

EVALUATION OF GOVERNMENT PROGRAMMES

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LETs START AT VERY BEGINNING...

- ▶ *“A program is any organized or purposeful activity or set of activities delivered to a designated target group.” (Myers, 1999)*
- ▶ *“program evaluation is the systematic collection of information about the activities, characteristics, and outcomes of programs to make **judgments about the programme, improve programme effectiveness, and/or inform decisions about future programing.**” (Patton, 1997)*
- ▶ *Evaluation produces evidence that can be used to compare alternative programs, guide program development and decision making, and reveal effective practices. **By its very nature, it supplies the publicly accessible information that is at the heart of transparency and open government.***
 - ▶ *(American Evaluation Association, 2010)*
- ▶ *“No matter how rigorous the methods of data collection, design, and reporting are in evaluation, if it does not get used, it is a bad evaluation.” (Patton, 1997)*

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ROLE OF FINANCE OFFICERS, Govt. of India

- ▶ MoF's IFA Charter 2006 states that
 - ▶ Financial Advisers are meant to assist in achievement of objectives/goals of respective Administrative Ministries
 - ▶ To this end they must commit to facilitate implementation of approved programmes to ensure that monies allocated are spent on time in prescribed manner to **achieve intended outcomes defined in measurable and monitor able terms.**
 - ▶ Must ensure value for money with emphasis on **improving quality of expenditure and requisite system improvements/ capacity building**
 - ▶ FAs should take the lead in ensuring **high quality appraisal monitoring and evaluation of projects/programmes**
 - ▶ FAs role is both ex ante and ex post

WHY EVALUATE?

Program evaluation is undertaken to:

- Inform decisions about future actions
- Clarify options
- Identify improvements
- Provide information
- Support action or change

Evaluation is a problem solving endeavor

Source: See Slide 21, Sl No.1

Food for Thought:

- ▶ In India billions of Rupees spend on Govt. funded programmes
- ▶ Evaluation by budgetary outlay/expenditure is notoriously inaccurate and unrelated to outcomes. This is an input related approach
- ▶ Outcome/Performance Budgeting was introduced to tackle this issue
- ▶ Programme Evaluation has received increasing focus off late
- ▶ An Independent Evaluation Office is to be set up as an attached office of Planning Commission to assess the outcomes and impact of the major flagship programmes of the Government of India.

COMMON MISPERCEPTIONS ABOUT PROGRAMME EVALUATION

- ▶ *Lets just get it done and over with. (Its a one-time affair)*
- ▶ *A bunch of “outsiders” will provide us with useless data and conclusions*
- ▶ *We will be judged about success/failure of our programme*
- ▶ *It will throw up un-doable requirements & activities*
- ▶ PE to be effective must be an ongoing process.
- ▶ To avoid this users must work closely with PE designers to ensure utility & relevance
- ▶ Criticism and feedback (both valid/invalid) are inevitable. PE allows us to obtain feedback proactively & rationally (to effect mid-course corrections-to realign programme activities with its objectives)
- ▶ PE designs in which users are actively involved often result in practical but essential suggestions for mid-course corrections to achieve goals

TYPEs OF PROGRAMME EVALUATION

Formative Evaluation

- Occurs in earlier and subsequent project stages
- Data collected at the beginning of or during program implementation
- Constructive feedback to improve or adjust program to reach goals, objectives and results
- More collaboration and involvement with implementers and stakeholders
- Strengthen and improve the program being evaluated

Source: See Slide 21, SI No.1

- This is the usual method of evaluation used in USOF Schemes

TYPEs OF PROGRAMME EVALUATION

Summative Evaluation

- Occurs in later project stages
- Data collected near the end or completion of program implementation
- Constructive feedback to determine whether to continue, alter, expand or abolish program
- Less collaboration and involvement with implementers and stakeholders
- Examine overall impact and outcomes of the program being evaluated

Source: See Slide 21, SI No.1

- This has been envisaged for the *Sanchar Shakti* Scheme (See www.usof.gov.in)

IMPORTANT QUESTIONS TO ASK BEFORE WE BEGIN

- ▶ Programme vision, mission, goals, objectives, and performance measures?
- ▶ What are the inputs/essentials of our programme?
- ▶ What does our programme do (activities)?
- ▶ What are the intended results of our programme (short-term and long-term outcomes)?
- ▶ What internal and external “influences” affect our programme (funding, political, social, organizational, technical/technology, etc.)
- ▶ **Is the programme achieving its objectives & is it achieving them at the lowest practicable cost**

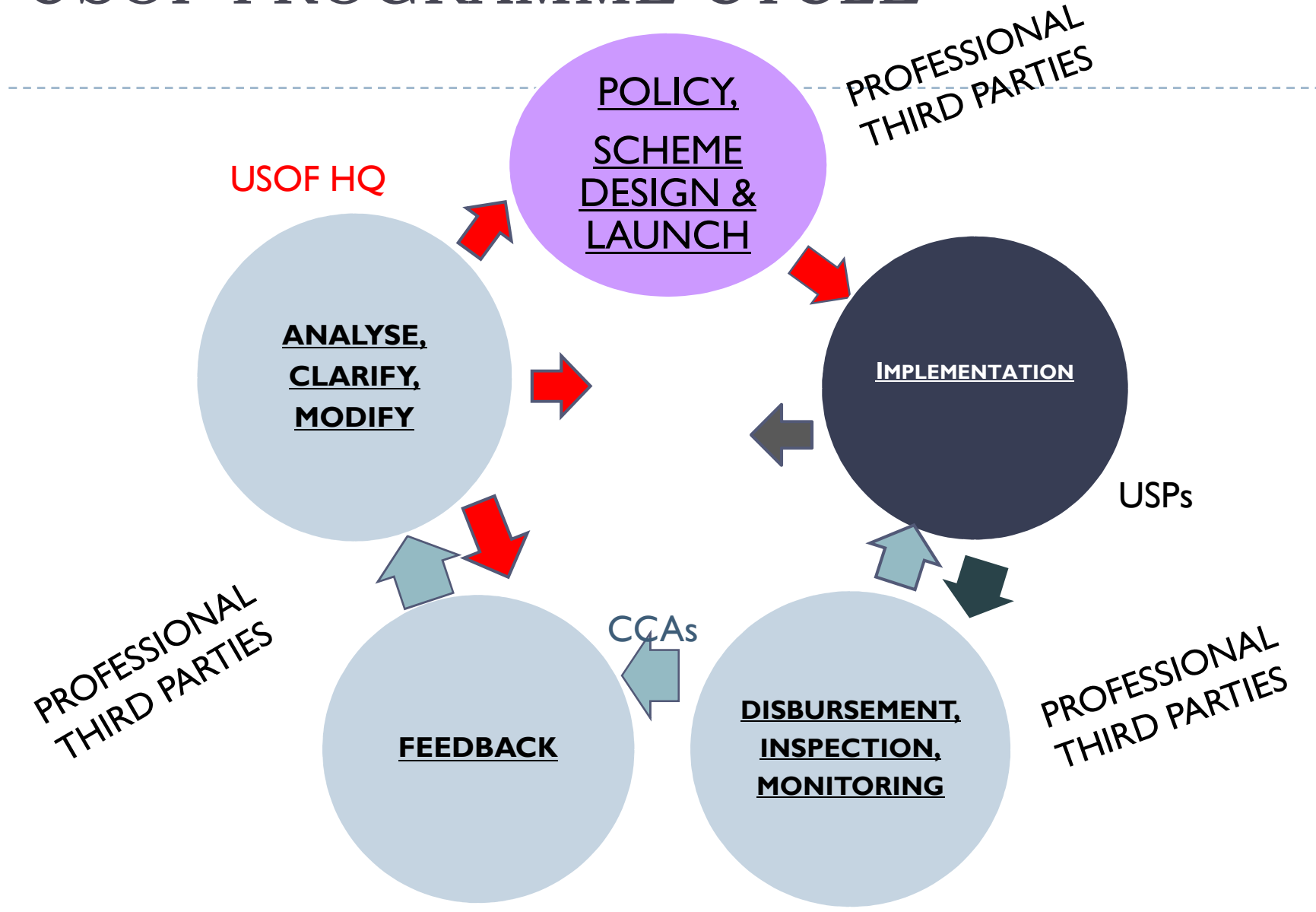
REQUISITES OF EFFECTIVE PROGRAMME EVALUATION (DESIGN & IMPLEMENTATION)

- ▶ **Up-front and continuous communication**, collaboration, and stakeholder engagement and participation
- ▶ Clear understanding and **“buy in” by all participants of the benefits** of performing the programme evaluation
- ▶ **Scope of the evaluation** and its **defined “boundaries” should be well planned** and laid out as part of the design (what will the evaluation answer and not answer?)
- ▶ Clear understanding of the **value a third party can provide to the evaluation**, particularly where **an independent and objective assessment is desired** or where **facilitation of the evaluation process is (process and design)**

REQUISITES OF EFFECTIVE PROGRAMME EVALUATION

- ▶ **Maximum effort and cooperation in accessing data and information crucial to the programme evaluation;**
(challenges in obtaining necessary data and information will impact design, implementation, analysis, and expectations of evaluation results)
- ▶ **Participants need to recognize the benefits of and be committed to constructive criticism,** and unbiased and candid opinions
- ▶ **Understanding that all evaluations have assumptions and carry risks,** and that these need to be understood for the specific programme being evaluated and incorporated into its design and implementation

USOF PROGRAMME CYCLE



INCREASING INVOLVEMENT OF THIRD PARTY PROFESSIONALS IN USOF SCHEME EVALUATION

Scheme	Questionnaire	Sampling Technique	Evaluation of Results	Reporting
VPTs	Committee of CCAs	NSSO	USOF HQ Through automated software	USOF HQ
RDELs	CCAs	ERU, DoT	CCAs	USOF HQ
Mobile Phase I, BB Kiosks	Committee of CCAs, USOF HQ	100%, USOF HQ	USOF HQ Through automated software	USOF HQ Through automated software
Mobile Phase I Impact Assessment	ERU, Deptt. of Telecom (DoT)	ERU, DoT	ERU, DoT	ERU, DoT
WL BB Impact Assessment	IITCoE	IITCoE	IITCoE	IITCoE

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MEANS OF MAKING US BETTER PROGRAMME EVALUATORS

- ▶ Learning by doing-from experience
- ▶ Using interdisciplinary staff-economics, statistics, technical, management etc.
- ▶ Taking help of consultants extensively
- ▶ Outsourcing to some degree
- ▶ Training & sharing with fellow practitioners & professional organizations

COMMUNICATING RESULTS

Reports on Implementation x

usof.gov.in/usof-cms/usof_report-Implementation.htm

Ministry of Communication & Information Technology
Department of Telecommunications
Universal Service Obligation Fund

Connecting Rural & Remote India

Universal Service Obligation Fund
Department of Telecommunications

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USOF Reports on Implementation of USOF Schemes

Reports on Implementation of USOF Schemes

S.NO.	Reports on Implementation of USOF Schemes	Reports, Presentations etc.
1	Midterm Review of VPT Schemes, November 2007	Review Report as forwarded to CMD BSNL vide D.O. letter No. 30-31/2004-USF(vol.III)
2	Effective Implementation & Monitoring of USOF Schemes	Report- Annexure I, II, III
3	Report On Verification of VPT Schemes	Report- Annexure I, II
4	Physical Inspection Reports of 3013 Infrastructure sites. <i>New</i>	Summary Report, Towerwise Detailed Report
5	Physical Inspection Reports of 876 Broadband Kiosks installed under USOF's Wireline Broadband Scheme. <i>New</i>	Summary Report, Kioskwise Detailed Report
6	Presentation on Monitoring mechanism of USOF. <i>New</i>	Presentation to Secretary(T) dated 31st Oct 2011

UPDATES

New USOF's Pilot Project Scheme to Provide Access to ICTs and ICT Enabled Services to Persons with Disabilities. Scheme approved by Competent Authority: Expression of Interest (EoI) to be floated officially shortly. [More info](#)

New

- Vision
- RTI
- Partners

Glimpses of USOF Activities

Tower in West Bengal

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Availability of Prescribed Facilities

Category	Percentage of Total No.
Copperline	100
LPN	68
VPT	75
IPT	98
New Currence	38
Fiber	78
Wireless	68
Other facilities	28

Number of Completed Cases

Category	Number of Completed Cases
Copperline	987
LPN	528
VPT	100
IPT	781
New Currence	311
Fiber	589
Wireless	488
Other facilities	221

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LAST BUT NOT LEAST....COMMITMENT TO FOLLOW UP

- ▶ **Critical to Programme Success**
- ▶ **Formalize PE in organizational culture & behaviour**
 - ▶ Incorporate PE in Agreements
 - ▶ Disseminate results of PE widely
 - ▶ Incorporate follow-up (consequent changes) as an integral part of Agreements
 - ▶ Budget for PE
 - ▶ Create dedicated PE units within organization
 - ▶ Utilize results of PE regularly

EFFECTIVE PROGRAMME EVALUATION WOULD MEAN

- ▶ Balancing the need to improve the programme with the need to prove its impact
- ▶ Carefully designing the purpose and approach of the evaluation
- ▶ Quality engagement and participation of all stakeholders throughout the evaluation
- ▶ Allowing sufficient time to include, involve, and obtain the necessary and valuable input of all
- ▶ Ensuring that the data, information, and evidence are credible and the PE report is easy to read with clear, precise recommendations

Source: See Slide 21, SI No.1

EFFECTIVE PROGRAMME EVALUATION WOULD MEAN

- ▶ Treating the evaluation as a process of discovery and learning, rather than a report card
- ▶ Ensuring that the ultimate output of the evaluation is organizational learning and programme improvement
- ▶ Putting in place follow-up plans at the outset of the evaluation process, thereby making it an ingrained process
- ▶ Ensuring evaluators are credible, balanced and constructive
- ▶ Improving skills of programme implementers/evaluators as a continuous learning and knowledge gaining endeavour

THOUGHTS ON INDEPENDENT EVALUATION

- ▶ Program evaluation is a core function that requires a degree of independence from those directly responsible for the programs being evaluated. The function is one that, like internal audit, must be undertaken by those at least one step removed from program management.
- ▶ There is a trade-off, however, in securing the independence of program evaluation: the more external, the greater the independence; the more internal, the greater the ownership of the findings. There is no easy resolution.

Source: See Slide 21, SI No.1

- ▶ **BOTTOM LINE:**
 - ▶ **Evaluators must be motivated/empowered to raise demanding questions about programme effectiveness based on credible processes & data**

TO CONCLUDE...

- ▶ **ENSURE**

- ▶ CREDIBILITY
- ▶ OBJECTIVITY
- ▶ SIMPLICITY
- ▶ TRANSPARENCY

- ▶ **MAKE IT**

- ▶ COPREHENSIVE
- ▶ USEFUL
- ▶ TIMELY

- ▶ **IT ADDs UP TO: C.O.S.T C.U.T!**

THANK YOU

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External Sources:

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4. IFA Charter, DoE, MoF. Govt. of India, O.M No. 5(6)L&C/2006 dated June, 1,2006
5. Peter Aucoin, *Decision-Making in Government: The Role of Program Evaluation*, Discussion Paper, March 29, 2005
6. *Decision-Making in Government: The Role of Program Evaluation*, Treasury Board of Canada Secretariat