
UNIT 10 PLAN IMPLEMENTATION, MONITORING AND EVALUATION

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10.1 INTRODUCTION

In the previous units of this Block you have studied about the meaning, definition, importance, types of plans and the planning process which aims to promote development in the country. Development of plans and the planning cycle is elaborated in Unit 9. In this Unit you will learn more about Plan Implementation as well as Monitoring and Evaluation (M&E). In the planning cycle these three components play a significant role and they determine the success of the plan. Plans can become operationalized only in the implementation stage. In order to check whether the plan is being implemented properly, monitoring and evaluation techniques are used. This Unit clearly explains the significance of monitoring and evaluation from a gender perspective. Finally at the end of this Unit, the Eleventh Five Year Plan appraisal is presented from a gender perspective in the Indian context.

10.2 OBJECTIVES

After studying this Unit, you should be able to:

- describe the meaning of plan implementation, monitoring and evaluation;

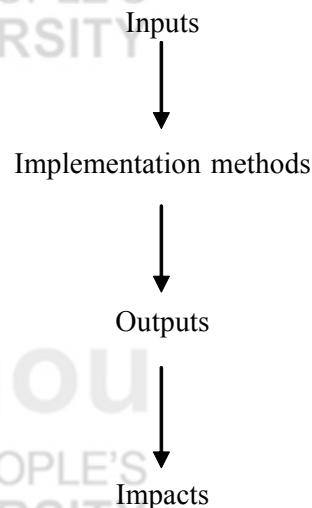
- analyze the problems associated with plan implementation, monitoring and evaluation;
- explain gender issues involved in plan implementation and evaluation; and
- examine plans from a gender perspective.

10.3 PLAN IMPLEMENTATION

The implementation stage is the actual development or construction of a plan where it becomes fully operational. This involves a number of phases, activities and decisions. They are presented in a nutshell in the following list:

- Taking decisions with regard to agencies and institutions which are involved in the implementation process;
- Taking decisions with regard to the involvement of beneficiaries/target group(s), for whom the plan is designed, in the planning, implementation and management of the plan;
- Procurement of financial and material resources and mobilizing human resources;
- Construction and installation of facilities and equipments;
- Selection of effective methods of service delivery and their implementation;
- Supervision of the implementation and service delivery modalities; and
- Establishing financial control over the plan implementation.

The whole implementation phase can be schematically represented as:



Inputs are defined as financial, human and material resources available to implement the plan. Outputs are services that a plan delivers to a target group to have an expected impact. Implementation refers to the transformation of a plan input through organizational systems and procedures involved to get quality output.

10.4 MONITORING AND EVALUATION

In this section you will learn about the meaning of monitoring and evaluation and also about the kinds and types of monitoring and evaluation and their significance.

10.4.1 Meaning of Monitoring

Monitoring is an internal activity carried out by the implementing agency or its associated organization to determine whether the plan is implemented as planned. It can also be stated that it checks whether resources are being mobilized as planned and activities are carried out as per strategy and being carried out on time. Monitoring is the process of continuous internal assessment and this activity helps to determine whether the plan is implemented properly to achieve its defined objectives within the stipulated timeframe and budget. This process gives the feedback about the progress of the plan and also it helps to identify problems involved in the implementation process.

10.4.2 Kinds of Monitoring

The following are some of the kinds of monitoring methods.

Performance monitoring: All plans have a well-defined set of inputs in terms of money, materials, equipment, staff, technical assistance etc. These inputs should give a set of expected outcomes within the stipulated time. Therefore, it is required to check the actual and planned progress towards the attainment of plan objectives and this analysis is known as performance monitoring. This is used to track the use of project inputs and production of outputs and to identify causes of delay and problems.

Financial monitoring: This will monitor the correct use of funds, disbursements and internal cash flow and assessment of cost effectiveness. It examines the changes in the expected cost and compares the planned and actual budget incurred. It uses the cost variance analysis to investigate the departure from the planned cost. It analyzes the reason for variance in the cost incurred to implement the plan. If there is any misuse of finances, this can be monitored effectively by applying this technique.

Diagnostic studies: This is also known as process monitoring. It helps to understand why implementation and sustainability problems have occurred and further, helps to find solutions to those problems. It also identifies and corrects problems arising during the implementation of plans. These studies are conducted quickly to avert delay and hence they are also known as rapid feedback or rapid reconnaissance studies. Complex problems require careful and detailed analysis and diagnostic studies are carried out in such a way to address those problems. It can also be used as a form of quality control and can be conducted periodically even when no problems were detected.

Mid-term assessment of plan performance: This is to assess the overall progress of the plan in order to identify key issues and required changes. This is required by the donor agencies that sponsor the plan. Its purpose is to identify problems and to provide suggestions for redesigning the plan or implementation strategy or changing the design of resource allocations. The assessment covers all aspects of implementation and financial performance, the effectiveness of implementing agencies and accessibility to intended target groups. This assessment is largely based on diagnostic studies and existing reports. Sometimes they carry out independent studies as well.

Plan implementation report and audit: This will assess plan implementation and performance of the executing agency followed by an independent audit to evaluate the extent to which loan agreement terms are being met. The purpose of this method is to certify that the plan has been satisfactorily completed and to identify deviations from the planned implementation schedule, outputs and budget. This report will give an account of achievement of plan objectives, plan design and performance and finally end with lessons learnt.

Monitoring operations, maintenance and sustainability: This operation assesses the capacity of the plan to continue delivering intended services and benefits throughout its planned economic period. This will assess the following components:

- The quantity and quality of outputs and benefits produced in comparison with the plan target;
- The social and economic background of the actual target group;
- Capacity and resources of the organization involved in the plan implementing process;
- Level of participation of the target group;
- Cost recovery performance;
- Adequacy of recurrent cost financing; and
- Adequacy of the maintenance of physical infrastructure and capital.

10.4.3 Meaning of Evaluation

Evaluation, on the other hand, may be considered as an internal or external activity. This may be conducted within the plan implementation agency or by an outside organization. It is used to assess and improve the present plan or to estimate the impact and evaluate the performance of completed plans. This is otherwise known as impact or efficiency evaluation.

10.4.4 Types of Plan Evaluation

There are different types of evaluation models developed over a period of time. These types or models are developed based on the evaluation of social development plans, programmes and projects. These models are based on the assessment of implementation processes, quantitative assessment, estimates of plan impact and so on. In the following section you can study about the types of plan evaluation.

Logical Framework Analysis: It is a kind of monitoring widely used. A Plan is time bound and its goal has to be achieved within the time mentioned in the plan. The attainment of goals is the criteria for measuring the degree to which each objective has been achieved. At the end of the specified time limit the actual and intended progress are compared and the reasons for failure to achieve the goal, if any, will be examined. This method is mostly used in the social development plan.

Quasi-experimental Designs: This is a kind of statistical procedure designed to estimate plan outcome. It estimates the size and distribution of project impacts statistically controlling for the effect of other factors that could affect the outcome.

Systems Analysis: It is otherwise known as project planning and performance evaluation. It is descriptive and some mathematical calculations are applied in the evaluation. It analyzes the process of plan implementation and assesses factors affecting plan outcomes. This method is widely used to evaluate health and infrastructure-related plans.

Causal Network: This is a simple graphic system applied mainly in evaluations using qualitative data to prove or disprove hypotheses. It also helps to analyze the link between implementation variables and their impact on project outcome.

Process Modelling: This technique is widely used to define the factors affecting the outcome of particular plan components and non-plan variables on plan outcome. It assesses the contribution of non-plan factors to the outcome.

Path Analysis: It is a kind of statistical technique used to estimate the quantitative output of the plan.

Structural Learning: It is a systematic way to learn from the experience of the on-going plan and use the knowledge to improve the future plan. This technique consists of creating a model that explains the whole operation and implementation process. On the basis of this model, a set of hypotheses will be developed and will be tested in other plans, projects or programmes.

10.4.5 Significance of Monitoring and Evaluation

The proper conduct of monitoring and evaluation is an important element which contributes to the successful implementation of the plan and gives feedback for future operation. The significance of monitoring and evaluation is as follows:

- It will contribute to the identification, appraisal, planning and design of future plans.
- When plan implementation begins, regular reports will be required on the progress of physical implementation, financial status, causes and possible solutions to problems arising during implementation. These can be addressed only through monitoring and evaluation.
- The organization which funds for the plan requires regular reporting. Therefore, through monitoring and evaluation, an implementing agency can become accountable to the funding or lending agency.
- Monitoring and evaluation serves as a quality control mechanism. Organizations which are involved in the planning process require regular information on the efficiency of the plan and the quality of work being carried out. Monitoring and evaluation will serve this purpose.
- Plan effectiveness and impact can be analyzed through monitoring and evaluation.

Check Your Progress Exercise 1

Note: i) Use this space given below to answer the question.

ii) Compare your answer with the one given at the end of this Unit.

1) What is logical framework analysis?

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10.5 LEVELS OF MONITORING AND EVALUATION

Monitoring and evaluation are used at multiple levels. They are conducted at national level, project level and sectoral level. In this section you will read about these important processes.

National level: At the national level many organizations carry out monitoring and evaluation. The Ministry of Finance will monitor and evaluate most of the plans funded internally by the country and externally by foreign countries. They assess

the overall progress and impacts of the national development programmes. Apart from this, non-governmental organizations and academic institutions also carry out Monitoring and Evaluation. Many NGOs are concerned with social and environmental issues. Academic institutions evaluate the credibility, utility and impact of the plan. They also do policy analysis and suggest policy change and implications.

Project level: As you know, M&E provides information to planners and managers and determines whether a plan is executed as per its design. It can also help to identify problems that need to be resolved, the unexpected impact and lessons for guidance. Therefore, M&E is required in all the stages of a plan right from plan preparation, plan appraisal, selection and negotiation, designing, plan implementation, management of plan operations and new plan identification.

Sectoral level: At the sectoral level information is gathered regarding project experiences in a particular sector. This will help to assess the potential replicability of the plan in some other sectoral situation. M&E at sectoral level will try to resolve queries such as:

- Which of the alternative methods of service delivery are the most cost effective?
- How would cost effectiveness be affected by the implementation of the project on a large scale?
- Which conditions cause the different methods of service delivery to be most effective and least effective? What are the implications for replicating the same on a large scale?
- Which groups are most and least likely to benefit from the project if it is replicated on a large scale?

10.6 DESIGN AND IMPLEMENTATION OF MONITORING AND EVALUATION

Now it is clear that the purpose of M&E is to provide information regarding the effective implementation of plans and the impact created by that plan. It also helps in the selection and planning of future plans. Also, we need to understand how M&E is designed and implemented. In order to design M&E, information is required at the stakeholder level, and programme level. One has to define the level of complexity, coverage and duration of the evaluation. In this section you can learn about these aspects.

Before conducting M&E certain information is required about the stakeholders involved in the planning process. The major stakeholders of the plan are: International organizations, national institutions, local implementing and coordinating agencies and finally the target group for which the plan is being implemented. International organizations require periodic information on physical and financial progress. National institutions require indicators on plan implementation and financial performance of the plan. Plan implementing agencies require short - and medium- term information to monitor progress and to detect and help resolve problems when they arise. Most of the plans do not involve the target group in design or review of monitoring studies. But in recent times awareness has been increased and the target group or intended population has started playing an important role in M&E. Civil society organizations and community-based organizations are encouraging people to develop their own M&E systems to ensure that benefit reach the targeted groups.

At the programme level certain information is required to do M&E and those are mentioned in the following list for quick reference:

Gender-sensitive Planning

Indicators of plan progress:

- Selection of target group(s) which benefit(s) from the plan;
- Progress of construction and physical implementation;
 - Utilization of project services;
 - Consolidation and follow on projects;
 - Dropouts;
 - Maintenance; and
 - Cost recovery.

Indicators of plan effectiveness:

- Accessibility/affordability of services;
- Impact on target population;
- Multiplier effects; and
- Impacts on sectoral and national policies.

Indicators of plan efficiency:

- Performance of individual project components;
- General efficiency in terms of design, finance, implementation and cost recovery; and
- Comparison with alternative projects in terms of costs, quality and replicability.

General planning information:

- Socioeconomic characteristics of the target population;
- Current living and access to services;
- Human development indicators; and
- Community organizations.

Level of complexity, coverage and duration of the evaluation should also be designed in advance. If the M&E is too complex, there is a danger of overloading the capacity of the organization to conduct the studies. This will lead to delay in dissemination of results, decline in the quality of the studies and heavy expenditure. When M&E begins, it should be kept as simple and economical as possible. Complexity can be increased at a later point of time if necessity arises. Further, it is most important to stipulate at what time the evaluation begins and ends. Many changes will start as soon as it is planned. These changes have to be included in M&E and this inclusion should not deviate from the stipulated time period as decided initially. Many impacts will not take place until several years after the implementation of the plan has been completed. In this case M&E cannot take place as quickly as possible.

Apart from those mentioned earlier, the organizational framework of the M&E agency plays a crucial role. Single M&E units will be viable so that they can have close contact and operationalization will be more effective. They should have one reporting authority to have clear unity of command.

Check Your Progress Exercise 2

Note: i) Use this space given below to answer the question.

ii) Compare your answer with the one given at the end of this Unit.

1) List the indicators to monitor the progress of a plan.

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10.7 PROBLEMS IN MONITORING AND EVALUATION

Monitoring and evaluation is not free from criticism because each approach of monitoring and evaluation has its own criticism. Many M&E exercises could not fulfil the expectations and demands placed on them. They have also been criticized for their inefficiency and limited utility. Their criticism is mainly focussed on when they just monitor and evaluate the quantitative output and financial implications of the plan. These problems are classified as described in the following discussion.

Organizational and political problems: Here the problem lies with the monitoring and evaluation agencies which exercise considerable influence over resource allocation and over decisions concerning the future fate of the plan they are evaluating. Sometimes an inappropriate agency might be assigned with the duty of monitoring and evaluation. Their reports and suggestions cannot be taken into consideration if they did not understand the whole planning process and the context in which it is being implemented. They might not be in a position to coordinate themselves with the system. This will have a serious impact on the monitoring and evaluation process. In other cases some of the pertinent organizations which are involved in the process of monitoring and evaluation must have been excluded and the government ignores their opinion. A further set of problems can be created by donor agencies themselves by influencing the content and organization of monitoring and evaluation systems.

Managerial problems: Many monitoring and evaluation agencies have failed to establish a clear procedure for monitoring and evaluation. They also have failed to cope with the expectations of the implementing agencies. This mainly stems from the following reasons:

- Minimization of accountability;
- Lack of confidence that evaluation products will yield practical benefits exceeding their cost;
- Lack of rewards associated with sponsoring evaluations;
- Length of time required to begin an evaluation; and
- Length of time required to produce results.

Problems of focus: Although the agencies involved in monitoring and evaluation focus on the plan implementation process, they are not able to produce intended results. They can just pinpoint the deviation, identify problems and suggest solutions to the problems. But they could not make any change in the implementation process. Further, they focus more on the assessment of inputs rather than on the evaluation of the outputs of the programme.

Methodological problems: In the early 1990s most of the evaluative studies are based on the quasi-experimental design. But they are considered as disappointing stating that they lack rigour in impact evaluation. Again the application of more quantitative methods has the tendency to ignore valuable qualitative methods. Comprehensive and integrated evaluation methodology is not often adopted by any agency involved in monitoring and evaluation.

10.8 GENDER ISSUES IN PLAN IMPLEMENTATION AND EVALUATION

Gender issues need to be considered in the process of plan implementation and evaluation. In this section you will study about the gender issues involved in plan implementation and evaluation. Gender issues in plan implementation and evaluation occur at various levels as mentioned in the following discussion.

Personnel level: The awareness of project personnel about women's needs cannot be taken for granted. They may not have necessary skill to provide special inputs required by women. Further, women beneficiaries might not be encouraged to participate in the process by persons who are involved in the plan implementation and evaluation process.

Organizational structures: The organization which is involved in the planning process might not make resources available to/for women. Women themselves do not have access or control over resources. The organization by itself might not have adequate power to obtain resources needed by women. Moreover, most of the organizations which are involved in the planning process do not have the institutional capability to support and protect women during the change process in society.

Operations and logistics: The accessibility to women of an organization's delivery channels in terms of personnel, location and timing need to be scrutinized. There is no control procedure to ensure delivery of services and goods to women. There is no mechanism to check whether the resources are taken over by men.

Finances: It is not certain that funds will exist to continue with the plan in future and its adequacy. Most of the development plans which are pertinent to women's empowerment are not carried out due to paucity of funds inspite of showing successful implementation. Further, it is not easy to trace funds for women from allocation to delivery accurately.

Flexibility: The existing management information system in any organization will not allow detection of the defects of operation on women and therefore it is considered as a serious setback in the monitoring and evaluation mechanism. Most of the planning institutions are not flexible enough to adapt structures and operations to meet the changing situations of women.

10.9 PLAN APPRAISAL

An assessment of a plan in terms of economic, social and financial viability is referred to as plan appraisal. The steps mentioned in this section are followed in plan appraisal:

- Economic Aspects;
- Technical Aspects;
- Organizational Aspects; and
- Financial Aspects.

With respect to the economic aspects, plan appraisal is done to ensure whether the following has happened:

- Increased output;
- Enhanced services;
- Increased employment;
- Larger government revenue;
- Higher earnings;
- Higher standard of living;
- Increased national income; and
- Improved income distribution.

Technical aspects need to be appraised to assess the availability of infrastructure, technology, compliance with project implementation schedules etc. On the organizational front appraisal is carried out to see if a project is adequately staffed, training is being given to personnel etc. With respect to the financial aspects, cost-benefit analysis would be conducted and income of and expenditure on the plan could be calculated to assess the financial viability.

The next section is devoted to explaining the process of plan appraisal. We will cite an example of the mid-term appraisal of the Eleventh Five Year Plan in India. This will help you not to just know about how appraisal is being carried out but also help you to analyze what exactly the Eleventh Five Year Plan is doing from a gender perspective. This section is based on the report published by the Planning Commission of India on Mid-term Appraisal of the Eleventh Five Year Plan published in the year 2010.

10.9.1 Mid-term Appraisal of Eleventh Five Year Plan: Gender Perspectives

The Eleventh Plan recognized women as change agents and acknowledged the rights of children regardless of vulnerabilities of their class, caste, religion, ethnicity, regional and gender status. The Plan envisioned inclusive growth and advocated ending the exclusion and discrimination faced by women and children. The Eleventh Plan has moved towards the concept of Women's Agency and Child Rights. For instance, Dhanalakshmi was introduced to address the issue of declining Child Sex Ratio (CSR). Ujjwala and Integrated Child Protection Scheme were started to protect and address security needs of vulnerable women and children. The National Commission for Protection of Child Rights (NCPCR) was established as a statutory body to protect, promote and defend child rights in the country. In order to integrate the gender perspective into the budgeting process, a scheme on Gender Budgeting was introduced. It was meant to give a gender perspective to planning, budget formulation and implementation of schemes and programmes. Half way through the Eleventh Plan, the steps taken to attain inclusive growth as per the goals set out in the Plan are clearly visible, albeit the progress is slow. Infant Mortality Rate (IMR) for rural females has declined from 66 in 2005 to 60 by 2008. The concomitant decline for males has been from 62 to 57. In urban areas the decline in IMR has been more significant, a reduction from 45 to 38 for females and from 37 to 34 for males. The all India estimates show that overall IMR has declined from 58 to 53 over this time period. Yet, while the process of systemic transformation has started, much more needs to be done if the promises and targets of the Plan are to be attained. For instance, the concept of gender budgeting needs to be extended to urban and rural local bodies to reflect needs of women at all

levels of scheme formulation and implementation. Procedures for implementation of the Domestic Violence Act 2005 need to be put in place. Many schemes with limited coverage which came up in the first half of the Plan are too new for impact assessment but hold out the hope that by the end of this plan they will begin to address long standing issues. It is recognized that structural changes take time and their success lies in proper implementation and good governance.

Box 10.1: The Eleventh Plan at a Glance: Towards Women's Agency and Child Rights

Women's agency and child rights are major focal areas in the Eleventh Plan.

The Approach

- Recognized the right of every woman and child to develop to her full potential;
- Recognized the differential needs of women and children as a heterogeneous category;
- Acknowledged the need for inter-sectoral convergence as well as the need for focused measures by Ministry of Women and Child Development (MoWCD) for the development of women and children;
- Recognized the need for partnership with civil society to create permanent institutional mechanisms that incorporate the experiences, capacities and knowledge of VOs and women's groups in development planning and implementation.

Commitments

- State Commissions for Protection of Child Rights;
- New scheme to combat trafficking;
- Schemes to cater to the needs of children orphaned by HIV/AIDS and ensuring mental health of children;
- Restructuring and universalizing Integrated Child Development Scheme (ICDS);
- Scheme to address the needs of adolescent girls;
- Introducing Maternity Benefits;
- Gender Budgeting;
- State Governments to frame rules under Child Marriage Act 2005 and appoint Child Marriage prohibition officers.

Monitorable Targets

- Raise the sex ratio for age group 0-6 from 927 in 2001 to 935 by 2011-12 and to 950 by 2016-17;
- Ensure that at least 33 percent of the direct and indirect beneficiaries of all government schemes are women and girl children;
- Ensure that all children enjoy a safe childhood without any compulsion to work.

Fiscal Allocation

- Eleventh Plan Allocation for MoWCD: Rs 56,765 Crores;
- Share of Centrally Sponsored Schemes: Rs. 55,019 Crores (97 per cent of the total allocation);
- Share of Central Sector Schemes: Rs. 1,746 Crores (3 per cent of the total allocation);
- Share of schemes related to children: Rs. 55,234 Crores (97.3 per cent of the total allocation);
- Share of schemes related to women: Rs. 1,366 Crores (2.40 per cent of the total allocation).

Process of Mid-Term Appraisal

Five regional consultations were held at Chandigarh (North), Bhubaneswar (East), Jaipur (West), Bangalore (South) and Guwahati (North East), in collaboration with UNIFEM, UNFPA and UNICEF. Two NGOs, Voluntary Health Association of India (VHAI) and National Alliance of Women (NAWO), were also to provide their perspective on the schemes.

Detailed feedback was obtained from MoWCD regarding schematic appraisal including scheme-wise physical and financial targets/outlays and achievements. The objective of the process described earlier was to assess the ability of existing schemes and programmes to comprehensively fulfill the Eleventh Plan Vision of Women's Agency and Child Rights. The process helped to identify difficulties, bottlenecks and good practices.

A sum of Rs. 31,343 Crores was allocated for the first four years of the plan. This is 55.22 per cent of the Eleventh Plan approved outlay, even though it covers 80 per cent of the plan period. Of this, during 2007-10, Rs. 26,998 Crores i.e. 86.18 per cent of the total plan outlay has been allocated for ICDS alone. The growth and development of children is vital and hence ICDS needs proper funding. But it is a matter of concern that the 10 per cent allocated for the rest, results in underfunding of other schemes which are essential for women and without which even the goals set out for ICDS cannot be achieved. Most of the schemes related to women have unrealistic cost norms.

Check Your Progress Exercise 3

Note: i) Use this space given below to answers the questions.

ii) Compare your answers with the one given at the end of this Unit.

1) "The present kind of organization itself cannot resolve gender issues in plan implementation and evaluation". Comment on this statement.

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10.9.2 Gender Considerations in Monitoring and Evaluation

The International Labour Organization (ILO) has suggested the following points to ensure that gender aspects are systematically considered in M&E:

Including gender in the plan design: Before finalizing the plan, the draft should be circulated for comments among gender experts. The plan appraisal process should also adequately address gender concerns in its design.

Sensitizing and supporting staff: Awareness creation and capacity building of the staff should be made mandatory to know how to include gender in the planning process.

Establishing a network of support: The network of gender specialists and M&E managers should be established to provide guidance and support.

Facilitating learning: M&E personnel should use evaluations for learning and improving their gender mainstreaming strategies.

10.10 SUMMING UP

The planning process is required for systematic development in a phased manner. In order to keep a check on the relevance of the plan and proper implementation, M&E is considered important. Gender issues in plan implementation and evaluation occur at levels such as a personnel; organizational structure; operations and logistics; finances; flexibility. New developments in M&E have promised to raise the overall quality of the plan. When properly applied the information produced by M&E can be used to revise the existing plan, serve as an input to the new plan and ensure the attainment of objectives of the plan formulated. This Unit has explained this process from a gender perspective with suitable examples from the Indian context. The ILO has suggested the following points to ensure incorporation of gender perspectives: Including gender in the plan design; sensitizing and supporting staff establishing a network of support and facilitating learning.

10.11 GLOSSARY

Cost-benefit Analysis : Compares plans on the basis of their true costs and benefits to society.

Planning Commission : It was constituted in 1950 by an executive order of the Government of India. Its main function is to assess the availability of resources and formulate a plan for effective utilization of resources. It is involved in the whole planning cycle of the country.

Donor Agency : A donor agency is an organization that gives funds for plans/projects/programmes of a developmental nature.

10.12 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress Exercise 1

- 1) It is one of the kinds of monitoring methods. The progress in the attainment of the plan objective within the stipulated time will be monitored by using Logical Framework Analysis. At the end of the specified time limit the actual and intended progress are compared and the reasons for failure to achieve the goal, if any, will be examined.

Check Your Progress Exercise 2

- 1) The indicators used to analyze the plan progress are:
 - Selection of target group which benefits from the plan;
 - Progress of construction and physical implementation;
 - Utilization of project services;
 - Consolidation and follow on projects;
 - Dropouts;
 - Maintenance; and
 - Cost recovery.

Check Your Progress Exercise 3

- 1) The organization which is involved in the planning process might not make resources available for women. Women do not have access and control over resources. The organization by itself might not have adequate power to obtain resources needed by women. Moreover, most of the organizations which are involved in the planning process do not have the institutional capability to support and protect women during the change process in the society.

10.13 REFERENCES

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10.14 QUESTIONS FOR REFLECTION AND PRACTICE

- 1) Define and explain the meaning and kinds of monitoring.
- 2) What is the need for evaluation? Explain the different types of evaluation methods.
- 3) Explain the problems associated with gender in plan implementation and M&E.
- 4) Critically examine the implementation of the Eleventh Five Year Plan. Substantiate your arguments based on the report of the mid-term appraisal of the Eleventh Five Year Plan.