

**Guiding Framework For
MONITORING AND IMPACT EVALUATION
Of Capacity Building & Training Of Panchayati Raj
Institutions In States/UTs**

**Ministry of Panchayati Raj
Government of India**

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Message

Ministry of Panchayati Raj (MoPR) has the challenge of supporting the Capacity Building and Training (CB&T) related interventions for nearly four million elected representatives (ERs) and functionaries associated with the three tiers of Panchayati Raj Institutions (PRIs) in India. The priority areas for the Ministry include devolution of functions, funds and functionaries to the PRIs for broadening and deepening of democracy. However, it is recognized that capacity-gaps of the ERs and functionaries associated with these PRIs need to be addressed to make them play their role effectively. Therefore, MoPR has the responsibility to provide assistance to the States for Capacity Building and Training (CB&T) of elected representatives and officials of PRIs to enhance the effectiveness of the PRIs.

While the training coverage continues to be a national challenge, the quality aspects of any CB&T interventions are equally important and need addressing. It is noted that some States have indeed done well, but majority of the States and UTs need to make significant improvements to cover the large numbers as well as ensure quality of the training programmes. Particularly, the quality aspects can be addressed by ensuring that the CB&T programmes are systematically monitored and regularly evaluated to know their impact.

In this regard, MoPR has developed a Monitoring and Impact Evaluation Guide to help those who are involved in planning and delivery of PRI CB&T programmes with the intention to help them in the monitoring and evaluation of the CB&T activities and also measuring their impact to make continuous improvements in CB&T interventions. Following the development of the M&IE Guide, training of trainers (ToT) workshops have been conducted in the seven CDLG States including Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Odisha, Rajasthan and Uttar Pradesh to train the participants on how to use the guide and monitor and evaluate PRI CB&T programmes.

In this regard, I would like to thank Mrs. L.M. Vas Secretary (MoPR) for her overall guidance and support. My thanks are also due to the representatives of various SIRDs and other experts who have contributed in enriching the contents of this guide by their active participation in the consultation workshops and later supported ToT workshops. My thanks are also due to UNDP for supporting this assignment under the Capacity Development for Local Governance (CDLG) Project.

I would also like to thank Mr. Sanjeev Sharma, National Project Manager (NPM), MoPR-UNDP CDLG Project and the Ramana Development Consultants (RDC) team for their contribution in developing the guide and other members of the National CDLG Project cell including Mr. Rajesh Kumar, Ms. Antara Borkakoty, and Ms. Komal Bhatia for their assistance.

I hope the guide becomes a useful reference document for all those who are interested and involved in the monitoring and evaluation of PRI CB&T programmes.

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United Nations Development Programme



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Resilient nations.*

Message

This guiding document presents a systematic plan for monitoring the effectiveness and evaluating the impact of training interventions that are provided to the elected representatives of the Panchayati Raj Institutions (PRIs).

Developing capacities of approximately 3 million representatives that are elected every five years is a mammoth task. The Government of India as well as state governments are putting in tremendous resources – human as well as financial in developing their capacities.

It is extremely essential to monitor and evaluate the effectiveness of the training programme – not only to ensure effective utilisation of resources, but in a larger context for the success of local governance and decentralisation. This is not an easy task because of multiple reasons such as the sheer number of trainees and the difficulty in measuring performance in local governance.

This guiding document attempts to address the fundamental challenge of the absence of a monitoring and evaluation plan in the context of local governance. For the monitoring and evaluation plan to be effective in feeding back to the next round of training programmes, the monitoring and evaluation plan has to be an intrinsic part of the training cycle and cannot be an “add-on”.

We hope that this document will be used not only by training institutions, but by other stakeholders (NGOs, government institutions, multi-lateral and bi-lateral agencies) that are contributing to developing capacities of elected representatives for local governance.

A handwritten signature in blue ink, reading 'Caitlin Wiesen'.

Caitlin Wiesen
Country Director

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TEAM RDC

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ACRONYMS

ASCI	Administrative Staff College of India
ATI	Administrative Training Institute
BCPR	Bureau for Crisis Prevention and Recovery
BP	Block Panchayat
BRGF	Backward Region Grant Fund
CB	Capacity Building
CB&T	Capacity Building & Training
CDLG	Capacity Development for Local Governance
CSS	Centrally Sponsored Schemes
DA	Daily Allowance
DAC	Development Assistance Committee
DfID	Department for International Development
DP	District Panchayat
DoPT	Department of Personnel & Training
DVD	Digital Video Disc
E.g.	Example
ERs	Elected Representatives
EWRs	Elected Women Representatives
FAQs	Frequently Asked Questions
FGD	Focus Group Discussions
GoI	Government of India
GO	Government Order
GP	Gram Panchayat
GS	Gram Sabha
HP	Himachal Pradesh
HR	Human Resources
IAS	Indian Administrative Services
IAY	Indira Awas Yojana
ICDS	Integrated Child Development Scheme
ICT	Information & Communication Technologies
IIM	Indian Institute of Management
INR	Indian Rupee
IRMA	Institute of Rural Management, Anand
IT	Information Technology
I/O	Input/ Output
M&E	Monitoring & Evaluation
M&IE	Monitoring & Impact Evaluation
MfDR	Managing for Development Results
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MIS	Management Information System
MoPR	Ministry of Panchayati Raj
MoRD	Ministry of Rural Development

NCBF	National Capability Building Framework
NGO	Non-Government Organization
NRHM	National Rural Health Mission
OBC	Other Backward Classes
OECD	Organization for Economic Co-operation and Development
PEAIS	Panchayat Empowerment & Accountability Incentive Scheme
PIs	Performance Indicators
PMES	Performance Monitoring & Evaluation System
PMEYSA	Panchayat Mahila Evam Yuva Shakti Abhiyan
PMGSY	Pradhan Mantri Gram Sadak Yojana
PR	Panchayati Raj
PRD	Panchayati Raj Department
PRI	Panchayati Raj Institutions
PRIT	Panchayati Raj Institute of Training
PRTI	Panchayati Raj Training Institute
PS	Panchayat Samiti
PTG	Primitive Tribal Groups
RBM	Results Based Management
RFD	Results Framework Document
RGGVY	Rajiv Gandhi Gramin Vidyutikaran Yojana
RGPSA	Rajiv Gandhi Panchayat Sashaktikaran Abhiyaan
RGSY	Rashtriya Gram Swaraj Yojana
RTI	Right to Information
SAT	Systematic Approach to Training
SATCOM	Satellite Communication
SC	Scheduled Caste
SGSY	Swarnajayanti Gram Swarozgar Yojana
SIRD	State Institute of Rural Development
SSA	Sarva Shiksha Abhiyan
ST	Scheduled Tribe
TA	Travelling Allowance
TNA	Training Needs Assessment
TOT	Training of Trainers
TV	Television
UK	United Kingdom
UNDAF	United Nations Development Assistance Framework
UNDG	United Nations Development Group
UNDP	United Nations Development Program
UNODC	United Nations Office on Drugs and Crime
UT	Union Territory
WB	World Bank
ZP	Zilla Panchayat

GLOSSARY - LIST OF OPERATIONAL DEFINITIONS

S. No.	Term	Definition
1	Accreditation & Certification	Process of certifying the competency levels of the trainers and master trainers of PRI CB&T at regular intervals of updation
2	Accrual Based Accounting	Accounting system whereby the financial transactions are recorded in book of accounts regardless of when the cash transactions occur.
3	Beacon Panchayat	Term used to define the model Panchayat based on various parameters related to performing of various functions of the institution as per the state PRI act
4	Capacity Building	Process of developing the abilities of target group to perform their roles and responsibilities as PRI elected representatives in tandem with the "States PRI acts and rules".
5	CB&T Software	Implies package of material to be developed for each thematic area of PRI CB&T identified by state. It comprises training materials, learning aids, reference material for participants and training modules
6	Collegial Climate	Organizational climate of the state nodal PRI CB&T Institution such that it allows for friendly, interconnected, co-operative, uncompetitive, scholastic/academic activity within and outside the institution
7	Continuing Development	Mechanism/strategy for regular upgradation of knowledge and skill sets of resources involved in capacity building of PRIs
8	D e v e l o p m e n t Communication	Pin pointed strategy with appropriate media mix (narrow, mid and mass media) targeted at the ERs and stakeholders of PRIs (govt. officials, community, etc.) with objective of decreasing the information divide among ERs
9	Entry Behaviour	Entry behavior is the existing knowledge, likely barriers in the current set up, language barriers, attitudinal factors when persons walk in for the training
10	Evaluation	A selective exercise that attempts to systematically and objectively assess progress towards and the achievement of the outcomes and impacts of PRI CB&T. (based on definition provided in Handbook on Monitoring and Evaluating for Results, UNDP Evaluation Office)
11	Evidence Based Planning	Process of planning for and making decisions regarding PRI CB&T based on best known practices/interventions and best available data and knowledge on the subject
12	Exit Behaviour	Exit behavior is the target behavior that usually defines the targeted impacts of the program in terms of enhancement of the knowledge, specific skills and the extent of implementation of the concepts learned into actual practice including the changes in attitudes

S. No.	Term	Definition
13	Experiential Learning Aids	Experiential learning aids are tools used during classroom training to teach target group regarding the subject through 'learning-by-doing' method
14	Externalities	They are all the other external factors that affect the outcome and impact of PRI CB&T. Some examples are political will, government administrative system, institutional support provided to PRIs, individual's social and economic environment, etc.
15	Functional Autonomy	Independence of the State nodal PRI CB&T institution to carry out PRI CB&T activities through measures such as independent governing board,
16	Functional Literacy	Program as per NCBF for enhancing the literacy levels of the illiterate/semi-literate elected representatives of PRIs
17	Imbibing Capacity	Ability of the individuals (of target group) to absorb the learning/ input provided through PRI CB&T initiatives
18	Impact	Changes in performance of Panchayat performance that are attributable to PRI CB&T
19	Indicators	Indicators are formulae for measuring quantitative changes in performance of input, output, outcome and impact in PRI CB&T.
20	Individual Learning	The learning accrued by elected representatives of PRIs that is attributable to the PRI CB&T initiatives carried out in the state
21	Input	Input is defined as all the tasks prior to actual implementation of the capacity building/ training/ learning events.
22	Learning Circuits	A series of activities/discussions/events to facilitate learning
23	Learning Objectives	The learning objectives are derived based on the gap between exit and entry behavior. The learning objectives, expressed definitively, are broad based yet specific in terms of learning. It specifies the degree of knowledge /skills required for various purposes of orientation, sensitization and implementation.
24	Master Trainer	Individuals appointed by state to carry out training of Trainers
25	Micro Planning	Process of detailing ground level operational details of the PRI CB&T initiatives planned for the state, (e.g. time table of individual training events across the state with details of duration, date, location, trainer, local partners, etc.)
26	Monitoring	A continuing function that aims to provide the PRI CB&T managers of state with early indications of progress, or lack thereof, in the achievement of results of PRI CB&T. (based on definition provided in Handbook on Monitoring and Evaluating for Results, UNDP Evaluation Office)
27	Need based Planning	Planning for PRI CB&T initiatives in the state based on present scenario in the state of PRI and CB&T

S. No.	Term	Definition
28	Organizational Performance	Functioning of Panchayats as per the State Panchayati Raj Act wherein the functioning is attributable to PRI CB&T initiatives
29	Outcome	Intermediate results of PRI CB&T initiatives that relate to the level of learning of the individuals (ERs)
30	Output	It is defined as all the processes and tasks related to actual capacity building and training happening on the grounds.
31	Panchayat Leader	Elected heads of Panchayats of all levels (Sarpanch/ Mukhia/ Pradhan/ Pramukh)
32	Parameters	Qualitative measures used in evaluation of the output and impact of PRI CB&T initiatives at state level as well as Panchayat functioning level
33	Pre & Post Training Test	Process of measuring the changes in levels of awareness, knowledge, attitude and skills among participants before and after the training program by administering the same questionnaire
34	Resource based Planning	Planning of PRI CB&T initiatives based on the financial resources available in the state for the period of planning
35	Trained Observation	Method used by external evaluation agency wherein the individual evaluators are trained to observe particular characteristics and processes when they visit the Panchayats for evaluation of their functioning
36	Trainer	Individuals appointed by the state/ state appointed training partner who provide classroom training directly to the PRI Elected Representatives in the state
37	Training	Classroom input provided to ERs on various subjects (roles, responsibilities, schemes, functioning of Panchayats, etc.) through greater use of experiential learning aids like role-plays, etc. to enhance their knowledge, skill and attitude levels for better performance of their roles
38	Training Materials	They are the materials such as posters, videos, case studies, participant notes, etc. used by trainer during training sessions while interacting with participants
39	Training Modules	Training modules are audio-visual presentation on a particular topic comprising multiple sessions along with trainers' guidance notes for each of the sessions
40	Training Needs Assessment	Activity of identifying performance requirements and requisite knowledge, skills, behavior and practices among PRI ERs based on which CB&T initiatives would be designed

