

# Participatory M&E Framework as Feedback Mechanism for Local Governance: Approach

## 1<sup>st</sup> Annual Progress Seminar

Centre for Technology  
Alternatives for Rural  
Areas, IIT Bombay

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Guide

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## Introduction

## Methodology

## Review of literature

## Work Done in past year

## Proposed plan for next year

### Introduction

Field experiences  
Causes of failure  
Local governance

M&E in program cycle  
Motivation

3

### Methodology

Research questions  
Sub-research questions and tasks

10

### Review of Literature

Development and local governance  
Evaluation and evaluation criteria

Evaluation status of India

15

### Work Done in Past Year

Coursework  
Evaluation Projects  
Preparing Evaluation Course

17

### Proposed Plan for Next Year

Research targets  
Research for Impact Fellowship

46

# Introduction

Field experiences

Causes of failure

Local governance

M&E in program cycle

Motivation

# Field experiences

- M.Tech.
  - Biogas dissemination – NGOs succeed where government fails
- PMRDF (Indira Aawas Yojana)
  - Beneficiary selection by Gram Sabha, but no one has updates
  - Beneficiaries have genuine problems which remain unaddressed, even after National Level Monitoring team's visit
  - Centre-state-district miscommunication
  - Multiple photos of same house – who is cheating?
  - New house smaller than old house – is it really needed?
- External feedback agent PMRDF –goes up and down the hierarchy
- Is proper, timely feedback, in both directions the issue?

# Why implementation suffers?

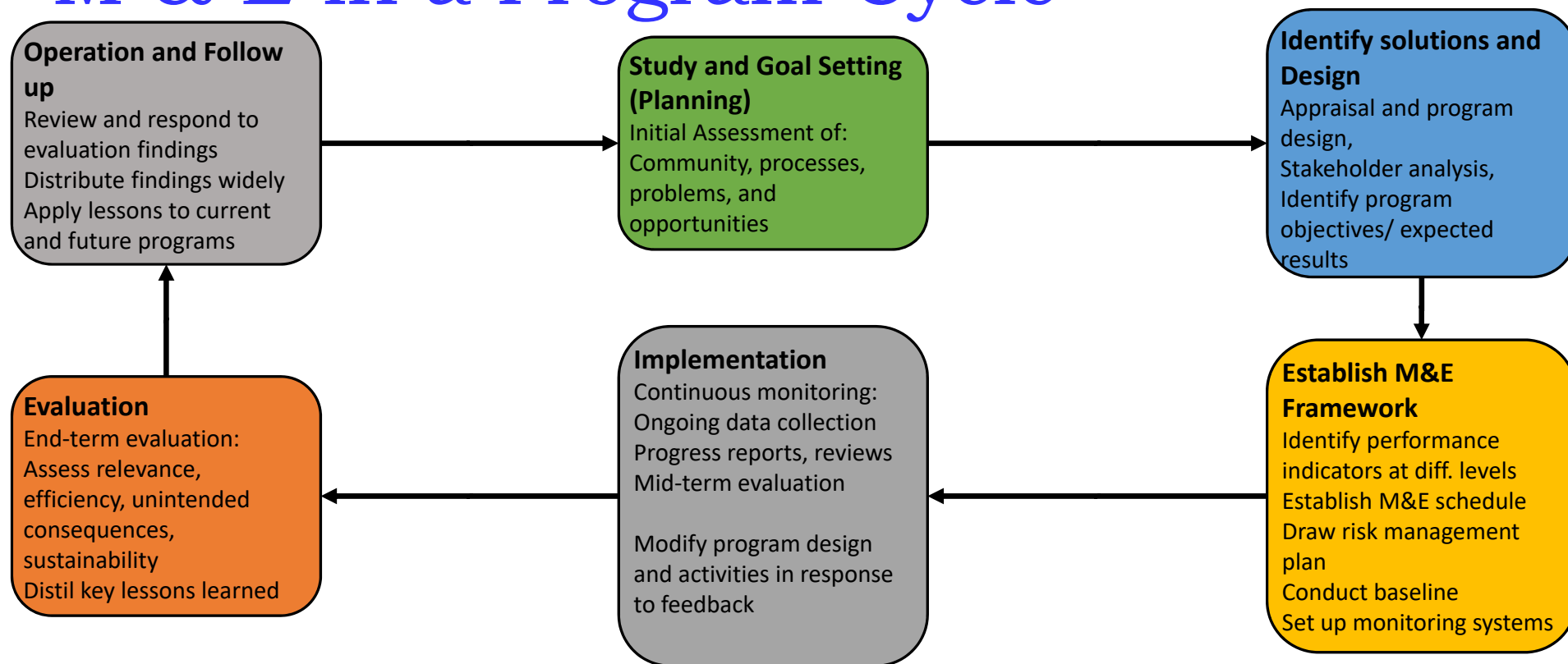
- PM Jan-Dhan Yojana, 2014-2015
  - Race to 100% financial inclusion – **false reporting**
  - Questionable quality of reported data – **poor monitoring**
  - Diluted KYC norms - Multiple accounts of one beneficiary – wrong activities
  - A/C opened > Passbooks, ATMs distributed > A/C operated > Savings in A/C > Overdraft facility used – **poor outputs/ usability**
  - Not all banks/ Banking Mitras / ATMs functional– **poor activities ->outcomes**
- Continuous updating of guidelines – due to close monitoring, bad planning – **lack of prelaunch assessment?**
- Did PMJDY really lead to Financial inclusion is an evaluation question
- **Individual led monitoring CEO-LDM-PMRDF - whatsapp reporting**



# Role of local governance in development

- IPPE, GPDP, JYS, TBY – programmes mandate(d) local, village level planning
- Capacity of village panchayats to plan, design, execute, monitor, operate and maintain is low
- Implementation by line department/ agencies – villagers unaware
- Assets – poor quality/ missing – documents complete
- People's participation missing, functionaries unaware, set processes not followed, corrupt practices – failure of monitoring mechanisms
- Can the capacities be improved?

# M & E in a Program Cycle



- Adapted from Virtual Knowledge Centre to End Violence Against Women and Girls, Security -M&E plans , UN Women 2012



# Motivation

- Importance of monitoring and course corrections in implementation understood on field
- Evaluation studies happen at national or state level, towards end of programs
- Monitoring data is poor-quality and information in it or in evaluation reports doesn't reach back to field, where meaningful action can be taken, reducing effectivity of development efforts
- Local feedback mechanism for first-hand information from field on best practices, problems, and failures, to implementing agency may improve project delivery
- To understand the **status of M&E machinery** which feeds back to the implementing agencies, and to work towards **increasing the capacity** in local governance are the primary objectives of this research work



# Zeitgeist

- Sustainable Development Goal 17 (global partnership)
  - 17.18 (Data, monitoring and accountability)
  - Evaluation for sustainable development – learning what works and why
- Evaluation in focus internationally (EvalYear 2015, EvalAgenda 2020)
- Maharashtra Government empaneled institutes to carry out evaluations (2016) including IITB for conducting evaluations, sample surveys and providing expert services in statistical & economic activities

Introduction

Methodology

Review of literature

Work Done in past year

Proposed plan  
for next year

# Methodology

Research questions

Sub-research questions and tasks

# Research questions

1. What is the status of development M&E systems in India and how has it changed in the past 70 years?
2. What is the quality of development M&E studies and evaluation culture of agencies in India?
3. How can development M&E systems be improved as a feedback for local governance?
4. How to functionalise decentralised participatory Planning, Monitoring and Evaluation?

# Research questions

	Research Question	Tasks	Methods
<b>1</b>	<b>What is the status of development M&amp;E systems in India and how has it changed in the past 70 years?</b>		Historical analysis, Cross-sectional, comparative
<b>1.a</b>	How development paradigms and interventions changed over the decades	Reviewing literature on development, development aid, development programs,	
<b>1.b</b>	What were the developmental challenges in front of India and how have they changed	Identifying development challenges from 5-year plans and finance commissions, based on budgetary allocation	
<b>1.c</b>	How has the importance of M&E changed over the decades	From the plans, document M&E arrangements for various programs, identify allocation to M&E of programs and through PEO/ DMEO	
<b>1.d</b>	What are the M&E mechanisms for government development projects	List agencies, committees, offices, etc. responsible for M&E. Look at departmental M&E setups (MoRD)	Literature, interviews
<b>1.e</b>	Which agencies of central government and international aid organisations conduct evaluations, how have their roles and structure changed over years	Identify all agencies, document hierarchy structure, document roles, responsibilities and functions	Literature, interviews
	What is the role of various state level evaluation sections/ offices and how functional are these	Identify all offices, create common data format for all, collect information about their capacities, structure, functions, best practices	Structured survey

# Research questions

	Research Question	Tasks	Methods
2	<b>What is the quality of development M&amp;E studies and evaluation culture of agencies in India?</b>		Evaluative question, Case study based
2.a	What are the standards for evaluation reports and evaluation culture	Identifying global standards and adopting for Indian scenario where necessary.	
2.b	What is the quality of evaluation reports published by various agencies in India	Categorise evaluation reports for meta-evaluation. Compare reports for completeness of content, quality, action taken reports, etc.	Meta-review, content analysis
2.c	What is the evaluation culture and capacities present in institutions and individuals working in M&E.	List evaluation capacities relevant in Indian scenario and compare against them	comparative, cross-sectional

# Research questions

	Research Question	Tasks	Methods
3	<b>How can development M&amp;E systems be improved as a feedback for local governance?</b>		Prescriptive question, Case-study, action research
3.a	What should be the components of a good M&E system for development programs in Indian context		
3.b	What are the problems during implementation of M&E systems		
3.c	What are the various ways to improve M&E capacity		
3.d	How can a course/ training be developed and used for improving M&E capacity	Analysing existing courses, proposing course in CTARA context, developing CEP course for practitioners	
4	<b>How to functionalise decentralised participatory Planning, Monitoring and Evaluation?</b>		Action research design

# Review of Literature

Development and local governance

Evaluation status of India

Evaluation and evaluation criteria



# Development

- Emergence of a **system** of economic, financial, legal, social, and political institutions, firms, products, and technologies, which together **provide** the citizens with choices, capabilities and freedoms to live happy, healthy lives with access to knowledge, a decent standard of living and allow them to **participate** in the life of their community. (Based on Amartya Sen's work)

- Source: Kapuściński Development Lecture, Owen Barder, 2012

# Local governance

**Local governance:** formulation and execution of collective action at the local level, including direct-indirect roles of formal institutions of local government and its hierarchies, and also the informal norms, networks, civil-society organisations, and neighbourhood associations for collective action by defining the framework for citizen-citizen and citizen-state interactions, collective decision making, and delivery of local public services

- Source: Local Governance in Developing Countries, Shah & Shah, 2006

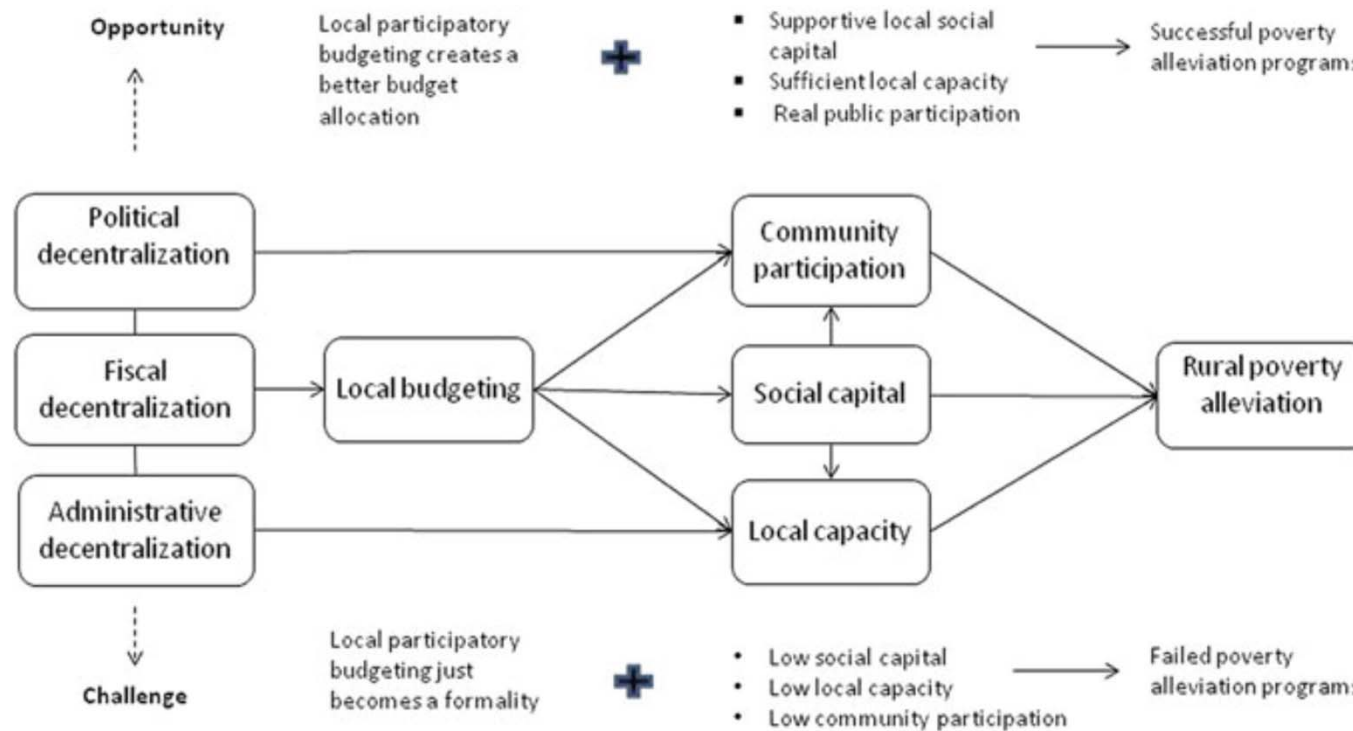
# Decentralisation justified

Decentralisation theorem *“each public service should be provided by the jurisdiction having control over the minimum geographic area that would internalize benefits and costs of such provision,”*

As

- local governments understand concerns of the residents
- local decision making is responsive to the people for whom services are intended, encouraging fiscal responsibility and efficiency, if financing is decentralised
- unnecessary layers of jurisdiction are eliminated
- interjurisdictional competition and innovation are enhanced
- *Source: Fiscal Federalism, Wallace Oates, 1972*

# Decentralisation in rural development



- Source: Decentralization: Potential and Challenges for Rural Development, Sutiyo & Maharjan, 2017

# Evaluation

- Evaluation is
  - **Systematic and Impartial assessment** of an activity, project, programme, strategy, policy, topic, theme, sector, operational area, or institutional performance.
  - Analyse **achievement of expected and unexpected results** by examining the results chain, processes, contextual factors, and causality **using appropriate criteria** such as relevance, effectiveness, efficiency, impact, and sustainability.
  - An evaluation should provide credible, useful evidence-based information that enables the timely incorporation of its findings, recommendations, and lessons into the decision-making processes of organizations and stakeholders
- **Source: United Nations Evaluation Group guidelines, 2016**

# Monitoring

- Monitoring is
  - **Regular** collection and analysis and distribution of information for the **surveillance of progress** of the project's implementation.
  - Project monitoring is the collection of data prior to, and during, the project. These data, when analysed, pinpoint progress or constraints as early as possible, **allowing project managers to adjust** project activities as needed. Monitoring is a continuing process throughout project implementation and often extends beyond project completion.
- **Source: United Nations Environment Program, 2008**





# Logic of Evaluation

1. Selecting **criteria** of merit, on which evaluand (thing being evaluated) will be judged,
2. Setting **performance standards** of these criteria, comparative or absolute
3. Gathering **data** of evaluand's performance on the criteria relative to the standards,
4. Integrating the results into a **final value judgment**.

- Source: Evaluation Theory is who we are, William Shadish, 1998

# Evaluation criteria

- In 1991, the Development Assistance Committee of the Organization Economic Cooperation and Development (OECD/DAC) established evaluation standards for development aid for past three decades, this has been the most influential work in the field.
- Relevance
  - “The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.”
    - To what extent are the objectives of the programme still **valid**?
    - Are the activities and outputs of the programme **consistent** with the overall goal and the attainment of its objectives?
    - Are the activities and outputs of the programme consistent with the intended impacts and effects?

# Evaluation criteria contd.

- Effectiveness

“A measure of the extent to which an aid activity attains its objectives.”

- To what **extent** were the objectives **achieved**/ are likely to be achieved?
- What were the major **factors influencing** the achievement/ non-achievement of objectives?

- Efficiency

“Efficiency measures outputs - qualitative and quantitative - in relation to inputs. It is an economic term which signifies that aid uses least costly resources possible in order to achieve desired results. This generally requires comparing alternative approaches to achieving same outputs, to see whether the most efficient process has been adopted.”

- Were activities **cost-efficient**?
- Were objectives achieved on **time**?
- Was the programme or project implemented in most efficient way **compared to alternatives**?

# Evaluation criteria contd.

- Impact

“Positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves main impacts and effects resulting from the activity on local social, economic, environmental and other development indicators. The examination should be concerned with both intended and unintended results and must include positive and negative impact of external factors, such as changes in terms of trade and financial conditions.”

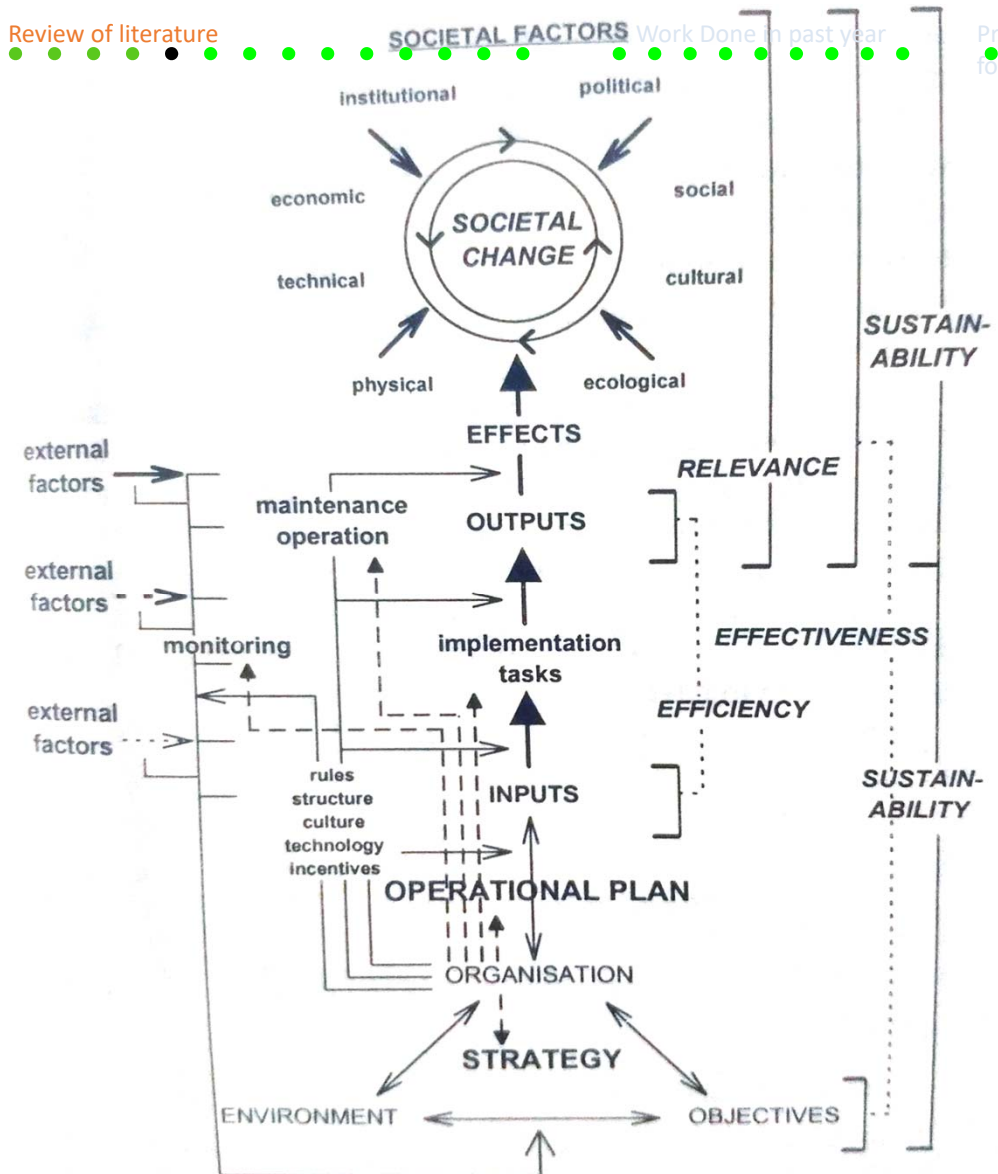
- What has happened as a **result** of the programme or project?
- What **real difference** has the activity made to the beneficiaries?
- How many people have been affected?

- Sustainability

“Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable.”

- To what extent did the benefits of a programme or project **continue after funding ceased**?
- What were the **major factors which influenced** achievement/ non-achievement of sustainability of programme or project?

# Evaluation Perspective



- Source: Evaluation frameworks for development programmes and projects, Reidar Dale, 1998

# History of evaluation in India

- PEO-> State Evaluation Offices -> Neglect -> Dwindling of Functions -> 11<sup>th</sup> and 12<sup>th</sup> Plan Resurgence -> IEO-> PC to Niti Aayog -> DMEO
- Concurrent Evaluation Office MoRD (2010-2016)
- Ministry level evaluations, evaluations by verticals in Niti Aayog
- Few in depth evaluations at national level, quick studies

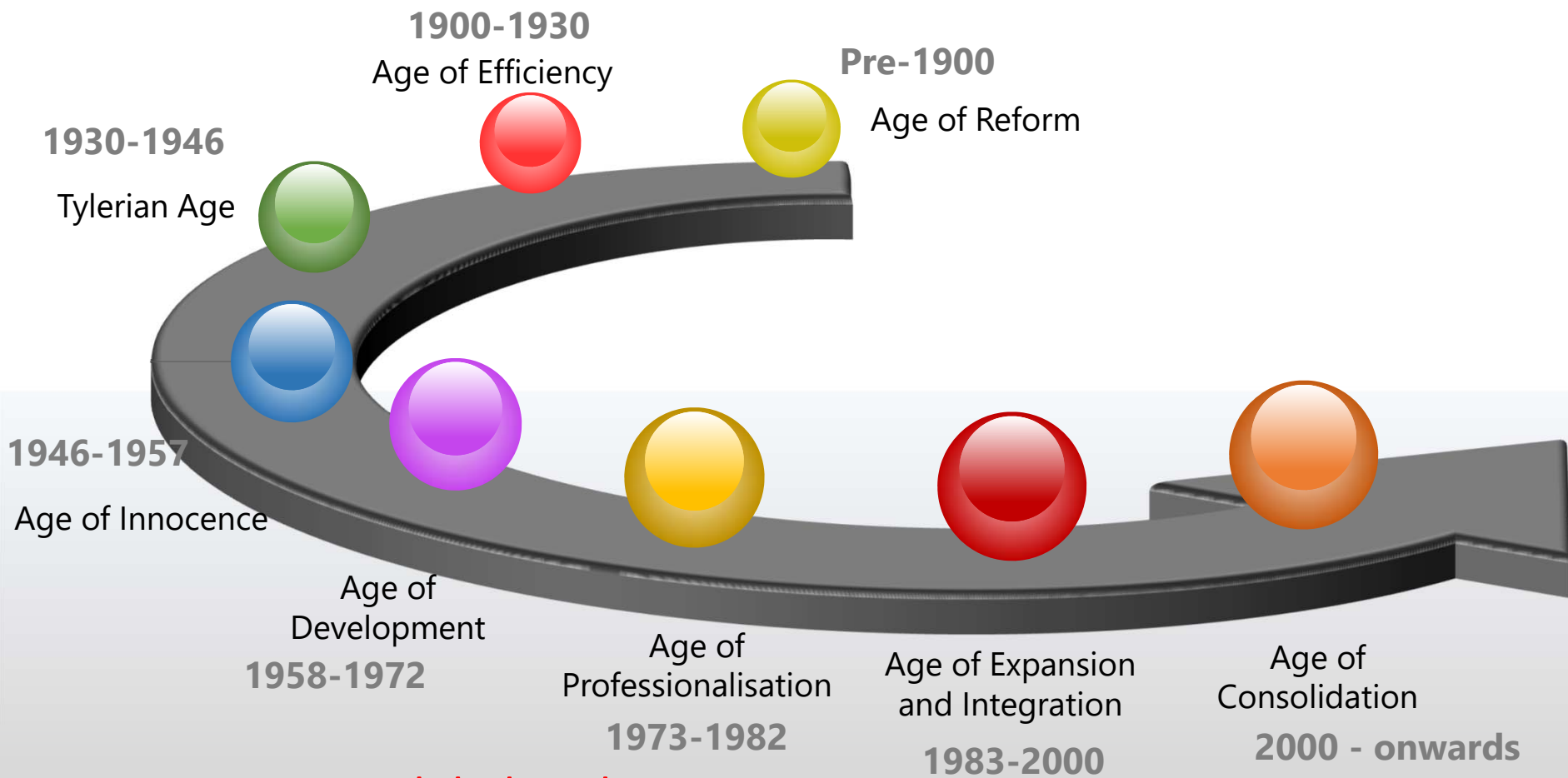
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Review of literature

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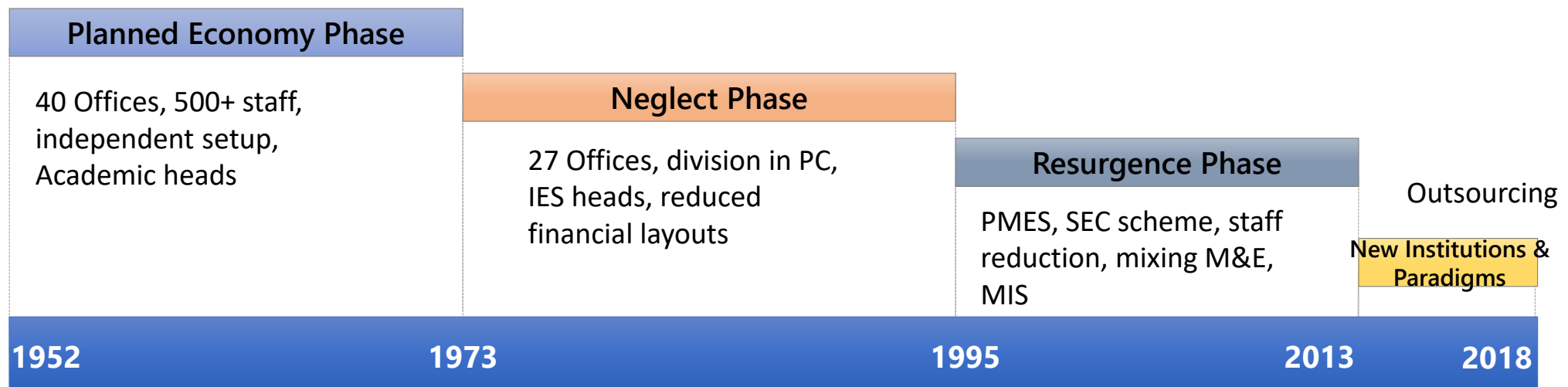
Proposed plan  
for next year



- US centric global evaluation ages, Hogan 2007



# History of evaluation in India



- Source: Mehrotra 2013 & Chandrasekar 2015

# Evaluation status of India

- Development Monitoring & Evaluation Office under Niti Aayog, 2015
  - Regional offices and field offices closed in 2017
  - Technical staff of about 25 people (RO, Sr SO, EO, RA, YP, consultants)
  - Administrative - DG, JS, DDG, US, admin staff
  - Very few specialists
- About 15 States have an evaluation office, either as a division under Directorate of Economics & Statistics or as a separate office under Planning Department.
- Telangana and Karnataka have Evaluation authorities
- At least 6-7 states have empanelled agencies for evaluation

# Evaluation in Indian states

Sr	State	Name of Agency	Website	Remark
1	Andhra Pradesh	not found		Real Time Governance?
2	Arunachal Pradesh	Planning Department	<a href="http://www.arunachalplan.gov.in/html/docs/1_intro_planning.htm">http://www.arunachalplan.gov.in/html/docs/1_intro_planning.htm</a>	evaluation fleeting mention
3	Assam	Evaluation function Transformation and Development Department	<a href="https://transdev.assam.gov.in/information-services/evaluation-and-monitoring">https://transdev.assam.gov.in/information-services/evaluation-and-monitoring</a>	no studies after 2009, only monitoring of ongoing projects
4	Bihar	Directorate of Evaluation Bihar, Planning and Development Dept.	<a href="http://planning.bih.nic.in/">http://planning.bih.nic.in/</a>	No details on the website
5	Chhattisgarh	nil		
6	Goa	Evaluation Division of Directorate of Planning, Statistics and Evaluation	<a href="http://www.goadpse.gov.in/">http://www.goadpse.gov.in/</a>	No details on the website
7	Gujarat	Directorate of Evaluation, General Administration Dept. (Planning)	<a href="https://gujecostat.gujarat.gov.in/director-of-evaluation1">https://gujecostat.gujarat.gov.in/director-of-evaluation1</a>	Evaluation committees, guidelines
8	Haryana	Evaluation function Planning wing, Dept. of Economics and Statistical Analysis	<a href="http://esaharyana.gov.in/en-us/Plan-Evaluation">http://esaharyana.gov.in/en-us/Plan-Evaluation</a>	No details on the website
9	Himachal Pradesh	Planning Department	<a href="http://hpplanning.nic.in/Reports.htm">http://hpplanning.nic.in/Reports.htm</a>	few evaluation reports
10	Jammu & Kashmir	Evaluation Division, Directorate of Economics & Statistics	<a href="http://ecostatjk.nic.in/divisions/divisions.htm">http://ecostatjk.nic.in/divisions/divisions.htm</a>	No details on the website

# Evaluation in Indian states

Sr	State	Name of Agency	Website	Remark
11	Jharkhand	nil		
12	Karnataka	Karnataka Evaluation Authority	<a href="http://kea.karnataka.gov.in/">http://kea.karnataka.gov.in/</a>	State evaluation policy, empanelled institutes, studies
13	Kerala	Department of Economics and Statistics	<a href="http://www.ecostat.kerala.gov.in/">http://www.ecostat.kerala.gov.in/</a>	No details on the website
14	Madhya Pradesh	nil		
15	Maharashtra	Evaluation Division, Directorate of Economics & Statistics, Planning Dept.	<a href="https://mahades.maharashtra.gov.in">https://mahades.maharashtra.gov.in</a>	Empanelment of institutes for evaluation studies
16	Manipur	not found		
17	Meghalaya	Program Implementation & Evaluation Dept.	<a href="http://megpiied.gov.in/">http://megpiied.gov.in/</a>	Reports since '70s, tender for EOI
18	Mizoram	Research & Analysis Division, Planning & Programme Implementation Dept.	<a href="https://planning.mizoram.gov.in/page/research-analysis">https://planning.mizoram.gov.in/page/research-analysis</a>	No details on the website
19	Nagaland	Directorate of Evaluation, Planning and Coordination department	<a href="http://evaluation.nagaland.gov.in/">http://evaluation.nagaland.gov.in/</a>	reports from 1973 to 2013
20	Odisha	State Evaluation Unit, Planning Branch, Department of Planning and Convergence	<a href="http://pc.odisha.gov.in/DepartmentActivities.asp?Ink=2&amp;Pl=2">http://pc.odisha.gov.in/DepartmentActivities.asp?Ink=2&amp;Pl=2</a>	Kalahandi, Balangir, Koraput evaluation reports

# Evaluation in Indian states

Sr	State	Name of Agency	Website	Remark
21	Punjab	Directorate General Monitoring & Evaluation, Planning & Development Dept.	<a href="http://dgmepunjab.gov.pk/">http://dgmepunjab.gov.pk/</a>	Guidelines, reports, meta-assessment, third party validation
22	Rajasthan	Directorate of Evaluation Organisation Rajasthan	<a href="http://www.plan.rajasthan.gov.in/evaluation/">http://www.plan.rajasthan.gov.in/evaluation/</a>	over 500 evaluation studies
23	Sikkim	Department of Economics, Statistics, Monitoring & Evaluation	<a href="http://www.desme.in/">http://www.desme.in/</a>	No details on the website
24	Tamil Nadu	Directorate of Evaluation & Applied Research TN	<a href="http://www.tn.gov.in/dear/">http://www.tn.gov.in/dear/</a>	No details on the website
25	Telangana	Evaluation Authority of State of Telangana (EAST)	<a href="http://www.telangana.gov.in/departments/planning">www.telangana.gov.in/departments/planning</a>	Evaluation of state focus programs
26	Tripura	not found		
27	Uttarakhand	not found		
28	Uttar Pradesh	Planning Department	<a href="http://planning.up.nic.in/">http://planning.up.nic.in/</a>	No details on the website
29	West Bengal	Evaluation, Monitoring & Manpower Branch, Dept. of Planning	<a href="http://wbplan.gov.in/">http://wbplan.gov.in/</a>	No details on the website

# Empanelment for Evaluation

- DMEO – 2017 – no details online except RFP
- Maharashtra DES – 2016 – IIT Bombay empanelled, 37 institutes
- KEA – 2016 – 30 evaluators, 11 assessors of evaluation reports, State evaluation policy
- Meghalaya Program Implementation & Evaluation Dept. – EOI for empanelment
- Punjab Directorate General Monitoring & Evaluation – third party validations, meta-assessment report
- Are empanelled agencies doing a good job?

# Evaluator competencies

- Professional practice - integrity, ethics, respect,
- Systematic inquiry – evaluation terms, methods , designs, literature review, data collection and analysis, reporting,
- Situation analysis – selection of evaluation questions, institution, stakeholder, changes,
- Project management – management of the study
- Reflective practice – self improvement, awareness,
- Interpersonal competence – communication, negotiation skills, teamwork,
- Source: Establishing Essential Competencies for Program Evaluators, Laurie Stevahn, Jean A King, Gail Ghore, Jane Minnema, 2005



# Work Done in Past Year

Coursework

Evaluation Projects

Preparing Evaluation Course

# Coursework

1. US 603 – Research methods in Urban Science
2. HS 633 – Econometrics of Program Evaluation
3. TD 694 – Seminar on “History and Status of Development Evaluation: Indian Context”
4. MITx - JPAL101x – Evaluating Social Programs
5. WitsX - ToCx – Theory of Change for Development
6. WitsX - RBME101x – Results-Based Project Management – Monitoring and Evaluation
7. MITx - JPAL102x – Designing and Running Randomized Evaluations

- Credit requirement met. Research for Impact Fellowship by JPAL SA

# Research for Impact Fellowship

- 12 weeks online course MITx - JPAL102x – Designing and Running Randomized Evaluations, weekly 15+ hrs, exercises and tutorials
- Covered evaluation design, sampling, theory of change based indicator preparation, questionnaire design, logistics of data collection, data management, and ethics
- Stage 2 – hands-on learning of ToC, questionnaire design, high-frequency checks
- Stage 3 – (hopefully) – 2 month internship – on field for data collection – apply theory – gaining experience

# Evaluation projects

- Contribution to ongoing projects – PMGSY and HADP – report stage
- Proposing evaluation design, sampling and methods in TBY and others
- Qualitative evaluation study for Samta Foundation – ongoing – learning how to evaluate in absence of data and predefined theory of change for an implementing agency
- Donor demanded impact study of implementing agency's work – MOIL to start soon
- Applying tools learnt in coursework

# Preparing evaluation course

- Understanding important evaluation skills and tools
- Comparing contents of various courses
- Learning objectives in Anderson-Bloom's taxonomy
- Topics covered in course
  - Introduction to M&E
  - Evaluation theories, types of evaluations, methods in evaluation
  - Development plan, adequacy of monitoring and analysis in M&E and policy implications
  - Case studies of M&E plans
- TD 625 Development Monitoring and Evaluation

Knowledge categories	Cognitive Processes					
	Remember	Understand	Apply	Analyse	Evaluate	Create
Factual	History of M&E, MDGs, SDG Role of agencies, Indian Set up	SDG and indicators				
Conceptual		Definitions				
Procedural		Process evaluation, impact evaluation and cost-effective analysis	LFA- stakeholder Analysis,			
Fundamental Design Principles		◦ Sampling, measurement, data collection, data management and analysis methods for	Evaluation Plan			
Criteria& Specifications		evaluation	Identify, create, and use qualitative and quantitative indicators for monitoring impact			
Practical Constraints						
Design Instrumentalities						42

# Evaluation course

- Objective – Develop evaluation competencies
  - Mastery of basic vocabulary
  - Using tools and techniques
  - Expose to theory
  - Awareness of history and currents in the sector
- Target group – Students of CTARA, initially
  - Expand to a CEP course for development practitioners – NGOs, CSRs, Government officials

# Evaluation courses

- Review of existing courses – in progress
  - Finding out about various courses.
  - Collecting course objectives and contents
  - Analysing for commonalities
  - Exploring literature on evaluation training for important aspects
- Notes during conduction of current TD 625
- Discussion with development practitioners for needs assessment



# Visit to DMEO, Niti Aayog

- Primary interaction with Young professionals, dy. Director and (sidelined) old time staff
- Quick studies and output – outcome budgeting for each ministry
- SDG progress monitoring – dashboard
- Ministries and Niti Aayog verticals carry out own studies

# Proposed Plan for Next Year

Research targets

Research for Impact Fellowship

Introduction

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for next year

	Research Question	Sub-research Question	Tasks	Seminar	APS 1	APS 2	APS 3	APS 4
1	<b>What is the status of development M&amp;E systems in India and how has it changed in the past 70 years?</b>							
1.a		How development paradigms and interventions changed over the decades	Reviewing literature on development, development aid, development programs,	s	1	2		
1.b		What were the developmental challenges in front of India and how have they changed	Across the five year plans, based on budgetary allocation, identify major development challenges perceived in those years			2		
1.c		How has the importance of M&E changed over the decades	From the plans, document the the M&E arrangements across for various programs, identify allocation to M&E of programs and overall through PEO/ DMEO			2		
1.d		What are the various existing M&E mechanisms for government development projects	List various agencies, committees, offices, etc. responsible for M&E. Look at departmental M&E setups (MoRD)	s		2		
1.e		Which agencies of central government and international aid organisations conduct evaluations, how have their roles and structure changed over years	Identify all agencies, document hierarchy structure, document roles, responsibilities and functions			2		
1.f		What is the role of various state level evaluation sections/ offices and how functional are these	Identify all offices, create common data format for all, collect information about their capacities, structure, functions, best practices, etc.			2		
2	<b>What is the quality and capacity of development M&amp;E studies and agencies in India, do they adhere to established standards in the field?</b>							
2.a		What are the standards for evaluation reports and evaluation culture	Prepare framework for Indian context			2		
2.b		What is the quality of evaluation reports published by various agencies in India	Categorise evaluation reports for meta-evaluation. Compare reports for completeness of content, quality, action taken reports, etc.			2	3	
2.c		What are the evaluation capacities present in institutions and individuals working in M&E	List evaluation capacities relevant in Indian scenario and compare against them			2	3	
3	<b>How can development M&amp;E systems be improved as a feedback for local governance?</b>							
3.a		What should be the components of a good M&E system for development programs in Indian context				2	3	
3.b		What are the problems during implementation of M&E systems					3	
3.c		What are the various ways to improve M&E capacity					3	
3.d		Can a course/ training be developed for improving M&E capacity	Analysing existing courses, proposing course in CTARA context, developing CEP course for practitioners		1		3	
4	<b>How to functionalise decentralised participatory Planning, Monitoring and Evaluation?</b>					47		

# Proposed plan for next year

- Theoretical depth and activity-wise clarity
- Literature
  - Participatory and local governance
  - Decentralisation, in India
  - Evaluation frameworks
  - Research methods in evaluation
- Research goals
  - RQ 1 - Status of evaluation culture of evaluation institutions in India.
  - RQ 2 - Meta evaluation to understand quality of evaluation studies
- Towards RQ1 and RQ2

# Proposed plan for next year

- RQ 3 - Course preparation
  - Refining TD 625
  - Preparing CEP course on development evaluation
- Research for Impact Fellowship by JPAL SA
  - On-field work/ internship with JPAL SA team in executing an evaluation study
  - Preparing a plan for a randomised control trial
- RQ 3 - Evaluation case studies
  - Evaluation for an NGO/ foundation
  - Evaluation for the CSR wing of a company

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# Thank You