
UNIT 1 PROGRAMME PLANNING

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1.1 INTRODUCTION

The first step in any systematic attempt to promote urban development is to prepare useful programmes based on people / community needs. The development of such programmes, which harmonize with the needs of people as a whole, is an important responsibility of urban development workers. Programme planning is also a procedure of working with the people in an effort to recognize unsatisfactory situations or problems, and to determine possible solutions, or objectives or goals. This is a conscious effort to meet the needs, interests and wants of people for whom the urban developmental programmes are intended. Hence, the element of people needs should be the central concern of urban development professionals who formulate / implement development programmes.

After studying this unit you should be able to:

- discuss meaning, objectives and principles of programme planning process.
- describe the programme planning process.

1.2 MEANING OF PROGRAMME PLANNING

Before going into the details of programme planning process, let us understand the meaning of the terms like *programme*, *plan* and *programme planning* in the context of urban development.

Programme: Programme is a written statement which describes proposed developmental activities, the problems they address, the actions, and resources required.

Plan: Plan is schedule of development work outlining different activities in a specific period. It answers the questions like what, why, how, and when as well as by whom and where the work is to be done.

Programme planning: Programme planning is the process of making decisions about the direction and intensity of development education efforts to bring about desirable change among people /community.

Development programme: Development programme is a statement of situation, objectives, problems, strategies and solutions to development problems and issues. The development programmes formulated for the urban may be different from that of the rural areas. Development programmes varies from time to time depending on the issues and problems cropped up at that particular period.

Good programme planning is to the urban development worker what the compass is to the seaman.

Let us briefly discuss the terms / related terms used in this definition.

Situation: Situation is a statement of affairs that includes the cultural, social, economic and physical conditions in which a particular group of people find themselves at a given period of time. Please remember the situation which constitutes the environment for planning is continuously changing. The changing environment aspects that are relevant to development work are:

- Changes in technology.
- Changes in Government policy.
- Changes in overall economic activity including prices, employment of labour, raw material etc.
- Changes in social norms and attitudes of people towards development.

Aims: Aims are generalized and broad statement of directions with respect to given activities.

Example: Improvement of economic condition of urban slum women through Self Help Groups.

Objectives: Objectives are expression of ends towards which our efforts are directed. The dictionary meaning of objective is ‘something that one’s efforts or actions are intended to attain or accomplish’.

Example: Improvement of slum women’s economic condition by 20 percent through Self Help Groups.

Goal: Goal is the distance in any given direction one expects to go during a given period of time.

Example: Improvement of slum women’s economic condition by 20 percent through income generating activities of Self Help Groups in one year.

Problem : Problem is an issue or obstacle which makes it difficult to achieve a desired goal, objective or purpose. It refers to a situation, condition, or issue that is yet unresolved. In a broad sense, a problem exists when an individual becomes aware of a significant difference between what actually is and what is desired.

Example: In society, a problem can refer to particular social issues, which if solved would yield social benefits, such as increased harmony or productivity, and conversely diminished hostility and disruption.

Goal
If we could but know where we are now, and where we ought to go, we could better judge what to do, and how to do it.
- Abraham Lincoln

Solution: Solution is a course of proposed action to change an unsatisfactory condition to one that is more satisfying.

Example: Decrease in traffic congestion on the roads by providing good urban mass transport system under Jawaharlal Nehru National Urban Renewal Mission (JNNURM).

Calendar of Work: Calendar of work is a plan of activities to be undertaken in a particular time sequence.

Example : Pulse polio programme on first Sunday of every month in all urban slums during the year 2013.

1.3 OBJECTIVES OF PROGRAMME PLANNING

Properly planned development programme gives many benefits. Objective of any developmental programme is to influence people to make changes in their way of life and in making a living. The postulation is that, there is need for change and if people are not aware, it is necessary to make them aware of this and to develop their needs. Important objectives of having a programme planning as per Kelsey and Hearne (1966) are as follows.

- i) To ensure careful consideration of what is to be done and why.
- ii) To furnish a guide against which to judge all new proposals.
- iii) To establish objectives toward which progress can be measured and evaluated.
- iv) To have a means of choosing the important / deep rooted from incidental / minor / less important problems and the permanent from the temporary changes.
- v) To develop a common understanding about the means and ends between various functionaries and organizations.
- vi) To ensure continuity during changes in personnel.
- vii) To help develop leadership.
- viii) Avoid wastage of resources, money and promote efficiency.
- ix) To justify expenditure and ensure flow of funds.
- x) To have available a written statement for public use.

1.4 NEED IDENTIFICATION IN PROGRAMME PLANNING

Efforts to promote change through development programmes are successful only to the extent they are focused on the important needs of the people and are effective in helping people meet these needs. In development programmes, people participate only when they think that the programme is valuable to them in meeting personal, family, group or community needs which they themselves recognize. The element of need and need identification therefore, should be the

People concern themselves with urban development programmes only on the basis of needs as they see them, not programme planners view them.

fundamental concern in urban development programmes. In short people concern themselves with urban development programmes only on the basis of needs as they see them, not programme planners view them.

Urban programmes developed based on the needs *by* the people, *for* the people and *of* the people have best chances of success

Successful programme planning is one of identifying accurately what people want, think they need, and actually getting these items converted into a realistic well organized and concerted series of forceful developmental activities- this may properly called a programme. Effective programmes to promote change are developed through finding people’s needs and arranging action that helps meet them. Hence, a clear understanding of the nature and role of people’s needs in programmes is essential to the urban development workers like you.

1.5 PRINCIPLES OF PROGRAMME PLANNING

Planning of urban development programme is to be done on the basis of well recognized principles which should be clearly understood and followed. The main principles are:

- i) Programme-planning should be based upon a careful analysis of a factual situation.
- ii) Problems for action are selected on the basis of recognized needs of people.
- iii) Objectives and solutions are to be feasible and offer satisfaction.
- iv) Programme should be permanent and flexible to meet a long-term situation, short-term changes, and emergencies.
- v) Programme should have both balance and emphasis.
- vi) Programme should have a definite plan of work.
- vii) Programme planning is a continuous and coordinating process.
- viii) Programme planning should be educational and directed towards bringing about desirable change.
- ix) Programme planning should have a provision for the evaluation of results.

JNNURM vs. Principles of Programme Planning

India’s National Common Minimum Programme attaches the highest priority to the development and expansion of physical infrastructure. Accordingly, JNNURM was planned for urban renewal and expansion of social housing in towns and cities, paying attention to the needs of slum dwellers. The Millennium Development Goals commit the international community, including India, to an expanded vision of development as a key to sustaining social and economic progress. As a part of its commitment to meet the Millennium Development Goals, the Government of India under JNNURM proposes to: (i) facilitate investments in the urban sector; and (ii) strengthen the existing policies in order to achieve these goals. Since cities and towns in India constitute the second largest urban system in the world, and contribute over 50 per cent of the country’s GDP, they are central to economic growth. For the cities to realise their full potential and become effective engines of growth, it is necessary that focused attention be given to the improvement of infrastructure under JNNURM.

Activity 1

Visit a nearby any development department and enquire about urban development programmes. Write your observations.

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Check Your Progress 1

Note: a) Use the spaces given below for your answers.

b) Check your answer with those given at the end of the unit.

1) What do you mean by development programme planning?

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2) Do you agree that proper planning enhances the success of urban development programmes? Support your answer.

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3) Write any four principles of programme planning.

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1.6 PROGRAMME PLANNING PROCESS

Three phases involved in programme planning process are:

- i) Programme formulation
- ii) Programme execution
- iii) Programme evaluation

These three phases have the following 8 sub-processes as shown in Fig.1.1

- i) Collection of facts and analysis
- ii) Identification of problems
- iii) Determination of objectives
- iv) Developing the plan of activities
- v) Carrying out the activities
- vi) Continuous checking
- vii) Evaluation of results
- viii) Reconsideration

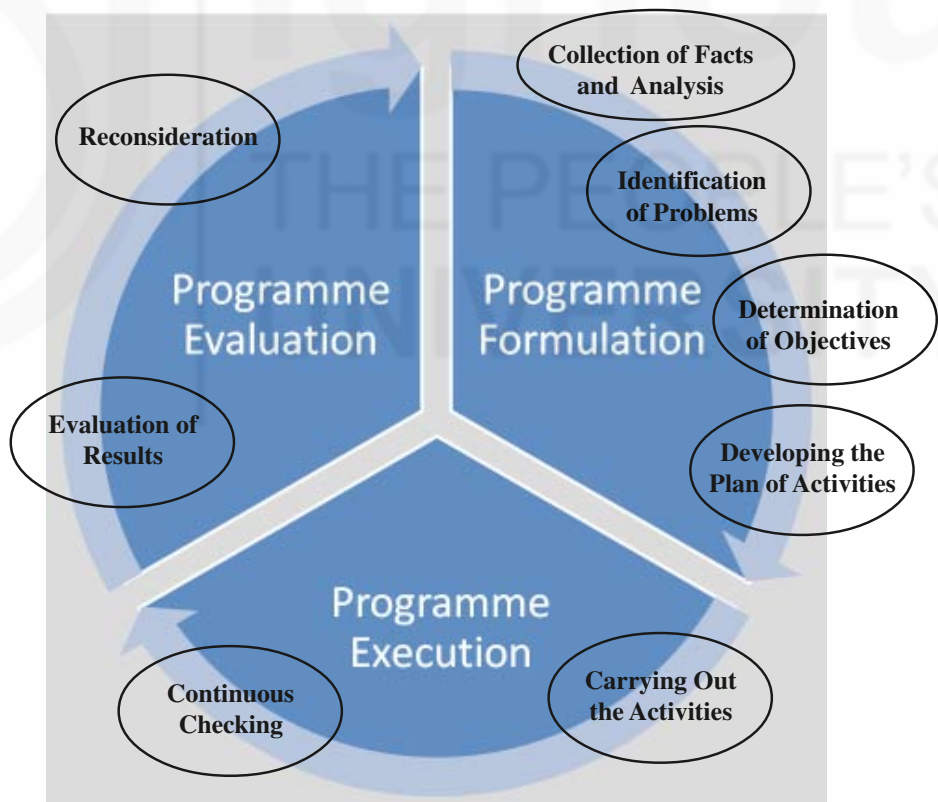


Fig. 1.1: Development Programme Planning Process

1.6.1 Collection of Facts and Analysis

Urban development workers must have adequate knowledge of socio, economic, cultural and psychological status of people and how to involve them in the process of development. In general, information on the following items should be collected.

- a) Number of beneficiaries
- b) Educational status of beneficiaries
- c) Communication facilities
- d) Socio- economic status
- e) Availability of common / community facilities
- f) General health of the community
- g) Customs, traditions, institutions, peoples' organizations operating in the area, etc.

The tools and techniques for collecting data include systematic observations, interviewing the people and surveys, existing governmental records, census reports, and the past experiences of the urban development workers. After collecting facts, they are analyzed and interpreted to find out the problems and needs of the people.

1.6.2 Identification of Problems

As a result of the facts analysis, the important gaps between 'what is' and 'what should be' are identified and the problems leading to such a situation are to be located. These gaps represent the people's needs. For your understanding, problem of urban transport system is given in Fig. 1.2

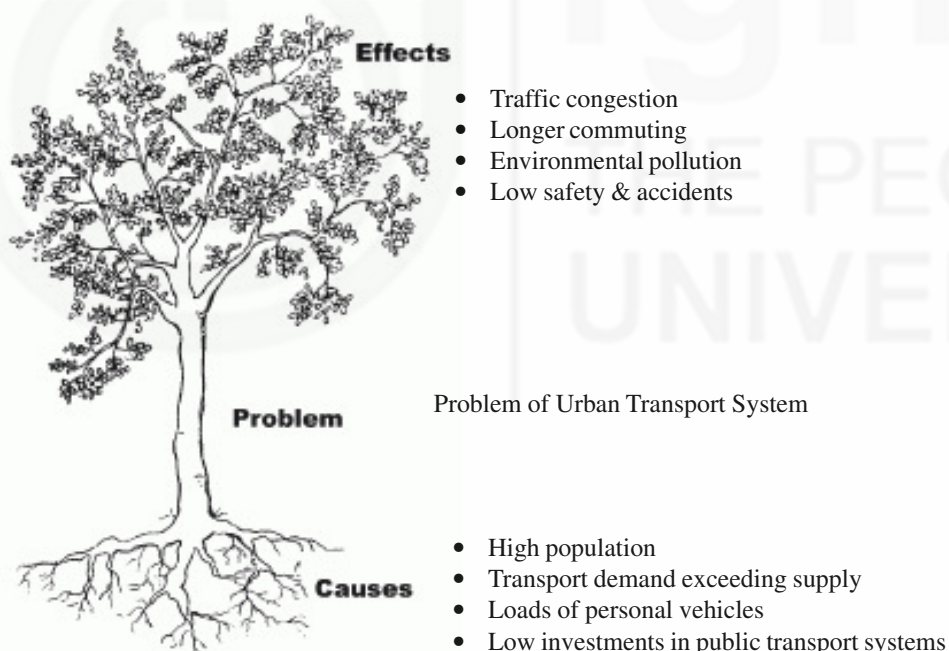


Fig. 1. 2: Problem of Urban Transport System

From the Fig. 1.4, we can identify various direct and indirect causes for the problem of urban transport. Some of the interrelated reasons are: the high population is leading to exceeding of demand compared to supply and therefore people have to use personal vehicles. These are leading to traffic congestion, longer travel time, environmental pollution, low safety and increased possibility for accidents.

1.6.3 Determination of Objectives

Once the needs and problems of the people have been identified, they are stated in terms of objectives and goals. The objectives represent a forecast of the changes in the situation or change in behaviour of the people to be brought about. The objectives may be long-term as well as short-term and must be stated clearly.

Example: To solve the problem of urban transport system as identified above, the objectives for a one year 'Mitigating Urban Transport Problem' project could be:

- a) To educate commuters on the benefits of using public mass transport system.
- b) To reduce the number of vehicles on the roads at least by 20 % by encouraging pooling of commuters.

1.6.4 Developing the Plan of Activities

In order to achieve the stated objectives, the means and methods attaining each objective are selected and the action plan, i.e. the calendar of activities is developed. It includes the technical content, who should do what, and the time-limit within the work will be completed. The plan of work may be seasonal, short-term, annual or long-term.

Example: Prepare the following schedule of activities, print and distribute to all concerned related to above objectives.

- Developing urban transport extension literature on benefits of public mass transport system like Metro viz., :
 - Time saving for commuters
 - Reliable and safe journey
 - Reduction in atmospheric pollution
 - Reduction in accident
 - Reduced fuel consumption
 - Reduced vehicle operating costs
 - Increase in the average speed of road vehicles, etc.
- Using the above literature, conduct awareness campaigns (6-7 in a month) targeting offices (1st Monday), schools (2nd Monday) and public places (all Sundays) on the benefits of public mass transport system.
- Through individual and group contact methods, persuade at least 20 % of personal vehicles users to shift from individual to pooled vehicles.

1.6.5 Carrying out the Activities

Once the action plan has been developed, arrangement for supplying the necessary inputs, teaching aids, urban transport extension literature etc. has to be made and the specific action has to be initiated. The execution of the plan of activities is to be done through extension methods for stimulating individuals and groups to think, act and participate effectively. People should be involved at every step to ensure the success of the programme.

1.6.6 Continuous Checking

Follow-up the activities carried out at regular intervals. Keep adequate records of each activity as a base for evaluation of results.

1.6.7 Evaluation of Results

It is done to measure the degree of success of the programme in terms of the objectives set forth. This is basically done to determine the changes in situation or the behaviour of the people as a result of the programme. The evaluation is done not only of the physical achievements but also of the methods and techniques used and of the other steps in the programme-planning process, so that the strong and weak points may be identified and necessary changes made in the subsequent programmes.

1.6.8 Reconsideration

The systematic and periodic evaluation of the programme will reveal the weak and strong points of the programme. Based on these points the programme is reconsidered and the necessary adjustments and changes should be made in order to make it more meaningful and sound.

Remember that programme-planning is not the end-product of urban development activities, but it is an educational tool for helping people to identify their own problems and make timely and judicious decisions. In the above mentioned steps, it is clear that the planning of mitigating urban transport problem comprises a logical series of consecutive steps. Similarly development programmes can be formulated in any other sub-sectors of urban development. The first 4 steps form the programme planning phase. The steps 5-6 form the action-phase. The steps 7-8, joins the two phases together, where it leads to the fact-collecting step, thus beginning once again the never ending or continuous process of planning the urban development programme.

Check Your Progress 2

Note: a) Use the spaces given below for your answers.

b) Check your answer with those given at the end of the unit.

1) Write the three phases in programme planning.

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1.7 LET US SUM UP

In this unit we started by looking into the definitions of the terms programme, plan and programme planning and understood what they mean in the context of urban development. We examined the importance and principles of programme planning. In the last section we studied different phases and sub-phases in programme planning process with a practical example.

1.8 KEYWORDS

- Programme** : Programme is a written statement which describes proposed activities, the problems they address, the actions, and resources required.
- Plan** : Plan is schedule of development work outlining different activities in a specific period.
- Programme Planning** : Programme planning is the process of making decisions about the direction and intensity of extension education efforts to bring about desirable change among people.
- Calendar of Work** : It is a time schedule of work consisting activities arranged chronologically.
- Extension Programme** : It is a statement of situation, objectives, problems, and solutions.

1.9 REFERENCES AND SELECTED READINGS

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1.10 CHECK YOUR PROGRESS – POSSIBLE ANSWERS

Check Your Progress 1

- 1) Development programme is a statement of situation, objectives, problems, and solutions..
- 2) Yes. Proper planning of urban development programmes enhances the success by: avoiding wastage of resources; providing guidance; maintaining continuity and sequence; providing reliable information and ; facilitating institutional and local support.
- 3) The main principles programme planning are: careful analysis of a factual situation; selection of problems on the basis of recognized needs of people;

set the feasible objectives which offer satisfactory solutions; permanent and flexible to meet a long-term situation, short-term changes, and emergencies; educational and directed towards bringing about desirable change and provides for the evaluation of results.

Check Your Progress 2

- 1) The three phases involved in programme planning process are (i) : Programme formulation (ii) Programme execution and (iii) Programme evaluation.

