

## CHAPTER - 6

### Programme Evaluation Organisation

Eradication of poverty and improvement in the quality of life of the masses is one of the basic objectives of planning in India. To meet these objectives, the Government has been formulating and implementing various development programmes/schemes with the provision of adequate funds for Social Sector Development Programmes in each successive Five Year Plans. In the post reform era, a number of new schemes have been implemented and some old ones redesigned to work as safety nets for those who are likely to get adversely affected because of some drastic changes in macro policies. However, all these efforts put in during the last four and a half decades of planning have not yielded the intended results. This is because of inherent inadequacies in the planning and implementation of plan programmes. To make these development programmes more effective and result oriented, it is desirable that these inadequacies be identified and removed. This can be achieved through rigorous monitoring and evaluation of these programmes. Monitoring and evaluation are, therefore, important tools for increasing the efficiency in the formulation and implementation of development programmes.

2. The Ninth Plan Document has dwelt extensively on the weaknesses in design and implementation of plan schemes and their sub-optimal performance. It is noted with concern that while an elaborate monitoring and evaluation (M&E) system was in place, adequate follow-up actions on the findings for the system have not been taken to bring about the desired improvement. This general apathy towards the M&E system has adversely affected its health. The decentralized planning and development administration, as envisaged in the 73rd and 74th Constitutional Amendments, would require a strong evaluation machinery to ensure accountability of the implementing agencies and optimum use of public resources for development activities. Strengthening the evaluation organization at the Center and states to make them effective in the planning process, therefore, constitutes an important element of the Ninth Plan strategy.

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3. The Programme Evaluation Organisation (PEO) undertakes evaluation of selected programmes/schemes under implementation, as per the requirement of the various Divisions of Planning Commission and Ministries/Departments of Government of India. The evaluation studies are designed to assess the performance, process of implementation, effectiveness of the delivery systems and impact of programmes. These studies are diagnostic and aim at identifying the factors contributing to success/ or failure of various

programmes and deriving lessons for improving the performance of existing schemes through mid-course corrections and better design of future programmes.

4. Broadly speaking, the objectives of evaluation work taken-up by PEO includes objective assessment of process and impact of the development programmes, identifying the areas of success and failures at different stages of administration and execution, analysis of reasons for success or failure, examining extension methods and people's reactions thereto and deriving lessons for future improvement in the formulation and implementation of the new programmes/schemes. Evaluation in this sense has been recognised as quite distinct and separate from analysis of progress and review on the one hand, and inspection, checking and scrutiny of the schemes and works on the other hand.

5. The PEO is conducting external evaluation, independent of the administrative channels, through direct observations, sample surveys and social science research methods. Thus, the evaluation studies carried out by the PEO are different from progress reporting or checking and scrutiny work as being done in the administrative Ministries/Deptts. However, the PEO tries to involve planners and implementing agencies at all stages of evaluation to make the PEO reports useful.

## **ORGANISATIONALSTRUCTURE**

6. The PEO is primarily a field level organization under the overall charge of the Deputy Chairman, Planning Commission. It has a three-tier structure with its Headquarters at Planning Commission, New Delhi. The middle rung is represented by the Regional Evaluation Offices while the next link are the Field Units known as the Project Evaluation Offices.

7. At the apex is the Headquarters at New Delhi, which is responsible for evolving suitable methodologies including statistical designs for various type of evaluation studies, organizing execution and monitoring of sample surveys, data processing, statistical analysis and interpretation of qualitative and quantitative data generated by the field units and also for bringing out the Evaluation Reports. The Organisation is headed by the Adviser (Evaluation). At the headquarters, a Joint Adviser and 5 Deputy Advisers support the Adviser. The Deputy Advisers are responsible for designing and execution of evaluation studies and act as 'Project Directors'.

8. The middle link of the PEO represents 7 Regional Evaluation Offices, which are located at Calcutta, Chandigarh, Chennai, Hyderabad, Jaipur, Lucknow and Mumbai. Each Regional Evaluation Office is headed by a Regional Evaluation Officer of the rank of Director/ Deputy Adviser and is assisted by two Research Officers, two Economic Investigators Grade I and one Economic Investigators Grade II. The Regional Evaluation Offices are responsible for the supervision of the fieldwork; scrutiny and compilation of field data collected for Evaluation Studies and provides guidance to Project Evaluation Offices under their jurisdiction. They are also responsible for maintaining a close liaison with the State Governments and also providing technical guidance to State Evaluation Units in organising State level studies.

9. The Field Units, known as Project Evaluation Offices constitute the third tier of PEO. These are located in the capital cities of 8 major states of the country, viz.; at

Guwahati, Bhubaneshwar, Shimla, Bangalore, Bhopal, Patna, Trivandrum and Ahmedabad. Each Project Evaluation Office is headed by a Project Evaluation Officer of the rank of Senior Research Officer, who is assisted by one Research Officer, two Economic Investigators, Grade-I and two Economic Investigators, Grade-II. Each PEO is under the administrative control of a Regional Evaluation Office. The Project Evaluation Offices in the Programme Evaluation Organisations are responsible for reporting the working and progress of the development programmes in their areas and for conducting evaluation studies under the guidance of their concerned REOs. They are also responsible for maintaining a close liaison with the State Governments under the overall supervision of Regional Evaluation Officer.

10. The State/UT-wise coverage of the PEO and its field units known as Regional Evaluation Offices and Project Evaluation Offices is as under: -

**State/UT-wise coverage of the Programme Evaluation Organisation**

Name of Regional Evaluation Office/ Region	Attached Project Evaluation Office/ Field Units	States/Uts covered by the REOs/PEOs field units
1	2	3
<u>I. Eastern Region</u> 1. Calcutta	1. Guwahati 2. Bhubaneshwar	1. Arunachal Pradesh 2. Assam 3. Manipur 4. Meghlaya 5. Mizoram 6. Nagaland 7. Orissa 8. Sikkim 9. Tripura 10. West Bengal 11. A & N Islands
<u>II. Northern Region</u> 2. Chandigarh	3. Shimla	12. Haryana 13. Himachal Pradesh 14. Jammu & Kashmir 15. Punjab 16. Chandigarh 17. Delhi
<u>III. Southern Region</u> 3. Chennai (Madras)	4. Thiruvananthapuram	18. Kerala 19. Tamil Nadu 20. Lakshadweep 21. Pondicherry
<u>IV. South Central Region</u> 4. Hyderabad	5. Bangalore	22. Andhra Pradesh 23. Karnataka

<u>V. Central Region</u> 5. Jaipur	6. Bhopal	24. Madhya Pradesh 25. Chhatisgarh 26. Rajasthan
<u>VI. Northern Central Region</u> 6. Lucknow	7. Patna	27. Bihar 28. Jharkhand 29. Uttar Pradesh 30. Uttaranchal
<u>VII Western Region</u> 7. Mumbai (Bombay)	8. Ahmedabad	31. Goa 32. Gujarat 33. Maharashtra 34. D&N Haveli 35. Daman & Diu

## **EVALUATION ADVISORY COMMITTEE**

11. In order to guide the Programme Evaluation Organisation for prioritization of areas of research, methodologies to be adopted and establishment of linkages between PEO and various evaluation, research organizations and academic institutions and follow up action on evaluation results, the Planning Commission has set up an Evaluation Advisory Committee (EAC) in Programme Evaluation Organisation. This Committee includes experts from the Planning Commission and from other non-governmental organizations as well.

## **MEETINGS/SEMINARS/WORKSHOPS/FOLLOW UP ACTION**

12. One way to get feedback on the quality of evaluation reports and their utility in design and implementation of programmes is to interact with the planners, implementing agencies and academia. To facilitate this interaction, seminars are held on topics relevant to the areas of work of PEO. The representatives of the concerned Ministries/Departments, academicians who are known to have worked in specific areas and representatives of State governments are invited to the seminars. During 2000-2001, the following meetings/seminars were held: -

**To promote informed debate and follow up action on evaluation findings, seminars and workshops are organised in which planners, policy makers, academia and implementing agencies participate. The findings of recently completed reports on Employment Assurance Scheme (EAS) and State Pollution Control Boards (SPCBs) have already been presented and deliberated in a workshop during 2000-01. The representatives of concerned Central Ministries & State Governments attended these workshops.**

- A meeting of Regional and Project Evaluation Offices was held from 26th. July-28th. July to discuss the design/instruments of the Evaluation Study on the National Project on Biogas Development (NPBD).
- A meeting of the EAC under the Chairmanship of Shri K.B.Saxena, Chairman, EAC, was held on 15.9.00 and the status of various evaluation studies in hand was reviewed and three studies relating to urban poverty, functioning of PRIs and Food Security for the Poor were prioritized for taking up during 2001-2002.
- A workshop on the findings of the evaluation study on the Employment Assurance Scheme (EAS) and new strategy for poverty alleviation programmes was organized by the PEO on 23.10.2000 and deliberations on the findings of the evaluation study of the EAS were held under the Chairmanship of the EAC.
- II The second half of the session was devoted to discuss the strategies on poverty alleviation programmes. While deliberating on the strategies that need to be adopted for various poverty alleviation programmes in general and EAS in particular, a strong emphasis on monitoring of the programmes for their effective implementation was laid down.

## **PEO REPORTS ON THE INTERNET**

13. In order to disseminate the findings of PEO studies for improvement in programme implementation and increasing the awareness of people regarding developmental

**The Ninth Plan Document observed that the potential users of the evaluation findings do not usually have access to evaluation reports. To address this issue, a decision has been taken by Planning Commission to put all PEO reports on the website of Planning Commission  
[http:// www..planningcommission.nic.in](http://www.planningcommission.nic.in)**

programmes, PEO reports are being given wider publicity by putting them on the internet on Planning Commission Website and sending the reports to media, leading research institutions and State Evaluation Organisations.

14. The PEO is also encouraging State Evaluation Organisations to send the reports to Planning Commission, so that these reports can also be put on the Internet. During 2000 some reports received from states of Karnataka & Rajasthan have been put on the website of Planning Commission.

## **EVALUATION PRIORITIES DURING THE NINTH FIVE-YEAR PLAN (1997-2002)**

15. The Approach Paper to the Ninth Five Year Plan has made extensive use of the results of monitoring and evaluation studies and suggested various steps for improving the performance of programme formulation and implementation which, inter-alia, included allocating more funds to consolidate the infrastructure, providing for requisite training/re-training of those associated with programme formulation, implementation, monitoring

and evaluation, strengthening the linkages between the evaluators and the users of these findings, attaching greater weightage to follow-up actions, giving wider publicity to the findings of the evaluation studies and fostering the methods of participatory evaluation in the implementation of various programmes in the country.

16. The strategy proposed above would definitely contribute to efficiency in resource use and improved performances of plan programmes. To make evaluation, an effective tool for this, capabilities of evaluation organisations will have to be enhanced. This, however, requires greater flow of physical and financial resources to the Evaluation Organisations established in various States/UTs and at Central level. The Planning Commission has initiated steps in this regard.

## **PROGRESS OF WORK IN THE PEO**

17. The Programme Evaluation Organisation has so far conducted 180 Studies of which 17 studies (excluding three other documents concerning to evaluation activities and techniques) were completed during the Eighth Five Year Plan period and 13 studies have been completed during the 3 & half years i.e. during 1997-2000 period of Ninth Plan (1997-2002).

18. Some of the programmes of national importance like (i) Integrated Tribal Development Project (ITDP), (ii) Non- Formal Education (NFE), (iii) Short Stay Homes for Women and Girls (SSHs) (iv) Community Health Centres, and (v) Border Area Development Programme and (vi) Employment Assurance Scheme and (vii) functioning of State Pollution Control Boards have recently been evaluated. To provide ready access to the findings of the evaluation studies of similar programmes implemented in the past, a Compendium (in 3 volumes) of evaluation studies conducted by PEO since its inception in 1952 to November 2000 has already been completed and released as well as put on Internet by the NIC.

19. Evaluation studies on (i) Khadi & Village Industries in general and its impact on rural employment generation, (ii) Social Safety Net Programme (SSNP) for PHCs, (iii) Construction of Godowns and Purchase of Vans for strengthening the PDS infrastructure in the states/UTs, (iv) Member of Parliament Local Area Development Scheme (MPLADS), (v) National Project on Biogas Development (NPBD), (vi) Targeted Public Distribution System, (vii) Statutory Development Boards in Maharashtra and (viii) Integrated Dairy Development Projects in the states of Gujarat, Nagaland and Orissa are under way. These studies are at various stages of completion during the year 2000-2001.

20. The Progress of work during 2000-2001 is as under:

Sl. No	Name of Study/Activity	Status
1	2	3
1.	Evaluation Study on Employment Assurance Scheme (EAS)	Completed in April, 2000
2.	Proceedings of the Conference of Central & State Evaluation Organisations held in New Delhi on 28.7.99 and their status papers	August 2000
3.	Study of the functioning of State Pollution Control Boards.	Completed in Sept 2000
4.	Evaluation Study on Khadi & Village Industries Programme in general and Its impact on rural employment Generation.	To be completed during 2000-01
5.	Evaluation Study on Construction of Godowns and purchase of Vans/Trucks for strengthening of Public Distribution System – Infrastructure in the States/UTs.	In Progress
6.	Evaluation Study on Member of Parliament Local Area Development Scheme (MPLADS)	In Progress
7.	Evaluation Study of Social Safety Net Programme (SSNP) for PHCs	In Progress
8.	Evaluation Study on NPBD	In progress
9.	Evaluation Study on Targeted PDS	Finalisation of Design/ Instruments is in progress
10.	Impact studies on Integrated Dairy Development Projects in the states of Gujarat, Nagaland and Orissa	-do-

21. The findings and suggestions emerging from the evaluation studies are communicated to the concerned implementing Ministries/Departments for necessary follow-up action. It is encouraging that some of the findings of PEO Studies (Non-Formal Education, Mahila Simridhi Yojana, etc;) have been acted upon.

#### **Working Group for Strengthening Monitoring & Evaluation Systems for the Social Sector Schemes during the Tenth Five Year Plan:**

22. A Working Group for strengthening Monitoring and Evaluation Systems for the Social Sector Schemes in the country during the Tenth Five Year Plan has been set up. This group will review the existing evaluation machinery in the Centre and states and suggest steps to strengthen it.

#### **Other Activities undertaken during 2000-2001**

##### **Liaison with State Evaluation Organisations:**

23. The PEO also associates with the State Evaluation Organisations and other research and academic institutions for taking up the evaluation studies of regional and local importance and those innovative in nature. Keeping this in view, the Planning Commission

has advised all the States/UTs to include evaluation studies in their Annual Plan w.e.f. Annual Plan 2000-2001.

**Training Programmes for Evaluation Personnel:**

24. The PEO is also organising training programmes for its officers on computer techniques with the help of National Informatics Centre, Yojana Bhavan Unit, New Delhi from time to time.

**TRAINING PROGRAMME FOR PEOs AND SEOs**

**PEO has taken up the task of upgrading the evaluation skills of the officers of both PEO and the SEOs by organising a training programme in evaluation techniques at NIRD, Hyderabad. 12 officers are attending this programme from SEOs and the PEO.**

25. To upgrade the skills in evaluation techniques, the PEO has organized training in evaluation at NIRD, Hyderabad from 20.11.00 to 29.11.00 for the officers of the Programme Evaluation Organisation as well as that of the State Evaluation Organisations.

**Reference Books/ PEO Library**

**INCREASING EFFICIENCY IN THE PEO**

**It was observed that the time taken for completion of PEO studies could be substantially reduced if the PEO field units are equipped with computers. Accordingly, it has been decided to give computers to all PEO field units. The 7 Regional Evaluation Offices have already received PCs and this has contributed towards greater coordination with the field units and computational efficiency.**

26. The PEO (Headquarters) maintains its own library (Technical) where reference books on various evaluation techniques to be adopted for designing/instrumenting development programmes/schemes and Evaluation Study Reports are kept for reference purposes.

**Organisational Chart**

27. The Organisational Chart of the PEO (Headquarters) and Field Units (REO/PEO) is enclosed at Annexure.

**Task Ahead**

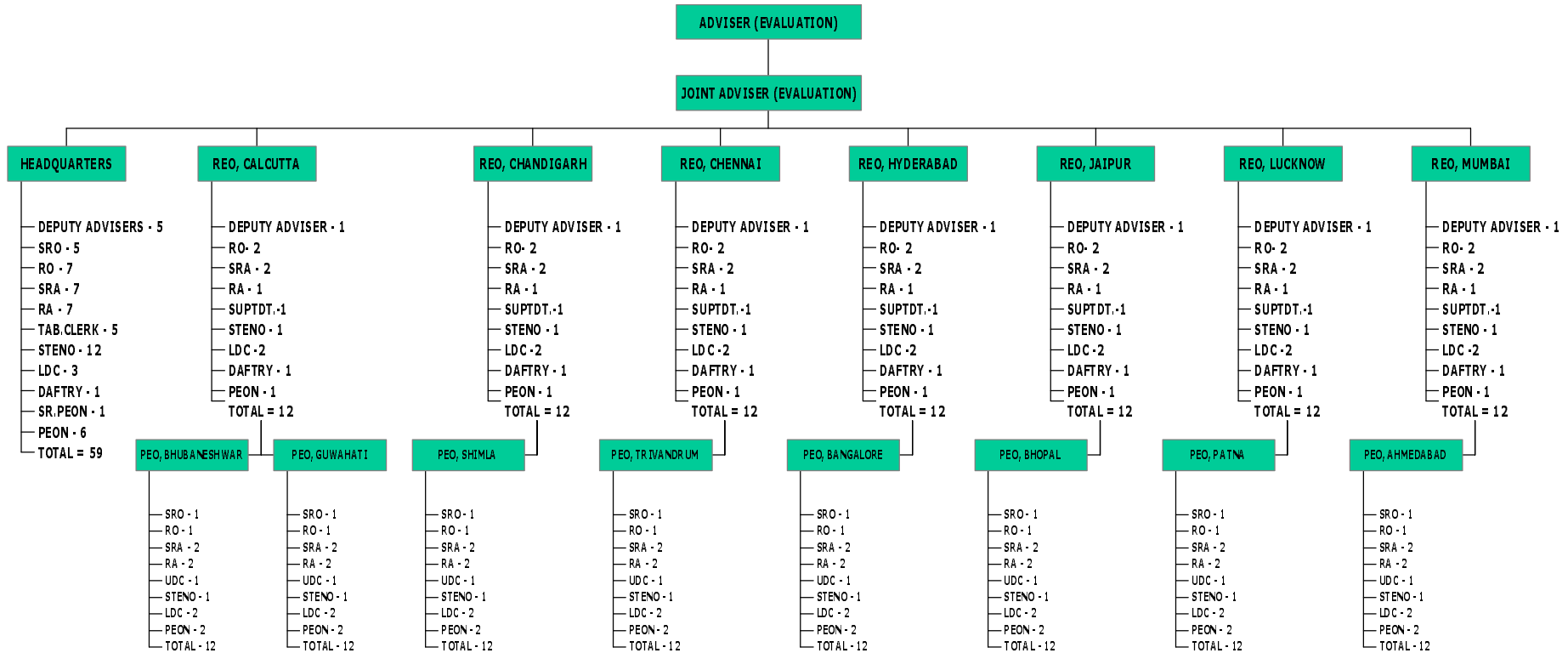
28. There is a link between the national evaluation capacity and good governance. While the need for good governance has been recognized, the various mechanisms to ensure this are yet to be put in place and practice. For a robust evaluation system, the various dimensions that must be developed are: (i) demand for evaluation, (ii) capacity building of evaluation organizations and (iii) a sound information infrastructure. These



aspects were identified in the conference of Evaluation Organisations held on 28<sup>th</sup>.July, 1999. The PEO, being the apex evaluation body, is planning to initiate suitable steps to ensure that the evaluation organizations in the country contribute to the cause of good governance.

# Annexure

## ORGANISATION CHART OF THE PROGRAMME EVALUATION ORGANISATION



SANCTIONED STRENGTH = 241