoring.
- ? **Study the appropriateness of the existing model of implementation for women's empowerment:** Assessment of whether the structure, processes and systems in model have met the needs of working women through qualitative measures. Also examine the variance of the same and the reasons thereof.

- ? **Highlight the issues and suggest the strategy for up-scaling of the Scheme:** Identify the key structural, process and operational issues which could be addressed if the scheme is to be revamped and up-scaled.
- ? **Coverage of Inmates:** The report should include the present occupancy, fee collected, details about the inmates (SC/ST/OBC/minority and general), duration of the stay of inmates, facilities available, etc. and examine why there is not much demand from working women to avail Working Women's Hostels.

## 5. Methodology and Coverage

As per the available records, there are a total of 887 Working Women's Hostels sanctioned by this Ministry. Out of 887, 607 hostels are complete while 280 are under construction but three installment(s) of grant have been released to them.

The consulting agency is expected to study the entire universe, keeping in view the objectives and scope of the study. However, the study should focus specifically on the complete hostels, the reasons thereof, time required to complete the hostels, problem faced by the agency, etc.

While finalizing the methodology, consultant should adopt a combination of qualitative and quantitative methods. The indicators to be covered have to be specifically delineated while submitting the technical proposal.

## 6. Tools

The tools proposed for the study have to be specifically mentioned in the technical proposal which may include structured/semi-structured performae/schedules, observation and focus group discussions for gathering qualitative information, etc. The available records and other documentaries may be sourced for secondary information to compliment the evidence gathered from the field. The qualitative information may include best practices as well. The tools have to be pre tested and results shared with the client before its finalization.

## 7. Tasks of the Consultant

- ✍ Sampling design should be such that it would enable comparison of indicators.
- ✍ While forwarding the technical proposal, the Consultant should specify the qualitative and quantitative indicators that would be used for the evaluation.
- ✍ Tabulation and analysis of data – the data may be analyzed with appropriate statistical tools. Also tabulation of qualitative responses needs to be done through use of some scales especially for understanding of processes and constraints in

implementation. Both qualitative and quantitative analysis would have to be done to come to specific conclusions and recommendations about Scheme functioning and its effectiveness.

- ✍ Documentation of data set – cleaning and consistency checks and cross verification of data will have to be undertaken.
- ✍ The Consultant is expected to work closely with MWCD, GOI in the development of tools and in analysis of the data.
- ✍ It would be the Consultant’s responsibility to complete the assignment and submit the final version of the document within the stipulated time. The copyright of the documents would rest with the client and the bidder or writer would not have any subsequent claim on the work. However the contribution of the consultant would be appropriately acknowledged in the documents.

### 8. Schedule for Completion of Tasks

The entire study has to be completed within a time-frame of six months from the date of award of the contract and the reports submitted.

Stages	Tasks to be completed	Time frame
I	Acceptance of contract	Within 7 days
II	Submission of inception report as mentioned in para-10 of TOR	One week of receipt of contract
III	Interim progress report	30 days
IV	Submission of tabulation plan and data analysis plan	30 days from the start
V	Submission of draft report	Within two months of completion of data collection
VI	Submission of final report	Within a month of finalization of draft report

### 9. Evaluation Criteria

Technical proposals would be evaluated against the following suggested criteria:

S.N	Criteria	Maximum Marks
1.	Specific experience of the Consultant relevant to the assignment/job (specify the nature of experience and the number of assignments/jobs performed in the past)	30

2.	Adequacy of the proposed methodology and work plan in responding to the terms of reference.	
	a) Work Plan	20
	b) Organization and Staffing	20
3.	Key professional staff qualifications and competency for the assignment/job	30

## 10. Deliverables by the Consultant

- ✍ Inception report: Maximum ten pages to be submitted within a week of signing of the contract. It should include time plan of various activities from start to finish, sampling plan, suggested tools, plan for data collection and list of indicators.
- ✍ Interim report: A maximum of ten pages to be given indicating the progress. To be submitted within 30 days of the initiation of data collection.
- ✍ Draft report (two copies): Draft reports should be submitted within two months of the completion of data collection.
- ✍ Final reports (5 hard copies and soft copies as well). After incorporating necessary changes as might be suggested by Experts and MWCD, GOI, final reports to be submitted within a month of finalization of the draft report.
- ✍ Data set (three copies): documented and clean data set to be submitted to MWCD in CD and hard copy within one week of finalization of the report.
- ✍ Monthly meetings to document progress, identify problems and obtain assistance in trouble shooting.
- ✍ The first draft report of the study within four months, second draft within five months and the final report within six months.
- ✍ Three hard and soft copies of each of the draft reports and five hard and soft copies of the finalized report of the draft after incorporating the necessary changes.
- ✍ Study reports should be in English.

## 11. Qualification of the Consultant

- ✍ The Consultant should have at least 10 years experience in the social sector such as women and child development, rural development, poverty alleviation, etc.;
- ✍ Should have conducted at least two evaluations/research studies on women.

## 12. Expected outcome

- ✚ Examine whether lack of shelter (Working Women's Hostel) is a barrier to Women's Economic Empowerment.
- ✚ To project need based and area based (State and District wise) demand for Working Women's Hostels (WWHs).
- ✚ Highlight the problems pertaining to WWHs from the perspective of the working women/college girl vis-à-vis the management.
- ✚ Bring out problems in receiving Government assistance to implement the Scheme inter-alia the services provided by the Management in WWHs.
- ✚ Compare and contrast the services and facilities being provided by the Government aided hostel as against the private ones.
- ✚ Examine whether the norms stipulated have been adhered to or otherwise. Whether there is uniformity of standards/guidelines laid and followed for running WWHs. Bring out best practices.
- ✚ Involvement of private sector in providing organized accommodation. Illustrate best practices.

## 13. Details of Payment

Stages	Tasks to be Completed	Funds to be Released
<b>I</b>	On Award of the Contract	10% of the total amount
<b>II</b>	On Submission of Inception Report	20% of the total amount
<b>III</b>	On submission of the Draft Report	40% of the total amount
<b>IV</b>	On submission of Final Report	30% of the total amount

## 14. Data Service and facilities to be provided to the Consultant

Ministry of WCD will provide the Consultant all the relevant documents, whichever are necessary for the purpose. It will also direct concerned State

Governments, as well as guarantee organizations to cooperate with the Consultant in data collection.

#### **15. Review Committee**

The performance of the Consultant shall be reviewed in regard to time schedule, methodology, financial requirements and adherence to the TOR. In case of shortfall, the organization must respond speedily and adequately to the recommendations made. The Review Committee would be chaired by Additional Secretary (WCD) to monitor the work of the Consulting Agency. Peer reviewer identified by MWCD, GOI will also review the draft report and final report.

For executing the task, a bi-partite agreement would be signed with the Consulting Agency.

#### **16. Termination of the Contract**

The contract with the organization may be terminated in case of unsatisfactory performance, based on the report and recommendations of the above mentioned review. Else, the contract shall be terminated after the field data and analysis of findings have been furnished to, and accepted by the Secretary, MWCD.

#### **17. Dispute**

Any dispute regarding the agreement shall be referred to the Secretary, MWCD whose decision shall be final and binding.

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