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**REPORT OF  
THE COMMITTEE FOR  
REVIEW AND STRENGTHENING OF THE  
CENTRAL AND STATE EVALUATION ORGANISATIONS**

**PROGRAMME EVALUATION ORGANISATION  
PLANNING COMMISSION  
GOVERNMENT OF INDIA  
NEW DELHI  
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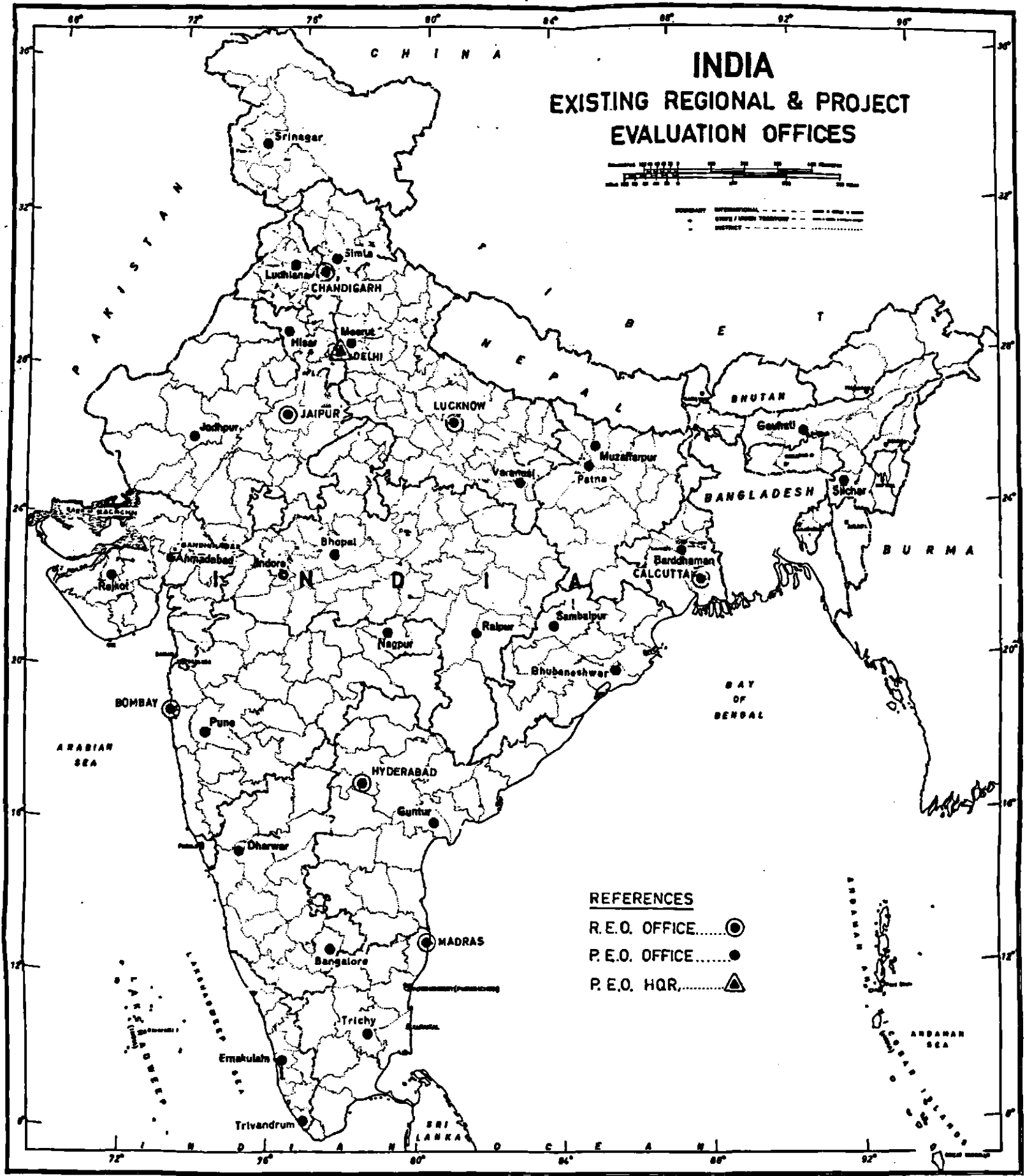
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# INDIA

## EXISTING REGIONAL & PROJECT EVALUATION OFFICES



BOUNDARY: INTERNATIONAL (dashed line), STATE / UNION TERRITORY (solid line), DISTRICT (dotted line)  
 R.E.O. OFFICE: (circle with dot)  
 P.E.O. OFFICE: (solid dot)  
 P.E.O. HQR: (triangle)



- REFERENCES**
- R.E.O. OFFICE..... (circle with dot)
  - P.E.O. OFFICE..... (solid dot)
  - P.E.O. HQR..... (triangle)

Based upon Survey of India map with the permission of the Surveyor General of India. The Surveyed points of India shown on this map are to a distance of least 1000 feet from the international boundary line. The boundary of Hyderabad shown on this map is as interpreted from the North-Southern Area (Hyderabad) Act, 1957, and has yet to be settled. The administrative boundaries of Orissa and Punjab are as shown.

Prepared by Planning Commission.

## CHAPTER I INTRODUCTION

1.01 The importance of an efficient evaluation system in a planned economy can hardly be over-emphasised. Without such a system one cannot know whether and how far the programmes and schemes, which constitute the Plan, are achieving the intended targets and the stated objectives. In fact, improvement in future policy, project formulation and administration are contingent on a proper evaluation of the field experience.

### Need for Evaluation :

1.02 The need for evaluation was recognised in the First Five Year Plan (1951-56) itself. The Plan stated :

“A systematic evaluation of the methods and results of the Community Development Programme will, no doubt, make a significant contribution by pointing up those methods which are proving effective, and those which are not; and furnishing an insight into the impact of the Community Development Programme upon the economy and culture of India.”<sup>1</sup>

1.03 Recognising this need, the Programme Evaluation Organisation (PEO) was set up as an independent unit under the guidance and direction of the Planning Commission in October, 1952. The need for evaluation, as an essential aid to policy, in all fields of development and more especially in those in which new or expanded activities were being undertaken, was re-emphasised in the Second Five Year Plan (1956-61).<sup>2</sup>

### Strengthening of Evaluation Machinery :

1.04 The advisability of strengthening the evaluation machinery in the States and putting them on a more systematic footing was raised in the meeting of the National Development Council as early as in 1963. As a consequence of it, the State Planning Secretaries met in November, 1963 and agreed that it would be very useful, from the point of view of effective implementation of State development programmes, if a well-organised evaluation machinery was set up in different States and its work coordinated with that of the PEO. As a result, the Working Group on Evaluation in the States was constituted in 1964

under the chairmanship of Dr. V.K.R.V. Rao, the then Member, Planning Commission. This Group made a number of far-reaching recommendations. It observed :

“The envisaged expansion in the evaluation set-up and activities in the States will impose additional responsibilities on the evaluation machinery at the Centre, specially in respect of coordination and administration of plan schemes, extension of technical advice and information and training of personnel.”<sup>3</sup>

1.05 The Working Group recommended that the PEO should be adequately strengthened so that it can assume this added burden of duties. A similar recommendation was made by the Study Team on Machinery for Planning of the Administrative Reforms Commission in 1967 when it observed that the evaluation aspect of the planning process needed considerable strengthening.<sup>4</sup>

1.06 In pursuance of the recommendations of the Working Group on Evaluation in the States, the Planning Commission constituted in 1967 the Working Group on Training in Evaluation headed by Dr. S. R. Sen, the then Additional Secretary in the Commission. This Group re-emphasised the urgent need for imparting training in evaluation to the officers in the State level evaluation organisations. In order that this task could be undertaken effectively it also recommended that there should be a suitable strengthening of the PEO.<sup>5</sup>

1.07 The Fourth Five Year Plan (1969-74) also reiterated the need for the organisation of training programmes to impart competence in the latest techniques of formulation, implementation and evaluation of Plan programmes and Projects.<sup>6</sup>

1.08 The PEO continued to command attention. The Internal Reorganisation Committee of the Planning Commission, appointed in 1971 under the chairmanship of Shri B. Venkatapiah, gave considerable attention to the strengthening of the evaluation work in the PEO

1 *First Five Year Plan*, Government of India, Planning Commission, 1952, p. 230.

2 *Second Five Year Plan*, Government of India, Planning Commission, 1956, pp. 249-250.

3 *Report of the Working Group on Evaluation in the States*, Planning Commission, Government of India, 1964, pp. 45-46.

4 *Report of the Study Team on Machinery for Planning (R. R. Morarka)*, Administrative Reforms Commission, Government of India, 1967, p. 50.

5 *Report of the Working Group on Training in Evaluation*, (S. R. Sen), PEO, Mimeographed, 1967.

6 *Fourth Five Year Plan*, Govt. of India, Planning Commission, 1970, p. 442.

and recommended a number of operational guidelines in this connection.<sup>7</sup>

1.09 In the following year (1972), a Task Force for Reorganising and Strengthening of Evaluation Machineries in States/Union Territories and at the Centre was constituted under the chairmanship of Dr. B. S. Minhas, the then Member, Planning Commission. The Task Force, *inter alia*, observed that the PEO could make a direct and substantive contribution to the improving of the methodology of State evaluation work by a programme of joint studies and providing some assistance on consultancy basis, in the designing of studies and analysis of data for studies in the States where the evaluation apparatus was not sufficiently equipped.<sup>8</sup>

1.10 The need for the strengthening of the PEO and the State evaluation organisations was, thus, both internally felt and externally emphasised time and again almost from the very start of economic planning in the country. The recent emphasis on the assessment of the on going programmes, as an aid to current planning process, threw in the biggest ever challenge to the State evaluation organisations in general and to the PEO in particular.

#### Constitution of the Committee :

1.11 By 1977 the PEO had come of age when it celebrated its Silver Jubilee by holding the first ever Conference of the Heads of the State Evaluation Organisations. This Conference gave a good opportunity to the officers at the Centre and in the States, working in the field of evaluation, to take stock of the tasks before them, to recognise the increasingly important role that evaluation has to play in the planning process and the need to improve the evaluation system in consonance with the changing evaluation needs.<sup>9</sup> Furthermore, it felt that the benefits of the development programmes have not percolated to the weaker sections of the target groups of the community. This Conference made a number of important recommendations including, *inter alia*, for the constitution of the present Committee for Review and Strengthening of the Central and State Evaluation Organisations.<sup>10</sup>

#### Terms of Reference :

1.12 In pursuance of the above mentioned recommendation, the Planning Commission set up the Committee for Review and Strengthening of the Central and State Evaluation Organisations, vide its O.M. No. PEO/10-6/77-TE, dated the 23rd June, 1978 (Appendix I), with the following terms of reference :

- (i) To determine and specify the role of evaluation in the planning process, particu-

larly in the context of regional/district/block/local planning concepts;

- (ii) to review the scope, content and methods of evaluation being followed by the Programme Evaluation Organisation and State Evaluation Organisations and to make suggestions in this regard with a view to helping in better Plan formulation and implementation;
- (iii) to determine the role of the Programme Evaluation Organisation with regard to coordination, clearing house agency and provision of technical guidance to State Evaluation Organisations and to suggest ways and means for bringing about better coordination of the evaluation activities in different States/Union Territories with those of the Centre;
- (iv) to assess the adequacy of the existing organisational structure of the Central and State Evaluation Organisations and to suggest suitable strengthening both qualitative and quantitative to meet the increased demand;
- (v) to assess the financial requirements for the strengthening of the Programme Evaluation Organisation and the State Evaluation Organisations;
- (vi) to examine the present system of Central financial assistance to State Evaluation Organisations and to suggest any changes in the existing pattern; and
- (vii) to review the present arrangements for the follow-up of the recommendations and findings contained in the Studies conducted by the Programme Evaluation Organisation and the Evaluation Organisations of the States/Union Territories and to suggest changes therein for a more effective follow-up and an expeditious reorientation and improvement of programmes.

#### Composition of the Committee :

1.13 The Committee was set up under the chairmanship of Prof. Raj Krishna the then member, Planning Commission. However, Prof. Raj Krishna resigned the chairmanship of the Committee on 7th January, 1980. Thereupon, Shri P. R. Dubhashi, the then Establishment Officer and Additional Secretary, Department of Personnel and Administrative Reform, Ministry of Home Affairs, Government of India and now Additional Secretary, Department of Agriculture, Central Ministry of Agriculture, was nominated as Chairman vide O.M. No. PEO/10-6/77-TE, dated the 15th February, 1980. (Appendix II.)

7. *Final Report of the Internal Reorganisation Committee* (B. Venkatappiah), Planning Commission, Govt. of India, 1971, Mimeographed, pp. 47-53.

8. *Interim Report of the Task Force on Evaluation for Reorganising and Strengthening Evaluation Machineries in the States/UTs and the Central PEO.*

9. *Proceedings and Papers of the First Conference of the Heads of State Evaluation Organisations*, New Delhi, 14-15 November 1977, Programme Evaluation Organisation, Planning Commission, Government of India, p.4.

10. *Ibid* p. 22.

The present composition of the Committee is as follows.<sup>11</sup>

**Chairman**

1. Shri P. R. Dubhashi (w.e.f. 15-2-1980 in place of Prof. Raj Krishna) Additional Secretary, Department of Agriculture, Ministry of Agriculture, Government of India.

**Members**

2. Shri R. K. Kaul Joint Secretary (Plan Finance), Ministry of Finance.
3. Dr. Y. K. Alagh Adviser, Planning Commission.
4. Shri R. K. Dar Commissioner, Meerut Division, Government of Uttar Pradesh.
5. Dr. P. K. Mukherjee Project Economist, Ministry of Agriculture & Irrigation.
6. Shri S. P. Bagla Establishment Officer, Department of Personnel, Ministry of Home Affairs.
7. Dr. S. M. Shah Joint Secretary, Planning Commission.
8. Dr. S. D. Tendulkar Professor, Delhi School of Economics, Delhi University.
9. Shri Anand Sarup Secretary, Planning Department, Government of Uttar Pradesh.
10. Shri S. M. Patnaik Additional Chief Secretary, Government of Orissa.
11. Shri U. K. Kohli Chief (Monitoring), Planning Commission, represented w.e.f. 12th November, 1979 by Dr. B. L. Rawat, Director (M. & I), Planning Commission.
12. Dr. D. M. Nanjundappa Secretary, Department of Planning, Government of Karnataka.
13. Shri T. P. Bhattacharya Director of Evaluation, Government of West Bengal.
14. Shri N. R. Nagar Director of Evaluation, Government of Gujarat.

**Convenor**

15. Shri R. K. Parashar Deputy Adviser, Programme Evaluation Organisation, Planning Commission.

**Meetings held :**

1.14 The Committee met four times, i.e., on 24th August, 1978, 29th March and 12th November, 1979 and 4th March, 1980. The first three meetings of the Committee were chaired by Prof. Raj Krishna. In these meetings the Committee, *inter alia*, finalised the first four chapters of this Report. The fourth and the final meeting was taken by Shri P. R. Dubhashi in which the fifth and the last chapter of the Report was finalised.

**Sub-Committee :**

1.15 In its second meeting, the Committee constituted a Sub-Committee under the chairmanship of Shri Anand Sarup, member of the main Committee and Secretary, Department of Planning, Government of Uttar Pradesh, to assess the adequacy of the existing organisational structure of the Programme Evaluation Organisation and the state evaluation organisations and to suggest their

suitable strengthening. The Sub-Committee was also required to assess the financial requirements for the proposed strengthening of the PEO and the State evaluation organisations. The following formed the Sub-Committee :—

- (i) Shri Anand Sarup, Commissioner & Secretary, Department of Planning, Government of Uttar Pradesh. **Chairman**
- (ii) Dr. S. M. Shah, Joint Secretary, Planning Commission. **Member**
- (iii) Dr. B. L. Rawat, Director (M & I), Planning Commission. **Member**
- (iv) Shri N. R. Nagar, Director of Evaluation, Government of Gujarat. **Member**
- (v) Shri R. K. Parashar, Deputy Adviser, Programme Evaluation Organisation, Planning Commission. **Convenor**

1.16 The Sub-Committee met twice, first on 12th November and then on 14th December, 1979. The deliberations of the Sub-Committee formed the basis of the fifth chapter of this Report, viz., the 'Suggested Set up for Evaluation'.

**Acknowledgements :**

1.17 We would like to place on record our grateful thanks for the very useful paper prepared by Shri P. R. Dubhashi on 'Objectives and Role of Evaluation in the Planning Process'; other two papers by Dr. P. K. Mukherjee on (i) 'Coordination in Evaluation Work' and (ii) 'Independence of Evaluation'; and the 'Notes' on this Committee's Draft Report prepared by Shri Anand Sarup. These have been of great help to us in the drafting of the Report. We are additionally indebted to Shri Anand Sarup for the report of the Sub-Committee

1.18 We are thankful to the State Governments and the Union Territories in making available to us information called for to assist in our work. We express our grateful thanks to the Committee's former Chairman, Prof. Raj Krishna as also to its latter Chairman Shri P. R. Dubhashi, for their valuable guidance in steering the work of the Committee through its deliberations. We also owe our thanks to Dr. S. M. Shah, Joint Secretary, Programme Evaluation Organisation, for his close supervision of the Committee's work and for finalising the Report. The responsibility of drafting the Report rested on the Convenor of this Committee, Shri R. K. Parashar. We express our deep appreciation of the excellent work done by him. Last but not the least, we acknowledge the assistance rendered by Shri O. N. Munshi, Senior Economic Investigator of the P.E.O., especially in the collection and collation of data, and the stenographic assistance received from S/Shri Sohan Lal Ramankutty and G. L. Mehar-chandani in the production of this Report.

11. The composition of the Committee at Appendix I gives the position in respect of each member as it existed at the time the Committee was set up.



## CHAPTER II EVALUATION

2.01 The diversity noticed by the Working Group on Evaluation in the States in the approach of the State Governments to the field of evaluation led them to emphasise two desiderata for the effective development of this activity. The Working Group stated :

"In the first place, the purpose and objective of evaluation should be understood and interpreted in a uniform way in all States as there is otherwise a danger of misunderstanding, ineffective use, or even misuse of this potent and sensitive instrument in the planning armoury. Secondly, while a clear understanding and appreciation of the nature and object of evaluation is necessary, it is not a sufficient condition for ensuring the needed growth in this activity and the effective use of its results. Evaluation as a specialised function requires for its success the existence of a strong planning department with adequate strength and technical expertise, coordinated arrangements for the reporting of progress data from the field, and systematic analysis of such data for purposes of plan follow-up."<sup>12</sup>

2.02 We share in full measure the views of Working Group cited above. In fact, these views are no less valid in respect of the evaluation work at the Centre as well. We, therefore, think it necessary here (i) to clarify the concept of evaluation and (ii) to give a brief account of the independence in the functioning of the PEO over the years.

### Concept of Evaluation :

2.03 Evaluation starts where progress reporting and estimational surveys end. While progress reporting is neutral to the objective of a programme in view, evaluation is vitally interested in that. It, thus, involves the establishment of relationships between policies and methods on the one hand and results on the other. It is a post-natal view of a programme and not a post-mortem or mere making of value judgements on its working. It is a forward looking, action-oriented, exercise. It is essentially directed towards identification of areas of success or failure, appraisal of efficacy of methods adopted and possible fresh approaches for attaining the desired objectives.

2.04 Evaluation is with reference to an objective. Given the objective in view, it helps the implementing authority to know whether the programme is proceeding on

the lines envisaged and moving towards the desired objective. Evaluation has a time dimension. It is with reference to a point of time. The reference could be the terminal point of concurrent, i.e., a programme could be evaluated as it progressed or at its completion.

2.05 As a concept, evaluation is different from 'project appraisal'. The latter is related to the study of the economic feasibility or desirability of large but concentrated investment projects. Evaluation concerns itself with aggregates in a purposive dynamic milieu. It relates to the on-going programmes which affect large areas and/or involve considerable sections of the people and in which people's cooperation forms an integral part of implementation. In it more emphasis is put on variability and less on standardisation. Evaluation studies are thus more purposive and less aggregative.

2.06 Monitoring, on the other hand, is an instrument in the hands of an administrator to ensure that the objectives of a programme in specific areas are being achieved. The central purpose of monitoring is to provide timely, regular and dependable information on the execution and progress of a programme to its administrator and to higher echelons in the hierarchy. It can be defined as an exercise of keeping a constant watch on the execution and progress of a programme at different levels in relation to its targets with a view to taking, if need be, timely corrective measures to ensure its successful implementation. It means reporting, at regular temporal intervals and spatial levels, the progress of work and activities having a bearing on the programme under execution. It begins with the commencement of a programme and ends with its termination. It is, thus, a tool of administrative management. It is selective whereas progress reporting is comprehensive. Monitoring and evaluation are, however, not mutually exclusive exercises. The former concerns itself with the progress of a programme as it proceeds. The latter is a single-sweep, one-shot operation undertaken with reference to a point of time.

### Independence of the PEO :

2.07 The PEO was established in 1952 as an independent agency working under the general guidance and direction of the Planning Commission and was placed under the charge of the Deputy Chairman. It was vested with an enviable independence in all the departments, technical as well as administrative, of its functioning. It was initially headed by Prof. D. G. Karve, Director

12. Op. cit., p. 6.

in the rank of a Joint Secretary to the Government of India. Director (PEO) was vested with all administrative and technical powers. The quantitative and qualitative data received from the field units of the PEO were consolidated, edited and the final report prepared by the Director and submitted to the Government in the form of an Annual Evaluation Report on the working of the Community Development Programme. This report formed an important item on the agenda of the Annual Conference of State Development Commissioners.

2.08 With the expansion of the Community Development Programme, both in content and coverage, the need for strengthening of the PEO was felt increasingly. After Director (PEO), Prof. D. G. Karve, relinquished charge of his office, the Government set up in December, 1956 a Programme Evaluation Board, under the overall supervision of Deputy Chairman, Planning Commission, to give guidance to the work of the PEO. The Board provided the necessary technical guidance in the conduct of evaluation studies, enjoyed full autonomy in its working and the evaluation reports brought out were the sole responsibility of the Chairman of the Board. The post of Director then was downgraded. The Board ceased to function when Prof. D. Ghosh relinquished charge as its Chairman.

2.09 In May, 1962 the Planning Commission constituted an Evaluation Advisory Board (EAB) with Director (PEO) as its Member-Secretary and Member, Planning Commission as its Chairman. The Board was intended to provide advice and guidance to the PEO in the selection of problems for investigation, planning and designing of evaluation studies and presenting their results. The Board was also intended to assist the Central and State Governments in developing facilities for evaluation and arranging for the training of their personnel. It was reconstituted in March, 1966. This Board, however, gradually become defunct.

2.10 The post of Director was later upgraded to that of Chief who was entrusted with all administrative powers. Member, Planning Commission was put in overall charge of the PEO. The PEO continued to have separate cadre of technical personnel and also its separate administration.

2.11 The Internal Reorganisation Committee of the Planning Commission recommended in April, 1971 the reorganisation of the Planning Commission. This Committee recommended, *inter alia*, the reorganisation also of the PEO and redefined its functions.<sup>13</sup> In pursuance of the recommendations made by this Committee,

the reorganisation of the PEO was completed during 1973.

2.12 Since then there have been a number of changes in the working of the PEO. The then Chief (PEO), who belonged to the Indian Economic Service, left in 1971. There was an interregnum of about three years when the working of the PEO was looked after by Joint Secretary in charge of Administration in the Planning Commission, as additional charge.

2.13 During this period, viz., when the PEO was under the charge of Joint Secretary (Administration) of the Planning Commission, a new institution was evolved in the shape of Technical Advisory Committee (TAC) to guide in the formulation of objectives, scope, etc., of the evaluation studies. As a result, in respect of different studies initiated by the PEO then, different Technical Advisory Committees were formed. On this Committee, the representatives of the concerned sponsoring divisions of the Planning Commission and the departments of the Ministries were represented.

2.14 In April, 1973 the supporting Administrative branches, like that of budget and accounts, personnel and administration, of the PEO were merged with that of the Planning Commission in pursuance of the recommendations of the Internal Reorganisation Committee of the Planning Commission. The house-keeping functions, such as, office accommodation for officers and staff, telephones, staff cars, purchase and maintenance of typewriters and other office equipment at the headquarters, had already been transferred to the respective house-keeping branches of the Planning Commission in July, 1970 on the basis of the interim report of this Committee. This reduced the effectiveness of the head of the PEO and its field offices.

2.15 These developments have had the cumulative effect of restricting the autonomy of the PEO in its functioning. Also, the routinisation of the evaluation function and the periodical eclipse of the Planning Commission, vis-a-vis the various Central Ministries in general and the Ministry of Finance in particular, have affected the independence and forthrightness of the PEO reports.

2.16 The post of Joint Secretary (PEO) was created in early 1977 but was held by officers of the Indian Administrative Service till October, 1978 when a senior officer of the Indian Economic Service was appointed to this post. Member, Planning Commission assumed the sole responsibility of releasing the reports of the PEO in consultation with Deputy Chairman of the Planning Commission.

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13. The recommendations made by the Internal Reorganisation Committee have been dealt with in the following Chapter.

## FUNCTIONS AND OBJECTIVES

## 1. PROGRAMME EVALUATION ORGANISATION :

3.01 The emergence of 'evaluation' as an integral part of the planning process in India dates back to the setting up of the Programme Evaluation Organisation simultaneously with the launching of the Community Development Programme. It, thus, synchronised with the initiation of the Five Year Plans for the economic and social development effort in the country. Till then, neither within nor without the Government, there existed any set-up on such a large scale to undertake evaluation of development programmes. The PEO had, therefore, to fashion ab initio the techniques and tools of evaluation to discharge the functions assigned to it.

**Objectives and Functions :**

3.02 The PEO was initially entrusted with the task to assess whether the Community Development Programme was succeeding in its fundamental objectives. Evaluation was thought of as a study of extension methods and their effectiveness in reaching the people, and of changes in economic and social conditions under the impact of the development programmes. The objectives of evaluation work to be undertaken by the PEO were set out in the Second Five Year Plan as under :

- (i) "keeping all concerned apprised currently of the progress being made towards accomplishing the programme (Community Development Programme) objectives;
- (ii) pointing out those extension methods which are proving effective and those which are not;
- (iii) helping explain why some recommended practices are adopted while others are rejected by the villagers; and
- (iv) furnishing insight into the impact of the national extension and community development programme upon rural economy and culture of India."<sup>14</sup>

**Internal Reorganisation Committee :**

3.03 The Internal Reorganisation Committee of the Planning Commission, headed by Shri B. Venkatappiah, recommended in April, 1971, inter alia, the reorganisation also of the PEO and delineated its functions as under :

Generally speaking, the work of evaluation of the Programme Evaluation Organisation has so far been confined to the rural areas. It should now be extended to similar

programmes in urban areas. The programme Evaluation Organisation should also act as the coordinating and advisory agency vis-a-vis the State organisation responsible for evaluation. . . . The PEO should study and evaluate the socio-economic problems including conceptual aspects of the plan programmes, administrative and organisation problems, the impact of the programmes on the community and the extent to which the objectives and targets are likely to be achieved. The recommendations and observations of the evaluation reports should mainly concern operational, fiscal and administrative aspects of the programmes and schemes. With the expansion of the area of activity of the Evaluation Organisation, it will be necessary to have a selective approach in the matter of identifying programmes for evaluation. . . . Only those studies should be taken up by the PEO of which the results could be made available quickly so as to be made use of by the Divisions (of the Planning Commission) concerned for the formulation of the Plans. Studies which are elaborately designed and necessarily of long duration should be left to the research institutions and universities. . . . It may also be necessary to take up some of the evaluation studies jointly with the State Evaluation Organisation.<sup>15</sup>

3.04 Evaluation now encompasses (i) an assessment of programme results against the stated targets; (ii) the measurement of their impact on the beneficiaries; (iii) the impact on the socio-economic structure of the community; (iv) the evaluation of the adequacy of the administrative structure and procedures adopted; and (v) the delivery of services to the target groups. In addition to this, the PEO has also been discharging, though in a limited way so far, two more important functions, viz., (a) giving technical advice and guidance to State evaluation organisations and (b) imparting training to the State evaluation personnel.

**Scope and Coverage :**

3.05 The early years of Community Development Programmes were characterised by pre-occupation with administrative and organisational problems. As a result, the first three annual

14. Op. cit., p. 250.

15. Op. cit., pp., 47-50.

reports of the PEO dealt with the achievements and shortfalls in creating social overheads and infrastructure for the Community Development Programme, sounding caution against rapid administrative expansion, issuing danger signals about the pitfalls in organisational structure and emphasising on the desirability of periodical reporting of progress and collection of intelligence data through the administrative channels. A number of special studies were also conducted during this period with a view to obtaining an insight into social aspects of extension methods. Thus, in the initial years, the evaluation carried out by the PEO was of two-fold character, viz., (i) a general appraisal of the Community Development Programme in different States; and (ii) field studies to assess the impact of the programmes on the socio-economic conditions of the population.

#### **Expansion of Scope :**

3.06 The first expansion in the scope and coverage of the studies taken up by the PEO for evaluation began in 1954-55 when it turned its attention to the assessment of the achievement and impact of the Community Development Programme instead of confining itself with the administrative and organisational problems only. It also took up 'bench mark' surveys in selected blocks with a view to re-surveying them later for an objective assessment of the impact of the Programme.

3.07 In the Second Five Year Plan (1956-61), evaluation came to be more specifically linked to the larger field of rural development. As a result, there was a further broadening in the coverage and scope of the studies taken up for evaluation by the PEO. The PEO also took up for evaluation case studies of the working of institutions like cooperative societies and village panchayats. Bench mark surveys were repeated in the older blocks and a fresh base-line survey was done in a larger sample of new blocks.

#### **Evaluation of Plan Programmes :**

3.08 In 1960-61, the PEO initiated an intensive and comprehensive evaluation of a few of the important Plan programmes of rural development. These were problem-oriented studies dealing specifically with selected Plan programmes specially in the field of agriculture and rural development. Its reports came to focus attention in particular on specific aspects that needed urgent attention of policy makers. To illustrate, it took up for evaluation programmes having bearing on subjects, such as, improved seeds, minor irrigation, soil conservation, major irrigation, fertilisers, plant protection, handloom development, primary education, rural works, rural transport and rural electrification. This was indeed a water-shed in the activities of this, at that time, a nascent organisation moved away as it did then from the shallow waters of the country's economic activity to its more turbid under-currents. It brought the PEO a self-assuredness, maturity and a national stature.

#### **Quick Evaluation Studies :**

3.09 The subjects taken up for evaluation by the PEO have thus changed with the shift in their importance and place in the economic planning of the country. The increasing emphasis, in recent years, on schemes of experimental nature entailed quick feed back on their performance. The PEO was geared to meet this requirement and, to this end, it initiated, what are now known as, quick evaluation studies of concurrent nature such as the ICDS (Integrated Child Development Services) in 1977, Rural Water-Supply in 1978, the 'Antyodaya' Programme in Rajasthan and the Food for Work Programme in a number of States in 1979. The need for quick evaluation studies, in fact, arose out of such an emergent situation.

3.10 Quick evaluation studies often go ahead of the full term of the programmes and, as a result, the PEO is able to brief the Planning Commission on the strong and weak points of these programmes and their relevance. Even the Public Accounts Committee and the Estimates Committee of the Parliament draw heavily upon the findings of the evaluation studies of the PEO while assessing the demands for grants and the performance of the programmes of the Central Ministries. The Public Accounts Committee is known to have turned down requests for outlays in the absence of the availability of evaluation findings. In cases where the PEO observed that the programmes were working well, e.g., the Employment Guarantee Scheme in Maharashtra, the Small Farmers Development Agency, the 'Antyodaya' Programme, etc., these Committees have voted for the immediate expansion and even acceleration of these programmes. In this backdrop, the role of concurrent evaluation has acquired the never before importance in the functioning of the PEO. As a result, the PEO has been increasingly taking up now a larger number of quick evaluation studies.

#### **Selection of Programmes for Evaluation :**

3.11 The Planning Commission sponsors every year a number of programmes including a few 'pilot' schemes which are essentially of experimental nature and whose efficacy is to be demonstrated and understood before these could be extended to cover the entire country. The Planning Commission looks to the PEO to inform the Commission as regards the strong and weak points of some of these pilot schemes and projects.

3.12 Every year, the Central Ministries come forward to the Planning Commission for the extension of coverage of the programmes being implemented by them and consequently for the allocation of additional funds in the Plan. Here again, in order to take a view, the Planning Commission looks to the PEO for its findings on these on-going programmes.

3.13 For the selection of programmes to be taken up for evaluation, the PEO, on its part, invites every year suggestion from the different divisions of the Planning Commission and Central Ministries. National commissions (like the

National Flood Commission) and other governmental bodies also write on their own to the PEO for undertaking the evaluation of their specific programmes/schemes.

3.14 In recent years, the PEO has been almost inundated with requests to undertake evaluation studies of programmes and projects being administered by various Central Ministries. A feature of these programmes/schemes is the wide ranging nature of the subjects suggested for evaluation which touch upon the variegated facets of rural life and its rhythm and urban development. The list of such proposals far outnumber the studies the PEO can take up with its existing resources. The PEO considers all such proposals and, after doing a preliminary screening, places them before the Member in-charge of Evaluation in the Planning Commission for his final approval.

#### **Evaluation Methodology :**

3.15 Over a period of time, in the process of undertaking evaluation studies widely differing in their nature, scope, content, objective, coverage, etc., the PEO has experimented with different approaches, such as bench mark surveys, case studies, survey methodology based on multi-stage random sampling and concurrent evaluation. Under the survey methodology approach, largely followed by the PEO, the evaluation of a programme entails the following steps.

3.16 After the Planning Commission has approved the selection of subjects for evaluation, a plan of study is prepared at the PEO headquarters in respect of each study. The next step involved is the collection of background data and material relating to each programme to be evaluated. The data are collected from the concerned divisions of the Planning Commission/Ministries and State Government departments. Thereafter a suitable methodology is developed for undertaking the collection of field data and for this purpose draft schedules and questionnaires, to be canvassed during the survey, are designed.

3.17 The methodology and feasibility of the sampling design of the survey, the schedules, questionnaires and other instruments of observation are thereafter discussed from the conceptual angle in a workshop of the officers of the PEO and the concerned divisions of the Planning Commission/Ministry dealing with the programme. Also, consultations are arranged with specialists in each field to discuss the technical aspects of the programmes taken up for evaluation.

3.18 In consultation with the Technical Advisory Committee, associated with each study, comprising experts drawn from the concerned divisions of the Planning Commission/Ministries, one or two non-officials and senior officers of the PEO, these instruments are then finalised in the light of suggestions received in the

workshop and are compiled in the form of a 'compendium' giving background information about the programme, sampling design of the study, general instructions on conducting the study and guide points/instructions on collecting the data.

3.19 Before undertaking the study on a full scale, the schedules and questionnaires are generally pre-tested in the field and, if found necessary, are modified and the necessary modifications incorporated in the compendium already prepared.

3.20 The district/project areas are usually selected purposively on the basis of the performance of the programme under evaluation. For this purpose the performance of the programme, in different areas of the project, is grouped under 'good', 'average' and 'poor' categories or in a single category of 'average'.

3.21 After these preliminaries or spade work have been gone through, the State Governments are informed about the launching of the evaluation study and its other broad aspects. Their assistance is sought to facilitate the collection of data from state, district and block authorities.

3.22 The selection of respondents is generally done on the basis of multi-stage random sampling after stratifying them according to the size of holding or some such other criterion. The respondents are generally grouped in two categories, viz., (a) beneficiaries or 'treatment' group and (b) the non-beneficiaries or the 'control' group. These respondent households generally form the ultimate units of sampling. Sampling frames of these ultimate respondent households are compiled by the PEO staff by conducting a fresh census or listing of the households in the selected villages which provides the frame. It also helps (i) by collection of ancillary information in regard to socio-economic aspects of households; (ii) in the compilation of sampling frames of beneficiaries and non-beneficiaries; (iii) checking the degree of accuracy of the frames available with the programme authorities; and (iv) compiling the data relating to socio-economic development in villages with and without the aid of the programme being evaluated. Generally 8 to 10 beneficiary and a smaller number of non-beneficiary households are selected from each village for canvassing. At the village level the sample is satisfactorily representative of the population. The household data form the most important part of the evaluation reports.

3.23 The coverage, both in terms of studies taken up and the sample size, is determined by the availability of staff and other resources. The data are collected by interview method. Views of the knowledgeable people involved in the programme are ascertained, the functioning of the institutions observed and the relevant information collected at different levels of the operation of the programme, viz., household, village, block/project, district and state.

3.24 At the village level, the data for household schedules and questionnaires are collected by the field staff of the PEO who are generally well-versed in the local language. This staff work under the direct supervision of the Project Evaluation Officers. The data for the village and block-level schedules and questionnaires are secured by the Project Evaluation Officers themselves from the block and tehsil offices. The Project Evaluation Officers also obtain the district-level data from the concerned officers at the district headquarters. At the State level, the Regional Evaluation Officers collect the relevant data from the State capitals for the State-level schedules and questionnaires.

3.25 For the assessment of the impact of the programme, an ex-ante and ex-post approach, or cross-sectional approach or both, depending upon the situation, is adopted. The main purpose is to find out the extent to which the selected programme has achieved its objective and how the different sections of the rural community have benefited by it. Attempt is also made to know people's reactions and attitudes towards the programme and to determine the major difficulties and problems encountered in its implementation.

3.26 The data collected through the field units are first scrutinised at the offices of the Regional Evaluation Officers. It is subjected to further quality checks at the PEO headquarters. Thereafter, it is tabulated and analysed. Tabulation and analysis is mostly done at the PEO headquarters where computer facility is also available.

3.27 Lastly, based on the quantitative and qualitative data obtained from project areas, the draft report is prepared by the Project Director at the headquarters who is assigned the study. It is discussed in a technical group, viz., the Technical Advisory Committee. The final draft is vetted by Joint Secretary, PEO. Thereafter, it is discussed by the Planning Commission, viz., by the senior officers of the level of Advisers and the Members of the Commission. After the report is approved, its mimeographed copies are taken out and the report released to the press for wider dissemination of the findings. Copies of the report are sent to the concerned division of the Planning Commission, concerned Central Ministry, the State Government(s) and others. The main findings of evaluation reports are carried in the Planning Commission's fortnightly journal—YOJANA—which has a sufficiently wide circulation. Another journal, the KURUKSHETRA, of the Union Ministries of Agriculture and Rural Development, has extensively covered the PEO's evaluation reports.

#### Review of Evaluation Studies undertaken :

3.28 Over a period of 27 years of its existence, the PEO has brought out 112 reports as may be seen from Appendix III. These studies can be grouped into six broad categories, namely, (i) current evaluation studies such as those relating to Community Development Programmes and

Rural Works Projects; (ii) detailed surveys and studies of agricultural/rural development programmes; (iii) case studies of the organisation and functioning of institutions like 'panchayats' and cooperatives; (iv) bench mark and repeat surveys for area development; (v) studies of extension and social change, such as, of leadership and group dynamics; and (vi) concurrent and quick evaluation studies of on-going programmes.

3.29 Of the total studies carried out by the PEO (i) rural development programmes (including Community Development Programme) account for about 17 per cent, (ii) agriculture 14 per cent, (iii) manpower, labour and employment 13 per cent, (iv) 'bench-mark' surveys 10 per cent, (v) social welfare 8 per cent, (vi) rural institutions 6 per cent, (vii) cooperatives and credit and (viii) health, nutrition and family planning 6 per cent each, (ix) extension programmes and (x) rural industries 4 per cent each. On the other hand important programmes, such as, irrigation, education and transport and communications account for less than 2 per cent each and studies relating to (i) tribal development, (ii) power and rural electrification, (iii) land reforms, (iv) veterinary and dairy development, (v) fisheries, (vi) relief measures and (vii) civil supplies account for about one per cent each.

#### Training in Evaluation :

3.30 As mentioned earlier, besides undertaking evaluation studies, the PEO has also been engaged in imparting training in the methods and techniques of evaluation. For this purpose, a Training Division was created in the PEO in 1968 under the charge of a Joint Director. The PEO, with its limited resources, has been able to organise so far only five training courses on evaluation methodology of nine weeks' duration each for the supervisory level officers of the State Governments. The training courses for senior level officers were organised at the PEO headquarters at New Delhi while those for junior level officers were arranged at its regional evaluation offices. During these courses, 64 senior level officers and 79 junior level officers, drawn from different States and a few from the PEO itself, were imparted training. There have been persistent demands from the States for the organisation of such courses.

3.31 The PEO also organises training in evaluation for the probationers of the Indian Economic Service sponsored by the Department of Personnel and Administrative Reforms of the Government of India. Short duration training courses are also organised for personnel deputed by the Central Statistical Organisation of the Government. Two special courses were organised—one at Pondicherry in 1972 and the other at Calcutta in 1977—for personnel in evaluation departments of the Union Territory of Pondicherry and the State of Meghalaya respectively. The PEO has also imparted training to officers from other countries like UAR (1969), Malaysia (1970, 1971 and 1972), Phillipines (1971), Sweden (1971), Nigeria (1972) and Nepal (1974 and 1975).

3.32 The PEO was not able to organise more training courses for the supervisory level staff of the evaluation organisations of different States after 1972 because of the increasing pressure on it for undertaking evaluation studies and for want of adequate senior level staff to do so.

#### **Committee for Training in Evaluation :**

3.33 The need for extending the training facilities for the evaluation staff, especially of the State evaluation organisations, was first emphasised in 1964 by the Working Group on Evaluation in the States. As a follow-up of this Working Group's recommendation, the Working Group on Training in Evaluation was set up in 1967 headed by Dr. S. R. Sen. This Working Group reiterated the need for imparting training in evaluation to officers in the State evaluation organisations so as to enable them to discharge their functions more effectively. Noting the importance of training in evaluation, the first ever Conference of the Heads of State Evaluation Organisations recommended, *inter alia*, for constituting a Committee for Training in Evaluation. This Committee, under the chairmanship of Shri S. S. Puri, Secretary, Planning Commission, has recently submitted its report to the Planning Commission and made a number of important recommendations.

## **2. STATE EVALUATION ORGANISATIONS :**

3.34 The recognition of the work connected with evaluation in the States in India was, to start with, slow and halting when compared with the attention it received at the Centre. Uttar Pradesh was the first State where an evaluation organisation was set up by the State Government as early as in 1953-54. Evaluation organisations came into being in Maharashtra in 1959, Rajasthan in 1960, Andhra Pradesh in 1961, Orissa in 1962 and in the rest of the States later.

3.35 The desirability of all State Governments setting up their own evaluation organisations and the strengthening of the then existing evaluation machinery in different States was emphasised at different Government forums in early 'sixties. The Annual Conference on Community Development held in 1960 recommended that all State Governments should set up their own evaluation units. It stated :

"In view of the regular increase in the number of blocks and in view of the ushering in of the Panchayati Raj over the whole country during the next few years requiring a change in the nature of evaluation undertaken by the PEO... it will be necessary to set up evaluation units at the State level as part of the State Governments' Planning Organisation."<sup>16</sup>

#### **Working Group on Evaluation :**

3.36 As a consequence of this felt need and in order that the details of evaluation machinery at the State level could be worked out from the

point of view of obtaining a certain degree of uniformity and coordination among various States. The Planning Commission constituted in 1964 the Working Group on Evaluation in the States. The constitution of this Group was, in fact, an important milestone in the development of evaluation in the States. The Group examined the objectives, orientation, scope and content of evaluation work undertaken in the States and assessed the organisational arrangements for evaluation.

3.37 The Working Group noted that excepting the community development, i.e., the programmes and activities executed by the block development agency, where a systematised pattern of reporting and review was laid down and followed by all States, programmes in other sectors have not been subjected to the same degree of systematisation in respect of administrative intelligence for planning purposes. In view of this, there appears to be a good case and scope for introducing a planning orientation in the types of data reported and the processing made of those at different levels. There is room for qualitative improvement in progress reporting and analysis in a number of sectors like irrigation and power, co-operation, education and health.

#### **Areas of Evaluation :**

3.38 The Working Group emphasised the need for prior knowledge based on progress analysis in selecting problems for evaluation and narrowing down the areas of study. It grouped evaluation studies into (a) type studies, (b) case studies and (c) 'bench-mark' surveys. It noted that the State evaluation organisations should take up for evaluation (i) programmes encountering difficulties in implementation and, therefore, showing persistent shortfalls and laps, (ii) impact programmes of a 'crash' nature like intensive cultivation schemes, (iii) programmes and schemes involving large outlays and relying for their success on the cooperation and participation of the people and institutions, (iv) special programmes for the benefit of backward areas or weaker sections of the population and (v) all projects and programmes of a pilot nature. The Working Group, however, laid stress on each State evaluation agency having one or two important programmes and/or institutions for current evaluation of a regular nature and bringing out an annual report on each programme selected for evaluation.

#### **Scope of Evaluation :**

3.39 The Working Group envisaged that the scope of evaluation in the States in the Fourth Plan should extend to :

"most of the sectors of the State Plan, the possible exceptions being sectors like power (barring rural electrification) manufacturing and mining industries. However,

16. Annual Conference on Community Development at Srinagar, Ministry of Community Development and Co-operation (Department of Community Development), Government of India, New Delhi, p.36.



the importance of different sectors from the point of view of need for evaluation should vary from State to State, depending on the structure of the State Plans. It would be desirable for each State Government to work out, as early as possible, a tentative three-year programme of evaluation studies keeping in view the need to cover, over the period of the Fourth Plan, a cross-section of the sectoral programmes not only for agriculture, irrigation, rural industries and electrification, but also for the social and welfare services sectors, the emphasis being larger on the former group. Among the implementation sectors, the performance in the Panchayati Raj and cooperative sectors should receive special attention in the States.<sup>17</sup>

#### State Evaluation Committees :

3.40 In pursuance of the recommendation of the Working Group, State Evaluation Committees/Advisory Boards have been set up in most of the States. These committees or boards generally select the topics for evaluation, approve the draft reports and see that the follow-up action is taken by the concerned departments. The composition and functions of these committees, however, vary from State to State. Though in most of the States these committees are headed by Chief Secretaries, as recommended by the Working Group, in quite a few they are headed by the Planning Secretaries. In Uttar Pradesh, for quite some time, the State Evaluation Advisory Board was presided over by the Chief Minister. In Nagaland, however, reviewing of evaluation work is done by the Evaluation Steering Committee under the guidance of Deputy Chief Minister; in Uttar Pradesh, by 'Economic Advisory Council' under Chief Minister; in Punjab, by 'Sub-Committee of State Planning Board' under Minister of Planning; and in Gujarat by 'State Planning Board' under Minister of Finance and Planning. Appendix IV gives information regarding the number of States in which State evaluation committees exist, their composition, frequency of meetings, etc.

#### Review of Work :

3.41 The evaluation organisations in 21 States and 3 Union Territories had by the end of August, 1978, completed 907 reports as may be seen from Appendix V. The themewise distribution of these reports is as under :

*Distribution by subjects of reports/studies completed by the State/Union Territory evaluation organisations (as on 31-8-1978).*

Theme	No. of Reports/ Studies completed	% to Total reports.
1	2	3
1. Agriculture and allied schemes	337	37.2
2. Irrigation	77	8.5
3. Area Development Programme	68	7.5

17. Op. cit., p. 41.

	1	3	2
4. Rural Institutions		83	9.2
5. Industry (Village and Small)		67	7.4
6. Power (Rural Electrification)		15	1.6
7. Transport		10	1.1
8. Employment, Manpower and Labour		31	3.4
9. Education		81	8.9
10. Health and Family Welfare		43	4.7
11. Social Welfare		95	10.5
TOTAL		907	100.0

3.42 Agriculture and allied subjects form about 37 per cent of the total reports completed so far by the State evaluation organisations followed by social welfare schemes accounting for 10.5 per cent of the reports. Some important sectors like irrigation and power, which account for a significant proportion of investment in the various Plans, have been inadequately covered as reports on these schemes/sectors form only 10.1 per cent of the total reports.

3.43 The State evaluation reports reveal wide variation in their scope, methods and contents. While some reports are in the nature of, more or less, mere administrative reviews of the working of selected schemes/projects, an attempt has been made in others for more comprehensive evaluation by way of the impact of selected schemes and the reaction of the beneficiaries to them. Notwithstanding it, the procedure used for the selection of respondents, designing of questionnaires/schedules and analysis of results reflect a widely uneven treatment.

#### Follow-up action :

3.44 Only a few States, such as, Andhra Pradesh, Assam, Gujarat, Maharashtra, Orissa, Haryana, Rajasthan, Tamil Nadu and Uttar Pradesh and Union Territories of Delhi and Pondicherry have evolved some follow-up systems. In these States, after the reports are finalised by the Evaluation Committees/Boards, they are sent to the concerned departments for implementing the recommendations contained therein. These States also keep a suitable check on the implementation of the recommendations. There are, however, no arrangements for watching the progress of follow-up action in other States though the reports are sent to the concerned Development Departments for appropriate action. Appendix VI gives the arrangements for follow-up of the findings of evaluation studies in different States.

#### Training Facilities :

3.45 Training facilities for evaluation staff are lacking in most of the States and Union



Territories. Only Gujarat and West Bengal have reported that training facilities are available for their junior level staff. Uttar Pradesh has reported training facilities for senior level officers only. Other States have no training facilities worth the name of. A large number of States and Union Territories (14 out of 23 reporting) have in the past sent their officers for training in the PEO.

**Coordination Between Evaluation Agencies :**

3.46 Only some States have nominated Joint Secretary, PEO, or his nominee, as member of their State evaluation committees/boards. As a result, as at present, there exists a very loose link between the PEO and the State evaluation organisations.

3.47 The Working Group on Evaluation in the States identified five functional areas of coordi-

nation between the PEO and the State evaluation organisations, viz., (i) administration of Plan schemes for evaluation; (ii) coordination of the evaluation activities of different agencies; (iii) extension of technical advice and guidance on evaluation methods; (iv) exchange of information and literature; and (v) providing facilities for training the evaluation personnel. It recommended that the PEO on its part, should give lead in the direction of developing the methodology of evaluation and address itself to the preparation of a 'Manual For Evaluation'.

3.48 So far the PEO has not been able to function to its satisfaction as a coordinating agency *vis-a-vis* the evaluation organisations in different States on account of paucity of staff. Also, the extent of development of evaluation organisations in different States has been rather un-even.

## CHAPTER IV PERSPECTIVE

4.01 In the mid 'Sixties, when the country moved from the Community Development Programme to other intensive development programmes, the PEO extended the scope of its studies to other fields of rural development. However, the PEO's psyche has continued to be hamstrung by this bound that it seems to have set for itself. While some of the rural development programmes have been integrated in the economic planning of the country, increasingly larger number of programmes of experimental nature are being taken up for implementation. This has brought in sharp focus the need for concurrent and quick evaluation of results. At the same time, in order that the evaluation reports become more useful, follow-up action on their findings should be ensured. Evaluation agencies should function independently without fear or favour of the programme executing authorities. Also, since State evaluation organisations have come into existence in almost all the States and Union Territories, there should be greater coordination between them and the PEO.

4.02 It is in this backdrop that we have discussed in this Chapter the various steps required to be taken up for improving the working of the PEO and the State evaluation organisations as also the entire evaluation system in consonance with the changing evaluation needs. We have discussed this 'perspective' under the following heads:—

1. Independence of evaluation.
2. Scope and coverage of evaluation studies.
3. Quick evaluation studies.
4. Multi-dimensional approach.
5. Methods of evaluation.
6. Training facilities.
7. Follow-up action.
8. Coordination between evaluation agencies.
9. Reaching-out.
10. Expanding horizons.

### Independence of Evaluation :

4.03 We are of the view that looking to the size of the PEO and its importance in the economic planning of the country, it should be put under the direct charge of the Deputy Chairman, Planning Commission.

4.04 The PEO should always be headed by a trained economist with considerable research experience and sufficient equipment in related disciplines. In this matter *ad hoc* arrangements of whatsoever nature should be eschewed. Also,

no one whose services are likely to be available for a short duration of a year or two only, should be posted as the head of the PEO as the work is of long-term nature and involves continuous development of evaluation techniques.

4.05 In the case of States where promotional avenues in the field of evaluation/Economics/Statistics are not many, the strict application of this recommendation might deny promotional avenues to the officers especially when these openings are likely to come towards the fag end of their career. Therefore, we are of the view that in the case of State evaluation organisations, the above made recommendation may be taken as indicative and not obligatory.

4.06 Unless the PEO is given a separate administrative set-up, its organisational effectiveness is very much reduced. We are, therefore, of the view that as earlier, all the administrative branches of the PEO, including accounts and house-keeping, should be placed under the direct charge of its Head.

### Scope and Coverage of Evaluation Studies :

4.07 The PEO was set up with the main objective of the evaluation of the Community Development Programme and, therefore, for this historical reason, it has been taking up for evaluation mostly rural development programmes. Economic planning, however, knows no such bounds. It cuts across rural and urban frontiers. We, therefore, recommend that the scope of evaluation studies should be extended to non-rural subjects also. Though the Working Group on Evaluation in the States excluded sectors like power (barring rural electrification), manufacturing and mining industry from the scope of evaluation, we are, however, of the view that there should be no embargo in principle on the type of studies which the PEO might take up for evaluation. With the strengthening of the PEO and the availability of consultancy fund at its disposal (as recommended by us in the latter part of this Chapter) it should be possible for it to take up for evaluation even compact projects involving large amount of concentrated investment such as power plants, major irrigation projects and public sector undertakings.

4.08 The programmes/projects/schemes requiring evaluation may be divided into the following four categories:—

- (a) Those sponsored, financed and also implemented by the various Ministries of the Government of India and national public undertakings, i.e., the Centrally implemented programmes;

- (b) those of all-India nature sponsored and financed by the Government of India or the State Governments and implemented by the State Governments, i.e., programmes of national interest involving the commitment of huge resources and covering a number of States;
- (c) those of regional nature, sponsored and financed by the Government of India or the State Governments but implemented by the State Governments; and
- (d) those of local nature pertaining to States, sponsored and financed and implemented by the State Governments.

4.09 With a view to avoiding overlapping in the functions of the PEO and State evaluation organisations, the PEO should be responsible for the evaluation of the first two categories of programmes, viz., (a) and (b) and that the State evaluation organisations should be solely responsible for the evaluation of those falling in the latter two, viz., (c) and (d).

4.10 In the selection of studies for evaluation, one of the paramount criterion should be the resource allocation for a programme in the Plan. The programmes which account for major share of plan allotment of funds should be evaluated every year. This is not so at present as would be seen from paras 3.29 and 3.42 of Chapter III giving the theme-wise distribution of reports/studies.

4.11 Though the Workinng Group on Evaluation in the States thought it desirable for each State Government to work out, as early as possible, a tentative three-year programme of evaluation studies, we are of the view that in the changed situation, when more and more experimental programmes are being taken up for execution, it may not be possible to work out a tentative three-year programme for evaluation studies. It is, however, very necessary that before the commencement of a financial year, the State evaluation organisations as also the PEO should be ready with the list of programmes to be evaluated in the ensuing year. For this purpose, it is necessary that the State evaluation organisations as also the PEO should invite suggestions for the programmes to be taken up for evaluation from their respective Economic Ministries/Planning Boards of the States/different Divisions of the Planning Commission and finalise the list of studies to be taken up for evaluation. In the PEO, this should be one of the functions of its proposed Consultancy. Co-ordination and Clearing House Division.

#### Quick Evaluation Studies :

4.12 The need for quick evaluation studies can hardly be over-emphasised. Evaluation reports which do not become available in time lose their importance and relevance. The Internal Reorganisation Committee of the Planning Commission was of the view that "only

those studies should be taken up (for evaluation) by the PEO of which the results could be made available quickly so as to be made use of by the Divisions concerned (of the Planning Commission) for the formulation of the Plan".<sup>18</sup> The PEO and the State evaluation organisations should, therefore, take up an increasingly larger number of such studies for evaluation whose results could be made available quickly to the programme executing authorities. The PEO should have a judicious mix of all-India studies, which are in the nature of long-term, and a few short, quick studies. This should also make for an efficient utilisation of the evaluation machinery.

4.13 With the taking up of more and more experimental schemes for execution in recent years, the role of concurrent evaluation has acquired the never-before importance in the economic planning of the country and in the functioning of the PEO and the State evaluation organisations. We, therefore, recommend that more efforts should be directed towards concurrent evaluation of projects of experimental nature so that the Government could quickly come to a definite conclusion on their merits or otherwise. In fact, the Morarka Study Team of the Administrative Reforms Commission (1967) identified the work of the PEO as "current evaluation".

4.14 In the case of quick studies, what is important is the choice of indicators. These will have not only to be different but also fewer in number.

#### Multi-dimensional Approach :

4.15 An evaluation study conducted by specialists in one discipline is likely to have a narrow perspective. It might even have discipline-induced prejudices. We, therefore, recommend that the PEO should constitute for each programme taken up by it for evaluation a multi-disciplinary team, from its senior level staff, to assist the Project Director entrusted with the evaluation study. Also competent outside agencies like academic institutions, research bodies and universities, should be associated more closely with the task of evaluation. This would bring in not only more specialised expertise on the subject but also provide extra dimensions—sociological and political—and make the evaluation studies multi-dimensional and, therefore, more worthwhile and efficient. This would also help activating the interest of research institutions in evaluation work and in the development of evaluation techniques.

4.16 To give a multi-dimensional depth to studies, the PEO and the State evaluation organisations should also obtain the services of qualified persons from academic institutes and research bodies on consultancy basis especially in the case of studies which are complex in nature and deal with aspects, such as, managerial, sociological and technical.

18. Op. cit., p. 49.

4.17 The PEO/State evaluation organisations should present at least some of their reports at national seminars to which representatives of outside organisations and research institutions working in the field may also be invited. This would lead to a wider inter-action and at the same time give publicity to the findings of the evaluation studies.

#### Methods of Evaluation :

4.18 The PEO has, since its inception, been all too engaged in undertaking field studies. As a result, it has paid much less attention to the development of evaluation methods per se. Over a period of time, in the process of undertaking evaluation studies widely differing in their scope, content, objective, coverage, etc., the PEO has experimented with approaches such as bench mark surveys, case studies, multi-stage random sampling, concurrent evaluation, etc. These are, however, different facets of the survey methodology followed in evaluation. The PEO and the State evaluation organisations should, in their future studies, make use of the benefit-cost analysis approach also. The PEO should undertake original work on the removal of deficiencies in the methodology of evaluation. Also, much more data should be obtained in the evaluation reports on additional incomes and employment generated as a result of the execution of development programmes.

4.19 While specific aspects of survey methodology, schedules and questionnaires are likely to differ from one State to another, there is need for having a core questionnaire for the purposes of comparability.

4.20 With a view to approaching the under-privileged groups of the society, the dialogue method of canvassing may be adopted wherever felt necessary. This method could also be adopted in the case of studies, such as, land reforms and untouchability, where either the respondents may not be cooperative or might give wrong leads and answers. This method could also be employed in the case of lighteningly quick evaluation studies. Under this method, either the respondents could be 'talked' to in groups by an Investigator or, if feasible and necessary, a multi-disciplinary group of Investigators could canvass selected respondents. However, this method has a limited approach and, therefore, should be used only in special circumstances like seeking an opinion poll or getting views on highly sensitive subjects.

4.21 There is also need to introduce the concept of consultancy in the functioning of the PEO. Consultancy has two facets to it. One, the PEO/State evaluation organisations could offer their services on consultancy basis to an agency like the World Bank requiring the evaluation of its programmes/projects. Two, the evaluation organisations themselves might need to avail the services of experts on consultancy basis for undertaking studies for evaluation of highly technical nature like rural electrification,

public undertakings and inventory control. For the purpose of the latter contingencies, the PEO and the State evaluation organisations should have in their budget a Consultancy Fund out of which they could make the necessary payments to the Consultants engaged by them. Such a fund already exists in the budget allocation of the State evaluation organisations of Rajasthan and Uttar Pradesh. While the size of this fund in the case of States would depend upon their budget allocation for evaluation, the strength of their evaluation organisations and the expertise available with them, in the case of the PEO we are of the view that it should have at least Rs. 1 lakh ear-marked as Consultancy Fund in its annual budget with the proviso that in case the fund is not likely to be fully utilised in a year, it would get automatically released to the PEO's general budget allocation. This proviso should also be applicable to the fund with the State evaluation organisations.

4.22 The Study Design and Statistics Division of the PEO, proposed by us in the subsequent chapter of this Report, should, *inter alia*, engage itself in the study of methodological problems and evolving of standardised concepts. The Consultancy, Coordination and Clearing House Division should, *inter alia*, engaged itself in guiding the State evaluation organisations on methodological issues.

#### Training Facilities :

4.23 The PEO initially began imparting training in the methodology of evaluation on *ad hoc* basis in response to requests for such training received from official and non-official agencies from within and without the country. In 1978, the Planning Commission constituted a Committee for Training in Evaluation to go into the different aspects of the question. This Committee, in its report to the Planning Commission, has made a number of useful recommendations. It has, for example, recommended the organising of Regional Workshop on evaluation by the PEO to train the senior level personnel like Directors of the State evaluation organisations. For this, the syllabus includes lectures on concept and theory of evaluation, discussions on the design, methodology and findings of evaluation studies, etc. For training the junior level personnel, this Committee has recommended that the State evaluation organisations should be mainly responsible for it with necessary guidance and support from the PEO. It has also recommended that the task of preparing a Manual for Training should be taken up after the PEO and the State evaluation organisations have gained adequate experience. Hopefully, most of the organisations have post-graduates as their Investigators, Technical Assistants, etc. Nevertheless, they too require a continuous training in evaluation work.

4.24 We would here like to emphasise that there is need for training of the senior level officers in the PEO also. For this purpose,

senior officers of the PEO should be sent for orientation courses at institutes of higher learning in India and abroad in the tools and techniques of economic analysis, evaluation and monitoring. They should also be sent for training in fields such as, management and inventory control. These courses should not be merely of the nature of refresher courses but should be sufficiently advanced and in-depth in nature and, therefore, of the duration of 6 to 9 months.

4.25 The present staff at the headquarters is very inadequate. Much of its time is taken in supervision of the field work on the one hand and the finalisation of the reports on the other. Time is also taken in the reports being discussed with the Planning Commission, overseeing their printing and releasing and general liaison with research institutions. In view of the heavy work load that the headquarters has to carry, there is need for having reserve staff so that the officers at the higher level can be spared to benefit from the several programmes of training being offered, such as, under the Colombo Plan.

#### **Follow-up Action :**

4.26 Evaluation fulfills its purpose only to the extent that there is a proper follow-up action. Time was (1954 to 1960) when evaluation was one of the items at the annual conference on Community Development.

4.27 The existing arrangements for follow-up of evaluation reports, both at the Centre and in the States, are not very satisfactory. There are two pre-requisites for follow-up action, namely, (i) the reports should be available well in time for the executing authority to benefit from them, and (ii) there should be standardised procedure laid down for the follow-up action. We are of the view that the responsibility for the follow-up action should not be that of the evaluating agency but should dwell on the department overseeing the administration of the programme. We, therefore, recommend that in addition to the evaluation report, the PEO should prepare an 'action memorandum' on the report delineating the action required to be taken up for improving the programme by the administering authority. Also this document should be with the Planning Commission at the time of the Annual Plan discussions or whenever the particular programme comes up for discussion with the concerned Union Ministry/ the State Government. This would induce the State Governments to take follow-up action on the recommendations of evaluation reports and help in the maintenance of some link between next year's allocation and the performance of schemes in the past. The responsibility for the follow-up on the recommendations of the evaluation report should, however, rest with the concerned subject matter division of the Planning Commission. The State evaluation organisations should also follow this procedure, *mutatis mutandis*.

#### **Coordination Between Evaluation Agencies :**

4.28 The Working Group on Evaluation in the States identified five functional areas of coordination between the PEO and the State evaluation organisations as mentioned in para 3.47 of Chapter III. We come across an encouraging recent experience of coordination between the PEO and the State evaluation organisation in the joint evaluation of Employment Guarantee Scheme of Maharashtra. Such examples are, however, few and far between. There is need for identifying the areas of coordination, stepping up coordination in full measure between the PEO and the State evaluation organisations. To ensure effective coordination it is necessary that the PEO organises annual evaluation conferences bringing together the State evaluation organisations.

4.29 We are also of the view that the need for coordination between the PEO and the State evaluation organisations is paramount in areas such as the selection of subjects and types of studies to be taken up for evaluation, undertaking of joint studies, preparation of an evaluation manual, the PEO functioning as a 'clearing house' and taking upon it the responsibility of imparting training to evaluation personnel in the States.

4.30 In the case of joint studies, the methodology and the basic design, tabulation Plan, questionnaires and schedules comprising the core design may be prepared by the PEO. The State evaluation organisations would be free to add additional questions and items to the core questionnaire, depending upon the specific data needs of each State. Thus the joint evaluation studies would have a common theme and a core design. The State evaluation organisations should reserve a percentage of their State evaluation machinery (say 10 to 15 per cent) for undertaking joint studies. If a State is unable to take up such a joint study because of prior commitment of its manpower, the Centre should make the necessary funds available to the State evaluation organisations for the purpose. The quantum of such funds should be decided upon individually in each case.

4.31 The selection of subjects for studies should be done carefully giving due regard to the theme, the time and the expertise available. Studies which are elaborately designed and are of long duration should be left to research institutions and universities.

4.32 For making the coordination between the PEO and the State evaluation organisations operational and effective, the initiative should come from the PEO. For this purpose, it is necessary that the Head of the PEO and the Heads of the State evaluation organisations meet at least once a year at the PEO headquarters with 'coordination' being the agenda which may include items such as selection of

subjects for evaluation, PEO imparting training to evaluation personnel and taking up joint studies. Only when such meetings take place regularly would the coordination between the PEO and the State evaluation organisations become a reality. At the PEO headquarters, its Consultancy, Coordination and Clearing House Division, recommended by us in the following Chapter, should function as the Secretariat for the purpose.

4.33 Since the work of providing support in the form of literature, documentation, bibliography, etc., with reference to the selected studies are of a continuous and whole time nature and require specialised experience in editing and publication, we recommend that a Publications Division may be set up in the PEO comprising of one Deputy Adviser (Publications), one Senior Research Officer and one Research Officer and other supporting staff. This Division would also be responsible for bringing out a quarterly journal of evaluation as recommended by us later in this Chapter (at para 4.43).

4.34 With a view to avoiding duplication of studies between the PEO and the State evaluation organisations, the Consultancy, Coordination and Clearing House Division of the PEO should keep in close touch with different universities, institutes, research organisations, State Governments and various Ministries at the Centre. This Division should also provide a quick referencing service. It should undertake the preparation of a Manual for Evaluation besides discharging other duties.

4.35 With a view to strengthening the linkage between the State evaluation organisations and the PEO, the State Evaluation Committees should be made much more active. The Planning Department of the States should see that the evaluation committees hold their meetings regularly and function more effectively than hitherto. Joint Secretary (PEO), or his nominee, should be associated with the deliberations of these committees.

4.36 One of the reasons for the State evaluation committees not meeting regularly, even where they are in existence, is their being headed by either the Chief Minister or the Chief Secretary of the State who, because of their pre-occupations, are not able to find time for their meetings. This matter needs review to make operational arrangements feasible for the committees to work regularly.

4.37 The effective functioning of these committees is handicapped because of their large composition and, hence, being unwieldy. We are of the view that in such cases the State evaluation committee should constitute a sub-committee headed by Secretary (Planning) with Secretary (Finance) as its another member and Director of Evaluation as its Member-Secretary. The sub-committee may co-opt, as temporary members, the Secretaries and the heads of the

Departments whose schemes/programmes are being evaluated during a given year. This sub-committee should be able to meet more often and take the necessary decisions. It may also look to the work of follow-up of the recommendations made in the State evaluation reports.

#### Reaching Out :

4.38 After the report of an evaluation study has been considered and approved by the Member/Deputy Chairman, Planning Commission in charge of the PEO and released, i.e., sent to the division of the Planning Commission/Union Ministry on whose behest the study was undertaken, steps are taken to see that its findings also get the widest possible coverage through different media and its results receive adequate recognition and follow-up by the executive and the legislative departments of the Government. For this purpose, *inter alia*, the reports of the PEO are sent in normal course to the Members of the Parliament.

4.39 We notice that most of the States do not at present send their evaluation reports in the normal course to the Members of their State Assemblies. We are of the view that once an evaluation report has been submitted to the Government, its copies should be sent to all the Members of the State Assembly as is being done, for example, in Orissa.

4.40 During the period 1954-60, the annual reports of the PEO used to be one of the items on the agenda of the annual conference of development commissioners. This practice had tended to ensure an adequate consideration of the reports not only by the concerned Ministries at the Centre but also by the different departments of the State Governments, which were usually represented at this conference.

4.41 The Ministry of Agriculture (including the Department of Rural Development, now the Ministry of Rural Reconstruction) and the Planning Commission have drawn the attention of the State Governments to the findings and suggestions contained in some of the evaluation studies carried out by the PEO and in some cases have organised regional seminars and conferences to consider them.

4.42 In view of the increased importance of evaluation, the PEO broke a new ground in November, 1977 when it organised the first ever Conference of the Heads of State Evaluation Organisations at its headquarters. The purpose of this Conference was to emphasise the role that evaluation has to play in the planning process and also to exchange views between the Centre and the State Government officials working in the field of evaluation with a view to improving the evaluation system. One of the suggestions mooted in this Conference (and later on incorporated as one of its recommendations) was for bringing out an Annual Evaluation Review of the work done in the field of evaluation by the Central as well as the State evaluation organisations.

4.43 We are of the view that the PEO should bring out not only an annual review of the evaluation activities at the Centre and in the States but also start bringing out a quarterly journal on evaluation. This journal (MULYANKAN) may contain, *inter alia*, summaries of evaluation studies. For this purpose, all evaluation reports should contain a chapter giving their summaries.

4.44 The reports of the PEO should be given as wide a circulation as possible and published. This would, *inter alia*, lend strength to the independence of evaluation organisations.

4.45 At the time of the three regional workshops on evaluation organised during the first half of 1979 at Chandigarh, Madras and Gandhinagar, the State Governments of Punjab, Tamil Nadu and Gujarat brought out reports giving, among others, the findings of the evaluation studies undertaken by them. We are of the view that other State Governments should also bring out such reports. This would help the findings of evaluation studies getting widest possible coverage, both in the Government and outside.

#### Expanding Horizons :

4.46 Chapter III of this Report narrates how starting as an organisation with the specific task of evaluating the Community Development Programme, the scope of work and the functions of the PEO have expanded over the years. During the Third Plan period (1961-1966), evaluation organisations were set up in some of the States. The PEO came to be involved, *inter alia*, with the training of the evaluation personnel and extending technical guidance to the evaluation organisations in the States. And now the emphasis is on concurrent evaluation of schemes of experimental and pilot nature besides undertaking in-depth intensive evaluation of areas needing thorough assessment of specific problems. Thus, the scope of work and the functions of the PEO have expanded over the years.

4.47 Today, evaluation in India has already developed into an important information system to watch and improve the effectiveness of the programmes as per their enunciated objectives. It furthermore provides important 'data' to the policy-makers in making appropriate choices about the programmes. It has, thus, become an

important management tool in the hands of the planners by providing them with a 'feedback' mechanism with a systematic assessment of the past performance of programmes and with ways and means of improving planning and implementation of both current and new activities. Its reports are now looked to for their objectivity, forthrightness and independence of findings in the Government circles, research fraternity and by intrepid legislatures.

4.48 In this developing milieu one can now discern the sweep of the PEO going beyond undertaking evaluation studies to the task of creating a better appreciation of evaluation at the Centre and in the States through organising, at the national and regional levels, conferences, discussions and seminars and spreading the philosophy of evaluation, its culture and ethos.

4.49 The PEO has, thus, come a long way from a 'programme' evaluation organisation, conceived as it was in 1952, to a national evaluation organisation that it is now. Very few countries in the world have such an organisation as the PEO in India for evaluating their socio-economic programmes. International organisations like the UNESCO, the UNDP, the World Bank and the AID have shown in recent times, their interest in the work done in the field of evaluation of programmes carried out by the PEO. In order to put evaluation on the world map, it may, therefore, be useful to organise regional workshops on evaluation on the lines similar to what the United Nations Conference for Regional Development in Nagoya (Japan) is doing in respect of regional planning and development. It is worthwhile to mention here the Regional Workshop on Monitoring and Evaluation of Rural Development Projects held in Nairobi in April, 1979 by the World Bank. Another in December 1979 was held in Kuala Lumpur to discuss evaluation of Social Development Programmes. Such efforts should continue.

4.50 The shift in the emphasis of work of the PEO is a shift in the right direction and indicates its pace-setting capabilities in the field of evaluation. We are of the view that the PEO should be encouraged and strengthened in this outward march. We would like the PEO also to engage itself in developing new methodological approaches and undertaking original research in evaluation.



## SUGGESTED SET-UP FOR EVALUATION

## 1. PROGRAMME EVALUATION ORGANISATION

5.01 The PEO is a three-tier organisation with its 27 field units (Project Evaluation Offices) located at selected State and district headquarters forming the base; 7 Regional Evaluation Offices at selected State headquarters making the middle tier; and the headquarters at New Delhi constituting the apex.

5.02 The PEO is headed by a Joint Secretary who is a senior member of the Indian Economic Service. He is responsible for the overall supervision and coordination of the entire work of the PEO, such as, planning of new evaluation studies, keeping track of the progress made in the on-going ones and giving the necessary guidance in the designing of evaluation methodology, analysis of data and preparation of reports. He oversees the coordination of the work of the field units including the regional offices of the PEO. He is also in charge of the Computer Services Division of the Planning Commission which is under the administrative control of the PEO and is headed by a Director. The post of Joint Secretary (PEO) is borne on the strength of the Planning Commission.

5.03 At the headquarters the team of senior officers of Joint Secretary (PEO) comprises of 1 Joint Adviser, 6 Deputy Advisers and 1 Joint Director. The post of Joint Adviser and one post of Deputy Adviser are, however, vacant at present. Each Deputy Adviser/Joint Director is in charge of one Division. These Divisions are :

1. Institutional Economics Division-I.
2. Institutional Economics Division-II.
3. Agricultural Economics Division.
4. Statistics and Coordination Division.
5. Social Development Division-I.
6. Social Development Division-II.
7. Training and Evaluation Division.

5.04 The Deputy Advisers/Joint Director, in charge of each Division, work under the over-all guidance of the Joint Secretary and function as Project Directors in the capacity of being in charge of a particular evaluation study entrusted to each. All of them are technical experts in their own areas of work, viz., economics, agricultural economics, statistics and sociology.

5.05 The set up at the headquarters is responsible for the entire functioning of the PEO, e.g., organising and 'designing' new evaluation studies and to that end evolving suitable methodologies,

undertaking processing, analysis and interpretation of the quantitative data and qualitative information collected by the field units and bringing out evaluation reports based thereon. The headquarters is also responsible for extension of technical advice and guidance on evaluation methods and imparting of training in evaluation to the personnel of the State evaluation organisations and maintaining liaison with research institutions engaged in evaluation work in the country as also with international bodies.

5.06 The Regional Evaluation Officers (REO's), who head the regional units, are responsible for the supervision of the field work and for according guidance to the Project Evaluation Officers under their respective jurisdictions. The REOs are also responsible for maintaining a close liaison with the State Governments, providing technical guidance to State evaluation units, keeping abreast of the important developments in policies and programmes in the States, keeping the headquarters office apprised of these through periodical reports, etc.

5.07 The Regional Evaluation Offices are located strategically in different parts of the country at selected State headquarters, viz., Lucknow (Uttar Pradesh), Chandigarh (Punjab-Haryana), Jaipur (Rajasthan), Bombay (Maharashtra), Hyderabad (Andhra Pradesh), Madras (Tamil Nadu) and Calcutta (West Bengal). (Please see map at page ii). One Research Officer, posted at each regional office, functions, with the help of the complement of Economic Investigators, as an officer in charge of a field unit.

5.08 The lowest rung in the PEO set up is the Project Evaluation Offices. There are at present 27 such field units spread throughout the country in 17 States. These field units are headed by Project Evaluation Officers of the rank of Assistant Director of the Grade IV of the Indian Economic Service. They are assisted by two Economic Investigators in each unit. These field officials are responsible for carrying out evaluation studies assigned to them by the headquarters. They report on the working and progress of development programmes in their areas (districts) to the REOs.

5.09 The Staff Inspection Unit of the Ministry of Finance assessed the staff requirements of the PEO during 1977. The existing staff pattern of the PEO, at its headquarters and in the field, came into being consequent on the acceptance of the recommendations of the Staff Inspection Unit. As a result, *inter alia*, the post of Chief was converted into the post of Joint Adviser, in the scale of Rs. 2000-2500.



### Increased Functions :

5.10 The PEO has drawn considerable attention of a number of bodies like the Working Group on Evaluation in the States, the Study Team on Machinery for Planning of the Administrative Reforms Commission (ARC), the Working Group on Training in Evaluation, Internal Reorganisation Committee of the Planning Commission, the Task Force on Evaluation and the first Conference of the Heads of the State Evaluation Organisations. These bodies have spelled out a variety of new functions expected of the PEO.

5.11 The Study Team of the ARC on the Machinery for Planning, listed these important functions of the PEO as undertaking study of methodological problems, evolving standardised concepts and outlines of studies and guiding and helping the State evaluation units.<sup>19</sup> The Report of the Task Force on Evaluation recommended that the functions of the PEO should include making available and expanding the training facilities for the staff of the evaluation organisations in the States, improving the methodology of the evaluation studies undertaken by the State evaluation units by a programme of joint studies, strengthening the (the PEO's) documentation centre, organising periodic conferences and providing consultancy services.<sup>20</sup>

5.12 The Internal Reorganisation Committee of the Planning Commission added to this list functions, such as, extending the PEO's evaluation work to programmes relating to urban areas, acting as a coordinating and advisory agency *vis-a-vis* the State organisations responsible for evaluation, studying the conceptual aspects of plan programmes, administrative and organisational problems, their operational and fiscal aspects, identifying programmes for evaluation, undertaking quick evaluation studies the results of which could be made available for use to the divisions of the Planning Commission concerned for the formulation of the Plans.<sup>21</sup> The First Conference of the Heads of the State Evaluation Organisations, organised by the Planning Commission in 1977, further expanded this list of the functions of the PEO to include jobs such as preparing a manual on evaluation, performing a 'clearing house' function, reorganising and expanding its training facilities, bringing out an annual evaluation review, starting a quarterly journal of evaluation, etc.<sup>22</sup>

5.13 During the last two to three years the need for evaluation of concurrent, and even more so of projects of experimental nature, has been felt acutely. There has also been, of late, a build-up of opinion in favour of quick evaluation studies. Even the Public Accounts Committee and the Estimates Committee of the Parliament have, in their recent reports, observed the need

for quick evaluation studies of on-going programmes. Consequently, the PEO has been almost inundated with requests from different divisions of the Planning Commission and the Central Ministries to undertake for them evaluation studies of the programmes and schemes being administered by them.

5.14 The existing activities of the PEO can be grouped under two heads, *viz.*, (i) carrying out of evaluation studies and (ii) providing functional services, such as training facilities for the senior and supervisory level personnel working in the evaluation organisations in the States; identifying the areas of coordination and stepping up of coordination between the PEO and State evaluation organisations in fields like organising of regional evaluation conferences; the PEO functioning as a 'clearing house' through providing support in the form of relevant literature, bibliography, documentation of past experience for formulating more effective programmes and schemes and improving the mechanism for implementation; etc. We would like to add a third dimension to the existing activities of the PEO in the form of (a) undertaking joint studies, bilaterally or multilaterally, in collaboration with the State evaluation organisations and (b) extending technical guidance to these organisations in the designing of studies and in the evolving of evaluation methodologies.

5.15 We would also like to emphasise here that the PEO should endeavour to take up the evaluation of critical programmes, schemes and projects of all sectors or areas of Government functioning, including Public Sector Undertakings. Only those projects or programmes are to be excluded from the ambit of the PEO which, because of their functional peculiarities, cannot be handled on methodological grounds. Thus the studies of the PEO will encompass technical and engineering projects relating to transport, industry, power, irrigation, etc., in addition to programmes and schemes of rural, tribal and urban development. Non-plan development schemes, commercially oriented programmes, schemes of experimental nature, etc., which so far have not received the attention of the PEO, should also be taken up for evaluation by it. Programmes, schemes and projects with heavy investments should receive higher priority over others.

5.16 It is, thus, observed that a number of other increasingly important functions, which were just not envisaged at the time of the setting up of the PEO, are now expected of it to discharge. The PEO cannot discharge all these increased functions with its existing limited staff. As a result some of the crucial programmes, which need to be evaluated cannot be assessed because of the staff constraint. The organisational strengthening, both of the PEO and the

19. Op. cit., p. 37.

20. Op. cit.,

21. Op. cit., pp. 47-50.

22. Op. cit., pp. 21-22.

evaluation organisations in the States, should, therefore, be undertaken keeping in view :

- (i) The broadened scope and coverage of the evaluation activities encompass as they do now almost every conceivable activity in the sphere of economic development, both in the rural and urban sectors whether concurrent or long-term;
- (ii) the PEO's new additional role in the form of an agency coordinating the activities of State evaluation organisations, that have come up in the last two decades or so, and providing them technical and consultancy services;
- (iii) the responsibility of imparting training to senior and supervisory level evaluation personnel of the evaluation organisations in the States/U.Ts. that has over the years devolved on the PEO; and
- (iv) the expanding horizons of evaluation where the PEO seeks to push its activities beyond the bounds of evaluation studies in the rarified sphere of evaluation culture, philosophy and ethos.

#### **Organisational Strengthening at the Headquarters :**

5.17 When the PEO was constituted, there existed neither within nor without the Government any set up on this scale to undertake the task of evaluation of programmes of economic development. Since then, a number of autonomous institutions and universities have undertaken such studies. Evaluation organisations have also been set up in almost all the States and three Union Territories. Barring three or four States, where these organisations have come of age, in others they are still in varying stages of growth. In these other States, they are neither well-staffed nor have independence of functioning. In a number of States, they continue to be a wing of their Directorates of Economics and Statistics. The border State of Sikkim and the Union Territories of Arunachal Pradesh and Mizoram have no evaluation organisations of their own. Nor has the PEO any field unit located in any of the States in North-Eastern region except Assam at present.

5.18 Despite the multiplication of the number of institutions involved in evaluation, only a microscopic percentage of the on-going programmes get evaluated. There may be a large number of programmes which were started years ago in response to problems and conditions existing at that time and which may manage to survive and continue beyond their need or relevance. Even when a new scheme is started on the ground of inadequacy of an on-going scheme, more often than not, the old scheme continues in a routine fashion. This happens not only because personal and other vested interests are often attached to individual schemes but also because the evaluation machinery set up at the Centre and in the States for this purpose has not grown, either qualitatively or quantitatively, to meet the ever widening needs of planners and

policy makers for feed back on how various programmes are performing on the ground.

5.19 While some of the on-going programmes/schemes which have never been evaluated and whose contribution to the development effort is doubtful, may be a part of the Plan, it is likely that a large number of institutions and facilities in the non-Plan development sector would fall in this category. In view of this situation, it seems imperative that, for the optimisation of benefits from the investment of scarce resources, the scope and coverage of the evaluation function should be significantly enlarged and diversified.

5.20 This decision regarding diversification of the PEO's functions would have two important consequences. Firstly, the PEO would have to induct new expertise in order to design and undertake evaluation studies in respect of large and highly technical projects of infra-structural development besides undertaking the evaluation of certain basic programmes which are being implemented by the Central Ministries. Whether or not, in the immediate future, the modified role of the PEO would be accepted by the Central Ministries and the State evaluation organisations will depend upon the 'quality threshold' of the PEO. State evaluation organisations might not accept the advice of the PEO, either in regard to the choice of studies to be undertaken by them or the manner in which the authenticity of their studies should be enhanced, unless it is established beyond doubt that the PEO has a superior understanding of the role of various programmes in the process of development and that it also has a nucleus of multi-disciplinary expertise far superior to their own manpower. In fact, without establishing this kind of credibility even the Planning Commission and the Ministry of Finance, which ought to be more anxious than anyone else not only to get individual programmes evaluated but also to obtain some normative principles of planning, might not be able to extend their full support to the PEO. In short, the effectiveness of the PEO depends entirely upon the excellence of its key manpower. The strengthening of the PEO, therefore, should aim not so much at the expansion of the number of its field units but in the enlargement of the corpus of expert manpower at the headquarters to give it the requisite functional versatility and viability of size to discharge its increased functions.

5.21 In this context we would like to emphasize the importance of multi-disciplinary input. Over the years, the consequences of the absence of cross-fertilisation of ideas and interchange of experience at various stages of evaluation have come into sharp focus. Multi-disciplinary input required in the carrying out of evaluation studies and even more so in the preparation of study designs has been lacking, if not conspicuously absent, largely because of (a) absence of senior level staff in adequate strength at the PEO headquarters and (b) the present system of study

designs being formulated by subject-matter divisions, i.e., by economists and statisticians. This prevents the application of multi-disciplinary inputs in their conceptualisation and formulation of the instruments of study. As a result the capabilities of sociologists, social anthropologists, social psychologists and human geographers are very much undermined. The contribution of these disciplines, particularly in respect of public health and family planning, agriculture and irrigation programmes cannot be ignored. A number of studies carried out by the behavioural scientists have clearly brought out the importance of various human factors which have generally led to acceptance or rejection, success or poor implementation of programmes/schemes of socio-economic development. Their analytical potential and better understanding of the emerging social and political processes and their implications for the process of planned change have also been amply demonstrated. Their competence to analyse the dynamics of change and the social trends, therefore, must be buttressed and utilised in adequate measure.

5.22 It is, therefore, necessary that full-fledged evaluation studies are so conducted that the 'human factors', which are not so readily quantifiable but are qualitatively crucial to understanding why a 'perfectly and obviously' beneficial programme is not evoking any response among beneficiaries, would also get highlighted. Instead of attention being riveted only on quantitative accuracy and estimational validity, the behavioural aspect, which is at least as important as economic factors, should be given its due attention. For example, it is difficult to legitimately analyse and explain the performance of various schemes in the rural areas without referring to, and bringing into focus, the role of caste and religious alignments and the manner in which power equations based on these and the production relations determine not only the performance of cooperatives and panchayats but also the behaviour of the government functionaries operating the delivery system.

5.23 The other consequence of the decision regarding the diversification of the PEO's function would be that the PEO will also have to provide methodological support to the State evaluation organisations in developing appropriate study designs covering a variety of programmes pertaining to almost all the sectors of development. Obviously, in the circumstances, the strengthening of the wherewithal for preparing study designs emerges as the key area for strengthening in the PEO in particular and the State evaluation organisations in general. Considering the limitations of State evaluation organisations and complexity of projects and programmes to be studied, inevitably methodological problems crop up from time to time. These issues will assume even greater importance as evaluation agencies, at the Centre as well as in the States, move out of their old ambit of rural development programmes and schemes and take up more sophisticated investment projects. Then, it will become necessary to evolve a subject-

specific methodology for every project, pooling an increasingly varied expertise and using different techniques of data analysis. It is already being felt that the entire process of collection of data, its analysis, interpretation and synthesis for evaluation is extremely time consuming. Much of the significance and usefulness of an evaluation study is lost if its results become available to policy makers and administrators after a long lapse of time as it often happens at present in the case of major all-India studies. Therefore, the expertise of the PEO in the field of evaluation methodology should be strengthened and, *inter alia*, assigned the task of sorting out methodological issues.

5.24 The direction and the extent of strengthening of the staff at the PEO headquarters has also to be related to the nature of evaluation studies they are expected to undertake. An examination of the sector-wise outlays made in the first five, Five Year Plans and the percentage of each sectoral outlays to the total outlay in the five Plans (Appendix VII) shows that about 80 per cent of the total plan outlay was accounted by the following five sectors :

- (i) Large and Medium Industries and Mineral Development, 20.52 per cent;
- (ii) Transport and Communications, 19.86 per cent;
- (iii) Power, 16.15 per cent;
- (iv) Agriculture and allied fields, 10.27 per cent; and
- (v) Irrigation and Flood Control, 10.92 per cent.

5.25 The percentage values given above against each sector broadly reflect the weight and the importance each sector occupies in the planned economic development of the country. There is, however, hardly any expertise available with the PEO at present in respect of four out of five of the above mentioned sectors. Since the PEO is primarily engaged in the evaluation of programmes and schemes 'born' out of Plan outlays and since the scope and the area of evaluation studies to be undertaken by the PEO will now encompass all fields of economic activity, we are of the view that the reorganisation and the strengthening of the divisions of the PEO should lead to the creation of adequate expertise specific to the more important of the sectors of the economy. In view of this, the PEO should have adequate senior level staff in the disciplines of economics, agricultural economics, agricultural sciences, engineering, sociology, public administration and financial management besides adequate expertise to perform its service functions, viz., working out study designs, providing consultancy service, performing coordination and 'clearing house' duties, bringing out a quarterly journal on evaluation and imparting training in evaluation to the staff of the evaluation organisations in the States and others. In order that this senior level staff is able to discharge their functions properly, they should also be provided adequate supporting staff at different levels. As

a result of this strengthening of the headquarters staff, it should also be possible for the PEO, *inter alia*, to take up a larger number of evaluation studies every year than it has been undertaking so far.

5.26 In view of the foregoing we, therefore, recommend that the technical setup at the PEO headquarters should be reorganised into the following ten divisions in place of the existing seven. Six of the proposed ten divisions should be 'discipline' divisions and the remaining four 'functional' divisions.

#### Proposed Divisions

##### (A) 'Discipline' Divisions

- (i) Economics Division.
  - (ii) Agricultural Economics Division.
  - (iii) Agricultural Sciences Division.
  - (iv) Sociology and Social Anthropology Division.
  - (v) Public Administration and Management Division.
  - (vi) Engineering Division.
- ##### (B) 'Functional' Divisions
- (vii) Study Design and Statistics Division.
  - (viii) Consultancy, Coordination and Clearing House Division.
  - (ix) Publications Division.
  - (x) Training Division.

5.27 The staffing pattern of these divisions should be on functional basis. On the basis of this criteria, we recommend the following staffing pattern for these divisions. (See Appendix VIII for the proposed organisational set up).

##### (A) 'Discipline' Divisions

###### 1. Economics Division

- |  |   |
|--|---|
| (i) Joint Adviser . . . . .              | 1 |
| (ii) Deputy Advisers :                   |   |
| (a) Industrial Economics . . . . .       | 1 |
| (b) Transport Economics . . . . .        | 1 |
| (iii) Senior Research Officers . . . . . | 4 |
| (iv) Research Officers . . . . .         | 4 |

###### 2. Agricultural Economics Division

- |   |   |
|---|---|
| (i) Deputy Adviser (Economics/Agricultural Economics) . . . . . | 1 |
| (ii) Senior Research Officers . . . . .                         | 2 |
| (iii) Research Officers . . . . .                               | 2 |

###### 3. Agricultural Sciences Division

- |   |   |
|---|---|
| (i) Deputy Advisers :                   |   |
| (a) Agronomy . . . . .                  | 1 |
| (b) Veterinary Science . . . . .        | 1 |
| (c) Agricultural Engineering . . . . .  | 1 |
| (ii) Senior Research Officers . . . . . | 3 |
| (iii) Research Officers . . . . .       | 3 |

#### 4. Sociology and Social Anthropology Division

- |   |   |
|---|---|
| (i) Deputy Adviser . . . . .            | 1 |
| (ii) Senior Research Officers . . . . . | 2 |
| (iii) Research Officers . . . . .       | 2 |

#### 5. Public Administration and Management Division

- Deputy Advisers :
- |   |   |
|---|---|
| (a) Public Administration . . . . .               | 1 |
| (b) Financial Management . . . . .                | 1 |
| (c) Cost Economist/Chartered Accountant . . . . . | 1 |

#### 6. Engineering Division

- Deputy Advisers :
- |                                      |   |
|--------------------------------------|---|
| (a) Civil Engineering . . . . .      | 1 |
| (b) Power Engineering . . . . .      | 1 |
| (c) Production Engineering . . . . . | 1 |

##### (B) 'Functional' Divisions

###### 7. Study Design and Statistics Division

- |  |   |
|--|---|
| (i) Systems Analyst/Deputy Adviser . . . . . | 1 |
| (ii) Deputy Adviser (Study Design) . . . . . | 1 |
| (iii) Senior Programmer . . . . .            | 1 |
| (iv) Senior Research Officers . . . . .      | 2 |
| (v) Research Officers . . . . .              | 2 |

###### 8. Consultancy, Coordination and Clearing House Division

- |   |   |
|---|---|
| (i) Deputy Advisers (Economics) . . . . . | 3 |
| (ii) Senior Research Officers . . . . .   | 3 |
| (iii) Research Officers . . . . .         | 3 |

###### 9. Publications Division

- |  |   |
|--|---|
| (i) Deputy Adviser (Editing) . . . . . | 1 |
| (ii) Senior Research Officer . . . . . | 1 |
| (iii) Research Officer . . . . .       | 1 |

###### 10. Training Division\*

- |  |   |
|--|---|
| (i) Deputy Adviser . . . . .               | 1 |
| (ii) Senior Training Specialists . . . . . | 5 |
| (iii) Training Specialists . . . . .       | 5 |

5.28 Here we would like to mention that the Internal Reorganisation Committee of the Planning Commission, too, was of the view that "the headquarters staff at the higher and middle levels may be suitably strengthened in tune with the extended area of activity" of the PEO.<sup>23</sup>

5.29 The officers in the different divisions and their supporting staff should be drawn from the discipline (and having experience) specific to the divisions concerned. Keeping in view the guideline that the strengthening of the senior level staff at the PEO headquarters should, *inter alia*, be related to the nature of work and studies this staff would be expected to undertake and supervise, we are of the view that of the two posts of Deputy Advisers recommended by us in Economics Division, one incumbent should have specialisation in Industrial Economics and the other in Transport Economics. Likewise, while

\* The staff strength of the Training Division is patterned on the lines recommended by the Committee for Training in Evaluation of the Planning Commission, which has gone into the matter separately and submitted its report to the Planning Commission.

the Systems Analyst in the Study Design and Statistics Division should have qualifications in statistics, the Deputy Adviser (Study Design) should be knowledgeable about social dynamics, as well as political organisations so that he is able to introduce non-quantitative variables in the design of studies and instruments of observation specially in case of programmes/schemes aimed at the welfare of scheduled tribes and scheduled castes, landless labourers, artisans, etc.

5.30 The 'discipline' divisions would be mainly concerned with the undertaking of evaluation studies while the 'functional' divisions would perform the service functions, namely,

- (i) designing of studies, preparation of evaluation methodologies, drawing of tabulation plan;
- (ii) providing consultancy services on the above-mentioned items to the State evaluation organisations;
- (iii) coordinating bilateral/multi-lateral evaluation studies taken up by the PEO;
- (iv) performing clearing house function in the form of preparation of bibliography of evaluation literature, making available literature on evaluation to evaluation organisations in the States and preparation of evaluation manual; preparation of Annual Evaluation Review and Documentation Bulletins;
- (v) bringing out a quarterly journal (MULYANKAN) on evaluation; printing and publicity of evaluation reports; and
- (vi) training of evaluation personnel in the Central and State evaluation organisations.

5.31 In actual working, however, all the divisions would function as an inter-disciplinary team under Joint Secretary, PEO. Thus, while the Project Director/Project Coordinator, i.e., Deputy Adviser in charge of an evaluation study, would be in overall charge of the study, he would have the assistance and the benefit of guidance from his colleagues from other disciplines and in other divisions of the PEO. There would, thus, be a functional flexibility not only in the allocation of studies to different Deputy Advisers but also at different stages of the undertaking of these studies. The entire manpower should function as a pool. Separate divisions with clear cut functions are necessary for skill development.

5.32 There should be a greater functional integration of the PEO and the Computer Services Division of the Planning Commission especially in the designing, tabulation and analysis of evaluation studies to be undertaken by the PEO.

5.33 The Economics Division, being the principal Division of the PEO, should be headed by an officer of the rank of Joint Adviser. The Deputy Advisers in the Public Administration and Management Division and the Deputy Advisers in the Engineering Division would provide

the necessary back-up to other divisions of the PEO in the undertaking of new evaluation studies of complex nature. They would have no supporting staff of their own. If and when a study is entrusted to any one of them, he should be able to draw upon the staff from other divisions of the PEO. The Deputy Advisers in the Public Administration and Management Division would be recruited as Consultants on a tenure basis while the Deputy Advisers in the Engineering Division be taken on deputation from other Government departments. The Research Officers in different divisions should have as their supporting staff one Investigator Grade I and two Investigators Grade II each except those in the Consultancy, Coordination and Clearing House Division who would have two Investigators Grade I each but no Investigators Grade II.

5.34 The post of Joint Secretary in the PEO should be re-designated as Evaluation Adviser in the pay scale of Rs. 2500-3000 thereby bringing it on par with the post of other Economic Advisers in other Ministries at the Centre. This recommendation will have no immediate impact on the budget of the Planning Commission as the initial salary for the post of Joint Secretary and that of the proposed Evaluation Adviser is the same. As recommended by us in the preceding Chapter (para 4.04), the PEO should always be headed by a trained Economist with considerable research experience and sufficient equipment in related disciplines.

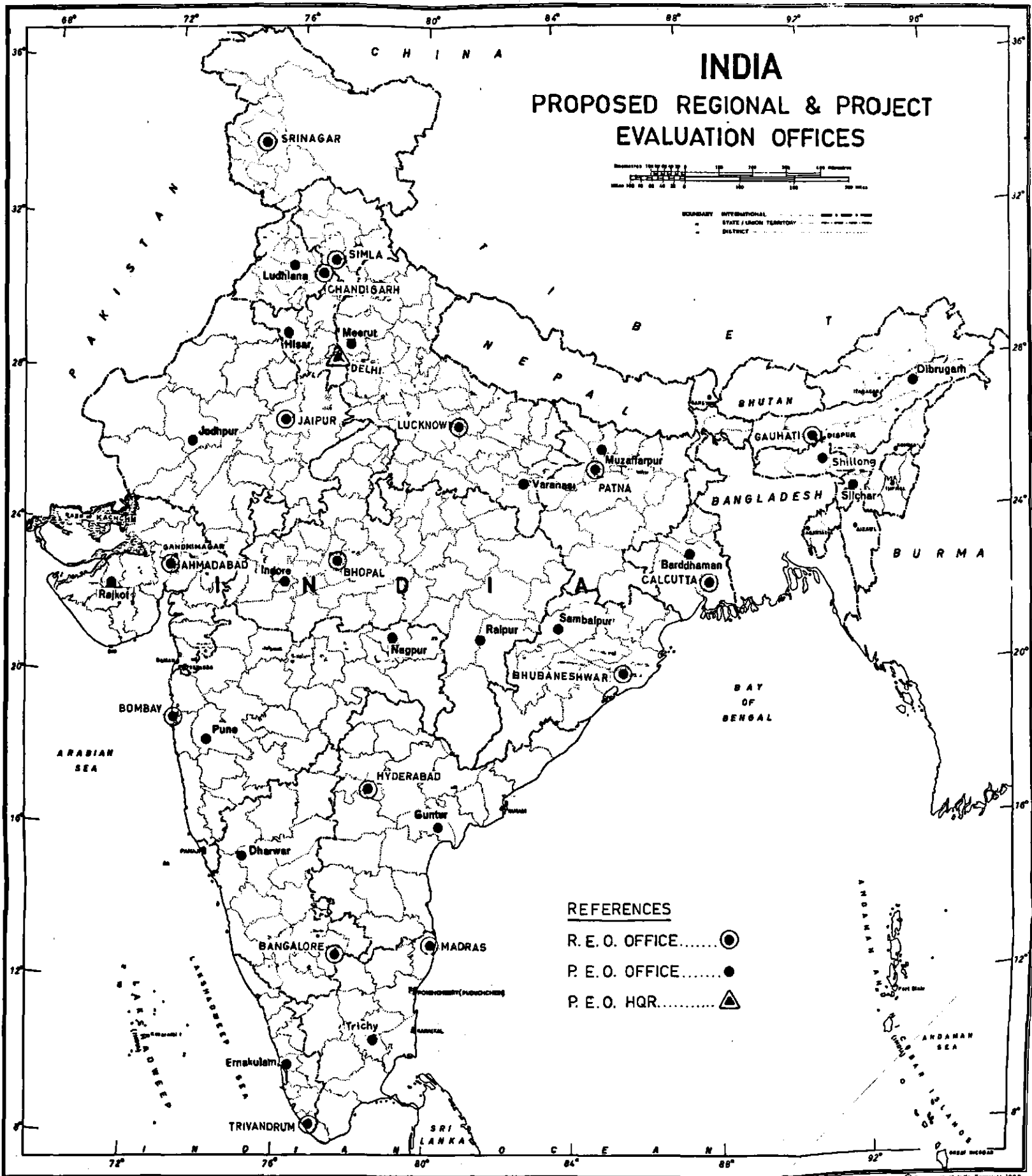
#### Strengthening of Field Set up :

5.35 As regards the setup of the PEO in the field units, we find that the Internal Reorganisation Committee of the Planning Commission, headed by Shri B. Venkatappiah, had recommended, *inter alia*, that "there might eventually be a regional office of the PEO at each State Capital".<sup>24</sup> This recommendation is in line with our own thinking that the strengthening of the PEO should be in the vertical dimension.

5.36 In view of the setting up of evaluation organisations in most of the States and Union Territories, the diversification of the functions of the PEO and the desirability of strengthening the State evaluation organisations so that they are able to stand on their own and contribute to the development of evaluation consciousness in the States, we recommend :

- (i) There should be no increase in the number of PEO field units except in the north eastern region of the country. Keeping in view the special needs of the north eastern region, two new PEO units should be set up, one each at Shillong (Meghalaya) and Dibrugarh (Assam). The new PEO unit at Gauhati (as a result of the up-grading of the existing PEO unit to REO unit as recommended by us in the following sub-para at (ii) with the existing unit at Silchar and the two proposed units at Shillong and Dibrugarh should

24. *Op. cit.*, p. 48. The I. R. C. visualised this increase in the number of REO offices in the context of the PEO to act the coordinating and advisory agency *vis-a-vis* the State organisations responsible for the evaluation".



Based upon Survey of India map with the permission of the Surveyor General of India.  
 The territorial waters of India extend into the sea to a distance of 12 nautical miles measured from the appropriate base line.  
 The boundary of Meghalaya shown on this map is as interpreted from the North-Eastern Areas (Reorganisation) Act, 1971, but has yet to be settled.  
 The administrative headquarters of Mizoram and Punjab are at Chandigarh.

Prepared in  
 Planning Commission.

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be able to cover the whole of the north eastern region (namely, the States of Assam, Meghalaya, Nagaland, Tripura and Manipur and the Union Territories of Arunachal Pradesh and Mizoram) and the State of Sikkim.

- (ii) All the PEO units located at State headquarters, and which are at present manned by Project Evaluation Officers, should be converted into REO units in all the States. This would provide the necessary qualitative strengthening to the field units of the PEO and would at the same time strengthen the rapport of the PEO with the State evaluation organisations via the REO units located at the State capitals. The rest of the PEO units, located elsewhere, would function as they are. (See map on facing page for the proposed field set up).
- (iii) The number of evaluation studies which the PEO can undertake in a year is contingent upon, other things being the same, the quickness with which its field units can undertake data collection per study. This in turn depends upon the technical staff strength or the number of Investigators posted per field unit. This, in fact, is the most critical factor. Keeping in view the ever mounting pressure on the PEO for undertaking an increasingly large number of field studies, we recommend that the number of Investigators per PEO unit should be raised from the existing strength of two to four Investigators, two of whom should be Grade I and two Grade II. This will make two teams of two Investigators each, one Grade I and one Grade II. Each team can then be lead in field by a Grade I Investigator. These two field teams can be deployed on two field studies simultaneously at a given point of time. By this strengthening of the field units, and thereby enabling them to quicken the pace of field work, the number of studies which the PEO can undertake should increase manifold. Each PEO field unit should also have one steno-typist, two clerks and one peon.
- (iv) The REO units should have, besides one RO/PEO, as at present, two investigators Grade I and two Investigators Grade II. The REO unit should function as a full fledged field unit like the PEO units for the purpose of undertaking field studies. The Research Officers located at the REO offices may be redesignated as Project Evaluation Officers and they should function as such. These officers will also extend technical assistance required by the REOs in all respects including the scrutiny of schedules.
- (v) While the present complement of administrative staff, including the office Superintendent, posted at each REO unit may

continue, additionally one steno-typist should also be provided to each regional unit.

- (vi) Keeping in view the nature of work and the different linguistic regions in which the field work is done, we recommend that the recruitment at Investigator (Grade II) level, both direct and through promotion, should be restricted to post-graduates and made, as far as possible, on linguistic basis. The future prospects in higher posts in a particular discipline may be kept in view while recruiting Grade I/II Investigators.

#### Library Facility :

5.37 The PEO has at present a small library of a little over 3000 Books/Reports. In the PEO's total budget estimate of Rs. 46.57 lakhs for the year 1979-80, a financial provision of Rs. 6000 only, under the head "Other Charges" has been made for the purchase of books and publications for this library. A financial provision of rupees five thousand has also been made for the offices of the REOs and the PEOs for the purchase of technical books, but mainly for subscribing to technical journals, and met from the Sub-head "Miscellaneous". Thus there is a financial provision of about Rs. 11,000 in all for the maintenance of a library at PEO Headquarters and for subscribing to technical journals, etc., for the field units. Needless to say, this is a paltry provision for an organisation of the size and importance of the PEO. It forms an infinitesimal percentage of the PEO's total budget.

5.38 We, therefore, recommend that liberal budgeting provision should be made for the development of the library at the PEO headquarters and a nucleus library at each REO headquarters. The PEO library should have basic library facilities, e.g., adequate space for a Reading Room and for keeping of books and their display. It should have all reports on evaluation and related subjects. It should also subscribe to economic journals, national as well as international. Some of these journals and basic books, having bearing on evaluation methodology, should be made available to the REOs and the PEOs. A post of Research Assistant (library and documentation) and two Attendants should be created at the PEO headquarters and the Research Assistant made in charge of the library.

#### Administrative Set up :

5.39 As a result of the recommendation of the Internal Reorganisation Committee of the Planning Commission, the administrative set up of the PEO was merged with, and made a part of, the Planning Commission. This has had the effect of depriving the PEO of its smooth, flexible and quick administrative functioning and reducing its organisational effectiveness, very necessary for a field organisation. The PEO should have, in our view, administrative independence in its working. We, therefore, recommend that the administrative set up of the PEO should



be delinked from that of the Planning Commission and brought under the administrative control, in all matters, of its head, *i.e.*, Joint Secretary (PEO) to be re-designated as Evaluation Adviser. The Evaluation Adviser should have under him one whole time Deputy Secretary, five Section Officers, each in charge of a separate Section. Two Sections should be for Accounts and Budget, two for Administration and one for Liaison.

5.40 At present there is only one typist at the PEO headquarters. This is a woeful situation. The PEO should have a typing pool consisting of 10 typists on the basis of one typist each for its proposed 10 divisions. The PEO should also have one stenographer for every Joint/Deputy Adviser and one for every two Senior Research Officers/Research Officers. The number of dataries/peons, etc., should also be increased, as per norm, with the proposed increase in staff.

#### Financial Implications :

5.41. The financial implication of the creation of the additional technical posts at the PEO headquarters and its field units (REOs as well as the PEOs) works out to about Rs. 18 lakh per annum. (This amount is exclusive of the sum of Rs. 3.70 lakhs recommended by the Committee on Training for Evaluation for the strengthening of the strength of the Training Division). Appendix IX gives the existing and proposed technical staff strength and the financial implications of the proposed additional staff. The entire expenditure on the proposed expansion of the PEO should be borne under the Plan head of "Strengthening of Planning Machinery". This expenditure may be more than met if the Planning Commission follows the practice of earmarking for evaluation a percentage of the total outlay on the programmes/projects which it will want to be evaluated, as is being done by the World Bank and other International Agencies in respect of programmes/projects funded by them. Such a provision has been made in the case of a few selected projects by the Government of Rajasthan and the State evaluation organisation draws upon these funds without their being transferred to its budget account (from the budget allocation of the department concerned). Ways and means should be found by which the PEO, too, likewise can draw upon the funds of other departments which desire their programme(s) to be evaluated and are prepared to make the necessary funds available for the purpose.

## 2. STATE EVALUATION ORGANISATIONS :

5.42 Over a period of time, evaluation organisations have been set up in all the States (except Sikkim) and in three Union Territories. In most cases, these have been in existence for over 10 years now. In eight States and the Union Territory of Pondicherry, evaluation machinery had come into existence in 1964 or earlier.

#### Review of Evaluation Arrangements :

5.43 Noting the importance attached to evaluation by the State Governments and their keenness to build up a suitable organisation for this purpose, the Working Group on Evaluation in the States, *inter alia*, recommended :

"Every State Government should have an evaluation organisation as an integral part of their planning machinery... The evaluation organisations should function either as a wing or division of the Planning Department/Division (wherever it is not a separate department) or as a directorate attached to it. It should not be under the administrative control of any other department... While the Bureau of Economics and Statistics and the evaluation organisation in the States should work in full cooperation, the two should be kept organisationally distinct and separate."<sup>25</sup>

This recommendation of the Working Group is, however, not followed in all the States. For example, in States like Haryana, Jammu and Kashmir, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Punjab, Tripura and the Union Territory of Goa, Daman and Diu, the evaluation units form wings or part of the Bureaux of Economics and Statistics. In Tamil Nadu, the evaluation organisation forms part of the Finance Department. There is, thus, no uniformity in the organisational set up of these organisations. Appendix X gives the details of the evaluation machinery in different States, department to which attached and the year when set up.

5.44 On the administrative side at the headquarters, the Working Group recommended that there will be a general office which will also build up a small library. For guidance and advice on technical aspects of the programmes taken up for study, the organisation may obtain the consultancy services of specialists on payment of honorarium, provision for which should be made in the budget.

5.45 The Working Group conceived of a headquarters unit and a field organisation, the latter to include a nucleus task force unit to be located at the headquarters and 3 to 6 field units according to the size of the State, the intention being to locate at least one unit in each of the major regions of each State. The headquarters strength would include Director, 2 Deputy Directors, 1 Assistant Director, 3 Research Assistants, 6 Investigators and 6 Computers along with the supporting clerical and other staff, comprising of 1 Accounts Clerk, 3 Stenographers, 6 UDCs and LDCs and 4 peons. It visualised the headquarter organisation to have 4 subject-matter divisions (economics, statistics, administration and sociology) and a small computation section. The field Task Force, located at the headquarters, was to include 1 Evaluation Officer, 1 Senior Investigator



and 1 Junior Investigator. The field units were to have 1 Evaluation Officer, 1 Investigator, 1 stenotypist, 1 clerk and 1 peon. Thus, while the Working Group recommended that the State evaluation organisation should have a headquarters unit and a field organisation, only a few State evaluation organisations have set up independent field agencies. Other States/Union Territories depend either on headquarters staff or staff of the State Bureaux of Economics and Statistics for organising their field work.

5.46 There is also hardly any uniformity in the staff structure. In most of the State evaluation organisations, it does not conform to the subject-matter divisions envisaged by the Working Group.

5.47 The staff of the State evaluation organisations varies from State to State. While the number of technical staff is only 3 in Andhra Pradesh, it is 101 in Rajasthan. There are 7 States and two Union Territories in which it is less than 10 and 7 States in which it is more than 30. Appendix XI gives the information received from different States/Union Territories about the staff strength of their evaluation organisations.

5.48 In a large number of States, the evaluation organisations are headed by technical persons. However, in some States, like West Bengal and Assam, they are headed by officers of the administrative services rather than by technical persons trained in evaluation and research methodology. Only 8 States have independent field agencies. Other States/Union Territories depend either on headquarters staff or the staff of the State Bureaux of Economics and Statistics for undertaking their field work.

5.49 It is, thus, observed that while the Report of the Working Group on Evaluation in the States was the *Magna Carte* for the evolution of evaluation organisations in the States, hardly any State followed all its recommendations, and, as a result, a variety of set ups, staff structure and staff pattern, etc., are found in different States.

5.50 With the increasing emphasis, in recent years, on schemes of experimental nature entailing quick feedback on their performance, the evaluation machinery in the States need to be geared to meet this emerging requirement. The responsibility of evaluation of such programmes should be shared by the evaluation organisations in the States with the PEO.

#### **Recommended Set up :**

5.51 With a view to energising the evaluation organisations in the States and bringing them on the minimum 'quality threshold', we recommend the following :

5.52 The State evaluation organisations may be converted into Directorates attached to, or as a wing of, the Planning Department. While the State evaluation organisations should work in full cooperation with Bureaux of Economics and Statistics in the States, the two should be kept

organisationally distinct and separate and completely independent of each other. The nature of work and the scope of functions of the two are different. The former deals with problem-oriented studies of type situations; the latter with statistical measurement and estimation.

5.53 In order to make these evaluation Directorates viable and provide them with necessary technical equipment, they should be headed by a Director of the status of the Director of Agriculture in the States. The Director (Evaluation) should have under him four subject-matter specialists, one each from the discipline of Economics, Statistics, Sociology and Management. One of these subject-matter specialists should be of the rank of Joint Director and the other three of the rank of Deputy Directors (equivalent to their counterparts in the Department of Agriculture). For subject-matter specialists other than those recommended, the State evaluation organisations may draw upon the expertise available in other departments of the State. Each subject-matter specialist should have under him two Senior Research Officers and two Research Officers depending upon the requirement and the size of each State. The staff recruited in State evaluation organisations should be connected with regular cadres like that of Economics and Statistics, Agriculture and other departments so that they do not stagnate.

5.54 The Director's post may not be an administrative cadre post. He should be a technical officer with qualifications in Economics. In exceptional cases, officers with qualifications in other social sciences, if they are otherwise qualified and have the requisite experience, could be considered for appointment. The officer could be directly recruited or taken on deputation from other services, universities, etc., provided he has the requisite qualifications. However, the deputation should be for a fixed tenure only. It should not be less than 3 years and at the same time should not be for more than 5 years. A fixed tenure would ensure that the officer concerned takes adequate interest in his assignment and also the post becomes available for filling up from within the State evaluation organisation as and when its officer is due for promotion.

5.55 In the matter of establishing field units the views of different States vary widely. While States like West Bengal and Rajasthan (which already have a number of field units) and Orissa and Madhya Pradesh (which have none) are in favour of the establishment of field units, States like Uttar Pradesh, Punjab and Haryana, are opposed to the very idea. While Haryana and Punjab are opposed to the idea on account of the limited resources of these States, Uttar Pradesh is opposed to it in principle. The Government of Uttar Pradesh is of the view that evaluation set up is in the nature of a 'task force' with the primary function of (a) data collection from the field and (b) data tabulation at the State headquarters, and should, therefore, function as such. It can be better organised and more efficiently utilised if the entire evaluation force is

centralised at one place instead of being disbursed in geographical regions. Also, the establishment of field units might deprive the evaluation studies of its independence inasmuch as the field staff would be exposed to political and administrative pressures especially if a programme is not running well or the 'high-ups' have a vested interest in the findings of an evaluation report. Also, the development programmes within a State are of a non-uniform spread. Besides, no local feedback is involved. Taking into account all these points of view of different States, we recommend that in the matter of having field units in different geographical regions each State should be free to take a decision according to its needs and best light. The staff strength of the task force/field units should be left open. It should be in relation to the size of the State and the work generated.

5.56 The State evaluation organisations should also undertake every year a time-disposition study of the field staff proposed by them. This would help in the planning of field studies and a more efficient utilisation of the available staff.

5.57 The State evaluation organisations should also have access to outside consultancy. For this purpose they should provide a separate allocation in their annual budgets.

5.58 At present, most of the States publish their evaluation reports in their regional language. As a result not only the exchange of evaluation reports between these States and the PEO and between the States themselves becomes a jejune exercise but it also deprives the State

evaluation reports their rightful publicity beyond their bounds. Keeping this in view, we recommend that while the reports of the State evaluation organisations should be in their respective regional language, the summary of their findings and recommendations should be given in the regional language as well as in English. The State evaluation organisations should also bring out every year a volume incorporating summaries of their evaluation reports in English as well as in their respective regional languages.

5.59 All the State evaluation organisations should also establish a nucleus library of their own. There should be a liberal budgetary provision for this purpose in their annual budgets.

5.60 The actual additional expenditure on the staff would vary from State to State. It would depend upon how much additional staff would have to be recruited for bringing the evaluation organisation in a State to optimum operational efficiency on the basis of the staff recommended by us.

#### **Pattern of Assistance :**

5.61 The Centre should continue the pattern of assistance to the State evaluation organisations as followed hitherto, viz., upto two-thirds of additional expenditure during the next five years subject to extension for another five years on review and the overall guidelines laid by the National Development Council. Appendix XII gives the financial allocation and expenditure of the State evaluation organisations under Plan and non-Plan budgets for the years 1977-78 and 1978-79.

## SUMMARY OF THE RECOMMENDATIONS

### I. Independence of Evaluation

1. Looking to the size of the PEO and its importance in the economic planning of the country, it should be put under the direct charge of the Deputy Chairman, Planning Commission. [Para 4.03]

2. The PEO should always be headed by a trained economist with considerable research experience and sufficient equipment in related disciplines. In this matter ad hoc arrangements of whatsoever nature should be eschewed. Also, no one whose services are likely to be available for a short duration of a year or two only, should be posted as the head of the PEO as the work is of long-term nature and involves continuous development of evaluation techniques. [Para 4.04]

3. In the case of State evaluation organisations, the above made recommendation may be taken as indicative and not obligatory. [Para 4.05]

4. All the administrative branches of the PEO, including accounts and house-keeping, should be placed under the direct charge of its Head. [Para 4.06]

### II. Scope and Coverage of Evaluation Studies

5. The scope of evaluation studies should be extended to non-rural subjects also. There should be no embargo in principle on the type of studies which the PEO might take up for evaluation. With the strengthening of the PEO and the availability of consultancy fund at its disposal, it should be possible for it to take up for evaluation even compact projects involving large amounts of concentrated investment such as power plants, major irrigation projects and public sector undertakings. [Para 4.07] [Also see recommendations Nos. 43 and 44.]

6. With a view to avoiding overlapping in the functions of the PEO and State evaluation organisations, the PEO should be responsible for the evaluation of the programmes (a) sponsored, financed and also implemented by the various Ministries of the Government of India and national public undertakings, i.e., the Centrally implemented programmes; and (b) those of all-India nature sponsored and financed by the Government of India or the State Governments and implemented by the State Governments, i.e., programmes of national interest involving the commitment of huge resources and covering a number of States. The State evaluation organisations should be solely responsible for the evaluation of programmes (i) of regional nature, sponsored and financed by the Government of India or the State Governments but implement-

ed by the State Governments; and (ii) those of local nature pertaining to States, sponsored and financed and implemented by the State Governments. [Paras 4.08 and 4.09]

7. In the selection of studies for evaluation, one of the paramount criterion should be the resource allocation for a programme in the Plan. The programmes which account for major share of plan allotment of funds should be evaluated every year. [Para 4.10]

8. Before the commencement of a financial year, the State evaluation organisations as also the PEO should be ready with the list of programmes to be evaluated in the ensuing year. For this purpose, it is necessary that the State evaluation organisations as also the PEO should invite suggestions for the programmes to be taken up for evaluation from their respective Economic Ministries/Planning Boards of the States/different divisions of the Planning Commission and finalise the list of studies to be taken up for evaluation. In the PEO, this should be one of the functions of its proposed Consultancy, Coordination and Clearing House Division. [Para 4.11]

### III. Quick Evaluation Studies

9. The PEO and the State evaluation organisations should take up an increasingly larger number of such studies for evaluation whose results could be made available quickly to the programme executing authorities. The PEO should have a judicious mix of all-India studies, which are in the nature of long-term, and a few short, quick studies. [Para 4.12]

10. More efforts should be directed towards concurrent evaluation of projects of experimental nature so that the Government could quickly come to a definite conclusion on their merits or otherwise. [Para 4.13]

11. In the case of quick studies, what is important is the choice of indicators. These will have not only to be different but also fewer in number. [Para 4.14]

### IV. Multi-dimensional Approach

12. The PEO should constitute for each programme taken up by it for evaluation a multi-disciplinary team, from its senior level staff, to assist the Project Director entrusted with an evaluation study. [Para 4.15]

13. Competent outside agencies like academic institutions, research bodies and universities, should be associated more closely with the task of evaluation. [Para 4.15]

14. To give a multi-dimensional depth to studies, the PEO and the State evaluation organisations should also obtain the services of qualified persons from academic institutes and research bodies on consultancy basis especially in the case of studies which are complex in nature and deal with aspects, such as, managerial, sociological and technical. [Para 4.16]

15. The PEO/State evaluation organisations should present at least some of their reports at national seminars to which representatives of outside organisations and research institutes working in the field may also be invited. [Para 4.17]

#### V. Methods of Evaluation

16. The PEO and the State evaluation organisations should, in their future studies, make use of the benefit-cost analysis approach also. The PEO should undertake original work on the removal of deficiencies in the methodology of evaluation. [Para 4.18]

17. Much more data should be obtained in the evaluation reports on additional incomes and employment generated as a result of the execution of development programmes. [Para 4.18]

18. While specific aspects of survey methodology, schedules and questionnaires are likely to differ from one State to another, there is need for having a core questionnaire for the purposes of comparability. [Para 4.19]

19. With a view to approaching the under-privileged groups of the society, the dialogue method of canvassing may be adopted wherever felt necessary. This method could also be adopted in the case of studies, such as, land reforms and untouchability, where either the respondents may not be cooperative or might give wrong leads and answers. This method could also be employed in the case of lighteningly quick evaluation studies. However, this method has a limited approach and, therefore, should be used only in special circumstances like seeking an opinion poll or getting views on highly sensitive subjects. [Para 4.20]

20. The PEO and the State evaluation organisations should have in their budget a Consultancy Fund out of which they could make the necessary payments to the Consultants engaged by them. While the size of this fund in the case of States would depend upon their budget allocation for evaluation, the strength of their evaluation organisations and the expertise available with them, the PEO should have at least Rs. 1 lakh earmarked as Consultancy Fund in its annual budget with the proviso that in case the fund is not likely to be fully utilised in a year, it would get automatically released to the PEO's general budget allocation. This proviso should also be applicable to the funds with the State evaluation organisations. [Para 4.21]

21. The Study Design and Statistics Division of the PEO should, *inter-alia*, engage itself in the study of methodological problems and evolving of standardised concepts. The Consultancy,

Coordination and Clearing House Division should, *inter-alia*, engage itself in guiding the State evaluation organisations in methodological issues. [Para 4.22] [Also see recommendations Nos. 48 and 49.]

#### VI. Training Facilities

22. There is need for training of the senior level officers in the PEO also. For this purpose, senior officers of the PEO should be sent for orientation courses at institutes of higher learning in India and abroad in the tools and techniques of economic analysis, evaluation and monitoring. They should also be sent for training in fields, such as, management and inventory control. These courses should not be merely of the nature of refresher courses but should be sufficiently advanced and in-depth in nature and, therefore, of the duration of 6 to 9 months. [Para 4.24]

23. In view of the heavy work load that the headquarters has to carry, there is need for having reserve staff so that the officers at the higher level can be spared to benefit from the several programmes of training being offered, such as, under the Colombo Plan. [Para 4.25]

#### VII. Follow-up Action

24. The responsibility for the follow-up action on the recommendations of evaluation reports should not be that of the evaluating agency but should dwell on the department overseeing the administration of the programme and the concerned subject matter division of the Planning Commission. The State evaluation organisations should also follow this procedure, *mutatis-mutandis*. [Para 4.27]

25. In addition to the evaluation report, the PEO should prepare an 'action memorandum' on the report delineating the action required to be taken up for improving the programme by the administering authority. Also this document should be with the Planning Commission at the time of the Annual Plan discussions or whenever the particular programme comes up for discussion with the concerned Union Ministry/the State Government. [Para 4.27]

#### VIII. Coordination Between Evaluation Agencies

26. There is need for identifying the areas of coordination, stepping up coordination in full measures between the PEO and the State evaluation organisations. To ensure effective coordination it is necessary that the PEO organises annual evaluation conferences bringing together the State evaluation organisations. [Para 4.28]

27. The need for coordination between the PEO and the State evaluation organisations is paramount in areas such as the selection of subjects and types of studies to be taken up for evaluation, undertaking of joint studies, preparation of an evaluation manual, the PEO functioning as a 'clearing house' and taking upon it the responsibility of imparting training to evaluation personnel in the States. [Para 4.29]

28. In the case of joint studies, the methodology and the basic design, tabulation plan, questionnaires and schedules comprising the core design may be prepared by the PEO. The State evaluation organisations would be free to add additional questions and items to the core questionnaire, depending upon the specific data needs of each State. Thus the joint evaluation studies would have a common theme and a core design. [Para 4.30]

29. The State evaluation organisations should reserve a percentage of their State evaluation machinery (say 10 to 15 per cent) for undertaking joint studies. If a State is unable to take up such a joint study because of prior commitment of its manpower, the Centre should make the necessary funds available to the State evaluation organisations for the purpose. The quantum of such funds should be decided upon individually in each case. [Para 4.30]

30. The selection of subjects for studies should be done carefully giving due regard to the theme, the time and the expertise available. Studies which are elaborately designed and are of long duration should be left to research institutions and universities. [Para 4.31]

31. For making the coordination between the PEO and the State evaluation organisations operational and effective, the initiative should come from the PEO. For this purpose, it is necessary that the Head of the PEO and the Heads of the State evaluation organisations meet at least once a year at the PEO headquarters with 'coordination' being the agenda. At the PEO headquarters, its Consultancy, Coordination and Clearing House Division should function as the Secretariat for the purpose. [Para 4.32]

32. A Publications Division may be set up in the PEO comprising of one Deputy Adviser (Publications), one Senior Research Officer and one Research Officer and other supporting staff. This Division would also be responsible for bringing out a quarterly journal of evaluation. [Para 4.33] [Please also see recommendation No. 38.]

33. With a view to avoiding duplication of studies between the PEO and the State evaluation organisations, the Consultancy, Coordination and Clearing House Division of the PEO should keep in close touch with different universities, institutes, research organisations, State Governments and various Ministries at the Centre. This Division should also provide a quick referencing service. It should undertake the preparation of a Manual for Evaluation besides discharging other duties. [Para 4.34]

34. With a view to strengthening the linkage between the State evaluation organisations and the PEO, the State Evaluation Committees should be made much more active. The Planning Department of the States should see that the evaluation committees hold their meetings regularly and function more effectively than hitherto. Joint Secretary (PEO), or his nominee,

should be associated with the deliberations of these Committees [Para 4.35]

35. One of the reasons for the State evaluation committees not meeting regularly, even where they are in existence, is their being headed by either the Chief Minister or the Chief Secretary of the State who, because of their pre-occupations, are not able to find time for their meetings. This matter needs review to make operational arrangements feasible for the committees to work regularly. [Para 4.36]

36. In States where the composition of the State evaluation committees is large, these committees should constitute a sub-committee headed by Secretary (Planning) with Secretary (Finance) as its another member and Director of Evaluation as its Member-Secretary. The sub-committee may co-opt, as temporary members, the Secretaries and the heads of the departments whose schemes/programmes are being evaluated during a given year. This sub-committee should be able to meet more often and take the necessary decisions. It may also look to the work of follow-up of the recommendations made in the State evaluation reports. [Para 4.37]

#### IX. *Reaching Out*

37. Once an evaluation report has been submitted by a State evaluation organisation to its Government, its copies should be sent to all the Members of the State Assembly as is being done, for example, in Orissa. [Para 4.39]

38. The PEO should bring out not only an annual review of the evaluation activities at the Centre and in the States but also start bringing out a quarterly journal on evaluation. This journal (MULYANKAN) may contain, *inter alia*, summaries of evaluation studies. For this purpose, all evaluation reports should contain a chapter giving their summaries. [Para 4.43]

39. The reports of the PEO should be given as wide a circulation as possible and published. [Para 4.44]

40. All State Governments should bring out reports giving, among other things, the findings of the evaluation studies undertaken by them. [Para 4.45]

#### X. *Expanding Horizons*

41. It may be useful to organise regional workshops on evaluation on the lines similar to what the United Nations Conference for Regional Development in Nagoya (Japan) is doing in respect of regional planning and development. [Para 4.49]

42. The PEO should engage itself in developing new methodological approaches and undertaking original research in evaluation. [Para 4.50]

#### XI. *Increased Functions of the PEO*

43. For the optimisation of benefits from the investment of scarce resources, the scope and coverage of the evaluation function should be significantly enlarged and diversified. [Para 5.19]

44. The PEO should endeavour to take up the evaluation of critical programmes, schemes and projects of all sectors or areas of Government functioning, including Public Sector Undertakings. Only those projects or programmes are to be excluded from the ambit of the PEO which, because of their functional peculiarities, cannot be handled on methodological grounds. Thus, the studies of the PEO will encompass technical and engineering projects relating to transport, industry, power, irrigation, etc., in addition to programmes and schemes of rural, tribal and urban development. Non-Plan development schemes, commercially oriented programmes, schemes of experimental nature, etc., which so far have not received the attention of the PEO, should also be taken up for evaluation by it. Programmes, schemes and projects with heavy investments should receive higher priority over others. [Para 5.15]

## XII. Organisational Strengthening at the PEO Headquarters

45. The strengthening of the PEO should aim not so much at the expansion of its field units but in the enlargement of the corpus of expert manpower at its headquarters to give it the requisite functional versatility and viability of size to discharge its increased functions. [Para 5.20]

46. The competence of behavioural scientists to analyse the dynamics of change and the social trends must be buttressed and utilised in adequate measure. [Para 5.21]

47. Full-fledged evaluation studies should be so conducted that the 'human factors', which are not so readily quantified but are qualitatively crucial to understanding why a 'perfectly and obviously' beneficial programme is not evoking any response among beneficiaries, would also get highlighted. Instead of attention being riveted only on quantitative accuracy and estimational validity, the behavioural aspect, which is at least as important as economic factors, should be given its due attention. [Para 5.22]

48. The strengthening of the wherewithal for preparing study designs emerges as the key area for strengthening in the PEO in particular and the State evaluation organisations in general. The PEO will have to provide methodological support to the State evaluation organisations in this regard. [Para 5.23]

49. The expertise of the PEO in the field of evaluation methodology should be strengthened and, *inter alia*, assigned the task of sorting out methodological issues. [Para 5.23]

50. The PEO should have adequate senior level staff in the disciplines of economics, agricultural economics, agricultural sciences, engineering, sociology, public administration and financial management besides adequate expertise to perform its service functions, viz., working out study designs, providing consultancy service, performing coordination and 'clearing house'

duties, bringing out a quarterly journal on evaluation and imparting training in evaluation to the staff of the evaluation organisations in the States and others. In order that this senior level staff is able to discharge their functions properly, they should also be provided adequate supporting staff at different levels. As a result of this strengthening of the headquarters staff, it should also be possible for the PEO, *inter alia*, to take up a larger number of evaluation studies every year than it has been undertaking so far. [Para 5.25]

51. The technical set up at the PEO headquarters should be reorganised into the following ten divisions in place of the existing seven. Six of the proposed ten divisions should be 'discipline' divisions and the remaining four 'functional' divisions.

### (A) 'Discipline' Divisions

- (i) Economics Division.
- (ii) Agricultural Economics Division.
- (iii) Agricultural Sciences Division.
- (iv) Sociology and Social Anthropology Division.
- (v) Public Administration and Management Division.
- (vi) Engineering Division.

### (B) 'Functional' Divisions

- (vii) Study Design and Statistics Division.
- (viii) Consultancy, Coordination and Clearing House Division.
- (ix) Publications Division.
- (x) Training Division. [Para 5.26]

52. The staffing pattern of these Divisions should be on functional basis. On the basis of this criterion, these Divisions should have the following staff :

### (A) 'Discipline' Divisions

#### 1. Economics Division

- |  |   |
|--|---|
| (i) Joint Adviser . . . . .              | 1 |
| (ii) Deputy Advisers :                   |   |
| (a) Industrial Economics . . . . .       | 1 |
| (b) Transport Economics . . . . .        | 1 |
| (iii) Senior Research Officers . . . . . | 4 |
| v) Research Officers . . . . .           | 4 |

#### 2. Agricultural Economics Division

- |  |   |
|--|---|
| (i) Deputy Adviser (Economics/Agricultural Economics). | 1 |
| (ii) Senior Research Officers . . . . .                | 2 |
| (iii) Research Officers . . . . .                      | 2 |

#### 3. Agricultural Sciences Division

- |   |   |
|---|---|
| (i) Deputy Advisers :                   |   |
| (a) Agronomy . . . . .                  | 1 |
| (b) Veterinary Science . . . . .        | 1 |
| (c) Agricultural Engineering . . . . .  | 1 |
| (ii) Senior Research Officers . . . . . | 3 |
| (iii) Research Officers . . . . .       | 3 |

#### 4. *Sociology and Social Anthropology Division*

(i) Deputy Adviser . . . . .	1
(ii) Senior Research Officers . . . . .	2
(iii) Research Officers . . . . .	2

#### 5. *Public Administration and Management Division*

Deputy Advisers :

(a) Public Administration . . . . .	1
(b) Financial Management . . . . .	1
(c) Cost Economist/Chartered Accountant . . . . .	1

#### 6. *Engineering Division*

Deputy Advisers :

(a) Civil Engineering . . . . .	1
(b) Power Engineering . . . . .	1
(c) Production Engineering . . . . .	1

### (B) 'Functional' Divisions

#### 7. *Study Design and Statistics Division*

(i) Systems Analyst/Deputy Adviser . . . . .	
(ii) Deputy Adviser (Study Design) . . . . .	1
(iii) Senior Programmer . . . . .	1
(iv) Senior Research Officers . . . . .	2
(v) Research Officers . . . . .	2

#### 8. *Consultancy, Coordination and Clearing House Division*

(i) Deputy Advisers (Economics) . . . . .	3
(ii) Senior Research Officers . . . . .	3
(iii) Research Officers . . . . .	3

#### 9. *Publications Division*

(i) Deputy Adviser (Editing) . . . . .	1
(ii) Senior Research Officer . . . . .	1
(iii) Research Officer . . . . .	1

#### 10. *Training Division*

(i) Deputy Adviser . . . . .	1
(ii) Senior Training Specialists . . . . .	5
(iii) Training Specialists . . . . .	5

[Para 5.27]

53. The officers in the different divisions of the PEO and their supporting staff should be drawn from the discipline (and having experience) specific to the divisions concerned. Of the two posts of Deputy Advisers in the Economics Division, one incumbent should have specialisation in Industrial Economics and the other in Transport Economics. Likewise, while the Systems Analyst in the Study Design and Statistics Division should have qualifications in statistics, the Deputy Adviser (Study Design) should be knowledgeable about social dynamics as well as political organisations so that he is able to introduce non-quantitative variables in the design of studies and instruments of observation especially in the case of programmes/schemes aimed at the welfare of scheduled tribes and scheduled castes, landless labourers, artisans, etc. [Para 5.29]

54. The 'discipline' divisions would be mainly concerned with the undertaking of evaluation studies while the 'functional' divisions would perform the service functions, namely,

- (i) designing of studies, preparation of evaluation methodologies, drawing of tabulation plan;
- (ii) providing consultancy services on the above mentioned items to the State evaluation organisations;
- (iii) coordinating bilateral/multi-lateral evaluation studies taken up by the PEO;
- (iv) performing clearing house function in the form of preparation of bibliography of evaluation literature, making available literature on evaluation to evaluation organisations in the States and preparation of evaluation manual; preparation of Annual Evaluation Review and Documentation Bulletins;
- (v) bringing out a quarterly journal (MUL-YANKAN) on evaluation; printing and publicity of evaluation reports; and
- (vi) training of evaluation personnel in the Central and State evaluation organisations. [Para 5.30]

55. In actual working, however, all the divisions would function as an inter-disciplinary team under Joint Secretary, PEO. There would be a functional flexibility not only in the allocation of studies to different Deputy Advisers but also at different stages of the undertaking of these studies. The entire manpower should function as a pool. Separate divisions with clear cut functions are necessary for skill development. [Para 5.31]

56. There should be a greater functional integration of the PEO and the Computer Services Division of the Planning Commission especially in the designing, tabulation and analysis of evaluation studies to be undertaken by the PEO. [Para 5.32]

57. The Economics Division, being the principal Division of the PEO, should be headed by an officer of the rank of Joint Adviser. The Deputy Advisers in the Public Administration and Management Division and the Deputy Advisers in the Engineering Division would provide the necessary back-up to other divisions of the PEO in the undertaking of new evaluation studies of complex nature. They would have no supporting staff of their own. If and when a study is entrusted to any one of them, he should be able to draw upon the staff from other divisions of the PEO. The Deputy Advisers in the Public Administration and Management Division could be recruited as Consultants on tenure basis while the Deputy Advisers in the Engineering Division be taken on deputation from other Government departments. The Research Officers in different divisions should have as their supporting staff one Investigator Grade I and two Investigators Grade II each except those in the Consultancy, Coordination and Clearing House Division who would have two Investigators Grade I each but no Investigator Grade II. [Para 5.33]



58. The post of Joint Secretary in the PEO should be re-designated as Evaluation Adviser in the pay scale of Rs. 2500-3000 thereby bringing it on par with the post of other Economic Advisers in other Ministries at the Centre. The PEO should always be headed by a trained Economist with considerable research experience and sufficient equipment in related disciplines. [Para 5.34]

### XIII. *Strengthening of Field Set up of the PEO*

59. The strengthening of the PEO field set up should be in vertical dimension. There should be no increase in the number of PEO field units except in the north eastern region of the country. Keeping in view the special needs of this region, two new PEO units should be set up, one each at Shillong (Meghalaya) and Dibrugarh (Assam). The REO unit at Gauhati (as a result of the upgrading of the existing PEO unit to REO unit as recommended in the following para) with the existing PEO unit at Silchar and the two proposed units at Shillong and Dibrugarh, should be able to cover the whole of the north eastern region (namely, the States of Assam, Meghalaya, Nagaland, Tripura and Manipur and the Union Territories of Arunachal Pradesh and Mizoram) and the State of Sikkim. [Paras 5.35 and 5.36]

60. All the PEO units located at State headquarters, and which are at present manned by Project Evaluation Officers, should be converted into REO Units in all the States. This will provide the necessary qualitative strengthening to the field units of the PEO and would at the same time strengthen the rapport of the PEO with the State evaluation organisations via the REO units located at the State capitals. The rest of the PEO units, located elsewhere, would function as they are. [Para 5.36]

61. The number of Investigators per PEO unit should be raised from the existing strength of two to four Investigators two of whom should be Grade I and two Grade II. This will make two teams of two Investigators each, one Grade I and one Grade II. [Para 5.36]

62. The REO units should have, besides one RO/PEO as at present, two Investigators Grade I and two Investigators Grade II. The REO unit should function as a full-fledged field unit like the PEO units for the purpose of undertaking field studies. The Research Officers located at the REO offices may be re-designated as Project Evaluation Officers and they should function as such. These officials will also extend technical assistance required by the REOs in all respects including the scrutiny of schedules. [Para 5.36]

63. While the present complement of administrative staff, including the Office Superintendent, posted at REO unit, may continue, additionally one steno-typist should also be provided to each regional unit. Each PEO field unit should also have one steno-typist, two clerks and one peon. [Para 5.36]

64. The recruitment of Investigator (Grade II) level, both direct and through promotion, should be restricted to post-graduates and made, as far

as possible, on linguistic basis. The future prospects in higher posts in a particular discipline may be kept in view while recruiting Grade I/II Investigators. [Para 5.36]

### XIV. *Library Facility for the PEO*

65. Liberal budgetary provision should be made for the development of the library at the PEO headquarters and a nucleus library at each REO headquarter. The PEO library should have basic library facilities, e.g., adequate space for a Reading Room and for keeping of books and their display. It should have all reports on evaluation and related subjects. It should also subscribe to economic journals, national as well as international. Some of these journals and basic books, having bearing on evaluation methodology, should be made available to the REOs and the PEOs. A post of Research Assistant (Library and Documentation) and two Attendants should be created at the PEO headquarters and the Research Assistant made in charge of the library. [Para 5.38]

### XV. *Administrative Set up of the PEO*

66. The PEO should have administrative independence in its working. The administrative set up of the PEO should be delinked from that of the Planning Commission and brought under the administrative control, in all matters, of its Head, i.e., Joint Secretary (PEO) to be re-designated as Evaluation Adviser. The Evaluation Adviser should have under him one whole time Deputy Secretary, five Section Officers, each in charge of a separate Section. Two Sections should be for Accounts and Budget, two for Administration and one for Liaison. [Para 5.39]

67. The PEO should have a typing pool consisting of 10 typists on the basis of one typist each for its proposed 10 divisions. The PEO should also have one stenographer for every Joint/Deputy Adviser and one for every two Senior Research Officers/Research Officers. The number of daftaries/peons, etc., should also be increased, as per norm, with the proposed increase in staff. [Para 5.40]

### XVI. *Financial Implications*

68. The entire expenditure on the proposed expansion of the PEO should be borne under the Plan head of "Strengthening of Planning Machinery". This expenditure may be more than met if the Planning Commission follows the practice of earmarking for evaluation a percentage of the total outlay on the programmes/projects which it will want to be evaluated, as is being done by the World Bank and other International Agencies in respect of programmes/projects funded by them. Ways and means should be found by which the PEO, too, likewise can draw upon the funds of other departments which desire their programme(s) to be evaluated and are prepared to make the necessary funds available for the purpose. [Para 5.41]

### XVII. *State Evaluation Organisations*

69. With the increasing emphasis, in recent years, on schemes of experimental nature entailing quick feed-back on their performance, the evaluation machinery in the States need to be



geared to meet this emerging requirement. The responsibility of evaluation of such programmes should be shared by the evaluation organisations in the States with the PEO. [Para 5.50]

70. The State evaluation organisations may be converted into Directorates attached to, or as a wing of, the Planning Department. While the State evaluation organisations should work in full cooperation with Bureaux of Economics and Statistics in the States, the two should be kept organisationally distinct and separate and completely independent of each other. The nature of work and the scope of functions of the two are different. The former deals with problem-oriented studies of type situations; the latter with statistical measurement and estimation. [Para 5.52]

71. The State evaluation organisations should be headed by a Director of the status of the Director of Agriculture in the States. The Director (Evaluation) should have under him four subject-matter specialists, one each from the discipline of Economics, Statistics, Sociology and Management. One of these subject-matter specialists should be of the rank of Joint Director and the other three of the rank of Deputy Directors (equivalent to their counterparts in the Department of Agriculture). For subject-matter specialists other than those recommended, the State evaluation organisations may draw upon the expertise available in other departments of the State. Each subject-matter specialist should have under him two Senior Research Officers and two Research Officers depending upon the requirement and the size of each State. The staff recruited in State evaluation organisations should be connected with regular cadres like that of Economics and Statistics, Agriculture and other departments so that they do not stagnate. [Para 5.53]

72. The Director's post may not be an administrative cadre post. He should be a technical officer with qualifications in Economics. In exceptional cases officers with qualifications in other social sciences, if they are otherwise qualified and have the requisite experience, could be considered for appointment. The officer

could be directly recruited or taken on deputation from other services, universities, etc., provided he has the requisite qualifications. However, the deputation should be for a fixed tenure only. It should not be less than 3 years and at the same time should not be for more than 5 years. [Para 5.54]

73. In the matter of having field units in different geographical regions each State should be free to take a decision according to its needs and best light. The staff strength of the task force/field units should be left open. It should be in relation to the size of the State and the years. [Para 5.54]

74. The State evaluation organisations should also undertake every year a time-disposition study of the field staff proposed by them. This would help in the planning of field studies and a more efficient utilisation of the available staff. [Para 5.56]

75. The State evaluation organisations should also have access to outside consultancy. For this purpose they should provide a separate allocation in their annual budgets. [Para 5.57]

76. While the reports of the State evaluation organisations should be in their respective regional language, the summary of their findings and recommendations should be given in the regional language as well as in English. The State evaluation organisations should also bring out every year a volume incorporating summaries of their evaluation reports in English as well as in their respective regional languages. [Para 5.58]

77. All the State evaluation organisations should also establish a nucleus library of their own. There should be a liberal budgetary provision for this purpose in their annual budgets. [Para 5.59]

#### XVIII. *Pattern of Assistance.*

78. The Centre should continue the pattern of assistance to the State evaluation organisations as followed hitherto, viz., upto two-thirds of additional expenditure during the next five years subject to extension for another five years on review and the overall guidelines laid by the National Development Council. [Para 5.61]

## **APPENDICES**

No. PEO/10-6/77-TE  
GOVERNMENT OF INDIA  
(BHARAT SARKAR)

PROGRAMME EVALUATION ORGANISATION  
(KARYAKRAM MULYANKAN SANGATHAN)  
PLANNING COMMISSION  
(YOJANA AYOG)

*Yojana Bhavan,  
Parliament Street,  
New Delhi, the 23rd June, 1978*

## OFFICE MEMORANDUM

**SUBJECT :—** Setting up of a Committee to Review the functioning of Evaluation Organisations and suggest suitable strengthening of Evaluation Machinery both at the Centre and the States/Union Territories.

In pursuance of the decision arrived at the Conference of the Heads of State Evaluation Organisations held on 14th and 15th November, 1977, it has been decided to constitute a Committee to Review the functioning of Evaluation Organisations and suggest suitable Strengthening of Evaluation Machinery both at the Centre and in the States/Union Territories. The Constitution of the Committee will be as follows :—

- |     |   |                 |
|-----|---|-----------------|
| 1.  | Prof. Raj Krishna,<br>Member, Planning Commission.  | <i>Chairman</i> |
| 2.  | The Secretary (Expenditure),<br>Ministry of Finance,<br>Govt. of India,<br>New Delhi.   | <i>Member</i>   |
|     | or  |                 |
|     | Shri R. K. Kaul,<br>Joint Secretary (Plan Finance),<br>Ministry of Finance.   |                 |
| 3.  | Secretary/Establishment Officer,<br>Department of Personnel &<br>Administrative Reforms<br>Ministry of Home Affairs, New Delhi.           | <i>Member</i>   |
|     | or  |                 |
|     | Shri P.R. Dubhashi,<br>Additional Secretary &<br>Establishment Officer,<br>Department of Personnel &<br>Administrative Reforms.           |                 |
| 4.  | Dr. Y. K. Alagh,<br>Adviser,<br>Planning Commission, New Delhi.   | <i>Member</i>   |
| 5.  | Shri R. K. Dar,<br>Joint Secretary,<br>Finance Commission,<br>New Delhi.  | <i>Member</i>   |
| 6.  | Dr. P. K. Mukherjee,<br>Project Economist,<br>Ministry of Agriculture & Irrigation,<br>New Delhi.   | <i>Member</i>   |
| 7.  | Shri S. P. Bagla,<br>Joint Secretary,<br>Planning Commission, New Delhi.  | <i>Member</i>   |
| 8.  | Dr. S. D. Tendulkar,<br>Professor,<br>Delhi School of Economics,<br>Delhi University,<br>Delhi-110052.                                    | <i>Member</i>   |
| 9.  | Shri Anand Sarup,<br>Commissioner & Secretary, Planning,<br>Government of Uttar Pradesh, Lucknow.   | <i>Member</i>   |
| 10. | Shri S. M. Patnaik,<br>Additional Development Commissioner<br>& Secretary, Planning & Coordination,<br>Government of Orissa, Bhubaneswar. | <i>Member</i>   |

- |     |   |                 |
|-----|---|-----------------|
| 11. | Shri U. K. Kohli,<br>Chief (Monitoring),<br>Planning Commission, New Delhi.                                   | <i>Member</i>   |
| 12. | Dr. D. M. Nanjundappa,<br>Economic Adviser,<br>Department of Planning,<br>Government of Karnataka, Bangalore. | <i>Member</i>   |
| 13. | Shri T. P. Bhattacharya,<br>Director of Evaluation,<br>Government of West Bengal,<br>Calcutta.                | <i>Member</i>   |
| 14. | Shri N. R. Nagar,<br>Director of Evaluation,<br>Government of Gujarat, Gandhinagar.                           | <i>Member</i>   |
| 15. | Dr. S. M. Shah,<br>Chief,<br>Programme Evaluation Organisation,<br>New Delhi.                                 | <i>Convenor</i> |

2. The terms of reference of the Committee will be as follows :—

- (i) To determine and specify the role of evaluation in the planning process, particularly in the context of regional/district/block/local planning concepts ;
- (ii) to review the scope, content and methods of evaluation being followed by the Programme Evaluations Organisation and the State Evaluation Organisations and to make suggestions in this regard with a view to helping in better Plan formulation and implementation ;
- (iii) to determine the role of the Programme Evaluation Organisation with regard to coordination, clearing house agency and provision of technical guidance to State Evaluation Organisations and to suggest ways and means for bringing about better coordination of the evaluation activities in different States/Union Territories with those of the Centre ;
- (iv) to assess the adequacy of the existing organisational structure of the Central and State Evaluation Organisations and to suggest suitable strengthening both qualitative and quantitative to meet the increased demand ;
- (v) to assess the financial requirements for the strengthening of the Programme Evaluation Organisation and the State Evaluation Organisations ;
- (vi) to examine the present system of Central financial assistance to State Evaluation Organisations and to suggest any changes in the existing pattern ; and
- (vii) to review the present arrangements for the follow up of the recommendations and findings contained in the Studies conducted by the Programme Evaluation Organisation and the Evaluation Organisations of the States / Union Territories and to suggest changes therein for a more effective follow up and an expeditious reorientation and improvement of programmes.

3. The Headquarters of the Committee will be at New Delhi. The Committee may, however, undertake any field visits, if and when necessary. The Chairman may coopt more members, if necessary.

4. Non-official members of the Committee will be entitled to T.A./D.A. as admissible to Grade I officers of the Government of India, for journeys undertaken by them in connection with the work of the Committee.

5. The Committee is requested to submit its report within six months.

Sd/- 23/6/78

(K.K. SRIVASTAVA)

*Joint Secretary to the Govt. of India.*

Copy forwarded to :—

1. Chairman and all Members of the Committee.
2. P. S. to Deputy Chairman, Planning Commission.
3. P. S. to Member (K).
4. P. S. to Member (S).
5. P. S. to Member (R).
6. All Heads of Divisions, Planning Commission.
7. Chief Secretaries of all the States and Union Territories.
8. Planning Secretaries of all the States and Union Territories.
9. Heads of all the State and Union Territory Evaluation Organisations.
10. Director of Administration, Planning Commission.
11. Deputy Secretary (Administration), Planning Commission.
12. All Deputy Advisers/Joint Directors, P.E.O., Planning Commission.
13. All REOs/ PEOs.
14. Administration IV Branch.
15. Accounts IV Branch.
16. General Branch.
17. Technical Coordination (PEO).
18. Accounts I, Planning Commission.
19. Pay & Accounts Officer, Planning Commission.

Sd/- 23/6/78

(K.K. SRIVASTAVA)

*Joint Secretary to the Govt. of India.*

NO. PEO/10-6/77-TE  
GOVERNMENT OF INDIA  
PROGRAMME EVALUATION ORGANISATION  
(PLANNING COMMISSION)

Yojana Bhavan,  
Parliament Street,  
New Delhi-110001.

*Dated the 15th February, 1980.*

OFFICE MEMORANDUM

**SUBJECT :-** Setting of the Committee to Review the functioning of Evaluation Organisations and suggest suitable strengthening of Evaluation Machinery both at the Centre and the States/Union Territories.

In continuation of this Office Memorandum of even number dated December 26, 1979, on the above mentioned subject it is hereby notified that the term of the Committee has been extended upto 30th April, 1980.

2. Shri P. R. Dubhashi, Establishment Officer & Additional Secretary, Department of Personnel & Administrative Reforms, Ministry of Home Affairs, Government of India, has been nominated Chairman of the Committee *vice* Prof. Raj Krishna, Delhi School of Economics, Delhi, who resigned w.e.f. 7-1-1980.

Sd/- S.M. SHAH

*Joint Secretary to the Govt. of India*

Copy forwarded to :-

1. Chairman and all members of the Committee.
2. P. S. to Deputy Chairman.
3. P. S. to Member (G).
4. P.S. to Member (R).
5. P. S. to Member (J).
6. Heads of all the Divisions, Planning Commission.
7. Chief Secretaries of all the States/Union Territories.
8. Planning Secretaries of all the States/Union Territories.
9. Heads of all the State and Union Territory Evaluation Organisations.
10. Director of Administration, Planning Commission.
11. Deputy Secretary (Admn.), Planning Commission.
12. All Deputy Advisers/Joint Director, PEO, Planning Commission.
13. All REOs/PEOs.
14. Admn. IV Branch.
15. Accounts IV Branch.
16. General Branch-I.
17. Accounts-I Branch.
18. Technical Coordination (PEO).
19. Pay & Accounts Officer, Planning Commission.
20. Prof. Raj Krishna, Delhi School of Economics, Delhi University Campus, Delhi.

## Reports Brought Out by the PEO

1. Group Dynamics in a North Indian Village (1954).
2. Evaluation Report on First Year's Working of Community Projects (May, 1954).
3. Community Projects—First Reactions. (August, 1954).
4. Training of Village Leaders in Bhopal. (September, 1954).
5. Cotton Extension in P.E.P.S.U. — A case study (1955).
6. Evaluation Report on Second Year's Working of Community Projects (Vols. I & II) (April, 1955).
7. Evaluation Report on Second Year's Working of Community Projects (Summary). (April, 1955).
8. Training of Village Artisans in Bihar (May, 1955).
9. Leadership and Groups in a South Indian Village (June, 1955).
10. Evaluation Report on Working of Community Projects and N.E.S. Blocks (April, 1956).
11. Evaluation Report on Working of Community Projects and N.E.S. Blocks (April, 1956). Summary.
12. Bench Mark Survey Report — Batala (Punjab). (February, 1956).
13. Bench Mark Survey Report — Bhadrak (Orissa) (1956).
14. Three Years of Community Projects (August, 1956).
15. Study of Village Artisans (August, 1956).
16. Bench Mark Survey Report — Kolhapur (Bombay) (July, 1956).
17. Bench Mark Survey Report — Morsi (Madhya Pradesh) (Nov., 1956).
18. Study in Cooperative Farming (December, 1957).
19. Fourth Evaluation Report on Working of Community Projects and N.E.S. Blocks — Vol. I, (includes studies on 1. Achievements and Problems of the Community Development Programme 2. Some Aspects of the Community Development Programme). (April, 1957).
20. Fourth Evaluation Report on Working of Community Projects and N.E.S. Blocks—Vol. II : includes studies on, 1. Some Aspects of Social change, 2. Enquiry into coverage by Projects Programme. (May, 1957).
21. Bench Mark Survey Reports — Malavalli (Mysore), and Chalakudy (Kerala). (July, 1957).
22. Bench Mark Survey Reports — Banswada, (Andhra), Smalkot (Andhra) and Erode (Madras) Blocks. (July, 1957).
23. Bench Mark Survey Reports—Pusa (Bihar), Mohd. Bazar (West Bengal) and Arunachal (Assam) Blocks. (July, 1957).
24. Bench Mark Survey Reports — Pounta (Himachal Pradesh), Bhadson (Punjab) and Bhathat (U.P.) Blocks. (October, 1957).
25. Bench Mark Survey Reports — Manavadar (Bombay), Nowgong (Madhya Pradesh) and Rajpur (Madhya Pradesh) Blocks. (October, 1957).
26. Fifth Evaluation Report on Working of Community Development and N.E.S. Blocks : includes studies on 1. Current Evaluation Study, 2. Acceptance of Practices, 3. Study of Panchayats, 4. Blocks Records. (May, 1958).
27. Fifth Evaluation Report on Working of Community Development and N.E.S. Blocks — Summary and Conclusions, (May, 1958).
28. A study of Panchayats, (May, 1958).
29. Evaluation Report on the Working of the Welfare Extension Projects of the Central Social Welfare Board (April, 1959).
30. Evaluation Report on the working of the Large and Small Size Cooperative Societies, (April, 1959).
31. The Sixth Evaluation Report on Working of Community Development and N.E.S. Blocks: includes studies on 1. Planning Process, 2. Cottage Industries, 3. Social Education, 4. Study of Cooperatives — Large and Small, (June, 1959).
32. The Seventh Evaluation Report on C.D. & Some Allied Fields (1960) : includes studies on 1. Current Evaluation Study of 18 selected blocks, 2. Evaluation of the 1958-59 Rabi Crop Campaign in selected areas in Punjab, Rajasthan and Uttar Pradesh, 3. Case Studies — Panchayats and Cooperatives, 4. Some Aspects of Rural Unemployment. (1960).
33. Evaluation of 1958-59 Rabi Crop Campaign in Punjab, Rajasthan and Uttar Pradesh, (1960).
34. Some Successful Panchayats — Case Studies, (1960).
35. Some Successful Cooperatives — Case Studies, (1960).
36. A Study of the Lok Karya Kshetras of the Bharat Sevak Samaj, (1960).
37. Summary of Evaluation Studies (1960-61), (1961).
38. Evaluation of the Gram Sahayak Programme, (1961).
39. Study of the Multiplication and Distribution Programme for Improved Seeds, (1961).
40. Study of the Problems of Minor Irrigation, (1961).
41. Soil Conservation Programme for Agricultural Land, (1962).
42. Case Studies of the Role of Bullock Carts and Trucks in Rural Transport, (1963).
43. Problems of Extension of Primary Education in Rural Areas, 1965.
44. Current Evaluation of the Applied Nutrition Programme, 1964-65, (1965).

45. Report on Evaluation of the Rural Electrification Programme, 1965.
46. Problems of Coordination in Agricultural Programme, 1965.
47. Re-survey of 18 C.D. Blocks—Notes & Tables, 1965.
48. Interim Report on Evaluation on Consumer Cooperatives, 1965.
49. Study of Utilisation of Cooperative Loans, 1965.
50. Evaluation of Major Irrigation Projects — Some Case Studies, 1965.
51. B.M.S. of 34 C. D. Blocks—Notes & Tables, 1966.
52. Regional Variations in Social Development and Levels of Living — A study of the Impact of Plan Programme Vol. I, 1967.
53. Report on Evaluation of Consumer Cooperatives, 1967.
54. Evaluation of the Working of Lok Karya Kshetras, 1967.
55. Study of Handloom Development Programme, 1967.
56. Study on the use of Fertilisers and Manures in agricultural Production, 1968.
57. Case Studies of selected Youth Clubs, 1967.
58. Report on Evaluation on Rural Manpower Projects, 1967.
59. Regional Variations in Social Development and Levels of Living—A Study of the Impact of Plan Programme Vol. II, 1968.
60. Study of the Extension of P.P. Measures in Agricultural Production, 1968.
61. Study of Resettlement Programme for Landless Agricultural Labourers, 1968.
62. Evaluation Study of the High Yielding Varieties Programme (Report for the Kharif, 1967).
63. Report on Evaluation of Rural Industries Projects, 1968.
64. Study of Training for Junior Cooperative Personnel and Member Education (Part I & II), 1968.
65. Study of the Development Staff at the District and Lower Levels, 1968.
66. Evaluation Study of the High Yielding Varieties Programme, (Rabi 1967-68).
67. Evaluation Study of the High Yielding Varieties Programme, (Kharif 1968).
68. Evaluation Study of the High Yielding Varieties Programme, (Rabi 1968-69).
69. Report on Evaluation of Consolidation of Holdings Programme, 1969.
70. Evaluation Study of Post-Stage II. C.D. Blocks.
71. Family Planning Programme in India — an Evaluation.
72. Mechanisation of Fishing Boats.
73. High Yielding Varieties Programme in India, 1970-71, Joint Study by PEO and Australian National University (Phase-II).
74. Joint Evaluation of Employment Guarantee Scheme of Maharashtra — Three Papers :
  - (1) Field Report.
  - (2) State Level Information.
  - (3) Current Status — 1974.
75. Joint Evaluation of Employment Guarantee Scheme of Maharashtra — Taluka Level Notes.
76. Quick Survey of Availability and Sale of Controlled Cloth in 32 Urban Towns.
77. Report on State of Preparedness of the Integrated Child Development Services Projects.
78. Evaluation Studies of Rural Industries Projects.
79. Study of the Integrated Child Development Services Projects — Projects Profiles.
80. Study of Crash Scheme of Rural Employment (1971-74).
81. Study of the Special Employment Programme for the Educated Unemployed.
82. Study of Antyodaya Scheme of Rajasthan.
83. Case Studies of Pilot Projects (series I) for the utilisation of Rural Manpower.
84. Evaluation Reports on Rural Manpower Projects, 1963.
85. Evaluation of the Family Planning Programme, 1965.
86. Report on the Intensive Agricultural Production Programme of Kharif, 1966 (1967).
87. Report on Rabi Food Production Drive (E.F.P.D.) 1965-66, (1966).
88. Survey of Villages in Tribal Development Blocks, 1966.
89. Evaluation of PL-480 Wheat Assisted Rural Manpower Programme in selected Districts of U.P. & West Bengal 1968.
90. Field Reporting on Community Listening Scheme.
91. Field Reporting on the village and Small Industries.
92. Field Reporting on the Social Welfare Schemes.
93. Field Reporting on the working of schemes relating to Small Farmers in Famine affected districts of Western Rajasthan.
94. Family Planning Programme — an Evaluation (Maharashtra).
95. Family Planning Programme — an Evaluation (Punjab).
96. Village Sanitation Scheme of Gandhi Smarak Nidhi in Maharashtra.
97. Evaluation study of Intensive Cattle Development Projects.
98. Evaluation of the Special Schemes for Girls' Education.

99. Study of the Role of Voluntary Agencies in the Implementation of Social Welfare Programmes.
100. Study of Centrally Sponsored Package Scheme for Cotton.
101. Study of Centrally Sponsored Package Scheme for Jute.
102. Study of National Demonstration and Farmers' Education Programme.
103. Evaluation Study of Rural Industries Projects.
104. Report of the State of Preparedness of the Intensive Child Development Services Projects.
105. Evaluation Study of the Working of Antyodaya Programme in Rajasthan.
106. Project Profiles — Integrated Child Development Services Projects.
107. Report on Evaluation Study of Small Farmers, Marginal Farmers and Agricultural Labourers Projects.
108. Study of Crash Schemes for Rural Employment (1971-74).
109. Study of Special Employment Programme for the Educated Unemployed.
110. A Quick Evaluation Study of Food for Work Programme (August — October 1979) — An Interim Report.
111. Evaluation of the Kosi Embankment — A Case Study.
112. Accessibility of the Poor to the Rural Water Supply.



## State Evaluation Committees—Their Composition, Functions and Frequency of Meetings

S. No	State/ U.T.	Name of the State Evaluation Committee	When set up	Composition of the Committee	Functions of the Committee	Frequency of meetings	Remarks
1	2	3	4	5	6	7	8
1.	Andhra Pradesh	State Evaluation Committee	NA	<i>Chairman</i> —Chief Secy. <i>Members</i> 1. First Member of the Board of Revenue. 2. Secretary to the Chief Minister 3. Secretary, Finance & Planning Deptt. <i>Member-Secretary</i> Director, Evaluation Wing.	To formulate the final recommendations of the Evaluation Reports for compliance by the concerned Departments.	As and when required	..
2.	Assam	State Evaluation Committee.	NA	<i>Chairman</i> —Chief Secy. <i>Members</i> 1. Financial Commissioner 2. Agricultural Production Commissioner 3. Planning and Dev. Commissioner. 4. Commissioner for Hill Areas. <i>Member-Secretary</i> Director of Evaluation and Monitoring.	To take decision on the follow-up action on the evaluation reports.	As and when required	..
3.	Bihar	None	N.R.	N.R.	N.R.	N.R.	..
4.	Gujarat	State Planning Board acts as State Evaluation Committee.	NA	<i>Chairman</i> —Minister for Finance and Planning. Vice-Chairman Members 1 7	To select plans/schemes/programmes for evaluation.	As and when required	..
5.	Haryana	State Statistical and Evaluation Committee.	NA	<i>Chairman</i> —Chief Secy. and Secretary, Planning Department. <i>Members</i> Secretary, Industries. Secretary, Irrigation & Power PWD (B & R). Secretary, Education. Secretary, Health. Secretary, Development Department. Secretary, Agriculture & Animal Husbandry. Director, Agriculture. Director, Health Services. Director, Land Records. Director, CSO or his nominee. <i>Member-Secretary</i> Economic & Statistical Adviser.	To select the subjects/schemes for evaluation.	Do.	..
6.	Himachal Pradesh.	None	N.R.	N.R.	N.R.	N.R.	..

N.A.—Not available.

N.R.—Not relevant.

1	2	3	4	5	6	7	8
Jammu & Kashmir	State Level Evaluation Committee.	N.A.	<i>Chairman</i> —Planning Commissioner and Secretary, Planning Deptt. <i>Members</i> Secretary, Finance. Secretary, Agriculture. Director, Economics & Statistics. Head of the Implementing Department. <i>Member-Secretary</i> Director, Evaluation and Additional Secretary to Government.	Commissioner, Planning	To select programmes for evaluation.	Twice a year	..
8. Karnataka	Committee of Direction.	NA	<i>Chairman</i> —Secy., Planning <i>Members</i> Economic Adviser Director of Functional Units.		To select the studies in diff. fields of development.	Not met so far.	--
9. Kerala	None	N.R.		N.R.	N.R.	N.R.	--
10. Madhya Pradesh	State level Evaluation Committee	N.A.	<i>Chairman</i> —Chief Secy. <i>Members</i> Secretary, Planning. Secretary, Finance. Secretary, Agriculture Secretary, Commerce & Industries. Director of Economics and Statistics.		Not specified	Not specified.	It has met only once in 1966.
11. Maharashtra	State Evaluation Committee.	N.A.	<i>Chairman</i> —Chief Secy. <i>Members</i> Secretary, Planning. Secretary, Finance.		To resolve the differences if any, between the Project Evaluation Committee and the concerned Deptt.	As and when required.	..
	Project Evaluation Committee.	N.A.	<i>Chairman</i> —Secretary, Planning <i>Members</i> Director of Economics and Statistics. Non-official—1.		To approve the studies or evaluation.	As and when required.	..
12. Manipur	Evaluation Advisory Committee	N.A.	<i>Chairman</i> —Chief Secy. <i>Members</i> Secretary, Planning. Secretary, Agriculture. Secretary, Finance. Secretary, Revenue Representative of CSO. <i>Member-Secretary</i> Director of Economics and Statistics.		To select subjects for evaluation.	Once a year.	..
13. Meghalaya	State Evaluation Committee.	N.A.	<i>Chairman</i> —Chief Secy. <i>Members</i> Development Commissioner. Agricultural Production Commissioner. Secretary, Planning and Finance Department. <i>Member-Secretary</i> Economic and Statistical Adviser and Director of Economics, Statistics and Evaluation.		To finalise the subjects for evaluation.	Twice a year.	--

1	2	3	4	5	6	7	8
14.	Nagaland	Evaluation Steering Committee	N.A.	<p><i>Chairman</i>—Adviser (C.S.O. Development).</p> <p><i>Members</i>            Development Commissioner.            Agricultural Production Commissioner.            Secretary, Finance.            Secretary and Head of the Deptt. concerned.</p> <p><i>Member-Secretary</i>            Deputy Director of Evaluation.</p>	To select the subjects for evaluation.	Four times a year	..
15.	Orissa	State Level Evaluation Advisory Committee.	N.A.	<p><i>Chairman</i>—Development Commissioner, Orissa.</p> <p><i>Members</i>            1. Agricultural Production Commissioner.            2. Addl. Development Commissioner &amp; Secy., Planning.            3. Secy., Agriculture.            4. Secy., Comm. Dev.            5. Secy., Industries.            6. Secy., Irr. &amp; Power.            7. Secy., Labour, Emp. &amp; Housing.            8. Secy., Finance.            9. Addl. Secy., Political &amp; Services.            10. Director, Eco. &amp; Statistics.</p> <p><i>Member-Secretary</i>            Evaluation Specialist.</p>	1. To select programmes for evaluation. 2. To watch follow-up of recommendations.	Twice a year and more often, if required.	..
16.	Punjab	State Evaluation Committee	N.A.	<p><i>Chairman</i>—Commissioner for Planning.</p> <p><i>Members</i>            1. Secretary, Agriculture.            2. Secretary, Industry.            3. Secretary, Irrigation &amp; Power.            4. Deputy Secy., Planning            5. R.E.O. of the P.E.O., Chandigarh.</p> <p><i>Member-Secretary</i>            Economic Adviser to the Govt. of Punjab.</p>	1. To select Programmes for Evaluation. 2. To approve the Reports.	Once a year	..
17.	Rajasthan	Committee of Direction.	N.A.	<p><i>Chairman</i>— Chief Secy.</p> <p><i>Members</i>            1. Hon. Consultant of Evaluation Organisation.            2. Agr. Production Commissioner.            3. Secretary, Industries.            4. Special Secy., Planning.            5. Special Secy., Special Schemes.            6. R.E.O. of the P.E.O., Jaipur.</p> <p><i>Member-Secretary</i>            Deputy Secretary, Planning.</p>	To select programmes for evaluation.	Once a year.	..

1	2	3	4	5	6	7	8
18	Tamil Nadu	State Evaluation NA Committee.	NA	<p><i>Chairman</i> Second Secy. to the Government</p> <p><i>Members</i> 1. Special Secy., Finance 2. Secretary of the Deptt. whose programme is evaluated. 3. Director of Evaluation &amp; Applied Research.</p> <p><i>Member-Secretary</i> Deputy Secretary, Finance Deptt.</p>	<p>1. To select schemes for evaluation</p> <p>2. To review the findings of the study and to suggest appropriate corrective action.</p> <p>3. To watch the follow-up.</p>	Four times a year	—
19.	Tripura	State Evaluation NA Committee	NA	<p><i>Chairman</i>—Chief Secy.</p> <p><i>Members</i> 1. Secretary, Finance 2. Secretary, Agriculture 3. Secretary, Statistics.</p> <p><i>Convenor</i> Development Commissioner.</p>	<p>1. To select problems for evaluation.</p> <p>2. To secure coordination and cooperation.</p>	As and when required.	—
20.	Uttar Pradesh.	Economic Advisory Cuncil.	NA	NA	NA	NA	—
21.	West Bengal	State Evaluation NA Committee	NA	<p><i>Chairman</i>—Chief Secy.</p> <p><i>Vice-Chairman</i> Development &amp; Planning Commissioner.</p> <p><i>Members</i> 1. Commissioner for Agri. &amp; Community Development. 2. Financial Commissioner.</p> <p><i>Convenor-Secretary</i> Director of Evaluation, Monitoring &amp; Manpower.</p>	<p>1. To select subjects for evaluation.</p> <p>2. To recommend follow up action.</p>	As and when required.	—
22.	Delhi	None	NR	NR	NR	NR	—
23.	Goa, Daman and Diu	Evaluation Advisory Board.	1969	<p><i>Chairman</i>—Chief Secy.</p> <p><i>Members</i> 1. Development Commissioner 2. Secretary, Finance.</p> <p><i>Member-Convenor</i> Director of Economics, Statistics &amp; Evaluation.</p>	<p>1. To select programmes for evaluation.</p> <p>2. To discuss and approve the evaluation reports.</p>	As and when required	—
24.	Pondicherry	State Evaluation Committee.	1972	<p><i>Chairman</i>—Chief Secy.</p> <p><i>Members</i> 1. Secretary, Finance 2. Under Secretary, Planning 3. Concerned Secretary/Head of Deptt. whose scheme is evaluated.</p> <p><i>Ex-officio Secretary</i> Director of Evaluation.</p>	To review the follow-up-action.	Not met so far.	—

## Appendix V

## No. of Reports Studies Completed by State Evaluation Organisations, Theme-wise (as on 31-8-78)

State/U.T.	No. of studies completed, theme-wise											Total No. of studies completed
	Agr. and Allied	Irrigation	Area Dev. Prog.	Rural Instt.	Industry (V&S)	Power (Rural Elec.)	Transport	Emp. Man-power Labour	Education	Health & F.W.	Social Welfare	
1	2	3	4	5	6	7	8	9	10	11	12	13
1. Andhra Pradesh	24	2	2	5	4	1	1	1	1	3	12	56
2. Assam	20	3	5	12	9	1	..	1	8	3	2	64
3. Bihar	6	3	1	1	1	..	..	1	1	..	4	18
4. Gujarat	37	7	8	6	1	..	1	1	16	2	6	85
5. Haryana	18	7	9	1	7	..	2	..	5	5	3	57
6. Himachal Pradesh	..	1	1	..	..	..	..	..	..	..	2	4
7. Jammu & Kashmir	9	5	1	..	2	2	..	..	..	2	..	21
8. Karnataka	24	9	4	5	4	..	1	7	2	2	..	58
9. Kerala	16	3	1	5	2	..	..	2	..	1	..	30
10. Madhya Pradesh	5	2	..	..	2	..	..	1	..	1	2	13
11. Maharashtra	33	8	14	8	5	1	..	4	3	..	9	85
12. Manipur	..	..	1	1	2	..	..	1	..	..	4	9
13. Meghalaya	2	..	..	1	..	..	..	1	..	1	..	5
14. Nagaland	3	..	1	2	..	..	..	..	..	..	..	6
15. Orissa	9	3	..	..	3	1	..	2	2	1	9	30
16. Punjab	26	5	1	1	10	..	..	1	3	2	6	55
17. Rajasthan	25	2	5	8	3	..	..	5	2	3	2	55
18. Tamil Nadu	13	6	1	..	1	1	1	..	1	2	9	35
19. Tripura	11	..	..	1	2	..	..	..	3	1	2	20
20. Uttar Pradesh	34	5	7	21	6	5	3	..	10	1	8	100
21. West Bengal	4	5	1	3	1	1	1	3	5	6	6	36
22. Delhi	3	..	1	..	..	..	..	..	13	..	5	22
23. Goa, Daman and Diu	8	1	1	..	1	..	..	..	2	4	1	18
24. Pondicherry	7	..	3	2	1	2	..	..	4	3	3	25
<b>TOTAL</b>	<b>337</b>	<b>77</b>	<b>68</b>	<b>83</b>	<b>67</b>	<b>15</b>	<b>10</b>	<b>31</b>	<b>81</b>	<b>43</b>	<b>95</b>	<b>907</b>

## Arrangement for Follow-up of the Findings of Evaluation Studies in States

Sl. No.	State/Union Territory	Forum at which evaluation reports are discussed	Agency responsible for watching follow-up action	Manner in which implementation is watched or secured
1	2	3	4	5
1.	Andhra Pradesh	State Evaluation Committee.	State Evaluation Committee.	Decisions pursued with concerned administrative departments or the head of the department and progress is reviewed in meetings of State Evaluation Committee.
2.	Assam	State Evaluation Committee.	Directorate of Evaluation and Monitoring.	Decisions intimated to the concerned administrative departments for implementation and initiation of action taken to the Directorate of E. & M. These are reviewed by State Evaluation Committee
3.	Bihar	Nil.	Nil.	Nil.
4.	Gujarat	Departmental Evaluation Committees and State Planning Board.	State Planning Board.	Decisions intimated to the Secretariat Department concerned. The Department sends periodic information regarding progress of implementation.
5.	Himachal Pradesh	*Nil.	Nil.	Nil.
6.	Haryana	State Statistical & Evaluation Committee.	Evaluation Wing of the State Economic and Statistical Organisation	Action is taken by the concerned departments on the findings/recommendations/suggestions considered in the reports, and is pursued by the Evaluation Wing
7.	Jammu & Kashmir.	State Evaluation Committee.	Position not clear	Concerned Departments responsible for ensuring implementation.
8.	Karnataka	Position not clear	Position not clear	Reports are circulated to the Secretaries and Officer of the concerned Departments for necessary action.
9.	Kerala	Position not clear	Position not clear	Reports along with recommendations are forwarded to the concerned Ministries, Chief Secretary, Heads of the Departments and District Level Officers.
10.	Maharashtra	Project Evaluation Committee. The Secy. of the concerned administrative Deptt. is also invited to attend. In case the concerned Secy. does not concur with any finding, the report is placed before the State Evaluation Committee.	Position not clear	Final decisions are implemented by the concerned administrative Departments.
11.	Manipur	Nil.	Nil.	Nil.
12.	Meghalaya	State Evaluation Committee.	Position not clear	Not intimated.
13.	Nagaland	Evaluation Steering Committee.	Evaluation Steering Committee†	Recommendations are brought to the notice of the concerned Departments and watched by the Evaluation Steering Committee†
14.	Orissa]	State Evaluation Advisory Committee.	State Evaluation Advisory Committee.	Decision are entrusted for implementation to the concerned administrative departments. Their compliance reports are reviewed by the State Evaluation Advisory Committee.
15.	Punjab	State Evaluation Committee.	Position not clear	Decisions taken on reports by the State Evaluation Committee are sent to the concerned departments for implementation.
16.	Rajasthan	Committee of Directions	Administrative Departments concerned.	Suggestions/decisions are sent to the concerned departments for implementation.

\* Reports have recently been brought out.

(† It has not yet started functioning.)

Sl. No.	State/Union Territory	Forum at which evaluation reports are discussed	Agency responsible for watching follow-up action	Manner in which implementation is watched or secured
1	2	3	4	5
17.	Sikkim . . .	Nil	Not intimated	Quarterly Plan performance reviews are brought out. In subsequent reviews earlier points noted are followed up.
18.	Tamil Nadu . . .	High Level Committee	State Evaluation Committee.	Findings/suggestions sent to the concerned Department for implementation.
19.	Tripura . . .	Nil.	Nil.	Nil.
20.	Uttar Pradesh	Economic Advisory Council.	Position not clear	Finalised reports sent to the concerned departments and they are required to intimate action taken by them on the findings of the reports.
21.	West Bengal	State Evaluation Committee.	Not intimated	Action taken by the concerned departments.
22.	Delhi . . .	Not intimated	Not intimated	Concerned agencies are asked to intimate the action taken by them from time to time on comments/suggestions contained in the reports.
23.	Goa, Daman & Diu.	Evaluation Advisory Committee.	Not intimated	Concerned Departments are directed to implement the recommendations.
24.	Pondicherry . . .	Not intimated	Not intimated	Reports are sent to the concerned departments and their comments are obtained. They are expected to take action.

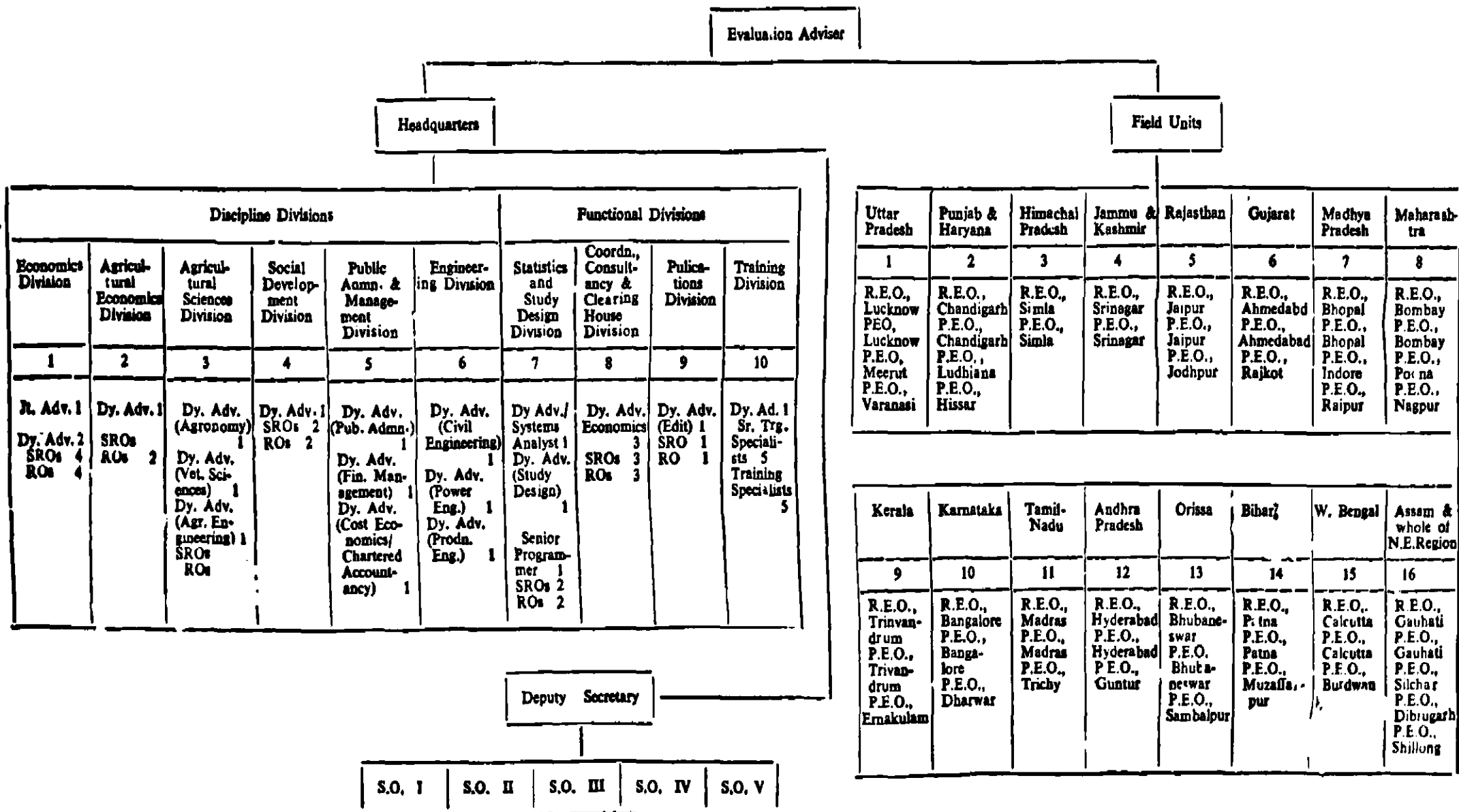
## Appendix VII

## Sectorwise Outlays (arranged in descending order) as a Percentage of the Total Outlay Made in the First Five Year Plans

Sl. No.	Sector	Sectoral outlay as a percentage of total outlays
1	2	3
1.	Large and Medium Industries and Mineral Development . . . . .	20.52
2.	Transport and Communications . . . . .	19.86
3.	Power . . . . .	16.15
4.	Irrigation and Flood Control . . . . .	10.92
	(a) Irrigation . . . . .	9.96
	(b) Flood Control . . . . .	0.96
		10.92
5.	Agriculture and allied fields . . . . .	10.27
	(a) Agriculture . . . . .	7.09
	(b) Animal Husbandry and Dairying . . . . .	1.20
	(c) Cooperation . . . . .	0.99
	(d) Forests . . . . .	0.59
	(e) Fisheries . . . . .	0.40
		10.27
6.	Welfare . . . . .	6.56
	(a) Social Welfare . . . . .	0.44
	(b) Labour & Labour Welfare . . . . .	0.21
	(c) Rehabilitation . . . . .	0.48
	(d) Backward Classes & Areas . . . . .	1.67
	(e) National Extension, C.D., Rural Dev. and Panchayats . . . . .	2.21
	(f) Others . . . . .	1.55
		6.56
7.	Education & Scientific Research and Technology . . . . .	5.47
8.	Housing including Water Supply and Urban Development . . . . .	4.50
9.	Health and Family Planning . . . . .	3.88
10.	Village & Small Industries . . . . .	1.87
	GRAND TOTAL . . . . .	100.00



Proposed Organisational Set Up of the P.E.O. at the Headquarters and in the Field



## (a) Staff Strength of Existing and Proposed Technical Officers, Officials at the Headquarters and in the Field in the PEO

Designations	Evaluation Adviser	Joint Secretary	Joint Adviser	Deputy Adviser	Sr. Programmer	S.R.Os./R.E.Os.	R.Os./PEOs	E.Is. (Gr. I)	E.Is. (Gr. II)
1	2	3	4	5	6	7	8	9	10
<b>1. EXISTING</b>									
(a) Headquarters	..	1	1*	7	..	3	7	16	12
(b) Field . .	..	..	..	..	..	7	34	21	68
(c) Total . .	..	1	1	7	..	10	41	37	80
<b>2. PROPOSED</b>									
(a) Headquarters	1	..	1	19	1	17	17	20	28
(b) Field . .	..	..	..	..	..	16	36	72	72
(c) Total . .	1	..	1	19	1	33	53	92	100
<b>3. DIFFERENCE</b>									
(a) Headquarters	1	(- )1	..	12	1	14	10	4	16
(b) Field . .	..	..	..	..	..	9	2	51	4
(c) Total . .	1	(- )1	..	12	1	23	12	55	20

\* The post of Joint Adviser is sanctioned but not filled.

N.B.— The staff requirements of the Training Division has been excluded from this Report as another Committee for Training in Evaluation, of the Planning Commission has gone into the matter separately.

## (b) Financial Implication of the Additional Technical Posts

Sl. No.	Designation	Scale of pay	Additional No. of posts	Expenditure for one year	Remarks
1	2	3	4	5	6
1.	Evaluation Adviser	2,500—3,000	1	..	1. The expenditure has been calculated at the initial stages of the respective scales including all admissible allowances. 2. This statement does not include the expenditure for staff of the Training Division.
2.	Deputy Adviser	1,500—2,000	12	3,21,120	
3.	Senior Programmer	1,100—1,600	1	21,132	
4.	SRO/REOs	1,100—1,600	23	4,86,088	
5.	RO/PEO	700—1,300	12	1,71,360	
6.	E. I. Gr. I	550—900	55	6,27,000	
7.	E.I. Gr. II	425—700	20	1,75,200	
				<u>18,01,900</u>	

## Evaluation Machinery in the States/U.Ts. (as on 31-8-1978)

State/UT <sub>i</sub>	Name of the Evaluation Organisation/ machinery	Deptt. to which attached	Year when set up
1	2	3	4
1. Andhra Pradesh	Evaluation Wing	Finance & Planning Deptt. (Planning Wing)	1961
2. Assam	Directorate of Evaluation & Monitoring	Planning & Development Department	1965
3. Bihar	Dte. of Statistics & Evaluation	Planning Department	1964
4. Gujarat	Dte. of Evaluation	Planning Department	1965
5. Haryana	Evaluation Unit	Economics & Statistics Organisation	1964
6. Himachal Pradesh	Evaluation Cell	Planning Department	1972
7. Jammu & Kashmir	Dte. of Evaluation & Statistics	Planning & Development Department	1965
8. Karnataka	Dte. of Evaluation	Planning Department	1964
9. Kerala	Evaluation Division	Planning Board	1969
10. Madhya Pradesh	Evaluation & Plan Progress Unit	Dte. of Economics & Statistics	1964
11. Maharashtra	Evaluation, Monitoring & Information Unit.	Dte. of Economics & Statistics	1959
12. Manipur	Evaluation Unit	Deptt. of Statistics	1967
13. Meghalaya	Evaluation Cell	Dte. of Economics & Statistics	1971
14. Nagaland	Evaluation Unit	Planning & Coordination Department	1968
15. Orissa	Evaluation Organisation	Planning & Coord. Deptt.	1961
16. Punjab	Evaluation Unit	Eco. & Statistics Orgn.	1964
17. Rajasthan	Evaluation Orgn.	Planning Deptt.	1960
18. Tamil Nadu	Evaluation & Applied Research Deptt.	Finance Deptt.	1971
19. Tripura	Evaluation Unit	Dte. of Statistics & Evaluation	1966
20. U.P.	Evaluation & Trng. Dvn.	Planning Department	1965
21. West Bengal	Evaluation & Monitoring Dte.	Dev. & Planning Deptt.	1966
22. Delhi	Evaluation Cell	Planning Department	1966
23. Goa, Daman & Diu	Evaluation Cell	Bureau of Eco., Statis. and Evaluation	1971
24. Pondicherry	Evaluation Cell	Planning & Research Department	1976

NOTE : The State of Sikkim has no evaluation cell so far.

## Appendix XI

## Staff Strength of the Evaluation Organisations in the States, U.Ts. (as on 31-8-1978)

State/U.T.	Headquarter					Field			Total				Grand Total
	Director/ Jt. Dir.	Dy. Dir.	Asstt. Dir./ R.O.	Inv. Res. Asstt.	Compu- tor/ Com- piler	Eval. Offi- cer/ Asstt. Dir.	Invest Res. Asstt.	Dir./ Jt. Dir.	Dy. Dir.	Asstt. Dir./ R.O.	Inv./ Res. Asstt.	Com- pil- ler	
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1. Andhra Pradesh . . . . .	1	1	..	1	..	..	..	1	1	..	1	..	3
2. Assam . . . . .	1	2	3	10	6	3	3	1	2	6	13	6	28
3. Bihar . . . . .	1	1	2	13	3	2	32	1	1	4	45	3	54
4. Gujarat . . . . .	1	2	2	37	..	..	..	1	2	2	37	..	42
5. Haryana . . . . .	1	..	6	10	1	..	..	1	..	6	10	1	18
6. Himachal Pradesh . . . . .	..	..	1	1	..	..	..	..	..	1	1	..	2
7. Jammu & Kashmir . . . . .	1	1	1	..	..	2	4	1	1	3	4	..	9
8. Karnataka . . . . .	1	1	4	6	3	..	..	1	1	4	6	3	15
9. Kerala . . . . .	1	4	6	3	..	1	18	1	4	7	21	..	33
10. Madhya Pradesh . . . . .	..	1	..	6	..	..	..	..	1	..	6	..	7
11. Maharashtra . . . . .	1	3	6	11	..	..	28	1	3	6	39	..	49
12. Manipur . . . . .	..	..	1	8	..	..	..	..	..	1	8	..	9
13. Meghalaya . . . . .	..	..	3	2	..	..	..	..	..	3	2	..	5
14. Nagaland . . . . .	..	1	1	3	1	1	1	..	1	2	4	1	8
15. Orissa . . . . .	1	..	9	21	..	..	..	1	..	9	21	..	31
16. Punjab . . . . .	1	..	3	9	4	..	..	1	..	3	9	4	17
17. Rajasthan . . . . .	1	5	4	10	19	12	50	1	5	16	60	19	101
18. Tamil Nadu . . . . .	1	1	3	21	..	..	..	1	1	3	21	..	26
19. Tripura . . . . .	..	..	1	10	..	..	..	..	..	1	10	..	11
20. Uttar Pradesh . . . . .	1	3	3	24	6	..	..	1	3	3	24	6	37
21. West Bengal . . . . .	..	1	2	5	5	3	11	..	1	5	16	5	27
22. Delhi . . . . .	..	..	1	6	..	..	..	..	..	1	6	..	7
23. Goa, Daman & Diu] . . . . .	..	..	1	11	..	..	..	..	..	1	11	..	12
24. Pondicherry . . . . .	..	..	1	2	1	..	..	..	..	1	2	1	4

## Appendix XII

## Financial Allocation and Expenditure of State Evaluation Organisations under Plan and non-Plan Budget for the years 1977-78 and 1978-79

(Rs. in lakhs)

State/U.T.	Plan			Non-Plan		
	1977-78		1978-79	1977-78		1978-79
	Allotment	Expenditure	Allotment	Allotment	Expenditure	Allotment
1	2	3	4	5	6	7
1. Assam . . .	2.00	1.50	2.00	4.00	3.05	3.40
2. Bihar . . .	4.00	3.05	4.00	7.55	3.08	4.67
3. Gujarat . . .	0.81	0.81	0.95	5.09	5.09	5.59
4. Haryana . . .	..	..	..	4.07	3.09	4.25
5. Himachal Pradesh . . .	1.63	0.65	1.26	..	..	..
6. Jammu & Kashmir . . .	..	..	..	1.44	1.50	1.55
7. Karnataka . . .	2.23	1.58	2.00	2.71	1.49	2.58
8. Kerala . . .	1.70	1.34	2.00	0.89	0.89	1.00
9. Madhya Pradesh . . .	3.00	..	2.50	..	..	..
10. Maharashtra . . .	..	..	..	3.80	3.00	4.34
11. Manipur . . .	..	..	..	0.46	0.46	0.48
12. Meghalaya . . .	0.45	0.06	0.87	0.78	0.90	0.95
13. Nagaland . . .	0.55	0.39	0.74	1.05	0.99	1.64
14. Orissa . . .	..	..	..	4.24	3.54	4.26
15. Punjab . . .	..	..	..	2.40	2.40	2.40
16. Rajasthan . . .	7.34	6.88	7.67	4.65	4.21	4.61
17. Tamil Nadu . . .	0.98	0.69	0.92	4.88	4.85	5.41
18. Tripura . . .	0.51	0.48	0.75	1.63	1.53	1.76
19. Uttar Pradesh . . .	2.40	0.73	8.00	8.57	7.77	9.00
20. West Bengal . . .	1.00	0.57	1.15	5.90	6.45	5.34
21. Goa, Daman & Diu . . .	0.41	0.45	0.50	0.42	0.42	0.55
22. Pondicherry . . .	0.10	0.01	0.10	0.46	0.45	0.49

NOTE : For Andhra Pradesh and Delhi, budget figures are included in Planning Deptt., separate budget figures for evaluation are not available.