

CHAPTER-10

IMPLEMENTATION OF PROJECTS

- * General and Specific Objectives**
- * Trainer's Notes and Guidelines**
- * Self-Learning Package for the Trainees and Assignments**

GENERAL OBJECTIVE

The participant will devise appropriate follow-up measures given a project plan and certain likely problems that may arise during implementation.

SPECIFIC OBJECTIVES

The participant will :-

- (a) Become aware of the manner in which implementation may deviate from a project plan.
- (b) Using the technique of Problem Analysis, devise corrective measures for a specific deviation of implementation from plan.
- (c) Describe the use of infrastructures for sensitive diagnosis and correction of such deviations.
- (d) Apply these techniques to devise follow-up measures in certain case descriptions on problems arising during implementation.

TRAINER'S NOTES AND GUIDELINES

IMPLEMENTATION OF PROJECTS

THEME OF THE CHAPTER

As the title suggests this Chapter is fully devoted to the implementation of project plans. Managing implementation is referred to as FOLLOW-UP in the Chapter.

In the youth services and youth programmes FOLLOW-UP is normally undertaken by a team. The team closely watches progress and sets right problems that may impede progress. The technique used in locating problems and resolving them is known as 'Problem Analysis'. This technique is elaborated in fair detail in the Chapter. In short, performance of the Follow-up team depends on its abilities to locate problems early (sensitivity) and employ remedies for the problems so that progress is 'back on track'.

Implementation has always been the 'bane' of projects. In spite of highly sophisticated planning, things have been known to go wrong during the implementation. The reasons probably lie in the fact that 'skills for the implementation' or for that matter 'skills of Follow-up' are of a totally different type than those needed in planning. Here alert use of information, appropriate resolution of problems, sensitivity towards problems and their symptoms, the use of trial and error are also desirable and difficult to develop in individuals.

The importance of implementation is beyond question since it produces the 'results' in the project. But introducing the learner to the skills of implementation and their employment is not an easy task. This Chapter precisely attempts to do so.

PREREQUISITES

For the Tutor:

- A clear understanding of previous Chapters, in particular Planning (Chapter - 2), Organising for Implementation (Chapter - 8) and Working in Groups (Chapter - 9).
- Experience of Follow-up actions in project implementation, and a confidence in coping rationally with problems encountered during Follow-up.

For the participant :

- Some experience of implementing projects.
- Knowledge of 'Planning' and 'Working in Groups' (Chapters - 2 and 9).

PREPARATORY ACTIVITIES FOR TUTOR

- Detailed study of this Chapter and completion of assignments given in the Chapter.
- Study of 'Problem Solving' from Reference 3.
- Keeping some additional illustrations drawn from personal experience in mind for use in clarifying concepts if and when needed.

INSTRUCTIONAL GUIDELINES

(a) This Chapter has been presented in the self-learning mode. It contains two illustrations and two assignments.

Tutor's guidance is definitely desirable during self learning by participants since a number of fairly difficult concepts are involved. The Tutor may supplement the content with his own illustrations for clarifying concepts.

Two OHP transparencies accompany this Chapter.

10.1 - Concept of Problem Analysis

0.2 - Cause Tracing in Problem Analysis

Both have to be employed at appropriate stages in the Chapter during self-learning.

- (b) The schedule of activities for an estimated time of 3 hours for this Chapter is given below.

Sl. No.	Activity	Time in hours
1.	Introduction by Tutor	1/4
2.	Self Learning by participants upto Assignment - Two. Tutor will guide and employ OHP transparencies 10.1 and 10.2 to clarify concepts in Problem Analysis.	1 3/4
3.	Assignment - Two, the completion of which shall be followed by a brief summary of Chapter by Tutor	1

- (c) The Tutor will introduce the Chapter very briefly in 15 minutes. A suggested sequence for the introduction would be:

- Recalling that detailed planning has already been completed.
- Importance of studying implementation.
- Introductions to terms like FOLLOW UP, sensitivity
- Brief narration of Tutor's role during participant self learning. The Tutor may use OHP to facilitate introduction.

(d) While self learning is progressing the Tutor will have to move around assisting participants who need clarifications or who get impeded. It is anticipated that difficulties will arise in Problem Analysis and its applications. It is suggested that the Tutor provide one or two additional examples if necessary. The concept of sensitivity may also need some Tutor intervention through illustrations. Use of OHP transparencies 10.1 and 10.2 related to Problem Analysis could be done as suggested earlier.

Both assignments one and two are individual assignments. To save time the Tutor may discuss responses with a cluster of participants instead of dealing with individual participants.

Closing the Chapter through a summary after Assignment two is completed can be done by the Tutor through a discussion with all the participants in which emphasis may be laid on :

- Difference between Potential Problem Analysis and Problem Analysis
- Importance of Follow-up and the need for Follow-up teams.
- Factors necessary for effective Follow-up.

SUGGESTED RESPONSES TO ASSIGNMENTS

ASSIGNMENT - ONE

Deviations :

S.NO.	WHAT SHOULD HAPPEN	WHAT ACTUALLY HAPPENS
1.	Milk should have been available.	Dairy owners had sold out milk.
2.	Four doctors were to be available the whole day.	Two doctors leave the camp site by 10.00 AM.
3.	One lady doctor was to have assisted in the project.	The lady doctor had to go back to attend to her normal patients.
4.	A large number of people were expected to come into the tent, by 11.00 AM.	Only ten people had come into the tent.
5.	No donor would be afraid of looking at blood.	By 11.00 AM, two donors had withdrawn at the sight of blood.
6.	No rumours of any kind should have spread.	A rumour that blood donation was painful increased the withdrawals.
7.	The organisers were not expected to donate blood.	Some organisers donated blood.

Corrective Actions that did not work (Samples)

S.No.	Nature of Corrective Action	Evidence that corrective action did not work
1.	Chocolates were to be distributed instead of milk.	People were unhappy at this substitution.
2.	Husbands were permitted to escort the ladies inside the tent.	Number of ladies who donated blood were very few.

ASSIGNMENT - TWO

ANSWERS FOR THE ACTIVITY SET ARE GIVEN BELOW -

S.NO.	ACTIVITIES	TICK IF SENSITIVE FOLLOW-UP NEEDED	SYMPTOMS TO BE LOOKED FOR
1.	Youth Worker suggests project idea and builds a youth team.	-	
2.	Youth team contacts villagers through meetings and convinces them about project idea.	✓	* villagers not coming for meetings. * villagers are not getting convinced.
3.	Engineer in nearby town contacted to provide technical expertise for converting foot track to access road.	✓	* Engineer offers excuses for not cooperating.
4.	Engineer submits plans.	-	
5.	Voluntary donation of land by landowners.	✓	* landowners sceptical of project outcomes. * Landowners asking for compensation or special privileges.
6.	Organising community into work groups	✓	* expertise not adequate. * poor interpersonal relations in work groups. * members of groups not turning up.

- | | | | |
|-----|--|---|--|
| 7. | Allocation of tasks to work groups. | ✓ | <ul style="list-style-type: none"> * Mismatch between task allocation and interests/abilities * Gaps/overlaps in task allocation |
| 8. | Collection of road construction hand implements. | ✓ | <ul style="list-style-type: none"> * implements not available. * implements cannot be obtained on loan. |
| 9. | Construction of road. | ✓ | <ul style="list-style-type: none"> * phasing of road construction not proper. * Road materials and implements not sufficient in quality/quantity. * required supervision not occurring. |
| 10. | Inauguration of road. | - | |
| 11. | Funds raised for refreshments. | ✓ | <ul style="list-style-type: none"> * inadequate fund collection. * Supply of refreshments not at the right time. * poor quality of refreshments. |
| 12. | Refreshments arranged for. | - | |

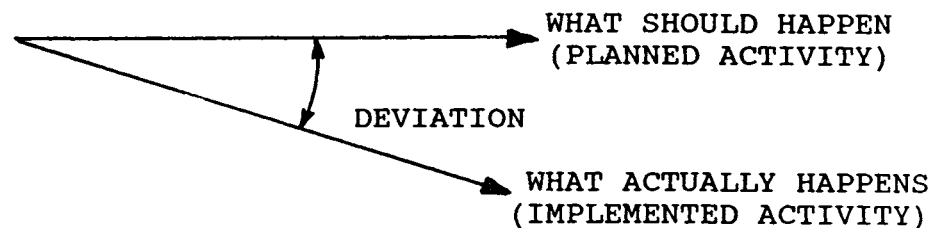
REFERENCES

1. "The Rational Manager", by C.H. Kepner and B.B. Tregoe, McGraw - Hill, 1965.
2. "Management Development and Training Handbook" Edited by Taylor and Lippitt, McGraw - Hill (U.K.), 1983.
3. "Management" by J. Stoner and C Wankel, Prentice - Hall of India, Delhi, 1988.
4. "Planned Change - a new Manual" - a document prepared by the Education Management Centre, TTTI, Bhopal, for the State Government of Gujarat, India, 1987.
5. "Solving Educational Problems" by Havelock and Huberman, Praeger Publications, 1978.
6. "Managerial Problem Solving", by C. Margerison, McGraw - Hill, London, 1974.
7. "Patterns of Problem Solving" by M.F. Rubenstein, Prentice - Hall, USA, 1975.

**SELF-LEARNING PACKAGE
AND
TRAINEE'S ASSIGNMENTS**

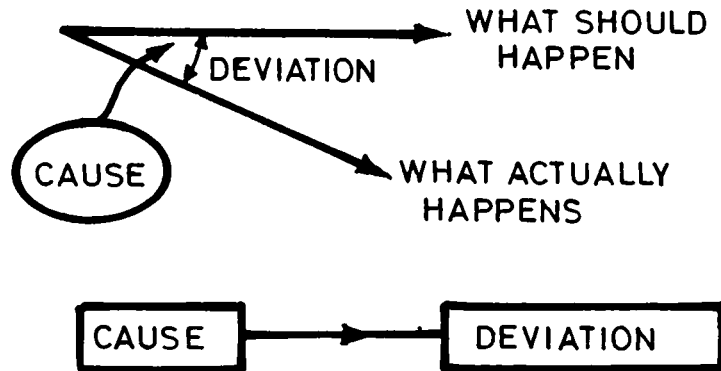
IMPLEMENTATION OF PROJECTS

What is actually implemented is the plan of the project. Just as planning requires care, concern and attention, so does implementation. The management of implementation is sometimes referred to as 'CONTROL' - The process by which managers ensure that actual activities conform to planned activities (what was called as the activity set in planning). Others refer to control as FOLLOW-UP or MONITORING.



The concept of Follow-up (or monitoring or control) can be understood by means of the diagram shown above. If implementation (what actually happens) coincides with plan (what should happen), there is no problem, no cause for concern. If, however, implementation (what actually happens)

deviates from plan (what should happen) then the presence of a problem is recognised. This problem needs to be attacked through remedial action.



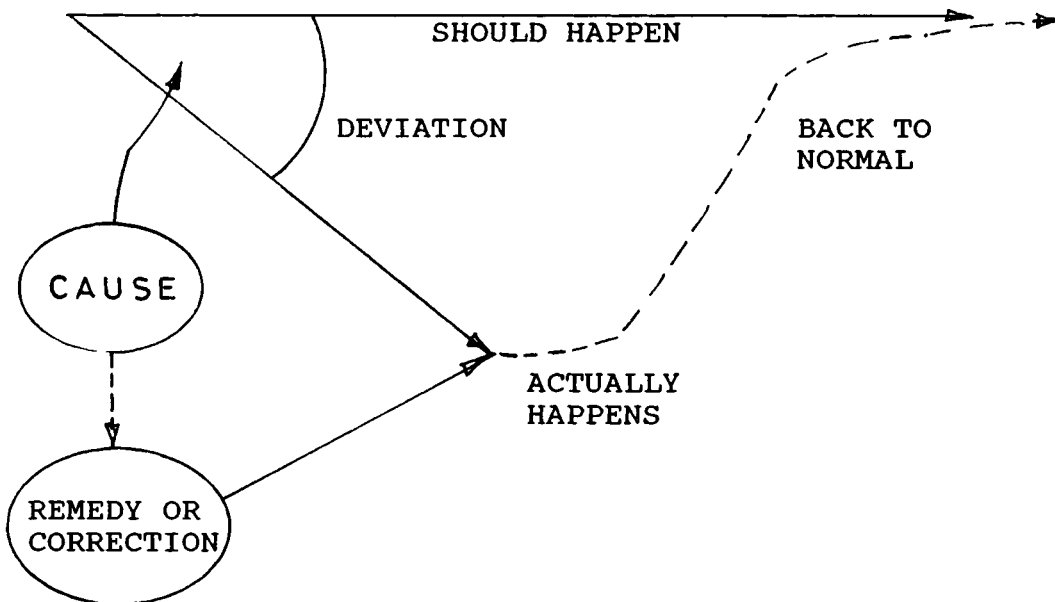
The logic underlying the concept is relatively simple and is presented in the diagram shown above. Deviations between the 'should' and the 'actual' occur because of some cause. In other words, a cause creates a deviation between plan and implementation.

Since it is impossible to handle all deviations, minor deviations may be ignored.

Follow-up has three functions to perform in this context.

- (1) Closely watch implementation processes for deviations from the plan. If there is no deviation everything is okay.

- (2) If a deviation occurs and is observed by the FOLLOW UP team (or mechanism or infrastructure) then the team gets down to tracing the CAUSE which is the source of the deviations.
- (3) Once the cause is traced (or understood or diagnosed) the FOLLOW-UP TEAM next devises remedies for the cause. Those remedies or corrections when implemented will remove the cause, which in turn will not cause the deviation anymore, and things will get back to normal.



The Follow-up Team has to perform all these functions effectively. However there are quite a few barriers to effective Follow-up.

BARRIERS TO EFFECTIVE FOLLOW-UP

(a) The Follow-up team may not notice the deviation at all. In other words even though what actually happens is different from what should happen, this is not observed and is probably overlooked.

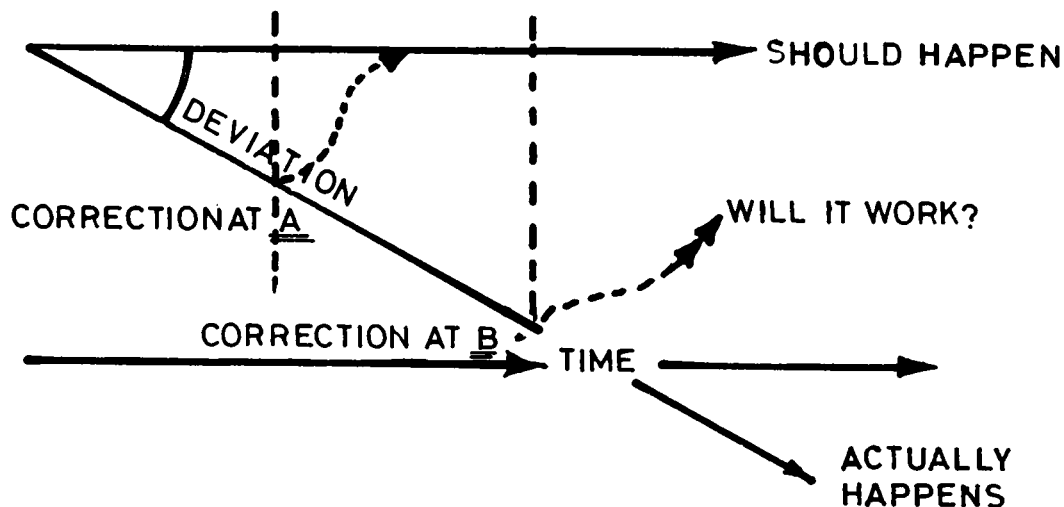
There could be many reasons for this.

- Things may appear to be going right while in reality the actual may be deviating from the should. But since no information is available or being collected on progress, the deviation is not noticed.
- Even if information on progress is being collected, may be it is not quickly correlated to provide a judgement about the presence (or lack of presence) of a deviation. The inertia of the set-up is very high and things move very slowly.

(b) Sometimes, deviations are observed. But, deliberate attempts may be made to suppress from others the fact that there are deviations. This may be done to project a better image or to hide inefficiency.

(c) The Follow-up Team may notice the deviation too late, when a minor deviation or problem has gradually developed into a disastrous situation.

The diagram given below clarifies this phenomenon. It is feasible to expect the deviation to be noticed and corrected at A (relatively early). On the contrary if the deviation is noticed and corrections attempted at B it may not work at all since by now the deviation has existed for a very long time and has assumed severe dimensions.



(d) The Follow-up team may not be able to trace the most likely cause/s for the deviation. As a consequence the correction or remedy may not work at all and the deviation may persist.

Tracing the most likely cause can become 'tricky' on occasions. It depends on the adequacy of information available, its reliability, and the capability of the team to use the information properly.

The skills involved in tracing the cause of deviations are known as 'PROBLEM SOLVING SKILLS' or PROBLEM ANALYSIS.

ILLUSTRATION-ONE:

A youth team working on a slum project was not creating any impact on the people. The strategies being employed, even though quite creative, were not acceptable to a majority of the community.

The deviation here was noticeable early. The youth team went about attempting to diagnose the most likely causes. They finally decided on three likely causes -

- * Resistance by the community to change.
- * Poor planning before implementation.
- * Influence of other external agencies.

On a more detailed search to identify one most likely cause the team uncovered sufficient information to indicate that all three causes were not justifiable. 80% of the community wanted change. The plan was thoroughly prepared. And no other agency was interested in doing any work in this particular slum area. Further, the elders had been consulted at different stages by the members of the group.

Finally they changed their approach to seeking information and found that it was the leader of the team who was the problem. His forceful approach and his past record of delinquency was unfortunately resulting in many of the elders viewing him with suspicion.

The correction (remedy) adopted by the group was that they changed the leader and gave the previous leader a more passive role in the project.

ASSIGNMENT-ONE

The description of an incident is given below. There are plenty of deviations between plan and implementation noticeable in the incident. And in some events described the corrective action does not work. Identify six deviations and two ineffective corrective actions, enter them in the table given below, and then check with the Tutor.

A BLOOD DONATION CAMPAIGN - We, the youth club of Loca, decided we must organise a blood donation campaign in a nearby village. It was set up delightfully. Only the young and able were to donate blood. A team of four doctors agreed to help out. A couple of tents were lent by the local Rotarians. The blood was to be passed on to a blood bank in a nearby town. And it was all organized for a Sunday. Incidentally the villagers had agreed to all this.

On Sunday morning at precisely 9.00 AM it all took off. It was bright and sunny. The only snag was the dairy owners who were to donate a glass of milk to each donor had already sold their milk in the morning. So we said it would be chocolates instead of milk. But then chocolates were not very appropriate substitutes and some people were already unhappy on hearing this.

By 10.00 AM two of the doctors had to go back to attend to their normal patients. And by then only three people had lined up for donating blood. Unfortunately this left us with no lady doctor and this made most of the ladies in the village extremely reluctant to come into the tent, even when we requested their husbands to escort them.

At 11.00 AM only ten people had come into the tent, of whom two had withdrawn at the sight of blood. Someone spread a rumor that blood donation was painful and this increased the withdrawals.

By 12.00 noon we had folded up the tent with about 12 bottles of blood. Some of the blood was ours.

DEVIATIONS.

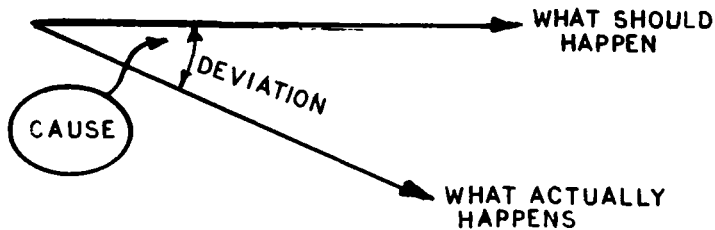
SERIAL NUMBER	WHAT SHOULD HAPPEN	WHAT ACTUALLY HAPPENS
1		
2		
3		
4		
5		
6		

CORRECTIVE ACTIONS THAT DID NOT WORK.

S.NO.	NATURE OF CORRECTIVE ACTION	EVIDENCE THAT CORRECTIVE ACTION DID NOT WORK
1		
2		

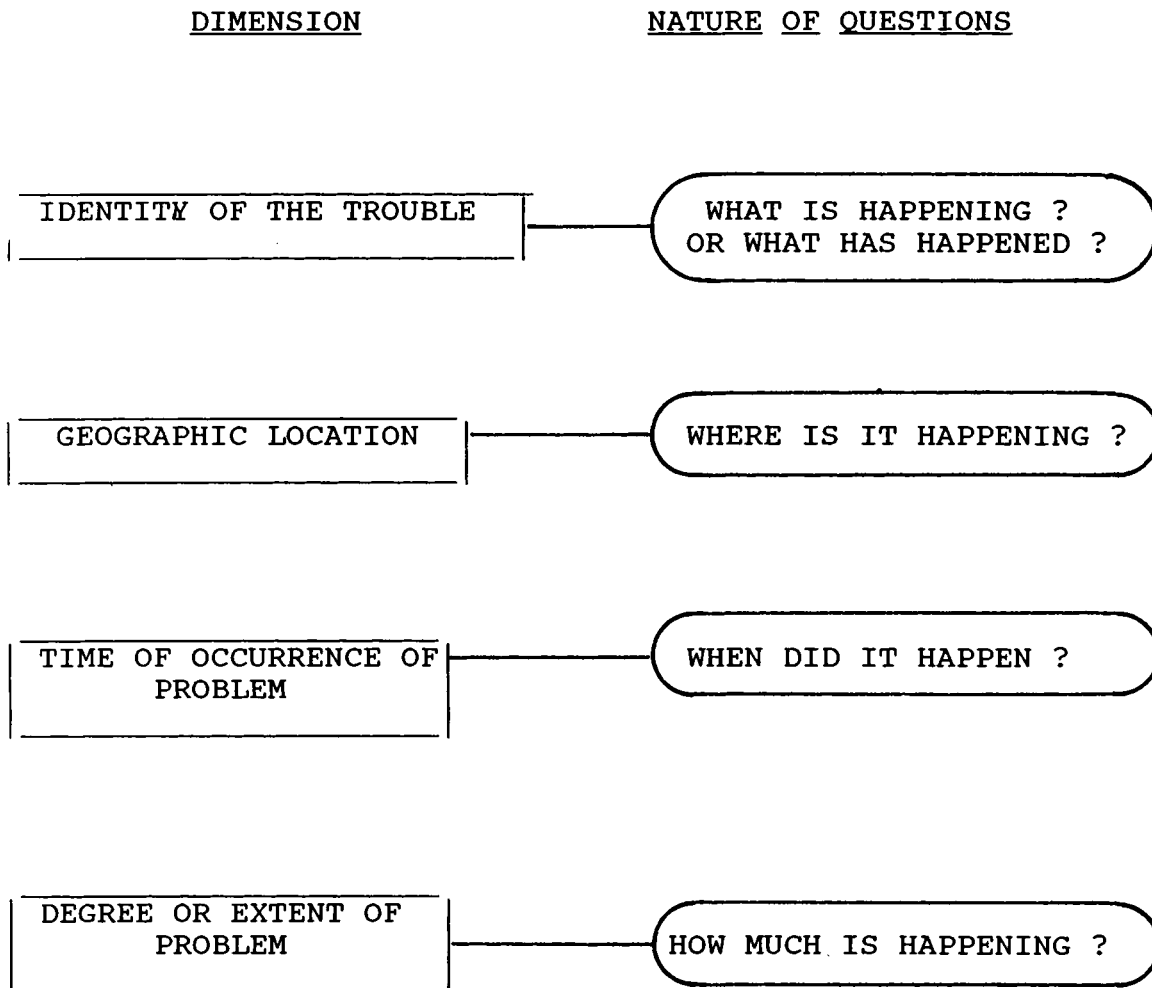
PROBLEM SOLVING APPROACHES

To refresh memories the diagrammatic representation given earlier is repeated below.

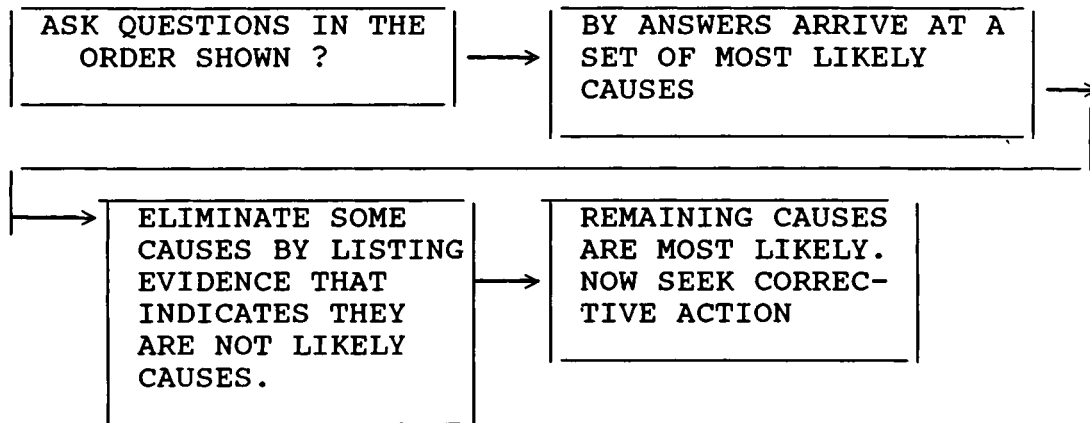


As mentioned earlier the presence of the problem becomes evident when a deviation between the SHOULD and the ACTUAL occurs. Something must be the CAUSE of this deviation. This CAUSE must be traced and remedied or corrected. Hence 'tracing the cause' is a crucial step in problem solving.

The key to 'tracing the cause' lies in QUESTIONING - INTELLIGENT, PERSISTENT QUESTIONING. If reliable answers to these questions are elicited from the information available, then there is no reason why the cause cannot be traced. Normally the questions will lie in certain dimensions, like-



Asking probing questions in each dimension should bring us closer to the most likely cause or causes. Final elimination of anticipated most likely causes that do not apply can be done by looking for evidence which indicates 'THIS IS NOT THE CAUSE'. What will be left will be 'THIS OR THESE APPEAR TO BE THE CAUSE/CAUSES'.



Sometimes QUESTIONING will prove futile or inadequate since relevant information to obtain answers may not be available. And attempts to generate relevant information may not succeed. In such cases there is no option but to generate cause or causes, try out remedies for each cause till the problem gets solved. This is a TRIAL and ERROR approach and may have to be resorted to when the normal approach fails. Especially when the problems are not very clear, the QUESTIONING approach may not help much, and a TRIAL and ERROR process may have to be employed. But TRIAL and ERROR is a cumbersome process and may fail too. It must be a sort of LAST RESORT.

Thus problem solving means finding corrective action i.e. solution to problems. As mentioned above, problems in some situations are clearly understood and in others not at

all clear. As far as solutions are concerned, they are available for some situations and for the others not available. Thus four combinations of problem clarity and solution availability can be identified. The follow-up team has to adopt different strategies for each of these combinations. These strategies are indicated in the diagram shown below.

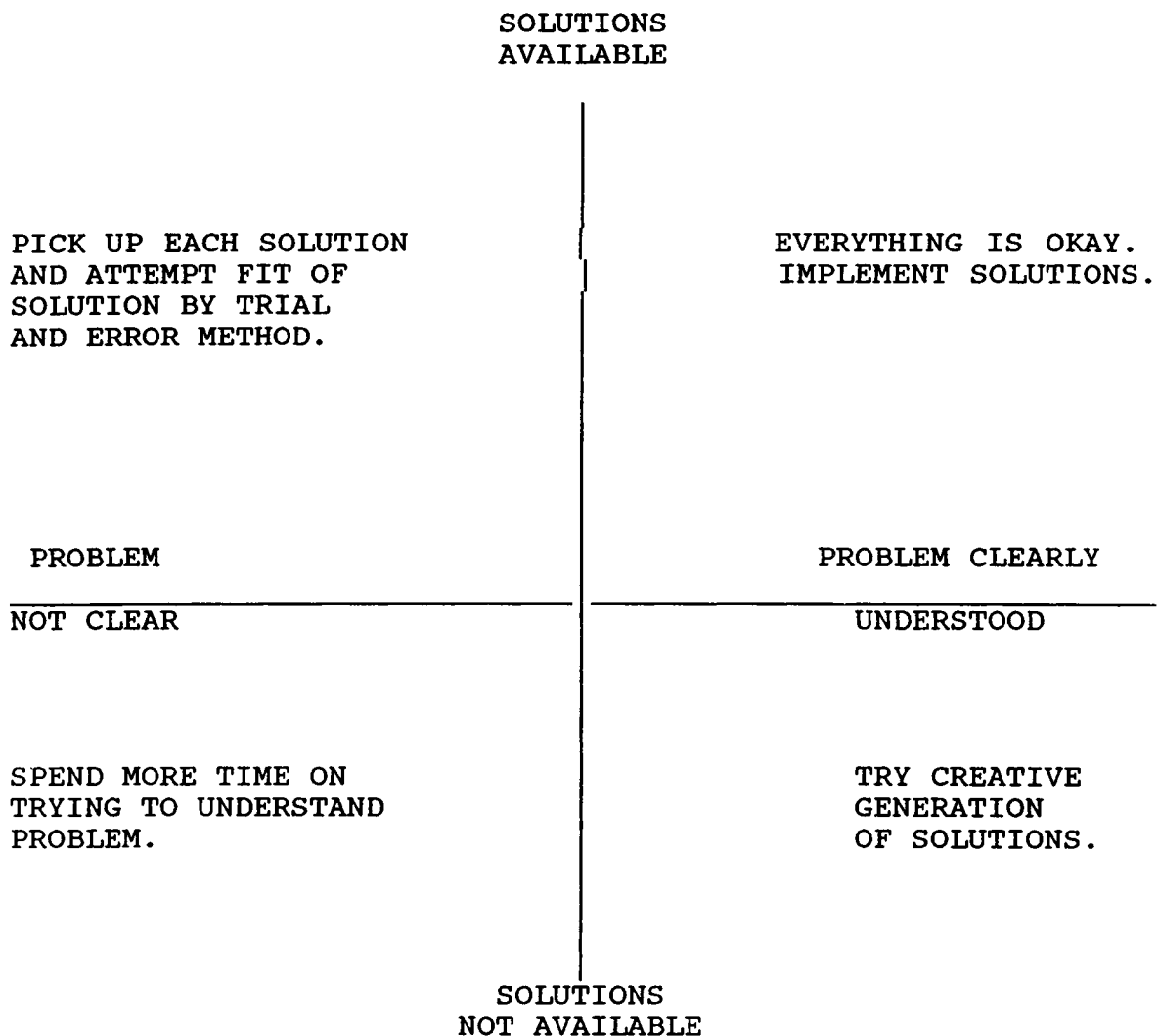


ILLUSTRATION-TWO

A youth club which was doing quite well on simple activities like youth excursions, cultural programmes, decided to enter into a more complex sphere of activity. When it initiated a carefully planned out vocational training programme for youth, the programme did not elicit good response from youth. Cause tracing led to no concrete results. Some thought the programme was ill-conceived. Some others considered the implementation poor. A few thought resources were inappropriate. There were many other causes traced. But there was no agreement on a few most likely causes. The option now was to list all causes, take them up one by one, and try out remedies for the selected cause till the remedy appeared to work.

Once the cause is traced devising a REMEDY is relatively simple. What is important is that the REMEDY should be relevant to the CAUSE (it should eradicate the CAUSE) . Thus if a youth Leader who is arrogant is the cause then the remedy could be selected from - 'Change Leadership' or 'Improve Leader Behaviour'. Obviously the second remedy will be time consuming and it is preferable to apply the first remedy or correction.

THE SENSITIVITY OF THE FOLLOW-UP TEAM

Follow-up occurs on each one of the activities in the set (or in the project). If the activities are not clearly defined (or planned), Follow-up will be impeded. It must be known when an activity starts and when an activity ends. Problems arise normally during the activity (in the course of the activity). The Follow-up team has to monitor activity progress and keep a watch for symptoms and signs about things going wrong like things don't happen as they should; delays occur; there are unanticipated outcomes. Once such signs are noticed the Follow-up team swings into action and identifies causes and then devises remedies. The nature of activity planning and linkages mentioned in the Chapter 3 on Network Analysis will help design effective Follow-up measures.

It has been mentioned earlier in this Chapter that the Follow-up Team may either overlook the presence of a problem (deviation) or the inertia in the infrastructure or team may delay corrective action.

Considering that early diagnosis of problems and quick action on them will result in much lesser and controllable deviations between plan and implementation , it becomes necessary to ensure sensitive, alert and 'quick acting' Follow-up teams.

The appropriate composition (selection of members) and training of the Follow-up Team is a key prerequisite to these characteristics. The chapter on Organising for Implementation (Chapter-8) discusses these issues in detail. What is important is that the idea of Follow-up cannot be overlooked and must be planned for (become a deliberately introduced consideration during planning). The importance of implementation and consequently Follow-up should not be underestimated. It is as crucial as 'proper planning'.

Sometimes many things may go wrong indicating that the plan or the project itself is not either properly designed or is not feasible. If it is not feasible it is preferable to postpone the project. If, on the other hand, it is poor planning that is indicated it is better to recast the plan.

In Youth Welfare or Community Development Programmes, Follow-up must be performed in an effective manner. One cannot afford to relax about Follow-up, and rest on the assumption that well-cast plans are sufficient for implementation. Without implementation there can be no results in the project.

ASSIGNMENT-TWO

A project with an activity set is given below. Identify those activities in which FOLLOW-UP has to be sensitive. Can you identify some symptoms which you would look out for ?

PROJECT :- ORGANISING THE COMMUNITY TO BUILD A 1/2 KM
ACCESS ROAD, THROUGH VOLUNTARY SERVICE

PROJECT ACTIVITY SET:- The Activity Set for the above project is given in the following Table.

S.N.	ACTIVITIES	TICK IF SENSITIVE FOLLOW-UP NEEDED	SYMPTOMS TO BE LOOKED FOR
1.	Youth worker suggests project idea and builds a youth team		
2.	Youth team contacts villagers through meetings and convinces them		
3.	Engineer in nearby town contacted to provide technical expertise for converting foot track to access road		

- | | | |
|--|--|--|
| 4. Engineer submits plans | | |
| 5. Voluntary donation of
land by landowners | | |
| 6. Organising community
into work groups | | |
| 7. Allocation of tasks to
work groups | | |
| 8. Collection of road
construction hand
implements | | |
| 9. Construction of road | | |
| 10. Inauguration of road | | |
| 11. Funds raised for
refreshments | | |
| 12. Refreshments arranged for | | |

* * * * *