



12137CH25

CHAPTER

# 25

## MANAGEMENT OF DEVELOPMENT PROGRAMMES

---

### LEARNING OBJECTIVES

After completing this chapter the learner will be able to:

- know the concept of Development and the importance of people's participation in Development
  - comprehend the concept of Programme Development and Evaluation
  - understand the skills needed for Programme Development and Evaluation professionals.
- 

### INTRODUCTION

India today faces several developmental challenges. Despite the fact that India has experienced rapid economic growth in recent years, 22% of Indian population continues to live below the poverty line, accounting for nearly one third of the world's poor. In keeping with the Sustainable Development Goals (SDGs), a range of development programmes are responding to the challenges India faces. Over time, as circumstances and resource availabilities have changed and newer problems and realities have emerged, development programmes have endeavored to provide an appropriate response, evolving new methodologies and strategies to meet the challenges.

## SIGNIFICANCE

The discipline of Communication and Extension has made an effort to respond to the development challenge faced by communities, families and individuals for promoting their development.

## BASIC CONCEPTS

**Programme Development : Development** is the process of enlarging capabilities, choices and opportunities of people to lead a long, healthy and fulfilling life. This process includes the expansion of people's capacities and skills to gain access to and control over factors that affect the basic needs of their lives. Development aims at enabling people to use their capabilities and resources to the fullest.

What are the Sustainable Development Goals?

The Sustainable Development Goals (SDGs) are seventeen broad time-bound development goals the world has agreed to strive towards. These seventeen goals provide concrete, numerical benchmarks for tackling extreme poverty in its many dimensions. Adopted by world leaders in the year 2015 and were set to be achieved by 2030, the SDGs were both global and local, tailored by each country to suit specific development needs. They provided a framework for the entire international community to work together towards a common end — making sure that human development reaches everyone, everywhere.

### Sustainable Development Goals

(Source: The United Nations Sustainable Development Goals Project)

The Sustainable Development Goals (SDGs), also known as The Global Goals, were adopted by all member states of United Nations in 2015 as a universal call for action to

protect the planet and ensure all people enjoy peace and prosperity by 2030. All countries are expected to mobilise efforts to end all forms of poverty, combat inequalities and climate change, while ensuring that no one is left behind.



1. End extreme poverty in all forms by 2030
2. End hunger, achieve food security, improved nutrition, and promote sustainable agriculture

3. Ensure healthy lives and promote well-being for all at all ages
4. Ensure inclusive, equitable, and quality education and promote lifelong learning opportunities for all
5. Achieve gender equality and empower all women and girls
6. Ensure availability and sustainable management of clean water and sanitation for all
7. Ensure access to affordable, reliable, sustainable and modern energy for all
8. Promote sustainable and inclusive economic growth, productive employment and decent work for all
9. Build resilient infrastructure and promote inclusive and sustainable industrialisation and foster innovation
10. Reduce inequality within as well as among countries
11. Make cities and human settlements inclusive, safe, resilient, and sustainable
12. Ensure sustainable consumption and production patterns
13. Take immediate action to combat climate change and its impact
14. Ensure sustainable use and conservation of oceans, seas and marine resources
15. Protect, restore and promote sustainable use of ecosystems, sustainably manage forests, combat desertification, halt biodiversity loss, and halt and reverse land degradation.
16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective, accountable, and inclusive institutions at all levels.
17. Strengthen the means of implementation and revitalise the global partnership for sustainable development.

*For detailed information, visit <https://www.un.org/sustainabledevelopment/>*

Efforts to be made to change a given state of affairs.

**Programme Evaluation:** Programme evaluation is a process used to determine the effectiveness and assess how far its goals have been achieved.

While designing programmes for achieving developmental goals, most programmes have the following three components namely, Developmental,

Institutional and Informational, that guide the approach and focus of the activities to be carried out. The developmental component comprises the activities that focus largely on conceptualising the interventions, that is what needs to be done. The institutional component involves the capacity building of different personnel for their roles in executing the programme. The informational component attempts to provide the critical programme- related information to different stakeholders using different communication channels.

Programme development is currently seen as a democratic exercise, requiring dialogue and consensus building regarding PD&E (Programme Development and Evaluation) like the following:

- What are the major problems, needs and expectations?
- What are the alternatives to solve the problems?
- What kinds of resources, information and technologies are required?
- What projects and activities should be implemented? When? How? Where? By whom?
- How should evaluation be done? Who should do it and when?
- How and by whom will the programme be managed and controlled?

**People's Participation in PD&E:** PD&E is currently recognised as a process and a social practice. Democratic development of programmes requires participation of different stakeholders without any bias for gender, dominant groups and marginalised sections of the community. People from different sections of the community should be encouraged to voice their views without any economic, social and or political risks.

Creating programmes with the people implies a broad view of people's involvement. Participation in the past was seen as the occasional presence of people in an information meeting, the simple use of public services, the voluntary contribution (with labour, money etc.). However in the modern context, participation requires people's involvement in reflection and action, a process of empowerment and active involvement in decision making throughout the programme implementation, and access and control over resources and institutions. Further, this requires a new view about local people and their role in development programmes rather than the earlier paternalistic and superior attitude of programme planners who thought they 'knew best and had the right answers' to development problems.

**Stakeholders' Participation:** Increasingly development practitioners have realised that one of the essential pre-requisites for the success of any development programme and for achieving sustainable results is the nature and level of stakeholder participation in them.



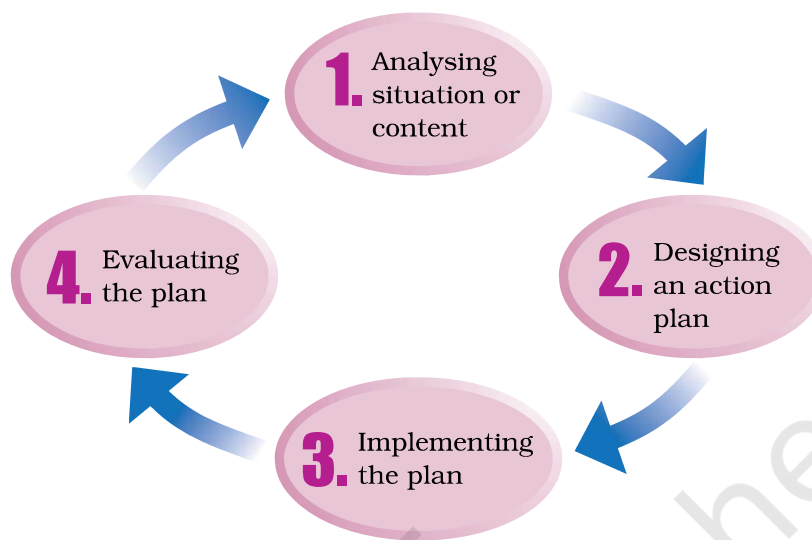
**Who are stakeholders?**

- Stakeholders are those persons who have definite interest in a programme and are in some way involved in it.
- Primary stakeholders are persons who are directly or ultimately affected by the programme. Secondary stakeholders are intermediaries such as implementing organisations, or other individuals, groups, organisations, even donors involved in interventions.
- For achieving development goals, different stakeholders need to work together, contributing the diversity of resources that are needed for realising them.

Several benefits of stakeholder participation are recognised, making it an essential tool in development programmes.

- *Providing basic services effectively:* Participation enables the development of effective mechanisms for the provision of basic services like health, education, water etc. in a more cost effective and inclusive manner, making them more accessible and affordable, especially to the marginalised groups. For example, Village Health Sanitation and Nutrition Committees (VHSNCs) have been made under the National Health Mission so that local people at a village level can decide on their own priorities. A village in Rajasthan may have different needs as compared to a village in Uttarakhand, so VHSNCs of each village plan their own actions for which money is disbursed to local panchayat.
- *Voice in policy formulation:* By participating in local governance initiatives, public hearings and budgeting, etc., the voice of different stakeholders — especially the ordinary citizens — can be fed into the policy formulation process. Thus more 'people-responsive' policies and programmes can be developed.
- *Monitoring progress towards goals:* Participation enables involvement of different stakeholders in the direct monitoring of programme activities and their effective regulation.
- *Facilitating reflection and learning:* Participation creates opportunities for dialogue, critical reflection and learning among different stakeholder groups, which are central elements in development programmes or projects.

## Programme Development Cycle



- (i) **Analysing the Situation or Context:** During this stage the development problem is understood and defined. Involving different stakeholders can provide multifaceted insights and a holistic understanding of the key issues. Appropriate tools and methods must be used to collect facts in an unbiased manner. Efforts must be made to know past experiences related to the development problem, understand individual and community knowledge and attitudes, prevailing norms and practices and other information about socio-economic and cultural perspectives for a complete understanding of the problem.

Another important aspect of this phase of programme development is to create mechanisms for different stakeholders to dialogue and build understanding amongst themselves about the key issues. Dialogue will enable not only an understanding of different stakeholders, perceptions about needs, problems, risks and solutions perceived by them but also help reconcile different perceptions, develop consensus about the prioritisation of issues and define solutions/ programme objectives they are agreeable to.

- (ii) **Designing an Action Plan:** During this phase the strategy that will be adopted and the activities that need to be carried out for realising the programme objectives are decided upon. Successful strategy design begins with clarity about the definition of objectives. The SMART (i.e., objectives must be Specific, Measurable, Attainable, Realistic and Timely) requirement can be considered as a guideline to define objectives in a feasible and measurable manner. For example, for implementing Swachh Bharat Abhiyan in the village, discussion on all these factors is important so that all the people participate whole heartedly and construct toilets and alter their

behaviour to use toilets instead of defecating in open. A monitoring committee is instituted so that all the people keep using toilets.

Another important aspect of this phase is the identification of relevant individuals, groups and institutions with whom partnerships need to be formed for realising the goals and improvement of the situation. Since individual and group motivations and commitments for a programme might vary, nurturing partnerships, active participation and support of partners at all times is a challenge that needs to be considered. Also, while developing the programme strategy it is important to consider and clearly define what is expected and how to assess and measure it.

### ACTIVITY 1

**Read the following case-study to know ‘designing the action-plan’.**

The people of Dasghara village were facing acute water shortages. The village people decided to develop a programme to solve the problem. A committee was formed for overseeing the programme. Members included local leaders, government officials, village SHG and youth club leaders and NGO functionaries. The programme decided upon for solving the problem included the revival of traditional water harvesting structures, cleaning and regulating the use of the village wells, as well as planting more trees to raise the water table of the area. The Youth Club members along with the NGO functionaries agreed to take responsibility of the tree plantation campaign. The SHG members along with the local leaders volunteered to clean the wells as well as develop and enforce a system for their use. The government officials, as part of an ongoing government scheme, were requested to expedite the revival of traditional water harvesting structures in the village.

#### Discuss

- Who were the partners collaborating for solving the village’s water problem?
- Comment upon the roles and duties assigned to different groups and individuals.

- (iii) **Implementing the Plan:** Once the programme plan has been developed, it is important to draw an action plan to implement and facilitate the management and monitoring of all relevant activities. The box below highlights a method for developing an action plan, the objective being to raise awareness of out of school youth between the ages of 16–18 years, living in the slum community about HIV and AIDS.

ACTION PLANNING FRAMEWORK					
Audience/ Stakeholders	Activities required	Resources needed	Party Responsible	Time frame	Indicators
Out- of- school- youth (between 16- 18 years of age)	Production of street play, posters and training course	Funding for production, staging of street plays; design, production of posters; training courses	Local Nehru Yuvak Kendra	6 months from start to complete	Knowledge test to indicate awareness levels

- (iv) **Evaluating the Plan:** Evaluation of the planned programme forms the final step and completes the programme cycle. Simply stated Evaluation is a time-bound exercise that attempts to assess systematically and objectively the relevance, performance and success of ongoing and completed programmes and projects. It helps to discern and understand the merits and demerits of a programme, project or instructional material. Attitudes and the active participation of different stakeholders toward evaluation can influence the process and its ability to objectively understand the pros and cons associated with a programme. If done in the spirit of learning and improvement, it can be a valuable tool for correcting and streamlining existing programmes as well as formulating future ones. In most cases the evaluation phase is planned and performed towards the end of a project or a programme, while in reality, planning for it should begin right at the start of the project.

Based on at what stage of the programme cycle they are done, broadly evaluation can be classified as Formative or Summative evaluation.

**Formative/Monitoring Evaluation:** Focus is on information for programme improvement, modification and management. It begins during project development and continues throughout the life of the project. The intention is to assess ongoing activities, monitor and improve the project.

**Summative/Impact Evaluation:** This is to assess a mature projects' success in reaching its stated goals. It collects information about outcomes and related processes, strategies, and activities that have led to them. It is an appraisal of worth or merit.

The parameters that are used to assess the programme's progress and/or its impact are clearly defined and measurable. Programme indicators must be decided at the planning stage. Indicators of programme inputs measure the specific resources that go into carrying out a project or

programme (for example, *amount of funds allocated to the health sector annually*). Indicators of outputs measure the immediate results obtained by the programme (for example, *number of viewers reached* or *number of staff trained*). If indicators are not defined, assessed and validated from the beginning, no evaluation exercise will be able to measure the impact of the initiative.

## KNOWLEDGE AND SKILLS REQUIRED

PD&E as a core area of the discipline of Communication and Extension imply new roles for its professionals as programme planners, managers, implementers and evaluators of development programmes. These roles demand knowledge and skills in different areas. These are designing, preparing budgets, data collecting methods, analysing and reporting data. However, the newer approach demands additional skills and preparation, especially in the political and ethical fields:

- On the political side, extension personnel must have the skills to analyse the institutional context and the power structures (both formal and informal), to improve their negotiation capacities. This includes being capable of communicating (especially listening) and working with different people and institutions to develop mutual trust and build capacities.
- On the ethical side, extension and communication professionals must be able to adhere to own values as well as have the capacity to assess others' interests, values, and commitments regarding the programme. It is important to consider what kind of changes to stimulate and what types of adverse effects to avoid.

Moreover, ability to ensure team work and cooperation from all the concerned stakeholders and participants is vital for a creative and effective programme functioning. Thus a major challenge that all professionals of Communication and Extension face is to move from the “planning for” to “planning and creating with” approach. Professionals in programme development must understand and apply the principles of extension education.

## SCOPE

Programme Development and Evaluation are activities that have tremendous bearings both at the micro and macro level. At a micro level, PD&E can help enhance the efficiency and effectiveness of programmes and facilitate beneficiaries benefitting from programmes. At a macro level, information becomes available through the invaluable insights about grass-

root realities and the managerial logistics of implementing programmes. This can help modify existing policies and shape future policies that are more responsive to grass root realities.

The Government of India has initiated several programmes that are reaching out and providing assistance to different segments of the population, especially the vulnerable and marginalised groups in rural and urban areas with a view to improving their physical well being and quality of life. Programmes have focussed upon issues of nutrition, health, gender, population and reproductive health, agriculture, livestock, forestry, environment, literacy, income generation, sustainable livelihoods and other key areas. Knowing about these initiatives will help you to understand the scope for employment in this sector.

Some major programmes presently being implemented by the government of India include — Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA), Integrated Child Development Scheme (ICDS) that strives to reduce maternal and child mortality, Mid-day Meal programme, Sarv Shiksha Abihaman (SSA) for the achievement of Universalisation of Elementary Education (UEE), National Health Mission (NHM) for providing quality health services in urban and rural areas, Jawahar Lal Nehru National Urban Renewal Mission (JNURM) for the development of urban areas, Rajiv Gandhi National Rural Drinking Water Programme (NRDWP). National Rural Livelihood Mission (NRLM) is one such programme stated by Ministry of Rural Development to promote self employment among rural women by mobilising them into Self Help Groups and providing loans to start self employment activities.

### KEY TERMS

Development programmes, people's participation, stakeholders, needs assessment/situational analysis, action planning, implementation plan, evaluation indicators.

### REVIEW QUESTIONS

1. Explain the concept of programme development.
2. Enumerate Sustainable Development Goals.
3. Why is stakeholders, participation in programmes essential?
4. Describe the programme development cycle.