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# UNIT 14 PROGRAMME MANAGEMENT AND ADMINISTRATION

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## 14.1 INTRODUCTION

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In the earlier units we have studied about nutritional problems and various strategies to combat nutritional problems. We have also studied about various nutrition policies and programmes designed to combat nutritional problems. Now, we need competent and skilled staff who can design and manage these programmes in the field. However, recruiting and training of these staff is a big task and a very complex one too. We need people who recruit and train these specially skilled staff. This is where the role of personnel management comes in. In this unit, we will study about the role and functions of personnel managers, who will recruit and train the staff required to manage the programmes designed not only by government but also NGOs and international and bilateral agencies. We will also learn about needs assessment of the communities since needs assessment is the first step to design a programme. We will also take you through the steps of planning, implementing, and evaluating a public nutrition programme. Finally, we will end the unit by discussing the importance of good management and governance to achieve the desired results in the communities.

### Objectives

After studying this unit, you will be able to:

- discuss the concept of programme management and administration,
- explain the importance, advantages and skills required of personnel management by those working in government, non-government and international agencies,
- elaborate the techniques of conducting situational analysis/need assessment,

describe the various steps required to plan, implement and evaluate a public nutrition programme, and

discuss the importance of good management and governance to achieve the goals of the public nutrition programmes.

We will begin our study by explaining the concept of programme management and administration.

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## **14.2 CONCEPT OF PROGRAMME MANAGEMENT AND ADMINISTRATION**

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You must be wondering what do we mean by programme management and administration? In Unit 10, we learnt about nutrition policy, various nutrition programmes and their implementation. These programmes have to be managed by government or non-government organizations, and more so, they have to be managed systematically and efficiently, if we really want to see an improvement in nutritional status of people. For managing these programmes systematically, we need to follow principles of good management. Before we do that, we need to understand what management is. So, we will briefly review what management is. We will then review the principles and functions of management. We will also review what we mean by administration as it applies to public nutrition programmes. Let us try to understand what we mean by management.

Management has been applied since the beginning of civilization, whenever people have worked together in groups, whether it is to grow crops, to buy and sell or to arrange for an event etc., there has been management. What does management mean? It *simply means getting things done*. It means committing to purposeful action or achievement and not just action for its own sake. Thus when applied to programming, it means we decide what we want to achieve ( i.e. objectives are specified and achieved). A public nutrition programme requires many resources in terms of human, materials and equipment etc. Thus, programme management, in this context, can be defined as *getting people to work harmoniously together to make efficient use of resources to achieve the objectives*.

Management consists of many functions which are derived from six principles of management. These are:

- 1) Management by objectives
- 2) Learning by experience (feedback)
- 3) Division of labour
- 4) Delegation
- 5) Substitution of resources, and
- 6) Shortest decision path

A public nutrition team has three main functions of management. These are planning, implementation and evaluation of public nutrition programme.

Let us see how we can derive these three management functions from the principles of management as discussed above.

*Planning function:* Planning function of management is derived from the first principle i.e. principle of *management by objectives*. This principle requires the specifications of what and how much is to be done, and where and when it is to be done. Each of these questions needs one or more planning decisions. Thus the sum of these planning decisions constitutes the *planning* functions of management of public nutrition team.

*Implementation function:* The implementation function is derived from the principle of *delegation*. This principle is concerned with authority and responsibility i.e. with functional relations between people working together to achieve some purpose. The types of decision involved are concerned with organization of working relations so as to ensure effective and efficient work i.e. *implementation*.

*Evaluation function:* The evaluation function is derived from the principle of *learning from experience*. Applying this principle to programme management requires the analysis of gaps between desired results and actual results, or achievement, and the use in decision-making of the information obtained from the analysis. This is, in other words, a measurement and a judgment of performance, or the *evaluation* function of management, that contributes greatly to the success of a public health and nutrition team. In this unit, we will study in detail about these *management functions*.

Let us now learn about administration. The term *administration* refers to the direction and management of affairs, and to the activities of groups cooperating to accomplish common goals. Administration, therefore, is a wider term and encompasses such activities as spelling out policies and objectives, establishing suitable organization structures and providing necessary resources for realization of objectives. Thus, administration determines the organization and management uses it. Administration defines the goals and management strives to attain it. Management is an executive function that is primarily concerned with carrying out the broad policies laid down by administration. Figure 14.1 depicts the difference between administration and management clearly which shows that administration is a determination function carried out by top people in the hierarchy of the system, while management executes as is decided by administration.

ADMINISTRATION → Top hierarchy	Determination function
MANAGEMENT → Middle and lower level hierarchy	Executive function

Figure 14.1: Difference between administration and management

Thus, in public nutrition programme, we have policy makers at higher levels in Ministries and the Specialized Departments under the Ministries who are involved in making decisions about nutrition policy and programmes, their organization and sources and amount of funding. Management of these programmes is then handed over to various functionaries at the center, state, district, block and village/panchayat level for planning, implementing and evaluation.

You know by now that the management functions as discussed earlier i.e, planning, implementing and evaluating a public nutrition programme essentially involve working and dealing with people. Getting the work done through people means that people must work, perform certain activities and tasks to reach certain ends and objectives. This also means that people who do these tasks possess certain technical skills and competencies so that they are able to accomplish these activities and tasks successfully. Developing an organization structure for a public nutrition programme then becomes a carefully thought out and planned process and again requires the skills and competencies of certain specialized people. This is where the role of personnel management comes in. Let us now discuss in detail what is personnel management and what are the role, skills and functions of a personnel manager.

## 14.3 PERSONNEL MANAGEMENT

Personnel management in a public nutrition programme has a *special role to identify, recruit, train and maintain the staff responsible for nutrition programmes*. We discussed above that we need specially qualified and skilled staff to manage the nutrition programmes. So the people who will recruit, train, and maintain these staff in an organization need to possess certain skills and perform certain roles in achieving this task. This is where the role of a personnel manager comes in. Earlier “liking people” appeared to be a sufficient qualification to become a personnel manager. Presently, however, preference to work with people rather than objects is still important but personnel management has become one of the most complex and challenging fields. It requires the skills to meet the demands of an employer, as well as, the employee and society in general. Society at large requires its human resources to have vital needs that move beyond a 'work force status'. The employer must realize that an employee of an organization is not only an employee but also a human being and a citizen of the society/country in which he/she works. Thus, the personnel manager has to perform certain roles and functions which will help them to recruit, train, and maintain staff required to manage programmes. Let us now study about the roles, skills and functions of a personnel manager. Let us start with the role first.

### 14.3.1 Role of a Personnel Manager

The manager has to satisfy the top management in procuring and maintaining a work force which will be instrumental in enhancing the productivity of the organization. He/she also has to understand the necessity of ascertaining and accommodating to the needs of the human beings that constitute such work force. Therefore, the job of a personnel manager has become more challenging in recent times. It is due to the rise of the modern labour unions, increased educational levels of the members of the society, the increasing size and complexity of the organizations and its technology and the demands (reasonable/unreasonable) of the less privileged segments of our communities.

Let us now look at the skill of a personnel manager.

### 14.3.2 Skills Required by a Personnel Manager

The modern personnel manager requires the following skills:

1. a broad background in the fields of psychology, sociology, philosophy, economics and management,
2. he or she must deal with situations, which often do not have right answers for all,
3. an ability to understand not so logical demands of the employer or employees,
4. a capacity to programme one self into others position without losing perspective, and
5. skills in predicting human and organizational behaviour,

Having learnt about the skills required by the personnel manager, let us now look at the functions which the personnel manager is expected to perform.

### 14.3.3 Functions of a Personnel Manager

If we refer to the principles of management as discussed in section 14.2 above, you would note that the principles of division of labour and delegation apply to management functions that deal with personal relations. These functions relate to a personnel manager as the one who exercises authority and provides leadership over other personnel. In addition, a personnel manager has to perform certain functions where he/she has no authority but has been given certain specific responsibilities to perform the basic

function, these are termed as operative functions. Thus the personnel manager has to perform both the *management and operative functions*. Management and operative functions include certain components. These are illustrated in Figure 14.2.

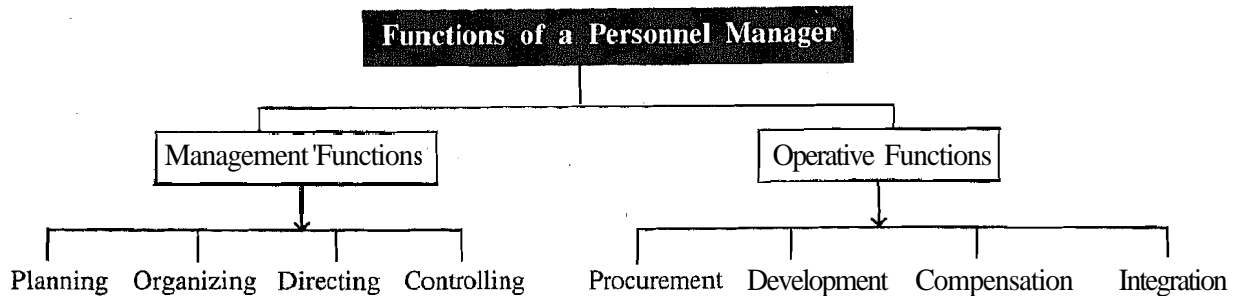


Figure 14.2: Functions of a personnel manager

Let us study the components of management and operative functions in detail. We will start with the management functions first.

1) *Management functions*

Within the management functions, planning, organizing, directing and controlling are the main components. Let us look at each of these component functions, which a personnel manager is expected to perform.

- a) *Planning*: Planning here refers to clearly spelling out the activities and tasks to be performed and assigning the personnel to perform them. Under the planning function, the personnel manager has to identify a personnel programme in advance that will contribute to the goals established for the organization. For doing this, he needs to actively participate in the process of goal establishment and contribute his/her expertise in the area of human resources to this process. The planning function also includes personnel manager to demonstrate varying set of skills and expertise while hiring staff for government or non-government organization. For example, while planning or hiring staff for the government, the personnel manager may require special skills to judge attitude, commitment, efficiency, as most often in government organization, an employee once recruited will be required to perform functions for long periods of time with virtually no option for the change. Similarly, in non-government and international agencies, specific core qualifications and skills of employees may be required for doing a specified job for a specified period of time. For this, the personnel manager may require expertise testing the person's knowledge and skills for specific jobs to be done.

Next, let us look at the second component of management functions i.e. organizing

- b) *Organizing*: After planning for a personnel programme and establishing the type of personnel required for recruitment, the next important function of the personnel manager is to organize his/her work. Organizing here means that the personnel manager should arrange the work in such a way that the hired staff use their individual skills and talents effectively and work is distributed evenly among them. For carrying out this function, the personnel manager has to form an organization by designing the structure of relationships among jobs, personnel and physical factors, This organization is nothing but a means or a process to reach the goals set earlier during the planning process.. The manager must be aware of the complex relationship that exists between the specialized unit and rest of the organization.

Let us look at the third component i.e. directing.

- c) *Directing*: Once the plan and organization to execute the plan has been established, the next important function of the personnel manager is to give directions to staff for working in an organization. Under this function, the personnel manager is expected to guide the people to work in an efficient and healthy environment. In some organizations, the personnel manager is expected to develop a policy and procedure manual which provide guidelines for employees. The personnel manager is also expected to keep the employees motivated to work willingly and effectively.

Let us now look at the fourth and the last component of management functions of a personnel. i.e. controlling

- a) *Controlling*: The management duty of the personnel manager is to observe or control the actions of the employees. Under this function, the personnel manager has to assure certain minimum standards by staff in an organization. He/she has also to ensure that employees continue to work according to the plans of the organization. Good control by the personnel manager should be timely, simple, minimal and flexible.

With controlling component, we come to an end of our study of the management functions of a personnel manager. We studied above that along with management functions, certain operative functions are also basic to the job of a personnel manager. Let us now look at the various components of the operative functions.

*Operative functions:*

The operative functions of a personnel manager include procurement/recruitment, development, compensation and integration. Let us get to know more about these functions.

- a) *Procurement*: The first operative function of the personnel manager is to procure or recruit the kind and number of personnel necessary to accomplish the goals of the organization. He/she is expected to determine human resource requirements and their recruitment, selection and placement.
- b) *Development*: After recruitment, the personnel manager is expected to develop or train the employees to increase their skills for their professional development, which may be necessary for proper job performance.
- c) *Compensation*: Under this function, the personnel manager is expected to provide adequate and equitable remuneration to personnel for their contributions to the organization. This requires that he/she possess special skills for job evaluation, wage policies and wage system etc.
- d) *Integration*: The personnel manager should be able to reconcile effectively the individual, societal and organizational interests for pursuing the goals of the organization.

If both management and operative functions of the personnel manager are well executed, the other important functions of the personnel manager are maintenance of the work force. This requires constant communication with the employees and cares to look after the physical conditions of the employee, such as maintenance of health and safety of the employees.

Lastly, the personnel manager has to make plans of separation of the employees from the organization. This includes functions such as retirement benefits, if any, lay off, out placement, and discharge.

Thus, to sum up, personnel management is the planning, organizing, directing, maintenance and separation of human resources to the end that individual, societal and organizational objectives are met.

In this section, we learnt about the importance of personnel management in public nutrition programmes. They can provide tremendous support in recruiting, training and retaining staff responsible to manage public nutrition programmes in government or non-government agencies. Once we have hired the right staff with specific skills and competencies and established an organization, the next step is to manage the public nutrition programme. In the next section, we will study about the key management functions i.e. planning, implementing and evaluating a public nutrition programme. Before we move on this section, let us recapitulate what we have learnt so far.

### Check Your Progress Exercise 1

1. What do you understand by programme management and administration?

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2. What are the management and operative functions of a personnel manager?

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3. Mention the type of knowledge and skills required for being a good personnel manager.

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## 14.4 PLANNING, IMPLEMENTING AND EVALUATING PUBLIC NUTRITION PROGRAMMES

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In this section, we will study about how to design/plan, implement and evaluate a public nutrition programme. A programme manager in a public health team is responsible for improving public nutrition in his/her area. The area may be as large as a village or as big as a district. We studied about three management functions i.e. *planning*, *implementing* and *evaluating* in section 14.2 above. These concepts of management functions are applied to public nutrition programme also. The *planning function* of management in a public nutrition team deals mainly with decisions about objectives, activities, and resources, by systematically considering what, which, where, when, and how much and how the team would perform. The *implementing function* deals with achieving and performing activities planned during the planning process. *Evaluation function* is concerned with effectiveness or achievement of results and efficiency or economic use of resources.

Thus, keeping these functions in view, major steps in planning, implementing, and evaluating a public nutrition programme are listed as:

1. Identify the issues or health problems in the community.
2. Prioritize the issues or nutrition health problems, to identify those that the programme will address.

3. Identify risk and contributing factors and set the goals and objectives for the programme.
4. Determine strategies for the programme.
5. Develop the action plan and implement it.
6. Sustain the entire programme or its components.
7. Evaluate the programme.
8. Incorporate sustainability issue and the evaluation plan at the time of planning the programme.

We will review these steps in detail now: Let us begin with the first step.

### **Step 1: Identify the Issues or Nutrition Health Problems in the Community**

Identifying the issues or nutrition health problems in the community is the first step of planning a public nutrition programme. Problem identification and its analysis is required for developing goals and objectives for the programme that are realistic and achievable. Once the goals and objectives are set, strategies for achieving them can be determined. Resources needed for the programme and the sources to obtain these resources, are then identified.

The nutrition and health problems in a community are identified through the process of needs assessment or situational analysis. You must be wondering what needs assessment is. Needs assessment *describes a process by which the assessment of the current situation in the community is undertaken, value-based judgements regarding the preferred or desired situation are reached, and some determination of the priority status of local needs is made.* We will read in detail about it in the next section 14.5. Needs assessment helps the community to reflect upon their problems and bring forth issues which need to be addressed. In fact, needs assessment is the first step in designing a public nutrition programme and gives a good indication of the priority needs of a community. It is important to remember that needs are always thought of differently by different people, For example, if you see a mother with a sick child, you may think that her need is to take the child to the doctor. However, she may feel the same need as yours. Her need may be to go to work and earn some money. Thus, while undertaking a need assessment, it is important to consider that needs will be thought of differently by different people. For this reason, needs are sometimes classified as:

1. Normative Needs
2. Felt Needs
3. Expressed Needs
4. Comparative Needs

We should understand the different types of needs so that we can identify the issues appropriately for programme design. Let us study about each type of need in detail.

#### *1. Normative Needs*

Normative needs are based on the opinion and experience of 'experts' according to current research and findings. For example, nutrition and health experts consider that even mild to moderate malnutrition is detrimental for health. Therefore, a primary health care provider may strongly devise strategies for its prevention and control, Similarly, the Health Ministry recommends that all children be vaccinated against specific diseases. Also, assuming that during needs assessment, we identify that many children in a particular population of children were not immunized against these diseases. This situation would indicate a need for an immunization programme.

2. *Felt Needs*

Felt needs are those needs that groups or individuals say they want, or the problems that they think need addressing. For example:

- Many women from a community feel that there is lack of safe drinking water or irrigation facilities for their lands. The community may decide to address this issue by informing their elected local leaders to solve their problem.
- The community demands more variety in ration available at the ration shop. The government may decide to look for reliable and cheaper sources of different varieties of ration to satisfy the demand.

3. *Expressed Needs*

The number of people using community facilities and services shows expressed needs. For example:

- Long queues at the community taps or pumps may express a need for more community taps.
- Very few people using the community health facilities may express a need for alternative activities.

4. *Comparative Needs*

Comparing what is available to one group of people with what is available to another group shows comparative needs. For example:

- During droughts and natural calamities all groups of people may want equal access to the government services as compared to normal times when only marginalized population or most vulnerable population may be utilizing government services.

When determining the needs of a community or a group, we should focus on a range of needs and use variety of tools to determine each type of need, The tools which can be used for needs assessment have been discussed in the next section.

Thus, understanding about different types of needs while doing needs assessment, can help us to channelize our resources more effectively and efficiently in programme design and implementation.

Once we conduct needs assessment, we should always share the results with the community. This sharing process is a key part of the planning process. This process will:

- raise community awareness about the issues and possible underlying causes,
- stimulate discussion about ways to address the issues, and
- get the community more involved in planning and decision-making about the programme.

Now that we have identified the needs and decided on what issues/problems exist in the community with their participation, we may get a long list of issues/problems to be addressed. But it is not feasible to resolve all their problems, so we may want to look at just few important issues. Thus the next step becomes to prioritize issues from the assessed needs/problems.

**Step 2: Prioritize Issues or Nutrition Health Problems**

At the end of Step 1, the programme team would have identified a list of major issues and potential target groups for the programme. There are always competing needs or

issues in any community. Limitations such as time and resources mean that not everything can get addressed. Issues would need to be prioritized. Needs and priorities you have learnt in step 1 can vary from individual to individual, family to family, group to group. It is important to work out criteria to sort out which issue the programme will address. For doing this, we may ask some questions to ourselves and key stake holders, which may help to expand group thinking and discussion on prioritizing needs. We have divided these questions into five broad categories.

- a) *How many people in the community are concerned about the issue?*
- b) *How serious is the issue or problem?*
- c) *How easy is it to change?*
- d) *What kind of resources will it need?*

You would realize that within each of these questions, there may be more issues which would require thinking. Let us review the list of issues under each category. We begin with first question.

- a) *How many people in the community are concerned about the problem?*

To be able to find out the answers to this question, very often the programme team may need to find out the following:

- e What is the felt need of the people and how has this been demonstrated?
- What kind of community support is necessary for a programme to succeed?
- Who needs to be involved? Are the 'right' people concerned and involved?
- How much support does the programme or activity really have?

Once the team has determined the answers to these smaller issues, it can get the answer of how many people are concerned about the problem.

Let us now look at the second question.

- b) *How serious is the issue or problem?*

This question can be divided into smaller set of questions whose answers we have to determine from the people.

- Is the problem affecting a lot of people?
- What proportion of the population does it affect?
- What sort of damage is it doing to people of different socioeconomic/ethnic class on physical health, mental health and other aspects of life?
- What will happen if nothing is done about the situation?

Having determined how many people in the community are concerned about the problem and how serious is the problem, the next thing is to find out how easy it is to change.

- c) *How easy it is to change?*

We will be required to answer some smaller questions in order to answer this question.

- What has already been tried or done which may affect a new approach to the issue or problem? Bad past experiences can and do affect community motivation to get involved.
- How much assistance will people need to change the situation?
- How likely are they to have success? What are the barriers and what are the helping factors (enablers)?
- How many other things need to change before this particular problem changes?

Thus after determining, how easy or difficult it is to change the situation, it will help us identify the type and amount of resources. So we come to the next question.

d) *What kind of resources will it need?*

We will have many questions related to the type and amount of resources. Seeking answers to these questions will help us decide a very important component of the programme. i.e. resource allocation, without which we really cannot achieve our goals.

- Human Resources
  - What kinds of human resources will it need initially and in the long term?
  - What human resources are available within the community?
  - How much training and external support will be required?
  - Will there be a need to involve people outside the community?
  - How easy will it be to get outside help if needed?
- Funding
  - How much will different options cost?
  - Where will the money come from? How long will it take to receive it?
- Materials and equipment
  - What kind of materials will be required? What materials are available locally that could be used?
  - Is any equipment needed? Are any buildings required?

Thus, having identified the problems, seriousness of the problem and the resources, we still need to answer some more questions related to implementation. These are listed as follows.

e) *Some questions to answer before implementation*

- a Did a number of community members participate in identifying the problem?
- Have a wide range of people and organizations been consulted?
- Has all the relevant information been reviewed (literature, community profile)?  
Did people have accurate information about the problem, causes and possible solutions'?
- Was this information used in the discussions and consultations?
- Has the information been fed back to the wider community'?
- Has the programme team got the information that it will use as baseline data?

Thus we can find out the answers of these questions from the community and government and non-government members who have an interest in solving the problems of the community. We can then prioritize the issues/problems to be addressed during programme implementation.

We mentioned "funding" above for identifying the kind of resources. Funds or monetary resources are very important criteria for prioritizing the problems identified during needs assessment. This determines to a large extent what issues we can address and what we can't. You should know, how we can obtain resources for our programme.

Generally, there are two ways to fund the programme: We can:

- use resources available locally, and
- seek funding from government, non-government organizations, bilateral agencies etc. These funds will probably be tied to priorities based on 'normative needs'. However, a programme funded according to these needs can include other community identified priorities.

Thus we saw how we can prioritize the issues/problems of the community. Community action can be mobilized through confidence gained by participating in successful, well-planned programmes. There are numerous examples of situations where community members have taken on an idea from outside the community and become more fully involved in controlling and participating in activities. Third step is how to identify risk and contributing factors and set the goals and objectives.

### **Step 3: Identify Risk and Contributing Factors and Set the Goals and Objectives for the Programme**

After we prioritize the problems, we need to analyze the problem to identify the risk and contributing factors and set the goals and objectives for the programme. Let us first understand what we mean by risk factors and contributing factors.

'*Risk factors*' are any aspect of behaviour, society or the environment that are directly linked to the health problem. Risk factors lead to or directly cause the problem. Note that some risk factors can be modified, while others are not modifiable. For example, smaller landholdings of a farmer may be a risk factor for poverty and are not modifiable under the issues addressed by public nutrition programmes, while direct exposure to bacteria and germs (environmental) may be a risk factor for diarrhoea which can be changed.

'*Contributing factors*' , on the other hand, are any aspect of behaviour, society or the environment that leads to the development of risk factors. Contributing factors enable or reinforce the risk factors. They can relate to individual, financial, political, educational, environmental, or other issues.

Some examples of contributing factors are:

- lack of knowledge about balanced diets (educational) and wrong beliefs and habits are both contributing factors to the risk of malnutrition in children, and poor housing conditions (environmental) and lack of home hygiene (behavioural) are both contributing factors to the risk factor 'exposure to bacteria and germs.'

We need to analyze the problems to determine the risk factors and contributing factors. Let us see how problem analysis is done.

#### *Problem analysis*

Addressing a problem successfully will require the programme to focus on the underlying causes or issues that led to the problem in the first place. In other words, the goal and objectives of a programme need to relate to the underlying causes or issues. Developing a clear and organized goal and objectives that relate to each other requires some critical analysis of the problem. The way to analyze the problem is to first state what it is and then ask questions like 'why' and 'how' to identify the causes of the problem. At this point, you may need to search through research reports, articles and books to see what others have discovered about the problem.

The issues or problems targeted by the nutrition health programme will probably have more than one risk factor. The programme will aim to make a change in one of these risk factors as stated in the programme goal. Analysis of the nutrition health problems helps the programme team to identify what complementary programmes are needed (either planned by the team or others) to change the other risk factors. Based on the problem analysis, the team should develop the goals and objectives for the programme which is discussed next.

#### *Developing the programme goal and objectives*

The goal is about making changes to the risk factor addressed by the programme. The goal indicates what the planned, long-term outcome of the programme is. It is also intended to inspire, motivate and focus people and encourage team cooperation.

For example, we can have the goal "Reduce prevalence of diarrhoea in preschool children".

Objectives state what changes the programme will make to the contributing factors. The objectives indicate what the impact will be on the contributing factors during the time frame of the programme and finally the objectives should indicate the desired changes in the programme. An example of objective would be: X% of families are educated about improving home hygiene in 2 years. Well written 'goals and objectives' would state who will achieve how much of what and by when. Developing a clear, achievable goal and objectives would also require good baseline data, which can be available either through primary data collection or secondary sources.

While there may be many contributing factors, it is advisable to focus on three or four factors only, in order to keep the programme manageable and achievable. Perhaps there are other people in the community willing to tackle the other contributing factors, Thus before we proceed further, we need to ensure the following points:

- Are the risk factors directly linked to the priority nutrition health issue/problem?
- e Does the goal address one of the risk factors?
- Do the contributing factors relate to the risk factors chosen?
- Do the objectives address the contributing factors?
- Do the risk factors and contributing factors relate to the situation of the target group?
- Are the goal and objectives specific and measurable (who will achieve how much of what and by when)?
- A worksheet that can be used for problem analysis can be prepared. It is part of the documentation of a full programme plan.

After we have identified goals and objectives, we need to determine the strategies to realize these goals and objectives. This brings us to the next step i.e. determine strategies.

**Step 4: Determine Strategies**

After the goals and objectives are identified, then the strategies are determined. Strategies describe what the programme team will do, to try and make the changes required to achieve the objectives. For example, we could conduct trainings, mobilize the community etc. in the programme to realize our goals and objectives.

Some examples of strategies are given in Box 1.

Box 1	Examples of Strategies	
- Conducting nutrition health sessions about causes and consequences of malnutrition		- Meeting with parents, other family supporters, grass root level nutrition health workers
- Making behaviour change communication (BCC) materials		- Pasting educational materials at important community points
- Organizing programmes to promote the consumption of variety of foods		- Training in how to budget
- Supporting a nutrition health grass root team		- Making policies for joint collaborations to reach common goals
- Developing a nutrition policy for malnutrition control		- Organizing an advocacy programme for policy makers

Again, we can ask the key stakeholders and ourselves certain questions. Finding answers to these questions would help us to determine strategies. These questions are:

- How will we achieve our objectives?
- What are the most useful and appropriate strategies for the target group?
- Will interested community members be involved in carrying out the strategies?
- Who else might have ideas that could help us?
- Is there anything else that we need to find out first?
- What strategies have been used in the past to address this issue?
- How well did the past strategies work? Were there any problems? What can we learn from them?
- In general, what resources are needed for each strategy? Do we have them or can we get them?
- Were interested community members/target group members involved in deciding on the strategies?
- Will the strategies be appropriate for the target group?
- Do the strategies reflect the essence of the government policies?
- Do the strategies promote and respect cultural practices?

Therefore, we have seen that the process for planning a programme begins with the big picture of an issue or a problem. It is an analysis of the big issue/problem that gives the framework for developing the plan - from the long term goal, to more specific objectives, then to the actual strategies, and finally the detail of individual actions. So now the next step is develop an action plan and implement the programme. Let us learn how.

### **Step 5: Develop an Action Plan and Implement it**

Once the strategies of the programme are determined, the programme team can write the action plan. The action plan includes all the specific activities, large and small, that will need to be done to implement each of the strategies. It should also specify who will carry out these activities, when they will be completed and how they will be evaluated.

The more detailed the strategies, the easier it will be to accurately identify all the activities to be done. If the programme is large, with many stages, it may not be possible to detail all the specific activities at the beginning of the programme. If the programme objectives must occur in a special time sequence, wait for some early work in the programme to be completed before working out the detail of the later phases.

Detailed documentation of the activities, responsibilities and time frames will assist each team member to plan his or her part of the programme. Detailed documentation is also important for maintaining accountability within the team **and** between the team and the community or funding agency.

The action plan will also list the resources required to do the programme successfully. Resources will be required throughout the whole programme, from need assessment through putting strategies into action to final report writing. Resources can include human resources, financial resources, materials, equipment and venues. The best resources for a community nutrition health programme are those that come from the community or are developed by interested community members. Programmes carried out using a community development approach build on existing skills and support people to develop further skills.

If programmes use human resources from outside the community all the time, community members may begin to feel that they have no resources of their own. Such an approach could make the community dependent on outside sources to solve their problems, hence will not be sustainable. We should use the resources of the community, whenever possible. It will build community confidence, self-reliance and enthusiasm and empower them to solve their own problems. Answering the following questions can help identify resources:

- Who can assist in putting the strategies into action?  
What skills are there in the community which can be drawn on and built upon?
- What venues or places need to be organized? Are they appropriate for the activities? Will people feel comfortable there?
- What equipment is needed? Is it in the community? Will the programme team need to borrow or buy equipment?
- Do we need any money for the programme? Can the local self government, community groups/ members budget or fund it?
- Where will we get the educational resources?
- What resources have worked well in the past with the target group?

Before proceeding to implement the programme, we can try to get the answers for the following questions:

- Have all members of the programme team been involved in developing the action plan?  
Are the activities achievable with the current resources (time, money, personnel, equipment, and so on)?
- Does the programme use community member's skills, knowledge and resources?
- Do people know what their responsibilities are?
- Are they confident, willing and able to carry them out?

Once we have answered the above questions, we can go ahead and implement the programme with the help of government, non-government and other partners as stated in the action plan.

Once the programme has been implemented, it is very important to ensure that the programme continues as long as it is planned for and even thereafter. Sustaining the programme is an important aspect. Let us see what strategies can be adopted to sustain the programme.

### Step 6: Sustain the Programme

Planning for sustainability means thinking of ways to keep the programme (or important parts of it) going after its official end. It then becomes an ongoing part of community activity.

**Many** factors can threaten the sustainability of the programme. Programme teams need to be on the lookout for these factors and have a plan for dealing with them. Sustainability needs to be considered from the initial planning stages of a programme. **Again** we need to answer certain questions in collaboration with key stakeholders to address the issues of sustainability

These questions are:

- How will the programme team assess the ongoing need for the programme?
- Are community members involved in the management of the programme?
- What skills and facilities are required by the community to manage and maintain the programme?

- Is training needed? Is it available? How will the community access it?
- Who can continue the work?
- How will the community secure ongoing access to financial and other resources to do the programme?  
How will interest, commitment and ownership be maintained?
- How will the direction and focus of the programme be maintained?
- Is there further support required from outside the community?
- If yes, how will the community secure this outside support?
- Is there enough flexibility in the programme to respond to changing circumstances?

We should know that people will be more likely to keep the programme going if they:

- feel that the programme is theirs and that they have control over it,
- are working together well,
- can see positive changes happening because of the programme,
- are learning new skills and their confidence is increasing,
- get recognition for their work,
- understand that all elements of the programme are suitable **and** relevant to them - language, style, pace of work, strategies, evaluation methods, resources,
- believe that the people from outside the **community**, who are working on the programme, are credible to the community, and
- know that accountability to the **community** has been built into the programme.

Thus we see that for sustainability of the programme, we need to plan for all the above factors from the very beginning of the programme, otherwise we will not be able to sustain the programme. Once the programme is being implemented, we would always want to know how it is going. For this we conduct an evaluation of the programme. We will discuss it in detail in the next step.

### Step 7: Evaluate the Programme

To evaluate is simply defined as to judge *the value of something*. Evaluation is a type of research that is required to be planned right from the beginning of the programme. It is important to incorporate evaluation into the planning process so that the **information** required for the evaluation can be obtained during the programme. If evaluation is not planned until the end of the programme, valuable information may have been lost. Before planning the evaluation, the programme team needs to consider some basic questions:

- Who are we evaluating for?
- What do they want to know?
- What do we want to know?
- How are we going to find out?
- What does the **information** mean?

When the programme takes a community development approach, then community **partnership** in evaluation means that people take a significant role in deciding when, how and what to evaluate. Community members need to be involved in selecting the methods to be **used** in collecting and analyzing data, in preparing reports, and in deciding how to use the results and put their recommendations into practice.

It is useful to prepare a **written** plan for the evaluation in the same way as it is prepared for the programme (e.g. goals, objectives, strategies, activities, resources and timeframes). The Eight Stage Model of Evaluation is one way to plan the **evaluation**.

It offers specific questions to focus the planning of the evaluation into manageable stages.

Box 2 depicts the eight stage model of evaluation, with different stages of planning an evaluation, right from what to evaluate to designing strategy for evaluation and reassessment for improving the programme .

Box 2	Eights Stage Model of Evaluation Plan
<p>The eight stage model of evaluation plan include:</p> <ol style="list-style-type: none"> <li>1) Focus of evaluation: <ul style="list-style-type: none"> <li>● What is being evaluated and why?</li> <li>● Who needs to know?</li> </ul> </li> <li>2) Formulation of questions for evaluation: <ul style="list-style-type: none"> <li>● What are the key issues that need to be evaluated?</li> <li>● What will be the lessons learned from evaluation?</li> </ul> </li> <li>3) Designing strategy for evaluation: <ul style="list-style-type: none"> <li>● Information to be collected from where, when and how.</li> </ul> </li> <li>4) Coordinate plan for evaluation: <ul style="list-style-type: none"> <li>● Who will implement the plan of evaluation?</li> <li>● How evaluation should be done?</li> </ul> </li> <li>5) Collection of data: <ul style="list-style-type: none"> <li>● Evidence of the impact of the programme.</li> <li>● Evidence of best practices/failures of the programme.</li> </ul> </li> <li>6) Analyze data: <ul style="list-style-type: none"> <li>● Major findings</li> <li>● Reasons for success/ failures</li> <li>● Lessons learnt</li> </ul> </li> <li>7) Reporting:</li> <li>8) Reassessment: <ul style="list-style-type: none"> <li>● How to improve the programme for better impact</li> </ul> </li> </ol>	

Evaluation is done mainly for the following reasons 1) To determine if the programme objectives have been met 2) To assess how the strategies are working and make modifications if required 3) To provide feedback to key stake holders, and 4) To assess best practices and failures. Thus evaluation is a carefully thought out planned process. It needs to be incorporated into the programme from the very beginning.

We discussed about how to plan, implement and evaluate public nutrition programme, You may recall that in the beginning of this section, we stated that needs assessment is the first step of designing a programme, It helps the community to reflect upon their problems and bring forth issues that need to be addressed. We also stated that when determining the needs of a community or a group, we should focus on a range of needs and use variety of tools to determine each type of need. In the next section, we are going to discuss the kind of tools or techniques we use in assessing the needs of the community. But, first we shall review what we have learnt so far.

### Check Your Progress Exercise 2

1. What are the steps for designing a nutrition health programme?

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2. What do you understand by the term sustainability and list points that have to be kept in mind while designing sustainable programmes?.....

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3. What are the steps involved in the process of evaluation?.....

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## 14.5 TECHNIQUES FOR CONDUCTING SITUATIONAL ANALYSIS/NEEDS ASSESSMENT

In this section, we would learn about various tools or techniques for conducting needs assessment. But you must be wondering what are community needs? What is needs assessment? Why do we do it? So before we learn about techniques to conduct needs assessment, let us answer some of these questions first.

*What are community needs?*

Community needs can be many, but here, we will limit ourselves to **nutrition and health** related needs. Thus, **nutrition/health** needs are understood as being those states, conditions or factors in the community that, if absent, will prevent people from achieving **complete** physical, mental and social health. This would include such things as **minimum** provision of basic health services and **information**, a safe physical environment, good food and housing, productive work and activity, and a network of emotionally supportive **and** stimulating relationships,

*What is needs assessment?*

The concept of community needs **assessment/situational** analysis *describes a process by which the assessment of the current situation in the community is undertaken, value-based judgements regarding the preferred or **desired** situation are reached and some determination of the priority status of local needs is made.*

The accurate appraisal of the current situation is an important element in this process. In most instances, this requires the collection of first-hand information from relevant audiences.

*Why do we conduct needs assessment?*

Needs assessment helps the community to reflect upon their problems and bring forth issues which need to be addressed. It is the first step in designing a public nutrition programme. Needs assessment provides an opportunity for the community to become involved in the planning from the beginning. It helps with allocating resources and making decisions about where to start with health promotion work. Some of the information gathered during the need assessment may be used to collect baseline data to decide on the important indicators, which will help to evaluate the impact of the intervention programme.

Let us now study different techniques for conducting needs assessment or situational analysis.

*Techniques for conducting needs assessment or situational analysis*

There are different techniques/approaches for conducting needs assessment. We will discuss the commonly utilized approaches for gathering new information on the needs of community members. These are:

- Key informant approach
- Public forum approach
- Nominal group process
- Delphi technique, and
- Survey approach.

Each of these techniques/approaches represents a unique method for gathering information on the concerns of community. Which technique should you use in your need assessment activities? We can decide that once we review these techniques. The quality of information about a community is only as good as the technique or combination of techniques used. A single technique may be too narrow in the information it provides and using too many methods may be costly in terms of time and money. Different techniques are appropriate for different needs. We should analyze the situation and the most significant questions being asked and then weigh the advantages and disadvantages of several techniques. Sometimes a combination of several techniques will provide a reasonable picture. Re-examination of the "needs assessment process" may be done. This can be done by a logically arranged, step-by-step procedure for conducting a needs assessment. For example, the "need assessment process" includes careful attention to the purpose of the study, as well as, determination of whose needs are to be assessed. These two steps by themselves can help guide you in the selection of a primary data collection technique(s). The financial, human, and other anticipated resource requirements associated with the technique should be taken into consideration as well. We will now discuss each approach in detail. We will study about the purpose, type of people from whom the information is collected, implementation, advantages and disadvantages of each approach. Let us begin with the key informant approach.

#### **14.5.1 Key Informant Approach**

The purpose of this approach is to collect information from those community members who, because of their professional training and/or affiliation with particular organizations, agencies, or associations, are in a prime position to obtain a more comprehensive viewpoint of what the needs facing the community are. After the data from the questionnaires or interviews are collected and organized, the sponsoring group may want to give "feedback" about the findings of the survey to the key informants, who participated. In this way, the sponsoring group may help stimulate additional insights into public needs.

*Who are the types of key informants?*

The types of key informants are: Elected officials (e.g. mayors, commissioners, panchayat raj leaders, etc.), key persons in institutional areas of the community (e.g. religious leaders, health/ nutrition sector officials, administrators, etc.). agency administrators (e.g. social sector departments), leaders of public service organizations and professionals in specific service areas (e.g. physicians, public health specialists, nutrition specialists and faculty, etc.).

*How to implement the key informant approach?*

We implement it through the following steps:

- Compile a list of "key informants" by name.
- Decide how you want to collect information from these key informants via questionnaires, interviews, meetings or (perhaps all of them).
- Construct a brief questionnaire and/or interview form which can be used to obtain the information you need.
- Gather data.
- Organize data.
- Interpret data.
- Schedule a meeting with key informants.

Share the findings of your study with key informants. Discuss your interpretations and their interpretations of the data. The instrument administered to key informants should contain questions that will successfully elicit the type of information needed to identify community needs. For nutrition programmes this might include the following types of questions: (1) the key informant's perceptions or attitudes of general community needs, or needs that might exist within specific areas of the community (e.g. the local economy, literacy levels, gender equity, nutrition or health services) (2) key informants perceptions (or attitudes) concerning what is currently being done about meeting those needs, and (3) his/her ideas as to what should be done about resolving needs that remain unmet. As a means of ensuring that a good cross-section of key informants comprises your study, it might be useful to also include questions concerning the background characteristics of key informants (e.g. age sex, race, and of residence).

*What are the advantages of key informant approach?*

The advantages are:

- It is one of the easiest and least expensive ways to systematically assess needs.
- It gives opportunity to establish rapport and trust and thus obtain the insiders' view.
- It provides depth of information concerning causes or reasons.
- It permits continual clarification of ideas and information.
- It can be combined effectively with other techniques.
- It permits input from many individuals with different perspectives on the needs of the community.
- It can be implemented by community volunteers, thereby building community involvement and awareness.
- It does not involve the high cost of printing and data analysis.
- It may help initiate (or strengthen) the lines of communication among service organizations, agencies, and associations.

- Discussion of the findings with the key informants promotes insights for all concerned.
- The data collection instruments are usually easier to construct than those associated with the Survey Approach. Let us also look at the disadvantages.

*What are the disadvantages of the approach?*

The disadvantages are that:

- The information derived from this technique may represent a "biased perspective", since the information is typically elicited from "providers of services" (as opposed to the "consumers" of services).
- The information derived from key informants often represents the perspectives (and biases) of the organization, agencies, and associations with which these informants are associated.

A group meeting held to "feed back" the findings of the study to the key informants may only work to rigidify a "provider" bias in terms of clarifying what the real needs are.

- Personal relationships between researchers and informants may influence type of data obtained.
- Jealousy and resentment amongst other community members whose opinions are not solicited may develop.
- Should be combined with other methods, because representation of total community is difficult to achieve.
- Few people can sense all the needs and concerns of all people in a community, the perspectives of those who are less visible may be overlooked.

Sometimes to overcome some of the disadvantages mentioned above, an *expanded key informant approach* is also used. Thus, one of the weaknesses associated with the traditional key informant approach is the persons identified as "key" may not always hold formal positions in the community, nor wield a substantial amount of power and influence. The "expanded key informant approach" is designed to capture some of those individuals who may be omitted using the traditional approach but who occupy positions of leadership in the community. One method that can be used to identify these people is to select five individuals who hold official positions in the community (e.g., sarpanch of the village, grassroot level programme functionaries and school teachers etc.) and ask each of these persons the following concerns/ issue(s) which is (are) being considered. These are:

- Name five to ten individuals who you feel are knowledgeable about this (these) issue(s) in a particular community.
- Compile the list of persons mentioned.
- Take the most frequently mentioned persons on the list and ask them to complete the same questionnaire or interview that the key informants (who hold formal positions of authority) have been asked to complete. In some cases, key informants holding formal positions will also appear on this latter list. If time and resources permit, ask these persons to identify the five to ten people who they believe are most knowledgeable about the issue or issues in question. You will notice that at some point along the line, an increasing number of repeat selections will appear on your list. You can stop the process at this point and ask the most frequently mentioned persons to respond to the key informant questionnaire or interview.

## 14.5.2 The Public Forum Approach/Focus Group Discussions

The purpose of this approach is to elicit information from a wide range of community members concerning issues and community needs via group discussion taking place at a series of public meetings in the community. Under this approach, one or more organizations, agencies, or associations sponsor a series of public meetings (forums) where the participants discuss some of the needs facing the community, the priority needs are, and what can be done to meet these priority needs.

*Who should Attend these Forums?*

Generally open invitation is given to encourage all members of the community to attend. Special invitation is given to "key informants," such as those types previously considered under the Key Informant Approach.

*How do we implement the Public Forum Approach?*

The steps for implementation are:

- Develop a list of discussion questions/checklist that will serve as the basis for group discussion. Such questions as: What are the most important needs facing our community? Why are these needs important? What have we done to help meet these needs in the past? Where have we failed in the past in our attempt to meet these needs? Are the needs broad enough, yet important, so that most community members (and those participating at the forums) should feel free to address the issues without too much difficulty. However, public forums are probably most useful where specific issues and needs are being addressed.
- Select a strategically located place for the initial meeting. Try to select a meeting place that you feel will be conducive to the open interchange of ideas. Large assembly halls, for example, are not usually the most appropriate settings for open discussion. Also, select a site that is geographically and socially acceptable to all segments of the population.
- Publicize the purpose, data, and place at which the forum will be held. Use media as much as possible.
- The group sponsoring the initial forum should take the initiative in conducting the first meeting. A person representing the group should be responsible for communicating the purpose of the forum to those present and what the meeting hopes to accomplish. Another person representing the sponsoring group should be responsible for recording ideas and suggestions presented at the meeting.
- After stating the purpose, objective, and "groundrules" for the initial forum, the discussion leader should pose the questions prepared in advance to the audience. Encourage the open discussion and interchange of ideas.
- If the participants are on the right track, you'll find the recommendations for topics to consider and/or directions to consider for possible next meetings will "come from the floor". If this occurs, the convener should make sure an "ad hoc" committee of participants is organized to plan for the next meeting.
- Make sure the recorder gets the names of all the participants so that they may be personally contacted prior to the next forum.
- Recognize that unlike the other needs-assessment approaches discussed thus far, you'll probably need to "play it by ear" more with the Public Forum Approach. Be well prepared for the initial meeting. Then let the participants join with you in planning for future meetings. Your goal is to learn from them by **permitting** them to get involved in the needs assessment process.

*What are the advantages of this approach*

The advantages of this approach are:

- The approach offers a good way to elicit opinions from a wide range of the community members.  
It provides an opportunity for citizens to actively participate in the needs assessment process.
- Participants in the forums may offer able assistance to decision makers after the need assessment process is completed.  
It often contributes to enhancing the lines of communication between the "providers" and "consumers" of services and programmes.
- This approach is perhaps the least expensive of all the systematic needs assessment approaches.
- It is also one of the easiest to implement.
- It can provide a quick, intensive picture of community concerns.
- ..The approach gives community issues broad visibility.
- It is useful to identify problems, assess needs, or to suggest questions requiring further study.
- The design of the approach is flexible and a variety of techniques can be incorporated into it.

*What are the disadvantages of this approach?*

The disadvantages are:

- The burden is mainly on the sponsoring organizations, agencies, or associations to encourage participation.
- It requires good leadership and advance organization.
- The opinions obtained are limited to those who attend - all viewpoints may not be heard.
- The participants in the forums may actually represent a variety of "vested interest" groups.
- Poor advance planning and advertising may result in limited participation.
- Participants in forums may use the sessions as a vehicle to publicize their grievances ("gripes") about local organizations or agencies.
- If not well facilitated, only the vocal minorities will be heard.
- A large turnout may prevent everyone from speaking and may limit time allowed for each speaker.
- The approach may generate more questions than answers.
- The forums may bring about unrealistic expectations in the minds of the participants in terms of what "providers" can do to help meet needs.

We will now discuss the third approach/technique i.e. Nominal Group Process.

### **14.5.3 The Nominal Group Process Technique**

The Nominal group process is an idea generating strategy to gather individual's ideas in face-to-face non-threatening situations. It is intended to maximize creative participation of group members where input from all participants is sought. The process takes advantage of each person's knowledge and experience. This approach is useful in generating and clarifying ideas, reaching consensus, prioritizing and making decisions on alternative actions.

*How do we implement the Nominal Group Process approach?*

There are many variations in using the nominal group's process. The following steps outline one general approach to using the process:

- If a large number of participants are involved, divide participants into small groups of 6 to 20 persons.
- Members of the group write their individual ideas on paper,
- Each person discusses his/her ideas and all concerns are listed on a chart or board.
- Each idea is discussed, clarified, and evaluated by the group.
- Each person assigns priorities by silent ballot.
- Group priorities are tallied.
- There is discussion on final group priorities.

*What are the advantages of this technique?*

The advantages are:

- If well organized in advance, a heterogeneous group can move toward definite conclusions.
- The technique can be used to expand the data obtained from surveys/existing documents, or generate a more specific survey.
- It motivates all participants to get involved because they sense they are personally affected.
- It generates many ideas in a short period of time, allows for a full range of individuals' thoughts and concerns.
- A good way to obtain input from people of different backgrounds and experiences.
- It gives all participants an equal opportunity to express opinions and ideas in a non-threatening setting.
- It stimulates creative thinking and effective dialogue.
- It allows for clarification of ideas.

*What are the disadvantages of this technique?*

The disadvantages of this technique are:

- It may be extremely difficult to implement with large audiences unless advance preparation has taken place to train group facilitators and divide participants into groups of 6 to 10 members.
- The process may appear rigid if group leader does not show flexibility, encourage agenda building, and show respect for all ideas and concerns.
- There may be some overlap of ideas due to unclear wording or inadequate group discussion.
- The knowledgeable individuals selected to participate may not represent all community sub groups.
- Assertive personalities may dominate **unless** leadership skills are exercised.
- The technique may not be a sufficient source of data in itself and may require follow-up survey, observations or documentary analysis.

Let us now look at the fourth technique, the delphi technique.

### 14.5.4 The Delphi Technique

The Delphi technique is an idea-generating strategy that does not require face-to-face interaction, although it also can be used in small groups or workshop settings. It is more structured than the nominal group process and uses a series of questionnaires and summarized feedback reports from preceding responses. This approach is similar to the nominal group process i.e. in generating and clarifying ideas, reaching consensus, prioritizing, and making decisions on alternative actions. Since face-to-face interaction is not a requirement, the delphi technique could be used with groups that would not ordinarily meet together. Let us look at the implementation of the technique.

#### *How do we implement the Delphi Technique?*

Many variations of the delphi technique can be designed. The following steps outline a general approach for using the delphi technique:

- Develop a questionnaire focusing on identified issues, problems, causes, solutions, and actions. The intent is for each respondent to list ideas regarding the specified issue.
- Distribute the questionnaire to an appropriate group of respondents.  
Each respondent independently generates ideas in answering the questions and returns the questionnaires.
- Summarize the questionnaires into a feedback report and develop a second questionnaire for the same respondent group. The second questionnaire should ask respondents to prioritize or rank input from the first round.
- Distribute feedback, summary and second questionnaire.
- Respondents review feedback, report independently, rate priority ideas in second questionnaire, and return response.
- This process is repeated until general agreement is reached on problems, causes, solutions, and actions.
- A final summary and feedback report is prepared and distributed to respondents.
- The feedback reports throughout this process allow for the exchange of opinions and priorities, and often result in individual changes in opinions and priorities after respondents evaluate the general groups perspectives.

Let us study the advantages of the technique.

#### *What are the advantages of Delphi technique?*

The advantages are:

- The technique allows participants to remain anonymous.
- It is inexpensive.
- It is free of social pressure, personality influence, and individual dominance.
- It allows sharing of information and reasoning among participants.
- It is conducive to independent thinking and gradual formulation.
- A well-selected respondent panel, a mix of local officials, knowledgeable individuals, community members, regional officials, academic, social scientists, etc. can provide a broad analytical perspective on local problems and concerns.
- It can be used to reach consensus among groups, hostile to each other.

Let us look at the disadvantages of this technique.

*What are the disadvantages of this technique?*

The disadvantages are:

- The judgments expressed in the responses are those of a selected group of people and may not be representative.
- The technique offers tendency to eliminate extreme positions and forces a middle-of-the-road consensus.
- It is more time-consuming than the nominal group process.
- It should not be viewed as a total solution.
- It requires skills in written communication.
- It requires adequate time and participant commitment (about 30 to 45 days to complete the entire process).

Let us study the fifth or the last approach of the section i.e. survey approach.

### 14.5.5 The Survey Approach

The purpose of the survey approach is to collect information from a wide range of community members concerning issues and community needs via their responses to specific questions. The information (data) is gathered through a carefully developed instrument administered to individuals identified via a sampling procedure. It is recommended that the individuals who collect this information should have at least some training or experience in the construction of survey instruments (e.g., writing clear and precise questions) and sampling technique (e.g. selecting the most appropriate sampling design given the nature of the study). There are various methods of conducting surveys. Let us look at these.

#### *Methods of conducting surveys*

Some of the methods of conducting Surveys are: 1) Personal (face-to-face) interviews, 2) Self-administered questionnaires completed by respondent's in-groups, 3) Telephone interviews, and 4) Mailed questionnaires. The types of surveys can often be compared in terms of: (i) cost of implementation, (ii) time needed for completion (iii) rate of refusal, and (iv) the extent and type of training needed by supporting staff and decide according to our requirements. Let us look at some of the advantages of survey approach.

*What are the advantages of this approach?*

The advantages are:

- Survey approach is perhaps the best approach for eliciting the attitudes of a broad range of individuals.
- The data obtained are usually valid and reliable.
- The various methods discussed above may be selected in relation to desired cost or response rate.
- It can be used to survey an entire population and provide an opportunity for many persons to feel involved in the decision-making process.
- It secures information from individuals who may be the recipients of services initiated as a result of the findings, thereby eliciting data from individuals who are usually in a good position to critique the present services.
- It can be used to record behaviours, as well as, opinions, attitudes, knowledge, and beliefs.
- It is an excellent technique to use in conjunction with other systematic needs assessment techniques.

What are the disadvantages of survey approach?

The disadvantages are:

- This approach is often the most costly.  
To ensure statistical meaning, samples must be carefully selected.
- The results may not be valid if survey is not designed correctly.
- It may require time and expertise to develop the survey, train interviewers, conduct interviews, and analyze results.
- It is subject to misinterpretation depending on how the questions and response categories are designed.
- The tendency for scope of data may be limited as there may be omission of underlying reasons, and actual behavioural patterns.
- Respondents may, at times, be hesitant to answer certain questions and may answer what they think the authors want to hear and not necessarily how they feel. This is a problem particularly with interviews.
- Surveys are often "one shot" affairs. For example, persons responding to a needs survey may not be resurveyed again in the future.
- Individual's attitudes can change rapidly due to a variety of "intervening factors",

Thus, in this section, we learnt about various techniques/approaches used to conduct needs assessment/situational analysis. Thus you would note that for planning our programme, the first thing we would have to do is to go into the community and identify needs through the use of one or more of these methods. We can then identify the problems in the community and plan further steps in our programme.

In the last two sections, we have discussed how to plan, implement, sustain and evaluate a public nutrition programme. We also discussed that the programmes or certain components of the programmes should be sustainable if we want to see the continuous improvements in the health and nutritional status of the communities. For successful implementation of programmes and sustainability, it is critical that these programmes be administered properly. In other words, we need to have a good system and mechanism in place which will provide support in programme implementation. We also want to follow good management principles i.e. an integrated approach, so that the programme is effective and efficient in meeting its goals and objectives. In the next section, we will study about good governance and good management principles in detail. Now we shall take a break and answer the questions given in check your progress exercise 3.

<p><b>Check Your Progress Exercise 3</b></p> <p>1. Describe the term situational analysis/needs assessment.</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>2. Enumerate the techniques commonly used to conduct situational analysis.</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
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3. Answer these briefly:

a) Five advantages of conducting nominal group exercises

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b) Five disadvantages of conducting a survey in a community

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Now let us learn about good governance and good management principles.

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## 14.6 PRINCIPLES OF GOOD GOVERNANCE AND MANAGEMENT

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As discussed above, we will study about what do we mean by good governance, why it is essential to have good domestic governance, the importance of partnership for good governance and good management principles.

Let us begin with what is **governance**? *The act or process of exercising authority or power over political units is known as governance.* We should not merely have governance, we need to have good governance. Why is it so? This is because good governance in partnerships with developing country governments, non-governmental organizations **and** labour unions is essential for sustainable improvements in the nutrition and health programmes. Good governance is the foundation of sustainable development. This requires developing transparent **democratic** institutions, independent and fair judiciaries, and strengthened law enforcement that can **combat** corruption. When development programmes are infused with democratic principles **and** approaches, a cycle of benefits accrues. The **programmes** not only achieve better results but also can change the way communities go about solving problems. In addition, we also need good domestic governance. Good domestic governance is essential because almost every aspect of sustainable development is affected by the quality of civil society, political participation, decision making, and responsible and reliable **governance**.

Since good governance is the fundamental requirement for progress and sustainability, furthering it is the strategy to foster sustainable development. There are certain goals that support good governance. These are:

- o democratic institutions that are effective, accountable, and transparent,
- **an** independent and fair judiciary,
- law enforcement that - with integrity - protects the people while strengthening their capacity to combat **corruption**,

- sound monetary, fiscal, and trade policies that promote economic growth, social development, and environmental protection, and
- participation by all members of civil society in decisions that affect them.

Democratic governance supports sustainable development by making institutions and policy making more accountable, transparent, and responsive. Free and fair elections allow people to select and change their leaders and to express their preferences for political parties and popular movements. Increasing political participation allows citizens to influence the allocation of health services, food, clean water and sanitation. A vibrant and politically active civil society, with a free press and the right to free association, will hold institutions accountable, more so when policy making is transparent and responsive to the concerns of citizens.

An independent and fair judiciary is also crucial for good governance. Solid judiciaries support laws that protect people, commerce, and the environment, and they enable enforceable contracts - a cornerstone of a functioning economy. Good governance also facilitates economic growth and equity. Both are shackled by corruption, a worldwide problem that distorts investment decisions, leads to misallocation of resources, and has a disproportionate impact on the poor.

Governance issues are critical at local levels, where participatory problem solving permits effective resource allocations. For example, a population and child nutrition programme in Morocco promotes localized management of public health services in order to reduce bureaucracy and permit more direct assistance. This assistance will be more efficiently targeted through collaboration between public health officials, non-governmental organizations, community associations, and the private sector. Similarly, in India local self government like panchayat raj institutions plays a significant role in sustainable improvements in nutrition and health status of the communities. This takes us to the importance of partnership for promotion of good domestic governance. Let us review this in detail.

#### *Importance of partnerships for good domestic governance*

Good domestic governance can be promoted through a wide range of partnerships. Significant partnerships of government programmes with local NGOs, community based organizations, civil society and democratic processes. Similarly, addressing employment and labour issues is essential to poverty alleviation and sustainable development, and that labour unions often play key roles in promoting civil society, fostering political participation, and demanding accountability from elected leaders. The abilities of developing countries to design and institutionalize the social safety net policies and programmes needed to foster economic growth and workers protection. We know that public nutrition requires multisectoral approach to solve nutrition problems so it becomes essential that public nutrition programmes are managed by multidisciplinary teams. Let us see the principles we need to follow for managing successful nutrition programmes.

#### *Good Management Principles :The Value of an Integrated Approach*

An integrated, cross-sectoral approach is required for addressing governance and sustainable development in public nutrition programmes. Good management involves multisectoral teams from various sectors to manage the programmes. For example, sustainable improvements in nutritional status in communities are possible only when agriculture and nutrition sectors work together. This could be further enhanced by the participation of irrigation departments and community members and organizing and training small community groups etc.

A good and effective programme management requires a good nutrition/ health programme team along with a good leader to guide.

Thus for a good programme management, a multi-disciplinary team is required, who is able to:

- understand the people (realizing their problems, communication with the people),
  - elicit community participation,
- work efficiently with maximum use of available resources, and
- institutionalize overall efficient administration, no waste of resources, proper co-ordination among the team.

Thus we saw that good governance and good management are required for successful public nutrition programmes. Good governance is required for sustainable improvements in nutrition and health status of people.

#### **Check Your Progress Exercise 4**

1. What is the importance of good governance and what are the goals that support good governance?

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2. Describe briefly the principles of good programme management. ....

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## **14.7 LET US SUM UP**

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In this unit, we began our study by understanding the concept of programme management and administration. Programme management is defined as getting people to work harmoniously together to make efficient use of resources to achieve the objectives. Since programme management involves **working** with people, especially skilled and competent people, we discussed in detail about personnel management which has a special role to identify, recruit, train and maintain the staff responsible for nutrition programmes. We discussed the roles, skills of a personnel manager and the core functions he/she is expected to perform in an organization. We studied about various steps involved in process of planning, implementing and evaluating a public nutrition programme. While doing so, we reviewed various questions **that** need to be answered while designing a programme. We also described in detail the process of needs assessment/situational analysis since this is the **first** step to design a programme. We learnt about the most commonly employed **methods/techniques** for conducting needs assessment. We discussed each method's purpose, procedures, advantages and disadvantages, which will serve as a guide in the selection of an appropriate technique for the collection of first-hand information on local needs for the **community**. We concluded that for a programme to sustain it is **important** to have good governance and good management principles. Thus we ended our discussion by learning about the issues of governance and principles of good management principles.

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## 14.8 GLOSSARY

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- Civil society** : includes voluntary and non-profit organizations of many different kinds, philanthropic institutions, social and political movements, other forms of social participation and engagement and the values and cultural patterns associated with them.
- Key stake holders** : people who have an interest or are affected by an activity.
- Normative** : relating to, or prescribing a norm or standard.
- Political unit** : a unit with political responsibilities.
- Remuneration** : wages or salaries including retroactive wages or salaries Bonuses including stock bonus plans; Extra pay for overtime work pay for holidays, vacations or periods of sickness.

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## 14.9 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

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### Check Your Progress Exercise 1

1. Programme management can be defined as getting people to work harmoniously together to make efficient use of resources to achieve the objectives. A public nutrition team has three main functions of management. These are planning, implementation and evaluation of public nutrition programme. Administration, on the other hand, is a wider term and encompasses such activities as spelling out policies and objectives, establishing suitable organization structures and providing necessary resources for realization of objectives.
2. The Management functions include planning, organizing, directing and controlling. While Operative functions include procurement, development, compensation and integration.
3. The knowledge and skills required by the personnel manager include a broad background in the fields of psychology, sociology, philosophy, economics and management, he or she must deal with situations which often do not have right answers for all, an ability to understand not so logical demands of the employer or employee, a capacity to programme oneself into others position without losing perspective, and skills in predicting human and organizational behaviour.

### Check Your Progress Exercise 2

1. Steps in designing a nutrition health programme are:
  - Identify the issues or health problems in the community,
  - Prioritize the issues or nutrition health problems, to identify the one that the programme will address,
  - a Identify risk factors and set the goal for the programme,
  - Determine contributing factors and state objectives for the programme,
  - Determine what the strategies will be,
  - Develop the action plan for the programme and implementing them,
  - Sustain the programme or keep the programme (or some parts of it) going,
  - Evaluate the programme

2. Sustainability means thinking of ways to keep the programme (or **important** parts of it) going after its official end. Points to consider when planning for sustainability include how will the programme team assess the ongoing need for the **programme**, are **community** members involved in the **management** of the programme, what skills and facilities are required by the community to **manage** and maintain the programme, is training needed? Is it available? How will the **community** access it?, who can continue the work etc.
3. A) Steps in the process of evaluation are
 

i) Focus of evaluation	v) Collection of data
ii) <b>Formulation</b> of questions for evaluation:	vi) Analyze data
iii) Designing strategy for evaluation:	vii) Reporting
iv) Coordinate plan for evaluation	viii) Reassessment

### Check Your Progress Exercise 3

1. Situational analysis/needs assessment describes a process by which the assessment of the current situation in the **community** is undertaken, value-based judgements regarding the preferred or desired situation are reached, and some **determination** of the priority status of local needs is made.
2. Techniques commonly used for conducting situational analysis are:
  - a) Key informant approach: collect information from those **community members** who, because of their professional training and/or affiliation with particular organizations, are in a prime position to **obtain a more** comprehensive viewpoint of what the needs facing the **community** are.
  - b) Public forum approach: elicit **information** from a wide range of community members **concerning** issues and **community** needs via group discussion taking place at a series of public meetings in the community.
  - c) Nominal group process technique: strategy to gather individual's ideas in face-to-face non-threatening situations.
  - d) Delphi technique: an idea-generating strategy that is more structured than the **nominal** group process and uses a series of questionnaires and summarized feedback reports from preceding responses.
  - e) Survey approach: collect **information** from a wide range of community members concerning issues and **community** needs via their responses to specific questions.
3. Advantages of **nominal** group exercises are:
  - If well organized in advance, a **heterogeneous** group can move toward definite conclusions.  
Can be used to expand the data obtained from surveys or existing documents, or can be used to generate a more specific survey.
  - Motivates all participants to get involved because they sense they are personally affected.
  - Generates **many** ideas in a short period of time, allows for a **full range** of individuals' thoughts and concerns.
  - A good way to obtain input from people of different backgrounds and experiences

4. Disadvantages of conducting a survey
  - This approach is often the most costly.
  - To ensure statistical meaning, samples must be carefully selected.
  - Results may not be valid if survey is not designed correctly.
  - May require time and expertise to develop the survey, train interviewers, conduct interviews, and analyze results.
  - Is subject to misinterpretation depending on how the questions and response categories are designed.

#### Check Your Progress Exercise 4

1. Good governance in partnerships with developing country governments, non-governmental organizations and labour unions for sustainable improvements in the nutrition and health programmes. The goals that support good governance are: democratic institutions that are effective, accountable, and transparent, an independent and fair judiciary law enforcement that with integrity - protects the people while strengthening their capacity to combat corruption, and environmental protection and participation by all members of civil society in decisions that affect them etc.
- 2) The principles of a good programme management are implementation of the programme by a **multi-disciplinary** team, who is able to understand the people (realizing their problems, **communication** with the people), elicit community participation work efficiently with **maximum** use of available resources, and institutionalize overall efficient administration, no waste of resources and proper co-ordination among the team.