DEVELOPMENT MANAGEMENT

Need for Capacity Building in Community based NGOs

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Introduction

In the past, training programmes have been conducted in South Asia to strengthen the managing capacity of NGO staff. Yet, the issue of a lack of infrastructure for systematic institutional development and managerial capacity-building of NGOs continues to be raised. The grounding complexity in management of social change efforts has made this challenge all the more daunting.

It was felt that a status study of the need for education and training in the field of Development Management for NGO staff, and available provisions, needed to be made. Accordingly, in August, 1993, PRIA instituted a study in collaboration with Institute for Development Research, Boston. Other institutions that showed active interest in this study are Action Aid, Bangalore; Oxfam America, New Delhi; UNNATI, Ahmedabad; and SSK, Lucknow. For this, some 70 persons - mostly from NGOs - were met, and their perceptions obtained.

The study was intended to:

a. *assess the need for Development Management Education for senior NGO staff and leaders in India and South Asia;*

b. *assess the range, type and access of available Development Management education provisions within the region;*

c. *recommend strategy for fulfilling gaps, if any, in future provisions of management education for NGOs in the region.*

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Some significant characterstics of the development sector

A sector can be said to have come into being when like-minded organisations working for causes, which have community of interest in terms of ends and means, relate to each other in meaningfully integrated ways, to bring about a kind of defined structure - a somewhat loose-knit system of which each individual NGO functions as a primary sub-system.

Most sub-systems of the sector will, indeed, be the mainstream organisations - the organisations that more directly seek to achieve the known and shared purposes with which the sector identifies itself. But, there will also be several sub-systems in the nature of auxiliary organisations which make it possible for the mainstream organisations to function more smoothly and more cost-effectively, focusing on their primary tasks with minimum distraction - sticking, so to say, to their knitting. The extent to which a mainstream organisation is required to work beyond its primary tasks, outside its forte, and expend energy and other resources to mobilize its inputs, or for absorption of its outputs in the larger environment, to that extent its effectiveness on the primary tasks will be low, motivation of its human resource will suffer for want of achievement, and even the other resources will be used sub-optimally.

A sector, thus, implies a supra-structure, within which different types of constituent organizations observe a degree of *division of labour*, and a concommitant *interdependence*. The auxiliary organizations are a creation of some mainstream organizations - grass-roots or service delivery - by implicit or explicit consent. These are, accordingly, essentially enabling, rather than controlling, in nature.

These auxiliary organisations perform functions that are of more or less of equal relevance to several mainstream organizations. If these functions are performed by specialist organizations, these become more time, cost and quality effective. These organizations are expected to so function that they enjoy credibility with other organizations in the sector. These auxiliary organizations can be expected to provide support by way of

a) **Valid credible information**. Most NGOs are suspicious of the information generated by the governmental and other organisations that are not believed to have ends and means similar to the NGOs.

b) **Relevant researched knowledge**. In an environment where knowledge is said to be doubling almost every 2 to 3 years, for NGOs to select what is relevant to their own local or regional, or programmatic context becomes a mammoth task by itself.

c) **Critical organizational and programme-related tools**, tried and tested in other but similar situations.

d) **Assisting access to finance**, e.g., funds for bottom-up planned programmes, and projects; or funds for organizational costs etc.

e) **Education and training**, such that the NGOs are able to recruit human resource with knowledge, skills, awarenesses, values and commitments conducive to their work and internal environment.

f) **Platform and expert support**, for organized and data/experience based advocacy.

g) **Legal aid**, etc.

It may be useful to undertake an exercise to map out the extent to which the NGO sector is structured to effectively support its constituents; and determine the role that auxiliary organizations can be called upon to play in view of the present stage of its evolution, and its contemporary needs. This will also involve determining the level and quality of integration - forward and backward - among the various organisations. This exercise seems significant in so far its potential to synergize the initiatives of several individuals and organizations in the sector is concerned.

For a study on the need for management education, it is important to understand how significant people in the sector view it, because it is this sector - diversely perceived by its constituents - that any education programme will have to serve.

Mission and strategy

Much of the current Indian NGO movement may have little or no roots in India. A question arises as to how much of the impetus for their work comes from the expressed concerns of the contemporary society?

Development work has not undergone significant change in the last 20 years or so. The new economic policy may be a favourable change, which most NGOs have yet to relate to their own work. NGOs need to examine whether these (reforms, away from controls) call for change in their own perspectives? If the society undergoes change, can NGOs remain unaffected? Given the current reality, an area that therefore may need reflection on the part of Indian NGOs can be their approach towards the market. Their concern for the poor - a large segment living outside the purview of the market - often prompts them to go in for state or welfare support, perhaps wrongly counterposed against the market. While this was understandable (though hardly less contestable) in the days of the cold war, it is clearly an anachronism today. Should the development effort not concentrate its energies into bringing the weaker sections of society into the development mainstream?

Similar questions might exist in respect of NGOs in some other South Asian countries also. Besides, institutions, by nature, have strong tendencies to be self-seeking. There is, therefore, always the need to reflect on some questions of internal concern, like, why growth? - is it an end by itself? - what is the nature of clout, political or apolitical, that NGOs need to make the desired impact in their contemporary environment? - and so on.

Leadership approaches

Many development professionals have been part of one or the other political thought. Their entry into the voluntary sector may have been either due to disillusionment with the ideology they once

practised, or their preferance for the voluntary sector over another organization of a more explicitly political nature. This may have led to an ideologisation in the voluntary sector, which influences the NGOs', view of the contemporary reality.

There also seems to exist a perceptible view that moves to professionalise the working of NGOs by imparting management education may be incompatible with several notions about how genuine development should be brought about.

Human resource development in NGOs

NGOs are a mixed bag, constituting a wide variety in terms of persons as well as approaches followed. People can be so different - in terms of their social, economic and political beliefs; including the caste, class, etc. factors influencing their thinking. Besides, there exists among some NGOs high competitiveness and intense jealousies, as regards networks, access to resources - governmental or otherwise, areas of operation, ideology, etc. It is, therefore, a relatively more complex sector to manage - attempting to deal as it does, holistically with people and communities. All these - the diverse human, cultural, social, economic and political aspects - become hurdles in NGOs establishing meaningful and tension-free dealings with the 'people', and their other relevant environment.

The scale of NGO operations today is extensive, the scope of their activities is fairly wide-spread; and it would not be inappropriate to say that the voluntary sector has indeed come of age. The development work has assumed considerable proportions. Currently, the Government in India alone reportedly spends around Rs. 30,000 crores per annum only for rural development. Besides, there are, at least for the time being, other sources of funding. So, money may not be a critical constraint for NGO effectiveness. The real constraint may be scarce availability of the socially committed competent people. Human Resource Development within NGOs can, therefore, not wait any more. It is time that the various relevant issues are confronted openly, and their implications properly understood.

Types of NGOs

NGOs are involved in diverse activities such as activism, service delivery, income generation. Different sources classify NGOs through different perspectives. Seven such ('A' to 'G') are listed below. An NGO may possess one or more of the following dominant characteristics:

A.
* More efficient (compared to the state) delivery of programmes
* Efficient programme delivery, combined with 'organizing' of the community to take over the maintenance of goods and services created through programmes
* Using programmes primarily as opportunities for conscientization and wider social development
* Conscientization and social action to the exclusion of development programmes
* Assisting agencies in one or more of the above activities (PRADAN, 1988)

B.
* NGOs engaged in alleviation of suffering - cost-effective relief in disaster/sickness etc.
* NGOs engaged in mitigating poverty, not through a radical approach. They heal the wounds. Compassion, caring characterise their work. Cost-effectiveness is not a critical criterion
* Radical organizations, that believe poverty is caused by certain established societal processes e.g. Marxists, Gandhians look for structural solutions. The criterion for their strategy is the extent to which their intervention will 'shake the foundations'

* Alternative seekers, e.g., alternate technology, community health. They are not trying to change the society. Cost effective innovation is their criterion

C. * Grass-roots community-based organizations
* Alternative seekers - much the same as described at 'B' above
* Public service contractors, who deliver services on behalf of other agencies e.g. the government, international NGOs

D. * Intermediate NGOs - who do not see direct fulfillment of the mission of development
* Field-based NGOs - who see the direct fulfillment of this mission

E. * Constructionist NGOs
* NGOs who use dissonance as the base for their interventions

F. * Interest organizations, who pursue specific interests or programmes
* Support organizations
* Organizations attempting to impact on specific problems
* Personalised organizations
* Critical intellectuals

G. * Some NGOs are *not at all* like contractors
* Some NGOs are *just like* contractors
* Some NGOs are *worse than* contractors - no accountability, no quality control, no monitoring .....

Networking and collaboration

Criteria and motivations for networking among NGOs vary widely - from 'limited individual scope or resources' to large demands e.g. communalism, calling for vast societal mobilisation.

Difference from other sectors:

The corporate sector, or the government etc.

Mission and goals

Mission and goals distinguish NGOs from other organizations. Motive of voluntary sector being service, more than generation of economic surplus, NGOs have no performance indicator but their effectiveness. Since NGO effectiveness can be assessed mostly in the long-term, enforcing accountability in the short-run may often be a problem.

Ideological flavour of the NGOs is another differentiating factor. It is quite apart from the purely profit orientation of the commercial sector, and the bureaucratic orientation that characterises any governmental pursuit. Also, the drive that pushes one in these organizations and their work is different. NGOs thrive in areas where the commercial sector, since it sees no return on investment, will not enter.

Whereas the commercial sector generally defines 'creation of wealth' as its primary contribution to public welfare, NGOs concern themselves with 'equitable distribution of wealth'. Here too, motives of commercial organizations and NGOs are different. The commercial sector mostly responds to such needs of its consumers as already exist. Need generation is resorted to, but it is rare. Major concern of NGOs is not only generation of felt need towards development, but also to go into pathology of the existing situations and generate such needs as will help mitigate this pathology. This is necessary because, while the commercial sector responds to needs which are above the line of a minimum standard of living - social, economic etc., the NGOs work to respond to needs which are essentially below this line.

A demand of sustainability is development of strong and stable grass-roots organization/people's organization, such that the beneficiaries assume increasing responsibility to shed their dependence of NGOs. Such organizations are critical output of the NGO work. In the commercial sector, on the contrary, there may be a vested interest in maintaining dependence of the consumers on its produce. Commercial sector's main concern is consumables or perishable goods (sustainable dependence), whereas the main concern of NGOs is sustainable development.

NGOs have a role in basic human development and welfare, rather than to serve secondary level needs of comfort, convenience etc. NGOs deal with improved functionality of the weaker sections - women, poor, tribals etc. - to help them become mainstream citizens. NGOs, thus, seek to bring about sustainable change in the socio-economic life of these sections based on social justice. In that sense, NGOs partake in the essential functions of a 'welfare state'. Yet, their action is not through any organization wielding the power of the state.

Strategy and effectiveness

NGOs are neither capital intensive, nor labour intensive in their work. NGOs are essentially people intensive - facilitation and process intensive. It may be hard for NGOs to apply traditional management tools, designed to achieve known and predetermined tangible outputs. The best outputs of NGOs are often not known in advance, except at a very vague level of generalization.

Development is not a 'project' - it is an ongoing 'process', into which projects must be integrated. Projects in development are not ends by themselves - these are only means to the end of sustainable quality of life for those whom NGOs seek to serve.

Government functionaries have limitations as effective direct catalysts for sustainable development among weaker sections, for

- by their nature they are more suited to large-scale delivery of service to a wide-spread population;
- their work ethos do not easily provide for positive discrimination, and use discretion in favour of the needy;
- they are programmed to avoid controversies and politically sensitive lines of action.

The power of NGO action cannot come from the size and financial resources of individual organizations. It can come more from

- the ability of this sector to fuse together and coordinate the actions of large number of citizens through networks;
- use of high managerial competence as a deliberate tool for poverty alleviation.

NGOs work in an environment which is both hostile as well as uncertain, and requires a high tolerance of ambiguity. NGOs donot have 'insulation' that most established organizations in other sectors have. So, the NGOs have to be **proactive** - otherwise they will be in day-to-day fire-fighting, not development.

Performance indicators

The bottomline for NGOs is building people's institutions; and the process of working in partnership with the people who are beneficiaries of their programmes (In Myrada, there are 2,300 reported groups in which decisions are taken).

Since 'profit' is not a performance indicator in an essentially non-profit NGO, NGOs have to develop other tangible indicators to measure their effectiveness against. This is not always easy.

Structure, systems and processes

The structure and processes of NGOs have to be such that, within their defined area of work, they can respond to urgent demands from their constituency almost instantly. NGOs are therefore, often less organized and weak in systems.

Since accountability is diffused in the absence of a concrete bottomline, and there is little relationship between performance and funding, NGOs are exposed to danger of a casual way of working. Leadership, therefore, becomes more crucial.

NGOs have not shown keenness on local fund-raising. Any NGO, which is not transparent, will not enjoy popular support for fund-raising - and the deficiency syndrome will continue. Transparency, therefore, becomes a critical operational requirement; which may not be so in other kinds of organizations.

Tasks and resources

By the nature of their approach to dealing with the social issues, NGOs tend to get into confrontation with the State and other established institutions. So, diverse sources for resource generation become crucial. Beneficieries cannot fund NGOs. Donor groups can also get a tarnished image as, say, 'under covers' or 'foreign agents'. To deal with such a situation, NGO managers require skills different from those required in commercial work.

Given small size, and limited resources, specialization is harder in the NGOs' organizational tasks. Tasks, therefore, become more complex. The required skills may range from fund-raising to activism. Thus, the "bird's eye view" and the "worm's eye view" often get mixed up and difficult to discriminate.

Competition

While it is usual in the commercial sector that organizations in similar business compete with each other, it doesnot seem unavoidable in the development sector, though there may be professional jealousies at individual levels. Securing funds does, in several cases, manifest a sense of competition.

Orientation for development management education

While the very nature of developmental activity makes it susceptible to conflicting approaches at the organizational level, a training/education package that can accomodate this multiplicity of interpretation can go a long way in providing a perspective within which these approaches can be meaningfully situated, discussed and implemented.

The business NGOs are in

The term 'business' is used in a generic sense to denote 'what needs to be managed?' To provide an appropriate focus for the management education programmes, profile of the NGOs, that can be expected to use the development management education opportunities to optimise their functioning and the desired outcomes, will need to be broadly understood. This question can be answered in several ways: what follows is one such.

The organisation

Presently, most NGOs are essentially small. The problems these are engaged with, however, are widespread, tradition-based, and such as would need a long time to come to terms with in a way that an impact can be felt at the societal level. The struggle seems, therefore, unequal. At least four things emerge:

a) Small NGOs involved in service delivery must be enabled to expand to achieve economy of scale, and optimal utilization of their managerial and specialist skills. Many of these NGOs have learnt to be efficient; some of these have also learnt to be effective; but there seem hardly a few who have learnt to grow and expand, consistent with their mission and values, survival needs, effectiveness and efficiency. One factor responsible for this phenomenon may be the fact that even service delivery NGOs experience the need to maintain an activist posture to feel accepted within the NGO community. Management education may have a contribution to make in this situation.

b) There is also a need to reinforce networking of the activist initiatives to generate synergy and collaboration in pursuit of an unquestionably convergent goal. It is not to suggest that the same organisation cannot combine activist initiatives and service delivery, though it will make managing of such an organisation somewhat more complex. Some distinctive demands of these two kinds of activities may be:

- their distinctly different orientations;
- need for people with distinct personality traits, psychological needs and temperament etc.; and
- divisional structures which may even have distinctly different cultures, norms of work and behaviour.

Fitting different kinds of activities as parts of the same organisation calls for imaginative and innovative structuring; besides explicit recognition and articulation of the differences that may, by the nature of tasks involved, be necessary as regards standards of education, discipline, control and other processes - even the pattern of remuneration. Ignoring this is bound to sub-optimize efficiency and effectiveness. Locating these activities at separate physical locations may facilitate tolerance of these differences, and reduce resultant irritation.

c) All organizations are subject to environmental influences. However, an NGO has to be somewhat more tactical in this respect to be able to balance the forces created by its donors, its constituency, its programme strategy, the regulatory authority etc., and yet work within its own vision and mission.

d) In the traditional sense, NGOs are under-organised, largely on account of the management styles and beliefs practised; like values of participation, means and ends, etc. Any management education intervention will need to recognize the present state of 'management' and 'organisation' in the NGOs. The way NGOs and their tasks are structured can provide useful insight into the design of curriculum. While the component dealing with sectoral knowledge, perspective and history will necessarily be distinctive, there is a strong view that the content of management theory itself cannot be vastly different from what is taught in the existing courses on management. Even if this be so, management theory will have to be carefully sifted for relevance to the NGO practice. Emphasis on various management functions and disciplines will be different; and surely the manner in which knowledge is organised will be different - determined by the demands and management problems of NGOs. Given the current status of awareness on management issues in several of the NGOs, the need to bridge 'the learnt knowledge' with its use in the organisation by the individuals and the NGOs will also have to be recognized, even facilitated.

Their constituency

Grass-roots NGOs focus their activities on the poor, deprived, and needy segments of population e.g., women, tribals, landless peasants etc. Accordingly, they work in selected backward and poverty prone areas, e.g. drought infested.

Support NGOs concentrate on grass-roots organisations.

Their mission

The most powerful raison d'etre of NGOs is to bring about change at societal level so as to strengthen civil society, to create opinions, organizational structures and institutional arrangements through which the poor can seek equity. To that end NGOs encourage public policies and programs that empower people to achieve self-sustaining reconstruction.

Their functions

Diagnostic research and follow-up: Some NGOs essentially review the existing socio-economic scenario, and develop new foci on socio-technical development, to achieve the following:

- Strengthen the grass-roots level organisations by equipping them with appropriate technological knowledge and skills in a large variety of areas relevant to their programmes.

- Assist in use of the acquired know-how for sustained socio-technical development, and improved quality of life of the poor.

- Design effective monitoring and control systems to ensure a better balance between the resource inputs and the NGO outputs. With involvement of marginalised groups of society, NGOs also attempt to identify gaps that exists at the grassroots level, in the areas of food, water, appropriate technology etc.

Collaboration: NGOs offer their experience of cost effective development to government and other non-government organisations working to improve health status, and social and economic well being of the beneficiary groups.

Sustainable empowerment in quality of life: Social change is the essence of an NGOs existence. The ultimate output of NGOs is improvement in quality of the present and future life of the poor. This involves enabling the communities achieve self-sustainable improvement through

(a) overall increase in their knowledge and skills in areas which directly affect their standard and quality of life;
(b) improved economic status;
(c) increased social awareness and education;
(d) organized action; and
(e) service delivery, using their own potential. Mechanical implementors of others' programmes should not qualify as NGOs.

Economic growth alone is not enough. It is important, but not all. Social and cultural development is equally important; for although more money helps, what improves the quality of life is what it is used on: whether more money leads to the desired improvements; or goes into drinking and social evil? Wholesome growth including income generation, political awareness, social awareness, ethical and spiritual values, etc. gives rise to certain distinctive flavours in the NGO work:

- NGOs are often in a situation of selling products for which there are no ready buyers. They face resistence even from their beneficiaries. Yet they have to persevere towards enabling them to achieve enhanced socio-economic and personal status in the society. NGOs attempt this by improving resource base in the geographical areas where the poor are.

- NGOs function as secular organizations; and assist persons on the basis of need, not creed, race or nationality. They function with an overriding concern for the disadvantaged. NGOs respond to human needs by helping those it serves restore and preserve their dignity, and realize their potential.

- NGOs concern themselves with strategies consistent with optimal long-term use of land, water and other available resources.

- NGOs concern themselves with alleviating poverty by enabling the marginalised and the weak to participate for their own sustained development. This they do first by enhancing in-house capacity of the people's organizations in dealing with the fast changing demands of the developmental field; and then by encouraging peoples involvement in planning, implementing and managing their development processes.

- NGOs route their activities through appropriate community-based institutions which would decide, execute and manage the development programmes. They provide direct support to such organizations with a view that these can aid capacity of the people to determine their priorities for development, take joint action in implementation, and gain access to resources and services available from government and other agencies.

Empowerment: NGOs are in the business of helping people secure their rights, and help them develop potential such that they can, in future, protect the rights they secure. Therefore, NGOs promote

activities through optimal use of local resources, and not through charity-oriented welfare programmes. They provide technical assistance, training, other resources, and management in combinations appropriate to local needs and priorities.

Furthermore, NGOs support processes that create competence and become self-sustaining over time. To enable learning, NGOs implement and promote programmes in the spirit of action research, to serve as ongoing lessons, and open to continuous improvement in future efforts.

Their beliefs and commitments

Some beliefs and commitments of NGOs were described as follows:

Respect for constituency: NGOs believe that poor people may be illiterate but they are not ignorant; that the poor donot lack brains, but they are deprived of opportunities.

Bases for strategy: NGOs base their strategies on the principle that development of the poor and the underprivileged in terms of quality of their life requires integration of some factors like specialised skills, perspective management and adaptable technology. They believe that empowerment and socio-economic development can and must go hand in hand.

Quality parameters: Some of the quality parameters that NGOs strive to maintain in their work are: people's participation, technical excellence, cost effectiveness, equity and sustainability.

Organizational characteristics: NGOs strive to develop internal systems that are seen to be just. They attempt to experience their concern for the poor within the organization - not only in their programmes. They endeavor to function such that rules and regulations do not dominate the organization's culture. As such, they develop flexible organisations which can help people identify their needs through interactive processes, resulting in the adoption of appropriate approaches and support systems.

Profile of NGOs that may use development management education

It is hard to think of any NGO which can do without use of organized know-how in managing development and organizations. True, a large part of NGO activity is based on the 'learning by doing' principle. While this principle is something inevitable, as well as desirable, it need not negate or preclude the role of formal training and education for functionaries in this sector.

Yet, NGOs that have some of the following characteristics can be expected to benefit *more* from development management education:

- Tolerance of ideologies other than their own.
- Medium to large scale of operations.
- Working on somewhat complex 'task' systems.
- Ability to use 'mentoring' to orient fresh entrants who have undergone relevant management education.
- Working in areas like emergency relief, service delivery, logistics development, support services.
- Pay reasonable remuneration to its staff.

Nature of problems to be addressed

Given the clarity of mission and purpose of an organization, a major function of management concerns itself with diluting or overcoming those events and circumstances that stand in the way of the organization achieving and fulfilling its mission and purpose. An understanding of such events and circumstances also helps in understanding the nature of the organization itself, as also its interaction with its relevant environment. This understanding is essential to determine the need and content of management education relevant to the development organizations. As these events and circumstances undergo change, such change should serve as an indicator that, to remain relevant, the nature and content of the education needs revision.

There are various ways in which insight into the problem areas can be attempted. Some problems reported can be classified as:

Perspective related

a. Defining development is hard when different constituencies call for distinctive foci, approaches and skills. Grass-roots NGOs often overlook the macro-situation, which nevertheless affects their work. Establishing easily understood linkages between macro- and the micro- is important to enable groups develop holistic perspectives: e.g., there are several missing links between the women's programmes and the other issues impacting on women's empowerment. 'Categories of the under-privileged' and the 'issue-based programmes' have to be seen in tandem to develop perspectives in development. Otherwise, pre-determined programmes can only lead to creating dependence on the NGOs.

b. The development scene in India has considerable influence of *some* political thoughts. While this is natural, little seems to have been done to develop an integrated 'development perspective'. In most other parts of the democratic world development business is far more professional. This is but one example of the ideological baggage that the development sector in India is carrying, which may not stand upto systematic scrutiny. Caste politics is another important but complicating dynamic. Other countries in South Asia may or may not have similar complexities.

Sector related

a. Attitudes of some government functionaries towards the NGO initiatives are often more obstructive than facilitative. This is one of the several problems that NGOs face from their immediate environment in their day to day functioning. These are hard to overcome by individual NGOs. Handling these effectively must involve a determined campaign at the sectoral level.

b. NGOs articulate a strong sense of identity as belonging to the "voluntary sector". Yet, there is little evidence of demonstrated community of interest. Several NGOs report distress on account

of non-availability of sector support. Inter-organizational interaction, interaction with government and public at large seem somewhat under-valued among the other lofty issues talked about in NGO gatherings and, as such, is a weak area.

c There is also a strong sense of *unique* contribution to the development process. These perceptions seem to represent work of individual NGOs more than any organized collective contribution. Little practical expression is discernable in the form of efforts at the sectoral level to promote, or to build a body of knowledge for significant development action.

d Most NGOs seem primarily concerned with their own programmes, with a strong operating and locational orientation. Some agencies do encourage their staff or members of the communities they work with to take up developmental activities independently. But most do not take any deliberate initiative to expose, educate and motivate others to join voluntary action.

e In spite of a high level of social consciousness, grassroot NGOs do not seek, or find themselves unable to influence the wider socio-economic and policy environment. Voluntary action has accumulated rich experience and insights. Little, if any, of this is translated into knowledge for benefit of the NGOs at large, other practitioners, or the general public. Collaboration in analysis and documentation of programmatic and organizational experience, evaluation of strategies, dissemination of experience and insights and the use of research for advocacy are by and large a rare phenomenon, if not absent, among NGOs.

Fund-raising related

a Foreign donor agencies and government programmes are major sources of NGO funding. Indigenous sources of funding are rare. Programmes seem more driven by financial exigencies rather than NGO mission, or needs of the constituency.

b Most NGOs donot keep their supporters and donors sufficiently educated around their organizational needs, or the needs of their beneficiaries. It is also likely that the international funding may dry up, or at least get reduced. In such an event, most NGOs may not have alternate sources for their sustenance.

c NGO staff are, for some unknown reason, kept out of the fund-raising process. A few functionaries at the top of the hierarchy raise funds. And, they alone are seen to propagate frugality. In the absence of the staff being aware of the problems in fund-raising, pleas for frugality donot get appreciated. There also is little effort towards generating income out of NGO activities. Where some NGOs have made attempts in this direction, they have been subjected to severe criticism - largely ideology based.

Strategy related

Some observations on problems pointed to aspects of NGO strategy:

a) Working for a long time, some NGOs become kind of emotional about their programmes; and, as a result, tend to use resources in a manner that creates dependencies.

b) Although stated to the contrary, in actual practice, the focus of several NGOs is more on the problems, than on what they see as causes of the problems. Also, sustainable development calls

for multi-approach, multi-disciplinary strategy. Most projects being implemented are too limited in scope, and short-term: hence unlikely to lead to sustainable development.

c) There is a need to develop and disseminate tools for problem analysis and problem-solving in the context of NGO work. NGOs' strategy is often not tailored to situational analysis.

d) NGOs just oppose: they often donot offer viable alternatives to what they oppose. NGOs are often unable to produce hard data to support their opposition or protest.

e) There is tension between dynamism of the NGOs versus consolidation of NGO programmes, and their cumulative impact.

Programme related

Greater visibility, increased funding and the evolutionary cycle of growth among NGOs has led to a proliferation of action programmes in the social as well as the economic arena. There has not been a corresponding development of the NGOs themselves as organizations, and their programmatic competencies. As a result, programme development, design and management have come to be a general area of weakness.

Impact related

a) NGOs do not pursue learning on what makes one programme more effective than others. There are few quality indicators available for contributions or impact made through NGO programmes.

b) In several programmes, the beneficiaries become impatient and intolerant, indicating a lack of primacy to fulfilment of their needs, especially during natural or communal calamities. Tangible benefit donot seem to reach the affected population in time; or to the planned magnitude.

Organization related

Leadership aspects:

a. How can the organizations be enabled to expand their activities and services without centralised control is an issue to which many NGOs have yet to find an answer. Most NGOs show scant skills in institution-building. There is problem of inability of organizational leaders/managers to delegate.

b. NGO leaders get so deeply involved in programmes that they devote little attention to educating staff around performance and organizational realities. In the absence of authentic feedback, the staff develop unrealistic self-image. Stated organizational values of participation, equality etc. become their expectations without reference to their contribution or commitment. They begin to use activism as a facade, through which the leader can usually see; and which, in turn, creates disillusionment in the leader.

c. NGO leaders rarely share rules of the management game openly with the staff. Managerial functions remain centralised with the leader. Even relevant information, including the rationale for decisions, may not be easily accessible to the concerned staff.

Organization design aspects: There is apparent in several NGOs, a dilemma between a 'flat' versus a 'hierarchical' approach to the organization design. Considerations for organization design are not the roles, the tasks, or needs of the organization. Another circumstance which NGO managements find hard to tackle, relates to expansion and growth of operations, and the complexity that it brings to the organization. Knowledge of organization theory can help a more systematic examination of these issues.

Organization culture aspects:

a) There is often incongruence between the various aspects of the organization e.g. stated and practiced values, making it difficult to comprehend reality of the organization. Organizational values are sometimes also not tuned to the needs of the constituency. Management education can make deliberations and decisions in such areas more rational, data and need-based.

b) While NGOs need to, and actually practice, some institutional values, they are elsewhere seen to be questioning the very same values. Unexplained, this apparent contradiction leads to some internal inconsistencies e.g., with the stated value of mutual trust, there is a culture of questioning in a manner that is inconsistent with mutual trust. Interpersonal, and communication problems seem to abound. Also, NGOs mostly tend not to worry about compliance with statutory requirements; which in some ways contradicts with the stances they publicly take. Same situation seems to prevail as regards the gender issue.

c) Somehow "efficiency" norms of management are unable to coexist with creative exploration of various factors that characterise `challenging' grassroots activism. Most head-on collisions within the organization emerge from this process, and often one defeats the other. Paradoxically, their coexistence should contribute to real transformation. An understanding of this process so far emerges only from reinventing wheels and rarely through an educational process. Coping with such organizational dissent in a productive way in a variety of areas (choice of activity, introduction of new systems, mass resignations, etc.) is a skill most NGOs may need to learn.

d) A DME programme is likely to raise several issues which most NGOs have either not thought of, or deliberately played down. A question raised was: will the NGOs be able to commit themselves to the scrutiny, or discipline, of development management as a systematic body of knowledge? Presently, in most NGOs there is a divide between some who know, and some who do: will NGOs be able to change this culturally? - what will this do to the internal power structure? - will this reality be too threatening?

Financial aspects:

a) Several top leaders are not well-versed in accounts/finance management. Financial controls are non-existent in several cases. In the absence of astute financial planning little surplus accrues to the NGOs - which may partly explain why NGOs are not growing as they should. Lack of planning and projections, in terms of proposals, also leads to crises.

b) Most NGOs are not cost effective since internally they are seen as having easy access to funds. Most NGOs do not have well-considered norms of organizational expenses as ratio of funds used directly for beneficiaries.

Staffing aspects:

a) Owing to rampant unemployment situation, large number of those joining NGOs actually have no commitment to NGO work or ethos. Most of them enter NGOs for a livelihood rather than for NGO values, as is the case elsewhere. Ideology as basis of recruitment seems more like a myth; and results in induction of unsuitable persons. This compromises interests of the poor beneficiaries. Why does one want to do grass-roots work? - is there strong enough intrinsic commitment? - if so, what is its source? These are difficult to gauge through a routine kind of selection process; and often remain unanswered as questions.

b) Very few professionally qualified persons, including those from the Schools of Social Work, join NGOs. Ethos developed in such institutions was stated to be not such that the students can easily gel in NGOs, that are practising people's participation.

c) Availability of professionally competent persons depends also, to a large extent, on what the societal trends are: what the society values? what does society accept as 'success'? Young impressionable bright people, and those who influence their decisions, are usually conditioned to go in that direction. NGOs have done little to raise wider social awareness around their work and mission. That is why even where a few bright young persons want to work with NGOs, they face considerable obstacles from their families and social context.

Motivation aspects:

a) Retention and development of people is a problem that NGOs face. NGOs pay less compared to what at least competent people are worth elsewhere; nor do they endeavour to assure secure careers. Most people that they attract initially, therefore, are with somewhat low potential. A reason for not providing career advancement was stated to be the short project-span because of the funding pattern. This, however, didnot seem to be an issue between NGOs and the funding agencies. How to make staff self-motivated and self-directed? - how to retain competent and committed people on staff? - how to maintain quality of services under conditions of high turn-over of critical staff? This problem seems particularly acute in grass-roots NGOs. Due to slow and limited growth of the NGOs, staff experience stagnation both as regards their career and the scope of their work, leading to a lack of material as well as job satisfaction. Frustration on these counts leads to turnover of high potential staff. Those with low potential find it hard to quit. Accordingly, they hang on to the jobs, but cause disaffection among staff.

b) Several NGOs seem to experience crises of identity, their sense of purpose, leading to a feeling of directionlessness. This also has obvious implications for staff motivation.

Human resource development aspects:

a) In the absence of exposure beyond NGOs, most functionaries seem to live a 'nobody else is like me' syndrome.

b) There is evident a certain lack of appreciation and internalisation of how public service is to be carried out.

c) NGOs do not sufficiently value professional competence, and often sacrifice this in favour of other considerations such as *stated* values like commitment, flexibility, participation, etc.

d) There is an acute scarcity of women with requisite skills.

e) Advocacy skills/competencies are lacking in most cases.

f) In grass-roots organizations, most staff is under-matric.

g) Perhaps, approach to Human Resource Development also needs redefination in the context of NGOs; like, how to develop competent people who are committed to give a value to people on whom they are not dependent for resources?

General aspects:

Some other organizational lacunae reported were:

a) Lack of concern for optimal use of resources; inability to develop innovative systems suited to development work and orientation; and to achieve in an organized and systematic way;

b) Inadequate skills for developing effective instruments for mass communication;

c) Insufficient appreciation of the importance of research and documentation for improving knowledge base of the sector;

d) Superficial awareness of the reality of the poor - social, economic, political issues - among the field workers;

g) Lack of willingness to accept accountability to multiple constituencies; and

h) inability to sustain institutions.

Nature and extent of the need for DME

Before determining the purpose and content of any initiative in the area of management education for development organizations, it will help to understand what the need is. The outcome may indicate either a quantitative change, i.e., more of the kind that already exists; or a qualitative change, i.e., inputs or methods or approaches different from what already exists; or both.

A view was expressed that people cannot be trained in management of social transformation. While it is possible to contest this view, it may suffice to clarify that a DME programme is expected essentially to help in the task of managing organizations whose primary function relates to one or more aspects of the social transformation process; and their programmes and projects.

Human resource development:

a) NGOs are in competition for good human resource with commercial and government sectors. In several vocations, the left-overs from those sectors come to NGOs. These are people with low potential, which places a limit on what internal HRD can do. This, in turn, influences the quality of NGOs work; and reduces the productivity of their money.

b) If NGOs represent groups of educated middle class, outsiders, who seek to align with the poor seeking change; they need to reassess the modes and tools of engagement, and work out what added value they are able to bring to the poor and their struggle, what skill do NGOs need and what skills can they develop in the poor themselves. This constitutes an important rationale for development of the NGOs' own human resource.

The fears and problems:

There was almost a unanimous view that what was available by way of education programmes in the area of development management was not adequately responding to what the NGOs needed. Essentially the concern was for a qualitative change by way of aligning better with needs of the NGOs. Some fears expressed around use of management education in NGOs were:

a) Qualified professionals may feel suffocated in NGOs, where systematic use of management concepts is rare;

b) Activists feel that professionals come in only when NGOs become 'prosperous';

c) There are existing institutions that can provide the human resources needed by the NGOs. Some of these are not getting enough students. We do not know why! Are these institutions not relevant? or are there too many already? Are NGOs willing and ready to invest time and resources to use available provisions?

d) 'Management' being brought to NGOs will be disastrous, because management requires working through systems, whereas the strength of NGOs is working through people. The best NGOs in

the world are not using management education;

e) First generation NGO entrepreneurs, and some activists may feel threatened by the induction of professionals in NGOs - there is a psychological dimension. This may even lead to head-on conflict between the activist and the professional. Multi-tier courses, including self-reflection may help. Counselling to the top NGO leader is an unavoidable need as well as responsibility of those initiating formal education in NGO management.

These fears, problems and cautions - expressed by a few - did not seem to be widely shared, as would appear from what follows.

Relevance of management to NGOs:

Management is a highly applied field. Body of knowledge which is transferable across types of organizations is nebulous. As such, context is very important. That is why management education programmes exist which are sector or industry specific, e.g. public sector management, cooperative management, forest management, rural management, and so on. Some principles or parts of the management education developed in the context of commercial or industrial enterprises, may be applicable in NGOs, but some parts may not be. Some areas like people management, motivation, fund-raising, some bit of marketing may be relevant. However, a lot of innovation is possible.

While the management thinking and learning developed in context of the commercial enterprise may have some relevance, in devising a body of knowledge for managing NGOs, which are different from the commercial enterprises in some very distinct ways, it is critical to take into account the unique NGO context. The rationale of 'Resources >> Transformation >> Output' will not change no matter what the nature of the sector. It is possible to think of the same concepts for NGOs; but suitable operational adaptation of these concepts will surely be necessitated. It is important to capture the NGO experience, and build the management knowledge on a rigorous analysis of this experience.

Initially, a feeling was expressed that management education may not be relevant for the activist groups. This view was checked expressly with some subsequent interviewees. Many felt that such a generalisation would be inadvisable; that management as a concept is important to all kinds of organizations. Understanding of management was important for the activists, as they managed far more subtle social processes, needing core management skills for planning, organizing, strategizing, implementing to move in the direction of their goal - even the resistance movement has to be managed. They seemed to feel that managing was not a concept relevant only to management of an organization: complex activities and processes equally needed management proficiency.

Some others went a step further. They saw management knowledge as empowering even for the community, and the beneficiary groups; who need to understand the environment and deal with forces in that environment. Management, according to them, could help narrow down time and space, thereby expediting the process of development. Their view was that, for achieving this, NGOs have to build ability of their staff to effectively deal with diverse beneficiaries in the diverse circumstances influencing them.

It was generally felt that while it is important for NGOs and their functionaries to work in a professional way, it was equally important, and perfectly possible, that they do not lose their character, way, or identity in the process - that the two could be mutually supportive, and not exclusive.

Similarities and dissimilarities between development management education and the traditional management education

A question was raised whether a DME programme will be different from the MBA programme run for business and industry. The answer seems a 'Yes' in some aspects, and a 'No' in several other aspects.

The DME program was seen as similar to an MBA programme because both of these fall within the broad realm of management; and dissimilar because the object of concern for the DME programme is not business or industry, but ways and means of confronting the question of development. The clients in the case of development are the weak, the disadvantaged and the poor who need to be empowered if they are to share the fruits of development.

Management education (as in MBA) can be partially relevant in some generic ways to income generating activities, mass communication, social system delivery, infra-structure etc. A different package will be needed for such objectives as making demands, generating awareness, mobilizing action groups, helping change their attitudes, their work culture, etc.

Propagation of concepts is highly 'school' oriented - a particular term or word has had origin in a school of thought. The word 'management' has similar problems. There is a need to go back to basics - the more correct, the essential ingredients of 'management'. One framework, suggested as 'basic', is:

1. Define the 'system' one is managing in terms of a general 'Systems theory', and describe it taking a systemic view;

2. State 'objectives' of 'what needs to be managed'. Objectives can be stated at various levels of abstraction.

3. Look at 'resources': What is it that we are handling? What are the critical variables of the tasks?

4. Give a meaning to 'profit': What is the 'value-added' during the through-put -
   (a) which makes the activity sustainable? and
   (b) how is output more valuable than input? In other words, understand logic of this conversion and consider the social benefits that accrue from this conversion.

5. Develop 'strategy': assess environment; assess futures and future environment. All the earlier stated ingredients will again come into play in this process.

In this kind of a broad framework, management for NGOs may not look to be any different from managing any other kind of activity or enterprise. However, NGOs perceive 'management' as coming from the corporate sector - the enemy who is the cause of the problems that NGOs are struggling to undo. This perception causes all kinds of images which distort the basic meaning of 'management'.

Other similarities in management education stated were:

— Relatively simple principles of management, e.g. accountability are similar. However, nature and methods of accountability can be different.
— Commercial organizations are including customers' needs in their decision-making; poor people are the customers of NGOs.

— Values, dedication, commitment, etc. are stated to be the distinguishing characteristics in NGOs. In well-managed commercial organizations also values, dedication, and commitment are held in high esteem, and seen as important.

— Empowerment, meaning that the concerned people develop their skills, sense of autonomy etc. such that they can take their own decisions, is no different in effectively run corporate organizations from what it is in well-run NGOs.

— Politics is all-pervasive. Commercial organizations use the political process to achieve their goals. How much should NGOs get involved in the political process? Is it happening that 'I want to reform, and I get changed'? Are NGOs able to deal with politics, without getting spoilt by it? These questions are equally valid, no matter what the sector.

Similarly, there were several points of difference cited:

- Management capacity of any organization constitutes the competence of its human resource, supported by the soundness of its systems, e.g., information or decision systems. In NGOs, the purpose of these systems is seen to be qualitatively different from that in the corporate sector.

- It is not easy to adapt from other sectors. In NGOs we donot talk about industrial revolution; but we will talk about the history of social issues - planet, environment etc.

- Management in NGOs is different from corporate management from a *paradigm* point of view. Traditionally, knowledge has been used to corner power. How do NGOs use, or need to use, knowledge? Redefinition of such concepts will be necessary.

Nature of the need for development management education: Several views were heard in this regard:

a) Development sector is growing as a distinct alternate sector. It is attracting resources because of the pressure of societal needs; because there are people working hard to respond to these needs. If other sectors need systematic education and training for management, why should such a need be questioned for the NGO sector, and assumed that it will forever borrow facilities not attuned to, or designed specifically for itself.

b) To be effective, NGOs need professional approach in managing resources available to them. Good-will and *bonafide* good intentions are no doubt useful equity for NGOs to be effective, but these alone are not going to be enough.

c) Management education for development must first and foremost be directed towards the creation of a 'development *management* professional', equipped to manage a wide range of issues, disciplines, and situations inherent in the development work.

d) Good development workers, or other professionals like doctors, engineers, or teachers, proficient in their fields, are not necessarily good managers. Need for effective management of organizations like hospitals, universities, or NGOs cannot be denied: as such need for effective managers, so trained, no doubt would exist. There is need for education programmes which can cater holistically to development management.

e) Management methodologies common to NGOs are not getting built. Institutionalising DME seems viable as a useful alternative, as atleast 10 percent of the NGOs in India alone could be looking for trained managers.

f) In the traditional management education, concepts have been adapted to needs of the commercial sector. So, it can not be optimum for 'development' work. DME has to specifically adapt to the development sector needs: reality has to be looked at from the point of view of the poor - needing a different paradigm.

g) Products of most existing management institutes cannot start at the start of the management cadre of even the best NGOs. Inducting them at higher levels has the risk of internal staff dissatisfaction. There is also a question of compatability of the 'action context' and the ethos in NGOs with expectations of the management graduates. A specially designed management education programme, which keeps the character and the needs of NGOs in focus, and invests in them alone, can deliver the goods.

h) Industry has been able to attract bright people - this has not happened in NGOs. This may not happen till NGO managers are enabled to secure the same status and recognition in the society as other professionals. Availabilty of competent managers has several implications for the NGOs: their economic sustainability; optimum use and size of human and other resources of NGOs etc.

i) NGO self-reliance was another logic given to support need for management education for development organizations. Most NGOs suffer uncertainty around availability of financial resources. A question often posed was: is donor-donee relationship permanent? NGOs cannot become self-reliant except through their own efforts;and any such activity will inevitably need effective management.

Different needs at different levels:

In determining the need for management education for NGOs, one has to differentiate levels at which NGOs need management manpower. Management education will, thus, need to be addressed at least at three different levels:

a) ***Short interventions for the heads of these organizations:*** Heads of NGOs, especially the founder leaders, rarely see primacy for planned interventions to keep themselves abreast with the times. This is partly because their role as regards organization policy and strategy is so entrenched that questioning of the policy itself, in practice, either is seldom encouraged, or rarely occurs. Be as it may, there is surely a need to ensure that learning space is created at the apex of the organisation.

b) ***Long duration programme for middle managers:*** To produce qualified middle level development professionals, found in every NGO, around one year intensive programme would be ideal.

c) ***Periodic training for grassroots activity managers***: This third level - the activity manager at the grassroots situation - is the one that forms the vital core of any kind of developmental activity, but is seldom seen to be in need of training other, perhaps, than in the specific technical area. His/her managing capacity is often taken for granted. Any attempt to settle the issue of management education for development would be incomplete if this section is ignored. While a

conceptual extended duration programme may not be optimum for this category, short-duration managerial *skillshops*, to be conducted locally, in the local language and through a highly situation specific pedagogy will be useful for the grassroots activity manager.

Objectives for a DME programme

The output of such a programme can be visualised to play a useful role, *inter-alia*, as a kind of programme manager in such areas as community health, education, vocational guidance and training, rural development, environmental issues, devising schemes for income generation among the poor, exploring means of implementing the NGO mission, and so on. The objective should lie in the creation of a socially sensitive field professional who is potentially equipped to deal with a variety of situations. While designing the course particular stress must be laid on bringing out the innovative aspects of the individual, in the sense that it should tax the individual's creative and reflective abilities. This is critical on account of the relatively low-structure high-ambiguity situation characterising most NGOs. Success should not otherwise be guaranteed.

Critical attributes of a DME programme

Critical attributes of any DME programme are the essentials around which the programme must be conceptualised. It is, therefore, important to capture these in advance as far as possible. Some suggestions were:

* It must chart out a scope for itself, consistent with the broad purpose and need as identified from time to time; and then substantially fulfil this charter

* It must result in improved effectiveness of the organizations that use it, or its products

* It must work towards providing an integrated framework for management in the development sector - which its curriculum and pedagogy will enable implementation of

* The extent of human resource development that it is able to catalyse in the development sector will be a critical indicator of its success.

* The number of persons trained by it working in the development sector at any given point of time will show the relevance of the programme to the sector

* Its ability to secure feedback from NGOs, and to make productive use of such feedback on an on-going basis

* The extent to which its products are able to impact professionalism in the organizations they join; are able to understand the organization's expectations, and meet these based on what they have learnt in the programme

* The manner and extent of educating its students on how the poor are able to change their lives, and how external change agents can facilitate this process; knowledge-wise, skill-wise, attitude-wise

Profile of an effective NGO manager

A role which is currently identified more than any other with the NGO movement is that of the **founder leader**. A founder leader is essentially a visionary, an activist, and also an entrepreneur of sorts. **This leader is often a visionary such that it is hard to visualise the person as apart from his/her vision.** This high integration between the person and his/her vision seems to represent the hall-mark of an NGO leader. The almost missionary zeal of this leader seems to spring from a high level of his/her expectancy with regard to the vision.

Given such symbiotic relationship between the person and his/her vision, it is easy to imagine the extent to which his/her self-concept as a person - in fact the very sustenance - emotional and otherwise, and his/her vision are linked; and which it will be genuinely hard for him/her to negotiate on a rational plane. The vision has a high subjective-emotive content. It is often not irrational, but because of the kind of value the individual begins to attach to this vision, and its attainment, the manner of his/her holding and defending this vision may, to another person, appear more as dogmatic than rational. The vision seems so much a matter of survival for the leader that it is hard for him/her to look at it, so to say, objectively. Let it be realized that this is the strength of the individual which makes him/her the leader, and from where his/her energy and motivation spring.

This leader is also called upon to manage. Managing is a far more down-to-earth, systematic, rational function; whereas the founder leader works more on inspiration, intuition, and an almost uni-directional commitment to the vision that energises him. Integrating these two sets of somewhat opposing but essential attributes - those of a visionary and a manager - is, by itself, a tall order. Compounding this is the confusion that arises out of expectations of others - particularly the colleagues in the organization, who often do not differentiate the leader's role as a founder-entrepreneur from his role as a manager. For example, the leader can be *participative* in his/her managerial role - as s/he must be. But can S/he be *participative* in respect of his entreprenurial role which is woven around the very content and form of the vision and mission for realization of which he has set up the organization? This confusion in his/her two roles may often give rise to postures on his/her part which may be seen by others more as autocratic than democratic. S/he can certainly be expected to be flexible and participative around the manner and approach for operationalising the vision and the mission, with others who s/he believes are genuinely interested in helping him/her realize. This difference in approach to issues relating to the vision itself, and those to its operationalising may often appear as inconsistences or contradictions, or even as 'double-standards' in his/her behaviour - although strictly speaking, there may be none.

The most unique among the NGO leaders is the 'activist' founder leader. Where s/he genuinely believes that no one else understands his/her vision as well as him/herself, s/he may also be seen as a loner. If some others are willing to walk his/her way, s/he will value their association. If others are not willing to associate on these terms, s/he is happy to walk alone.

If the above description is even somewhat valid, it is unlikely that the activist leader will be a natural

organisation person. This person is a leader in the front - showing the way, there are some supporters who follow the direction, and there is nothing in between. That is the reason, perhaps, why the activist NGOs are best small-sized. Traditional management role may appear irrelevant to this context. In fact, if efforts are made to 'discipline' this person as an organisation manager, we are more likely to get a bad manager, and lose a good activist leader. The best 'use' of this person in the NGO sector is to break new paths, arouse people, generate legitimate developmental needs, and move on. The follow-up or service delivery necessary to sustain and respond to what s/he has generated will have to be ensured through another agency which has intrinsic competencies in that area, and which may be quite different from what the activist leader has to offer.

To elaborate and reiterate, the forte of this leader, together with his/her small group is to activise/energise or organise people around relevant social issues and arouse awarenesses conducive to development. It is not the function of this group to provide services, which is normal on-going institutional work. This is also borne out by the fact that this activist group is expected to withdraw, to avoid continued dependence on itself. It seems logical that it is the function of organizing/activising/energizing that can withdraw. Service delivery as a function is on-going even in highly developed segments of society. Sustainability possibly refers to the sustained awareness that people can and need to make continuing demands on organizations that have constitutional, statutory or civil responsibility to provide service. Therefore, in case an NGO takes on a service delivery responsibility, it can only withdraw by ensuring that another agency takes the responsibility for providing on-going service in future. The dependence on the service remains - what can change is the legitimate agency to provide the requisite service. This is where advocacy is needed; and which can be done better at the level of the sector than by an individual NGO.

In fact, initiative of an activist group can become sustainable only if the sector can ensure availability of service delivery organisations, either from within itself or preferably from other sectors whose normal function it is to provide such services. If this does not happen, not only the work of the activist group will be a waste, but also the beneficiary group will gradually tend to become immune to further activist initiatives - past failure of satisfaction, and the consequent frustration, will give rise, first to skepticism, and then to cynicism. It is likely that subsequent activist initiatives themselves will be experienced by the constituent group as acts of exploitation. Ensuring sectoral support in terms of service delivery thus is a responsibility concomitant with the activist initiative of need generation - because the improvement in quality of life can happen only when these two occur in succession.

Management is as relevant to service delivery organisations in the NGO sector, as it is to any other organisation in any other sector - though the content of education and human resource development, and its design may have to be carefully worked out.

The objective of a management education programme would be to assist those who undergo such a programme to develop themselves into effective managers. It is, therefore, important to understand what an effective manager would be like in the context of the development organizations. Descriptions are available around what attributes make a manager effective in other kind of organizations - say the commercial/industrial organization, or the government. Very little such documentation is available in the context of NGOs. The profile of an effective NGO manager provides a picture of the output that a DME programme must constantly refer to as an ideal - that would continually provide it with a direction to pursue. This profile must be understood holistically; but that is not easy. As a somewhat poor substitute, however, an effort can be made to understand it in its critical components: something which is being attempted.

A. General profile of an NGO manager was attempted through gathering perceptions of people about some managers they considered effective or successful. Some insightful perceptions forthcoming were:

* NGO managers have high leadership ability. They are able to carry people with them - not go ahead, leaving people behind. The gap between the person and the people served is minimal.

* NGO manager is different from conventional manager in that -

  - s/he closely identifies with ideology of the NGO s/he works for; and wants to materialise it through her/his work.
  - s/he realises that operating from donations; s/he is socially accountable for his/her actions and performance;
  - s/he works under certain self-imposed norms, e.g., commitment to the cause served by the NGO; any economically 'profitable' project undertaken must have socially significant value; importance given to the internal consultative process in the work-group enhances the task motivation, synergy, and conducive climate in the work-group;
  - s/he possesses demystified knowledge of management and its practice;

* NGOs need managers who look at implementation of projects, as means for development of the communities. Profile of an NGO manager should include a variety of tools which equip him/her to function as a professional development worker. S/he will need to be familiar with quantitative subjects on the one hand and be equally conversant with qualitative issues on the other. This means that his/her analytical ability must be of a high order. Professional education can help build such abilities.

* NGO manager needs to be quick to take decisions/ handle crises at grassroots. NGO managers require the discipline, and mental rigor that comes by formal training.

* Given the work environment of an NGO manager, there is a risk to burn-out much faster. So, she needs greater ability to work with and/or against several diverse forces.

* Existential dimensions remain the same: family, friends, social obligations, normal organizational context. Demands of the development sector impose high cost on these dimensions. Those NGO managers who have thought through these conflicts, negotiated them, and have arrived at a sustainable balance, do better.

* Around 20 percent of the NGO Managers are 'Path Breakers'. The rest are essentially back-up to the 'Path Breakers' - or, at any rate, ready to take that role.

* One view expressed was that women managers are different from men managers. According to this view, women function better as team players - possibly on account of family role of women.

* More information may be needed to capture the profile of an activist leader. It may be useful to develop some tentative models to begin with.

B. Knowledge and skill areas that a successful manager can be expected to possess will be crucial to transmuting knowledge into practice. Without these, an education programme may produce good academics, but not necessarily effective practitioners. Some skill areas considered significant, are classified below.

Management Diversity: Because of the relative small size of the NGO, the manager is often called upon to play multiple roles.

* Ability to take both - 'bird's eye view' as well as 'worm's eye view; to keep in touch with ground reality; at the same time with the global perspective - since NGOs usually donot have the kind of hierarchy providing a successive distillation of perspectives.
* Ability to effectively carry out diverse activities ranging from fund-raising to activism, enjoy acceptability with the constituency, liaise with high officials, deal with donors, etc.

Enterprenurial skills; like

* Ability to have clear perspective of what s/he is doing; of the relevant segment(s) of society and his/her 'clientele'/constituency.
* Ability to understand changing or hostile environment, and adapt NGO strategy to it; so that she doesnot feel fossilised. And to do forward planning in an uncertain environment to sustain the NGO's *social relevance;* to focus on institution-building, management of growth and diversification.
* Ability to manage finances: simultaneously to view outputs in terms of social benefits.
* Ability to take personal as well as professional risks.

Networking and advocacy skills; like

* Ability to maintain profile appropriate to influence people in power; consistent with radiating intrinsic beneficiary interest.
* Ability to promote networks for communication - mass, intra- and inter-organizational; which are culturally contextual, and attractive to media.

Conceptual skills; like

* Ability to process information to arrive at sound conclusions; to understand situations from different perspectives, e.g. sociological, psychological, managerial, public relations.
* Basic analytical skills, and ability to undertake social science analysis for planning, policy-making, etc.

Leadership skills; like

* Ability to conduct day-to-day dealings in a balanced and mature manner, not withstanding the high access that the NGO leader may have to the corridors of power.
* Ability to organize resources - human as well as physical and financial - optimally to achieve the desired results.
* Ability to achieve team work in organizations work-groups; and to effectively manage people in the community.
* Ability to get things done, not only through formal authority, but through more acceptable ways, e.g. listening, consultation, group activities, creative facilitation, creative confrontation.

Group and interpersonal skills; like

* Ability to influence people on whom one has no formal control.
* Ability to facilitate the group processes; to participate, and deal openly with views different from one's own; to empathise with feelings of others.

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* Ability to effectively communicate, both in terms of making oneself understood, as also understanding others accurately.

Trainer skills; like ability to develop others in terms of imparting knowledge, skills, as well as awarenesses.

C. Appropriate attitudes, mental make-up, values and beliefs are important for authentic, relevant, and situationally *bonafide* use of the knowledge and skills one possesses. The education process must be so designed as to reinforce, if not develop these.

Attitudes and mental make up: Some important attitudes and components of mental make-up mentioned were,

* A belligerent bias in favour of the poor, the down-trodden and the needy; to serve their cause in a manner that explores feasible strategies towards empowering them. Will to succeed in work, given the constraints of poor people.
* A strong bias for innovation. Openness to new ideas and trends.
* High tolerance of ambiguity; and of differing perspectives and views in the objective reality one has chosen to work with. Balance of idealism and materialistic reality. A predisposition to practise sustainable style in life and management.

The values and beliefs: Some important ones articulated were:

* A strong moral character, and a certain value system that makes the NGO manager stand apart from professionals in other domains.
* Pluralism in democracy, and secular non-partisan approach to issues, with positive discrimination in favour of the poor. Empathy with the poor in fostering social justice and equity. A commitment to improving their lot, such that lack of success hurts.
* A deep commitment to sustainable change.
* Professionalism as an integral part of self-esteem: where reward is contingent upon achievement, integrity, and excellence.
* Collegial approach to leadership.

The behaviours: While knowledge, skills, values, beliefs, attitudes, mental make-up etc. can enable efficient task performance; for effectiveness in social situations, **conducive behaviours** are inevitably critical. By themselves, however, these may fall woefully short of effectiveness. Conduct of a management programme for NGO managers must model some of these behaviours, and highlight their importance.

* Behaviours must reflect the manager's attitudes derived from a world view that seeks upliftment of the poor and the opressed.
* The manager's behaviour must be transparent, and manifest integrity and honesty of exemplary order.
* The manager must give genuine respect to others as people.
* The manager must manifest consistency in behaviour, values, beliefs, at a level one can comfortably live with over time.

Profile of a potential DME student

While 'profile of the NGO manager', is a prototype of output of a management education programme; 'profile of the student' provides the input into the education process. The education progamme, the 'conversion process', must take into account both these ends.

Most suggestions on this behalf related to students who would be making their first entry to a career oriented programme, although there were a few relating to in-service continued education.

Continued education: One set of views was that continued education programmes should target managers with 10 to 15 years of experience. Another preferred focussing on those with 2 to 5 years of NGO experience. It was felt in both cases that the education programme should use live 'cases' from the students' own experience. In the light of a suggestion incorporated elsewhere regarding adopting a multi-tiered approach, the above two suggestions can be seen as mutually reinforcing.

Continued education and fresh students: Only NGO sponsored candidates should be admitted to DME programmes. The sponsoring NGO should bear around 75 percent of the cost of all training; the balance by the individual.

The students must be bright - persons of excellence. DME must not settle for the second best.

Persons admitted to a DME programme must possess high values and commitment needed for development, as these are hard to develop through an education programme. For the same reason, they should also possess attributes considered characteristic of an NGO manager. It will help to develop criteria and methods for screening, elimination, and selection of students.

Women are able to get acceptance at grass-roots levels more easily. Getting competent women to work, especially in the grass-roots NGOs, is a major problem. Marriage takes further toll of continued employment. Efforts should be made to recruit at least 50 percent women in the DME programmes. Co-education cannot be avoided, but careful planning and continued vigilance will be necessary to safeguard reputation of the facility.

Fresh students: Fresh graduates, considering career in development, should be exposed to DME; as, at that stage, much less unlearning is needed. They should be provided educational exposure before they get ideologically committed. Freshers, so trained can be put by the NGOs on a performance-based fast track.

The basic student profile need not differ from that of students in other management schools, except that s/he must have serious interest in development. They should be checked for basic analytical abilities and good communication ability.

They should preferably be from economic groups below certain specified income levels, essentially to ensure that their background and upbringing are conducive to empathy with the poor.

The first screening for selection should be done by the NGOs who can be expected to use these students after their education. They should look for boys and girls who can be trusted to work in NGOs, and have the necessary attributes to be groomed to hold responsible positions. Another view was that selection should not be limited to references from NGOs though that is an important source. One could also advertise. Around 80 percent students could be taken through the NGOs; and the balance 20 percent through open recruitment. This 20 percent would then be available for comparison as a reference group.

To provide optimum opportunity to check the candidates, selection process must be carried out in an environment similar to the NGO work environment, and may last from 3 to 6 days.

Sponsorship of fresh students: A suggestion, seen as viable by several, was that the fresh students may be sponsored by NGOs intending to employ them after the training, or even otherwise. This suggestion was on an assumption that many students may not, on their own, be able to afford this programme; and may not offer themselves, even though they may be otherwise eminently suited.

Students may be admitted to DME programme based on reference by an NGO. However, the referring NGO should not be bound to bear the sponsorship costs. An NGO, other than the referring NGO, may sponsor such a student. The sponsored students should, at option of the NGO, be liable to serve the sponsoring NGO for the first 2/3 years after completing the programme. In view of this, field work or project work of the student should be with the sponsoring NGO or an NGO of the sponsor's choice.

The curriculum and the pedagogy

Curriculum and pedagogy are the core medium through which any education programme fulfills its purpose and objectives. These also lend concreteness to expectations. Ideas around these are, therefore, invaluable. Suggestions received in this behalf can act as a good starting point for programme design.

Process for determining the curriculum and the pedagogy

Management education includes conceptualisation and learning from relevant past experience. So, it must be rooted in NGO experience and research. DME is expected to be a new body of knowledge; a thorough scrutiny of the existing knowledge will be necessary - some of it may need to be scrapped; some of it may be relevant as it is; some of it may need reorientation; but the whole of it will need to be reorganised to suit the NGO pattern. Scrutiny can be done by (a) undertaking study of the existing NGO management systems, (b) speaking to a sample of NGO leaders, (c) organizing need assessment workshops; etc. DME curriculum and pedagogy design can be done best through a small specialist, inter-disciplinary, inter-sector group, including some educationists and aware politicians. The most critical in this will be the active involvement of at least a few of the user kind of NGOs.

One will need to understand the conceptual frameworks that these NGOs use in the course of their work. It will help to inventorise existing NGO skills to make learning relevant and effective. Lots of accumulated NGO experience can throw up the key issues NGOs have been dealing with. Each one of the NGOs would have faced problem situations as would have to be cautiously and tactfully managed. It will be useful to know how their mind worked in these situations: what did they do? - what worked? - what did not work? - what was the degree of their success?

One will also need inputs from other diverse stake-holders; like user NGOs of different thoughts and schools (Church, Gandhians, Leftists etc.), official aid agencies, concerned arms of the government, existing educational institutions in related areas of DME, Panchayati Raj institutions, etc.

A fairly large number of professional people have been working with the development sector - their experience will be relevant. Dialogue with Schools of Social Work, similar other institutions, and stalwarts in the field of social action should be useful.

An intensive workshop with participants from major NGOs, and other groups mentioned above, may help arrive at a curriculum through debate and consensus. The workshop can focus on a draft outline paper prepared and circulated by a core group. It will be best to avoid building the programme around any particular ideology or school of thought. Wide diversity in existing ideologies in NGOs may make such an initiative difficult.

The curriculum

Criteria for curriculum design

1. The perspective of 'knowledge is power', and the principles of participatory research, will be interwoven in the DME programme.

2. Management techniques cannot substitute basic human values. These values are critical in all managers, but NGOs base their very identity on these. DME curriculum must reinforce these values, attitudes, concerns and behaviours.

3. DME will be different from traditional management education essentially from a paradigm point of view; to achieve relevance to the distinct 'business' that NGOs are in, to their vision, mission and culture. It will also facilitate processes that reinforce and sustain the NGO values and motives.

4. Most organizations find it difficult to bridge the gap between the 'academic' and the 'operational' faces of knowledge. This is more so in cases of NGOs, where formal management practice is much less in evidence. Besides, NGOs do not have developed systems to work on, which is usually given in the other sectors. The curriculum design will give as much attention to bridging this handicap as the constraints of an education system permit, without compromising other important parameters of imparting applied knowledge. A way may have to be found even to facilitate induction of the students during their placement in the NGOs.

5. In NGOs, management cannot be looked at as an aggregation of 'disciplines'. The 'organization of knowledge' will be consistent with the way the NGOs are internally structured. Commercial organizations are generally organized around functions: so, management education mostly provides functional specialization. NGOs are mostly structured around programmes. This difference will be reflected in the curriculum design.

6. DME course could focus attention on conceptualizing development issues in the context of developing countries - in the process of achieving a certain level of modernity against an increasingly globalised context. This essentially involves defining how such countries can reorient or adapt their strategies, if not their goals, objectives, or mission in the light of the contemporary circumstances; and spell out in as clear terms as possible, their revised role and position *vis-a-vis* those it seeks to empower.

7. This programme centres around processes and mechanisms that contribute to 'managing' development in a variety of sub-domains and disciplines, from such mundane matters as understanding and interpretting a balance sheet to handling such complex questions as secularism and communal harmony. It should be possible to combine these aspects into an organised coherent training package extending to about a year - with six months of intensive instruction followed by four months in the field and another two months to write up a project study.

8. A view was that initially the scope of the programme may be toned down to (a) the internal management of the organization; and (b) management of programmes and NGOs' interface with community - HRD in the community, internalization of the empowering components of the NGO programmes by the community.

9. The general pattern of the curriculum should be a basic course, followed by demand-led specializations, depending on (a) who are going to be the users; (b) what is already being done; and (c) some emerging issues, such as corporate partnerships, NGOs and Panchayati Raj Institutions, NGOs and the government, NGOs and official aid agencies, NGOs and Market -NGO entreprenuership, etc.

10. In view of a strong feeling that most NGO functionaries are more comfortable in their regional languages, it was felt that some concrete ways of demonstrating sensitivity to this aspect will help, e.g., making available to the students glossaries in regional languages. It was also felt that this could be undertaken only gradually since the demand is likely to be in several languages.

11. Lastly, the curriculum must obviously be relevant to those who are going to undergo the programme - in this context, the level in management at which the DME is aimed - junior, middle, or senior management. The curriculum will need to be adapted to the desired level.

The curriculum content areas

These essentially represent nebulous ideas about areas worthy of inclusion. Being aggregation of the suggestions made, these are not comprehensive; yet represent a wide spectrum of what can be included. Any DME programme, to be concise and manageable will have to define its own boundaries, as well as its areas of focus.

1. *General backdrop*

This is to provide a world view, but grounded in reality, of the development sector, together with an integrated background view of the relevant economic, political, social and legal environment.

2. *People-centred development*

* Historical evolution of development theories; and diverse development perspectives.

* Development theory and its interpretation. Human Development. Development vs underdevelopment. Development approaches - top-down vs bottom-up - bridging the divide between macro and micro.
  Technological and infrastructure development vs social development. Impact and demands of middle class.

* Different strategies for development - the range from struggle to reconstruction; the range from mobilisation and conscientisation to programme delivery. Development and ethics.

* Analysis of poverty; its cause and effect. Social problems of youth, women, dalits, tribals, old people etc. Need to redefine social welfare. (The accommodation of "reality" of the poor in development education often distorts the "reality". Existing articulation tends to provide only a black or white choice of language in descriptions and understanding of poverty. This is a vicious circle which excludes our experiencing the rich complexity and divergence and coexistence of good and bad, strength and weakness and other contrasting realities, which is what real situations are).

* Macro and micro economics, with emphasis on social economics. Empowerment, including its economic development component.

3. *Actors in development*

* Trinity of Civil Society: Society-State-Market.

* National and international development agencies of the State: their history, roles, and achievements.

* United Nations System: its history, agencies, and contribution.
* Development Aid: its history, volume, forms, and outcomes. World Bank/Regional Banks/IMF: their history, and roles; and debates around their role and contributions.

* National and multi-national actors in the market: their scope, roles, regional blocks, GATT.

* Some emerging issues: NGOs and Panchayati Raj institutions; NGOs and government, in the light of thrust from the official aid agencies that government should work with NGOs; NGOs and official aid agencies - on account of the possibility of direct links between official aid agencies and NGOs; NGOs and market (NGO entrepreneurship);

4. *Mission-oriented organizations*

* Character of social change, and the contribution of mission-oriented institutions.

* Social institutions - their history and whom they served: a holistic look at their evolution. Political institutions and their impact on social institutions.

* History of NGOs: their roles, contributions, constraints, and challenges. Global and national perspective of NGOs: complexity of NGO work and sector; skills and techniques used - their effectiveness. Social needs vs social accountability. Issues facing NGOs as organizations: professionalisation, effectiveness, accountability, sustainability.

* NGO vision and its expression in mission; as measure of organizational identity and focus. Definition of the NGO in functional terms (purpose); and in ideological terms (approach). Nature, intensity, and causes of dissonance around ideology.

* Relationship between NGOs and their primary constituency: rural/urban, people's groups and organizations.

* NGOs - a social work perspective; concept of public service.

5. Strategic management of NGOs

* Definition of strategy: how to develop opportunities. Exploration around growth and sustainability of the NGO movement. NGOs seem to have got stuck in paradigms from the corporate strategies, which may need to be examined carefully, perhaps modified and retooled to serve NGO purpose, and used creatively.

* Management of external relations: constituency mapping; relations with the government; influencing government policy/public policy initiatives; regulations concerning development and development organizations.

* Networking and inter-sectoral partnerships; coalitions and alliances; cooperative ventures and perspectives.

* Perspective building: What is the people's view of data? How can this be used to evaluate the government and other programmes?

6. *Operations*

* Project Management.

* Programme design and programme planning.

* Operations management.

* Programme monitoring and evaluation. Evaluation and monitoring of development. Need to develop indicators for development. Teach computerised packages for on-line monitoring.

* Process reflection and documentation.

7. *Internal organization*

* Theory of non-profit management; and of under-organized systems.

* Legal and regulatory requirements; State laws and rules governing NGOs - how to apply them.

* Values and operating principles - their relevance and importance for NGO work.

* Operationalising the systems' concept. Better management of internal systems: linkage of systems and procedures, and the mission of the organization.

* Forward organizational planning as applied to NGOs. Internal structures for NGOs, including organizational and participatory structures.

* Personnel policies and systems: recruitment, orientation, deployment, appraisal, training and development, separation, reward and punishment, compensation, etc.

* Issues related to financial viability of NGOs. Financial management, planning and budgeting in the NGO context, accounts, cost effectiveness, productivity of money, corpus building. Statutory requirements like FCRA.

* Selecting appropriate technology, and managing technology in the NGO environment.

* Information generation and management; infrastructure development for wide dissemination of information.

* Resource management. Role of technology: where is technology relevant? - what is the via-media? - appropriate technology.

* Internal review and reflection mechanisms.

8. *Resource mobilization*

* Forms and flow of national and international funding - the way the project funding system functions; trends and constraints.

* Selection of programmes: constituency needs; organizational mission; donor preferences. How to get resources from organizations that are existing to provide these.

* Project proposal writing and reporting.

* Mobilizing knowledge and human resources.

* Issues pertaining to long-term sustainability of the NGO effort. Local and indigenous fund-raising.

* Funding and direct support to community-based institutions.

9. *Leadership and organization behaviour*

* Organizational perspective of NGOs: integration of people, tasks, structure, technology.

* NGO objectives; NGO effectiveness, and its causal factors.

* Process of building organization - its logic; internal issues of NGOs; environmental forces influencing organizational culture and climate - strategy for dealing with these. Action Research to prevent organizational obsolescence.

* Organizational processes: objective setting; participation; conflict and stress management; communication; team development; management of change; leadership; delegation; decision-making; problem-solving; managing complexity. Place of participation vis-a-vis expert/technological inputs.

* Organization culture. Is there something like 'feminist management'? - does it make a difference? Women's perspective in organisational management - sensitivity to women's needs. How to deal with the 'Gender' issue within the organization? Commitment and inspiration: when organizations grow large, how does one retain the spirit with which these were started.

* Organizational values: technical excellence; equity; quality; sustainability, etc.

* Organization structure: case for a unique basis for NGO design, hierarchy etc.; systems and norms.

* Organization audit-cum-learning mechanisms.

10. *HRD and self development*

* Human relations competencies development: process and facilitation skills; people's management skills; advocacy; political skills.

* Skills required for development: organizing community groups -urban/rural, women, youth, others; building rapport; facilitating community thinking around their problems and issues -

generating ideas; fostering entrepreneurial role among beneficiaries: how do you get people to be able to make pickle that is marketable?

* Development work is not just a job; monetary reward is poor; one has to have other rewards to remain excited; do we know what our own motivation is? - developing self awareness.

* Viewing self in relation to society, movements, own commitments and family. Self-renewal labs to look at existential issues.

* Better understanding of the impact of one's leadership style on the organization, and its functionaries. Integration between preaching and practising.

* Self Development: self-critical skills; reflection skills. Attitudinal change.

* Interpersonal skills: How to work with colleagues, partners, clients, beneficiaries, donors, government officials.

11. *Programme areas*

Successful NGOs have diversified programmes. So, skills are needed for diversified operations as well as expansion in a variety of programme areas.

* Group technologies; and forward-backward integration for achieving value-added by combining programmes.

12. *Project work*

* Elementary social research methodologies.

* Real-life project in an area relevant to the sponsoring NGO.

* Short library project in an area of interest.

The pedagogy

* DME should have a low structure pedagogy - need-based; short courses; down-to-earth; focussed; with practical orientation.

* Several people were apprehensive that in a diverse NGO sector, no one model of education might work. This may be so, but to begin with DME will contend with somewhat broader generalities. As more experience is gained, greater degree of differentiation and sophistication can be attempted. Pedagogy must not be such that DME indoctrinates. It will help if DME is supported by appropriate continuing education programmes, not only for the NGO leaders in order to create a conducive ambience for the DME products to go to work in; but also to cater to the diversity of the sector alluded by several people.

* The pedagogy will be interactive so that management ideas that many NGOs do not subscribe to can also be explored. Products of DME cannot be expected to work in any one NGO, or any one kind of NGOs; and should, therefore, be prepared to be effective in a variety of organizations

and situations. In this context, the 'Action Learning' model, which enables individuals to learn by exposure to totally different kind of systems, may be usefully considered. Another suggestion for dealing with diversity was to classify NGOs at different levels on the basis of the kinds of work, leadership, problems etc., and then develop courses or modules suited to each group.

* Consistent with the current concerns in NGOs, the education process should be gender sensitive.

* DME must be rooted in an analysis of the NGO problems. The method of education that addresses this concern most effectively is the case analysis method. The case method is also known to help develop high conceptual skill among the learners, which seems a necessary part of an NGO manager's kit. The 'examples' and 'cases', to be relevant, will need to be picked up from the NGO experience. Development of simple case studies - half page to two pages - was suggested, to be used to teach all principles of management.

* The target learners, by virtue of emphasis on some other critical attributes, may be low on methods and techniques, with somewhat weak understanding of market, economics etc. This will need to be handled sympathetically. Methods and techniques are unlikely to be the sources from which the inspiration of most of the learners would be springing - their sources of inspiration and commitment must be the other concerns and attributes for which primacy has been suggested during the selection process. Learning by doing is likely to be a productive part of pedagogy. For the same reason, jargon would be resented, so the faculty must use normal NGO language. Easy to use formats, abstracts of readings, and similar other innovations should also be helpful.

* Almost 80 percent of the teaching could be through simulation exercises - which remove the artificial differentiation of knowledge, and looks at the totality in an integrated way. This can be a powerful way of helping learners to look at management in dispassionate, operational, rather than value-loaded theoretical, terms - i.e., in systemic terms. Indirect theoretical methods of learning may make people more versatile, but such learning lends itself to several interpretations. With wrong interpretation of the right theory, an efficient manager can even do the wrong things more efficiently.

* Field placements in agencies which will help take the learners' backhome activities forward - social activist groups, pollution control agencies, etc., can be expected to enhance relevant learning. Selection of placement can be attuned to the managerial problems and social issues related to the participants' backhome situation. These placements also help sensitize the placement agencies. Learners assigned to the field can be asked to maintain a diary, based on which debriefing discussions could be held.

* There needs to be balance between 'action', 'research' and 'study' - which are even otherwise mutually supporting - for developing conducive attitudes among the learners.

* Pedagogy must consist of intensive participative classroom sessions for 6 to 8 months, a 2 to 3 month apprenticeship in the field and another month or two during which the student reflects on what s/he has learnt or unlearnt during the programme, and works on a project. Case studies of actual experience of NGOs, reading material, seminar presentations and field work will clearly have an important role to play.

* Another suggestion related to running a 'Sandwich' course - alternating classroom work with field placements or projects.

* It was also considered useful to expose learners to relevant knowledge from 'non-committed' people who are eminent, and above 'vested interest' and 'politics'.

* Medium of instruction was a matter of wide-spread concern, expressed as: language will be a problem; how many are English-speaking? can we have vernacular programmes? While one of the views was that English language is necessary at managerial level even in NGOs, as interaction with governments and donors etc. is mostly in the English language; some suggestions to deal with the apprehensions on the medium of instruction issue were:

- Distance learning;
- Build training modules for local institutions;
- Develop written learning material in regional languages;
- Run remedial courses in the English language, or any other language to be used for oral instruction;
- At least 2 languages - English and Hindi - should be the media of instruction;
- Glossary of important terms can be prepared and explained in a remedial module;
- Audio-visual material can be multi-lingual;

* At a later stage, after the programme has been evaluated, reviewed, and accepted; and it can be offerred to larger numbers, dispersed centres of learning, in places closer to where the learners are, and where linguistic facility can be better provided, could be more effective. This would mean working through a network structure rather than a centralised structure.
  Some of the larger NGOs will have to take lead by providing centres for training with the right ambience. Indigenous culture, and local language, have to have a place in DME teaching.

* There were views expressed with regard to the location and ambience for a specially created DME facility. Some felt this should be on the pattern of' Shanti—niketan', with emphasis on physical labour and rural activities. Successful students must rough it out.

Faculty characteristics

If, in DME, values and beliefs are as important as knowledge and skills, the quality, orientation, background, values and beliefs of those who impart knowledge and skills, and interpret history and evolution, must be given due place in the overall plan of things. This could well be the most daunting task for those who plan such an educational innovation. Some characteristics one could look for in the teaching faculty are:

* Must be able to conceptualise her/his experience. Must have NGO value orientation; effective communication skills; ability to conceptualise, visualise, innovate, and improvise.

* Must be well-versed in the preferred pedagogy, and be suitable attitudinally, etc. Must be eclectic - not committed to any particular school of thought.

* Must possess competence and knowledge of the field. Must be from the sector, with commitment to teach a course or a module for at least 3 years. Teachers will have to come from out of the people who are also implementing , so that they remain in touch with the grass-roots reality.

* Professionals on sabbatical from overseas NGOs should bring different perspectives to the learners.

* Core faculty must be full-time. Guest faculty must be used for periods varying from one week to one month at a time.

* Must be highly committed and motivated to achieve DME purpose. Must have genuine interest in people, with ability to teach adults, and ability to groom learners as per their potential.

* Must possess broad-based understanding of various areas besides deep specialization in one or two areas.

* Each faculty member must have a back-up person. Such pairing will also encourage pooling of knowledge and experience for the benefit of the learners.

* Multi-lingual capability in the faculty for 'tutorials' etc. will be invaluable.

* First programme must bring about coordination among faculty members.

Types of continuing education programmes

When one thinks of education, it is impossible to ignore **continuing education**. While education is doubtlessly a long-term intervention, attention to the more urgent problems that act as hurdles both to learning as well as effectiveness can facilitate and expedite the impact of education. Besides, NGOs being engaged in acute problems of the poorest, the underprivileged and the deprived cannot be blamed for being 'in a hurry' and, therefore, somewhat impatient. Unless they see attempts being made to assist them grapple with their pressing problems, it is unlikely that they will develop confidence in those who initiate long-term educational intervention: acknowledging the immediate problems, and attending to those seems like an essential first step towards NGO's commitment to more sustainable educational programmes. Some suggestions gathered, giving some preferred attributes of continuing education programmes, were:

* For in-service continued education, standards, or a range of standards within which all participants must conform, will be necessary to ensure optimum use of what is offered; because it will be most economic and efficient if the material and other learning opportunities can be focussed at levels of intellectual capacities and experience which are somewhat uniform. Classification may be useful even by the type of organization or activity - support, service delivery, social action etc.

* First generation entrepreneurs in NGOs can feel threatened by DME - there is a psychological dimension. Multi-tier courses, including self-reflection, may help. Counselling to the top NGO leader is an inescapable responsibility of those initiating DME.

* For heads of larger NGOs, a total duration of, say, one month could be broken down in even smaller time spans in deference to their inability to disengage themselves from their organizations for longer durations.

* For heads of medium-sized NGOs, who donot have formal management exposure, but manage at gut level, in the age group of 30 to 40 years, sandwich programmes, of longer duration than one month can be designed.

* Programmes for managers at junior levels, who have worked in NGOs for 2 to 5 years, longer duration programmes can be thought of, using their own cases, and so on.

* 'Development Entreprenuership' development programmes, like 'Entrepreneurs with ethics', should be thought of towards 'self-reliance' in NGOs. Ravi Mathai Centre defines development entrepreneurs as self starters who are motivated to develop self-help groups for the disadvantaged. They are resource generators, not only resource users. For them, reward will not be material, but they largely seek satisfaction at a different level.

* NGOs should hold programmes on demand for government functionaries. Joint programmes with

IAS trainees should also be considered, which will help sensitize the IAS trainees, as also build linkages with future administrators.

* Programmes to sensitize leaders and managers of NGOs on the role of technology in bringing about development and social change may also be considered.

* Train leaders of NGOs in using trained managers - in the art of delegation, in succession, in ability to trust their managers. Train the 'Moral Leader' in his role as 'absentee land-lord' - and role negotiation with his 'Munimjees'.

* NGO leader profile helps with donors - there are demands from donors for sharing experience etc. among NGO leaders.

* Compressed DME programme for bright in-service managers should be well-received. One large NGO was thinking in terms of a 6 months to one year programme for their middle managers.

* Organise short 1 to 2 day workshops for sharing views. Each participant comes with a point of view that s/he can defend. Does s/he feel the need for a change after interaction? If so, what?

Other relevant benefits envisioned

Such an initiative was seen as a major capacity building intervention in the NGO Sector as a whole. An innovatively thought out programme should be able to provide impetus to some other facilitative initiatives, such as

* Creating information institutions.

* Supporting institution-building process.

* Developing models for organizations, and facilitate those models.

* We have no educational processes which explore the role of NGOs in the context of strengthening the civil society. Instead, we focus on developing programme managers and project executors - committed to monitoring specifities and executing projects. A DME programme can provide a platform, or a laboratory, to explore and experiment with such larger issues and perspectives.

* Lead to induction of better calibre human resource in the NGOs;

* Reach NGOs as a career option to wider sections of the youth;

* Faculty development can itself be an intervention for development of top NGO leaders;

* DME learning material, if made available to the support NGOs for use, together with faculty development, can upgrade the quality and span of training programmes run by the NGOs;

* This initiative can become a forum for the NGO leaders to come together and exchange ideas on issues of common interest, and thus help net-working;

* Facilities created could promote research, as well as organised documentation of the NGO experience.

Implementation issues

Some ideas relating to the implementation issues emerged in the course of the study. These can give useful insights into what would be involved in carrying the idea forward, if need be.

A. *Standards*

* There is a need for an NGO academy equivalent to Shastri Academy for IAS trainees, which should regularly conduct 9 months' to 1 year intensive comprehensive DME programme for pre-selected individuals.

* The programme should be at the same level, and enjoy the same status as the National Management Programme.

B. *Promotional*

* There is a need to generate demand for the DME programme in most NGOs. Those who need good management do not want it. Sector must have ownership of DME.

C. *Financial issues*

* As of now for Tata Institute of Social Sciences, such programmes are not financially viable. The 4 months' programme costs Rs. 11,000 for each participant. This cannot be attractive for low-income, self-sponsored candidates. DME will have to be a subsidized programme. Government should not be approached for any subsidy, except for start-up facilities, e.g. land.

* Sponsorship of students by NGOs is a viable possibility.

D. *Facilities*

* Facilities should be created in rural setting, NGO ambience. Students should manage all facilities and experience the life we expect to offer after education. Have agriculture, dairy, other rural functions as extra-curricular activities, so that the students experience what a poor villager does.

* Adapt the existing programmes to what the NGOs need, rather than start something new.

* Rather than having another institution, can we tie up with the existing schools of social work who can run courses under their extra-mural activities. Upscaling syllabi of schools of social work should also be considered. We also need to focus on the schools of management.

* 8 to 10 rather small institutes with 15 to 20 students, managed by a large NGO or federation, in the near future, is a reasonable hope.

* Facility should be located at a place where easy interaction with academia and libraries is possible; otherwise we may develop a frog in the well perspective.

* A system can be devised, whereby students collect credits across centres of learning. Their learning can be coordinated and monitored by developing multi-disciplinary faculty cells.

E. *Others*

* Credibility of the programme with sector leaders, and their support, will help mobilize the right people for DME.

* An approach to organizing a DME programme will be to develop the desired programme design (obligations of individuals, obligations of NGOs as employers, content of the course - subjects etc.), and then invite different existing institutions to bid for running this programme. Ask what they would bring to the programme.

Annexure

List of persons met

1. Ms. Gurinder Kaur, Oxfam America, New Delhi
2. Mr. F. Stephen, SEARCH, Bangalore
3. Mr. Jagdananda, Centre for Youth and Social Development, Bhubaneswar
4. Dr. (Ms) Gonzanza, International Institute for Rural Reconstruction, Manila, Phillipines
5. Dr. Om Shrivastava, ASTHA, Udaipur
6. Ms. Rita Panikar, Butterflies, New Delhi
7. Mr. Joe Madiath, Gram Vikas, Berhampur
8. Mr. Vijay Mahajan, Dehradun
9. Mr. M. Kamal, Janamitra, Punganur
10. Mr. Deep Joshi, PRADAN, New Delhi
11. Mr. Ashok Singh, Sahbhagi Shikshan Kendra, Lucknow
12. Prof. A.B. Bose, Indira Gandhi National Open University, New Delhi
13. Mr. Raymond Myles. Action for Food Production, New Delhi
14. Mr. Murray Culshaw, Oxfam UK, New Delhi
15. Mr. Kevin Porter, PLAN ROSA, New Delhi
16. Dr. Alok Mukhopadhyay, Voluntary Health Association of India, New Delhi.
17. Prof. Rajesh Dhingra, Institute of Management Technology, Gaziabad
18. Ms. Sue Beumont, British Council, New Delhi
19. Dr. David Arnold, Ford Foundation, New Delhi
20. Dr. Rajesh Tandon, Society for Participatory Research in Asia, New Delhi.
21. Mr. Binoy Acharya, UNNATI, Ahmedabad
22. Mr. G. Raju, VIKSAT, Ahmedabad
23. Mr. S. Ram Kumar, Centre for Environment Education, Ahmedabad
24. Mr. Kiran Desai, Centre for Environment Education, Ahmedabad
25. Dr. Hanif Lakdawala, Sanchetna, Ahmedabad
26. Prof. Anil Gupta, Indian Institute of Management, Ahmedabad
27. Prof. Ranjit Gupta, Indian Institute of Management, Ahmedabad
28. Mr. Vijaj Sherry Chand, Indian Institute of Management, Ahmedabad
29. Ms. Lisa Thomas, HRD Academy, Ahmedabad

30. Prof. Tushar Shah, Institute of Rural Management, Anand
31. Prof. Ganesh Gangare, Institute of Rural Management, Anand
32. Prof. Pankaj Jain, Institute of Rural Management, Anand
33. Prof. Sankar Datta, Institute of Rural Management, Anand
34. Prof. Vallabh, Institute of Rural Management, Anand
35. Dr. R.N. Shrivastava, National Dairy Development Board, Anand
36. Mr. Shailendra Kumar, National Dairy Development Board, Anand
37. Ms. Indu Capoor, CHETNA, Ahmedabad
38. Mr. Anil Shah, Aga Khan Rural Support Programme, Ahmedabad
39. Mr. Salil Shetty, Action Aid, Bangalore
40. Dr. Vijay Padaki, The P&P GROUP, Bangalore
41. Mr. M.S.S. Varadan, Om Consultants, Bangalore
42. Mr. R.R. Mohan, Om Consultants, Bangalore
43. Ms. Pratima krishnan, Kalpataur Foundation, Bangalore
44. Fr. Domnic George, Indian Social Institute, Bangalore
45. Fr. Paul, Indian Social Institute, Bangalore
46. Mr. M.V. Rajasekharan, Asian Institute of Rural Development, Bangalore
47. Mr. Mahesh H. Lobo, FEVORD-K, FEDINA, and ICRA, Bangalore
48. Mr. Aloysius P. Fernandez, MYRADA, Bangalore
50. Ms. Vidya Ramachandran, MYRADA, Bangalore
51. Ms. Seema Khot, Pune
52. Ms. Usha, Streevani, Pune
53. Mr. Kishore Bhave, Samvedan, Pune
54. Prof. S.B. Rao, BAIF, Pune
55. Ms. Bedi, Christian Aid Abroad, Pune
56. Dr. Salil Mehta, Centre for Development Studies and Action, Pune
57. Ms. Vidya Rao, Tata Institute of Social Sciences, Bombay
58. Ms. Prema Gopalan, SPARC, Bombay
59. Mr. Joseph Junior, Nirmala Niketan Institute, Bombay
60. Ms. Ammu Abraham, CED, Bombay
61. Ms. Mani Mistry, YUVA, Bombay
62. Mr. Rippon Kapur, CRY, Bombay
63. Mr. Gabriel Britto, NARC, Bombay
64. Mr. R.K.S. Sudhakar, NARC, Bombay
65. Prof. Uday Mehta, Bombay

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66. Prof. Ramnath Narayanswamy, Indian Institute of Management, Bangalore
67. Mr. S. Chelladurai, HEKS, Bangalore
68. Mr. Mercy Kappen, VISTAR, Bangalore
69. Dr. Shobha Raghuram, HIVOS, Bangalore
70. Mr. Augustine Ullathil, Christian Aid Abroad, Bangalore
71. Mr. G. Nagendra Prasad, SEARCH, Bangalore
72. Prof. K.R.S. Murthy, Indian Institute of Management, Bangalore
73. Prof. Gopal Valecha, Essae Chandran Institute, Bangalore