

Assessing Implementation capability of public programs

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Introduction

Why assess public programs?

Public projects and programs are being planned and executed around the world in various areas, e.g. education, healthcare, infrastructure, etc. A large part of these initiatives are funded directly or indirectly by the government and public financial institutions. In democratic societies it becomes imperative that the accountability of performance of these programs are assessed and reported back to the people who elected representatives to govern them.

But, is the information on performance of such projects being transmitted to the people? Often times, the layers of bureaucratic procedures and systems of governance impede direct communication between the elected lawmakers and the people. It is therefore not unusual that think tanks and activist organizations have sprung up to safeguard people's interests.

The project management fraternity has a unique opportunity to contribute here. Project management associations have been successful in bringing together professionals with skills, experience and have provided the platform for professional development. Project professionals can evaluate public programs and assess if they have the capability to implement their vision and goals.

In this paper, public programs in India have been assessed and would serve as examples for a methodology where the input or data for the analysis is limited to published information. No attempt is made to interview concerned people or verify physically the facts, While this may not stand up to scrutiny in terms of academic rigour, it still provides an excellent opportunity to get professionals involved in assessing public projects and give their opinion on implementation capability. While the examples considered are only from India, the methodology will apply equally well to public programs in any other country and in this sense it is universal.

Programs and Missions

Various programs, missions and initiatives have been considered which were instituted In India by the government in 2014. Table 1 lists a number of such programs and missions. Eight of these have been considered as examples for analysis in this paper. These programs could be classified under two categories:

Enabling: e.g. make in India, Ease of doing Business, and JAM Trinity.

These are not ‘directly’ involved in meeting a need, deriving benefits or achieving a particular objective in a sector or domain but are supportive and act as ‘enablers’.

Direct: e.g. DMIC, Swachh Bharat Mission and eBiz.

These are ‘direct’ interventions intended to meet a need, derive benefits or achieve a particular objective in a sector or domain and may or may not get support from ‘enablers’.

The processes and skills required for above two types could be different for each, for e.g. an ‘enabler’ would require more focus on stakeholder management. If the program is ‘direct’ it would have larger financial outlays. Further, both the types could be a projectized / mission mode or program approach whereas others could be working in a non-project operational mode as in on a functional organization. While broadly they have been classified in two categories, in some cases there could be an overlap in they are implemented.

Table 1 - Programs and Missions in India

Sector / Domain	Program / Mission / Department	Details	Launched	Stated Goal
Infrastructure	Railways	Metro Rail Wi Fi at stations Dedicated freight Corridor etc	Ongoing	
	Roads	NHDP - National Highway Development Project , Industrial Corridors - Amritsar - Kolkata ,Bengaluru - Mumbai ,Chennai - Bengaluru ,Delhi - Mumbai ,Vizag - Chennai	Ongoing	
	Sagarmala / Inland waterways	12 major ports development / Coastal Economic Zones / Proposed 101 inland waterways		
	Housing for All	Three phases	Jun-15	A home for every family by 2022
	Smart Cities Mission	100 cities		
	Atal Mission for Rejuvenation & Transformation (AMRUT)	500 urban zones		
Power	Power for All	Generation , transmission , distribution , renewables and energy conservation		Quality, reliable & affordable power supply 24x7 by March 2019
	Ujwal DISCOM Assurance Yojana (UDAY)	Improving financial health and operational parameters of DISCOMs		

Connecting India	Digital India	Digital infrastructure / governance & services on demand / digital empowerment of citizens		Digitally empowered society and knowledge economy by 2019
	JAM Number Trinity	Financial & social inclusivity / Jan Dhan Yojana - Aadhar -Mobile		
Educating & Training the Indian workforce	Skill India	Bridging gap between market needs and availability		Train min 300mn skilled workforce 2022
	Start-Up India / Stand-Up India		Jan-16	
Hygiene Infrastructure	Swachh Bharat Abhiyan / National Mission for Clean Ganga	Includes Bal Swachhta Mission / Effective abatement and rejuvenation of the river Ganga	Oct-14	10 million household toilets and 0.3 million public toilets by 2019
Marketing India	Ease of Doing Business	Simplify the processes involved in conducting business in India		To be within World Bank's top 50 ranking (Ease of doing Business)by 2017
Manufacturing	Make in India	Enhancing manufacturing through investment , innovation , building best in class manufacturing infrastructure	Sep-14	

Methodology

The evaluation method devised considers a set of ten project management related parameters where each program or mission is assessed on a number scale. Each parameter is supported by anchors which serve as a guideline to improve the objectivity of assessment. Parameters and anchors are listed in Table 2.

The study was limited to desk research and data obtained through internet and published sources .No surveys were done or interviews conducted. The purpose behind less than rigorous academic approach for the study was to ensure that project professionals could collect data from published literature wherever available. As a methodology, this practice could be replicated in a lot of situations where public programs are implemented particularly in other democratic countries.

Table 2 – Parameters and anchors

Parameter	Explanation	Rating	Anchors
Organization / OPM Structure	Has a structure of project / program / portfolio management with linkage to organizational goals and strategy	0 - 5	unstructured 0 , formal dedicated organization 2 , project based org 3 - 5
P M Methodology / Program / Portfolio Management practice	Follows project management methodology based on a standard / Has a structure of program management with linkage to benefits / Follows practice of portfolio management	0 - 5	Does not follow 0 , some processes 1 - 3 , all KAs 4 - 5 or substantially
Cross functional / Projectized / Mission mode approach	Non silo based working / Project based organization / Non functional	0 - 5	Authority / responsibility strictly functional 0 , leeway to exercise influence with functional groups 1-3 , structure established as a mission mode 4-5
Certification / PM career path	Has value for certification or has a definite career path for PM professionals	0 - 5	Organization values certification / training 1-3 , Uses it for org improvement 4-5
Stakeholder Management	Understands value of stakeholder management and follows practices proactively	0 - 5	Basic structure for communication with stakeholders 1-3 , substantial use 4-5

Concept Promotion , Publicity & Marketing	Promotion of concept through marketing ,road shows events	0 - 5	No promotion or publicity 0 Visibility in Newspapers / Internet / TV - 1-3 Special Road shows events 4-5
Management Information System / Metrics & Measurement	Has an MIS or Project Control system in place	0 - 5	None 0 , formal MIS in place 1-3 , Measures project outcomes with metrics 4 -5
Financial Arrangements	Financial tie ups / Funding	0 - 5	None or to be done 0 , initial tie-up with financial agencies complete 1-3 , Substantial progress in financial arrangements 4-5
Partners / Collaborators	MOU , Firm tie Ups	0 - 5	None 0 , identified partners through MOU 1-3 , formal arrangements in place 4-5
Progress in Life Cycle	Program life cycle	0 - 5	In terms of % based on life cycle , Nil 0 100 % -5

Case study - Assessment of selected programs

Eight programs / missions mentioned in Table 1 have been evaluated based on the criteria stated in Table 2 and the assessment results are reflected in Tables 3 and Figure 1.

Table 3 - Analysis of selected programs

Criteria	EoDB		eBiz		Smart Cities		PMDJY	
	Score	Basis / Source / Remarks	Score	Basis / Source / Remarks	Score	Basis / Source / Remarks	Score	Basis / Source / Remarks
Organization / OPM Structure	0	Currently part of MII DIPP. New initiative Invest India just started	0	Not stated	4		4	
P M Methodology / Program / Portfolio Management practice	0	Not visible	4	By Partners		Not stated	2	
Cross functional / Projectized / Mission mode approach	0	Not visible	4	By Partners		Not stated	2	
Certification / PM career path	0	Not stated	4	By Partners		Not stated		Not stated
Stakeholder Management	0	Not stated	1		3		3	
Concept Promotion , Publicity & Marketing	3		1		3		3	
Management Information System / Metrics & Measurement	0	Not stated	4	By Partners		Not stated	3	
Financial Arrangements	1	Enabling Mission so not key factor	2		3		3	
Partners / Collaborators	2		4		3		3	
Progress in Life Cycle	2		3		1		3	
	8		27		17		26	

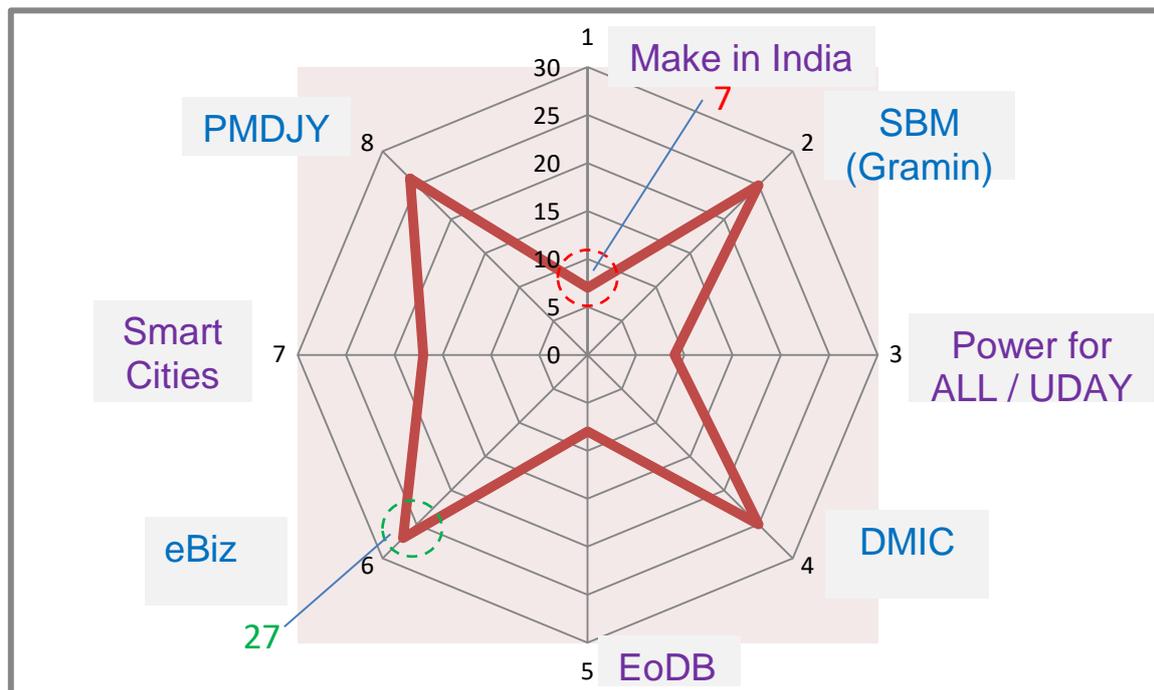


Figure 1 - Comparative data of selected test cases

As seen in Figure 1, the lowest score is for Make in India (7) which is an *Enabling* initiative and the highest is for eBiz (27) which is a *Direct* initiative.

Analysis and Comments

Make in India: Under Dept of Industrial Policy & Promotion (Ministry of Commerce & Industry, Govt of India). This is an Enabling initiative. Its reach has to extend across 25 sectors. EoDB (Ease of Doing Business) is part of this program and one of the key components required for its success. Published information does not indicate that formal organizational project management structure or approach is being followed. An initiative of such complexity and magnitude requires active support from the states. However, this program has made good progress on promotion and publicity. A separate organization - India Invest has been set up, though it is still in its initial stages. The person heading it now was also responsible for the successful Gods Own Country program in Kerala and so this is a positive sign. There is a need for formal project management processes and training for this program.

Swachh Bharat Mission (Gramin): This comes under purview of Ministry of Drinking Water & Sanitation, Govt of India. It is a *Direct* initiative. A program management structure involving the centre, states, districts has been formally set up. The program is being monitored in terms of numbers of units installed as well as its outcomes. The program management is supplemented by monitoring from Ministry of Programme

Implementation & Statistics. Funding arrangement have been laid out. Basic program management infrastructure is in place. The reports do not indicate any initiatives on project management training which could be a gap area. Concept promotion and publicity also is happening in the media and other channels.

Power for ALL /UDAY (Ujwal DISCOM Assurance Yojana): Both programs are under Ministry of Power. Both are *Enabling* initiatives. The scheme is implemented through a joint initiative with states and at present MOUs (Memorandum of Understanding) have been signed with 28 states for Power for ALL and 11 for UDAY. Published information do not indicate formal organizational project management structure or approach being followed which is necessary for an initiative of such complexity and magnitude since it requires active support from the states as well. Power for ALL is a very ambitious program and its success depends a lot on support from the states. Absence of formal project management and training is visible. Stakeholder management will be a critical requirement.

DMIC (Delhi Mumbai Industrial Corridor): Under the Dept of Industrial Policy & Promotion (Ministry of Commerce & Industry) Govt of India. This is a *Direct* initiative. Formal organization and structure has been in place since 2006. Monitoring is also being done by DMIC as well as by PMO (Prime Minister's Office). Organizational Project Management structure is largely being followed. No information is available on training of project management personnel or improvement of processes.

EoDB (Ease of Doing Business): Under Dept of Industrial Policy & Promotion (Ministry of Commerce & Industry) GOI. This is an *Enabling* initiative. Evaluated and monitored for ten parameters as judged by World Bank Report of rankings. Solutions for improvement can be found through technology, regulatory/policy interventions or facilitation thro enabling bodies. This initiative needs to largely work with the states though there are central issues to be covered as well. There are many initiatives taken by certain state governments but it is not clear as to how the central ministry is catalyzing the effort at the state level. Judging from the fact that this is a key factor for the improvement in FDI and the Make in India program, the effort has to more than just being a departmental level initiative and has to truly to be done with a mission mode approach.

eBiz: Under Dept of Industrial Policy & Promotion (Ministry of Commerce & Industry) GOI. This is a *Direct* initiative and part of the E Governance plan. The eBiz platform will provide a one-stop shop for convenient and efficient online G2B services for the investor and business communities in India and will apply to Central Government, State Government and the Local Administration. It is being implemented on the PPP Model with Infosys and National Institute for Smart Government as consultants. The basic structure for the program exists and implementation plans have been laid out. Partners are experienced in project management. There seems to be challenges in getting the states on board and so stakeholder management at the central level is a key input required.

Smart Cities: Under Ministry of Urban Development GOI. This is an *Enabling* initiative. Mission structure is in place at central, state and city level. Funding &

Financing modalities have been laid out .Method of selection and prioritization of various projects has been specified. Training of project management or institution of processes not stated. From documents it appears that preliminary understanding of stakeholder management is in place. Overall planning of the mission is visible.

PMDJY (Pradhan Mantri Dhan Jan Yojana): Under Department of Financial Services, Ministry of Finance. Has a structure in place for program management along with states and districts. This is an ongoing program and is of 'Direct' category. Project management training and improvement of processes could be a gap area.

General Comments:

- 1) While the programs considered for analysis are from India, the methodology of assessment can be applied to any public program in the world. This is of immense value particularly where democratic governments are prevalent and citizens are expected to provide feedback on governance and be a part of the process.
- 2) In general, project management methodology and practices seem to be followed more for 'Direct' initiatives and less for the 'Enabling' type. One explanation for this is that the former programs are more project-oriented or in mission-mode compared to the latter which are being implemented in functional domains typically found in government departments.

Conclusions

- Based on a set of parameters, some of the programs / missions and initiatives being implemented at the government level have been evaluated and results reported in the form of scores and comments.
- The study and analysis showed that key areas of focus required are
 - Organizational project management / nodal / governing structure
 - Stakeholder management
 - Project management training
- The study was limited to desk research and data obtained through internet and published sources .No surveys were done or interviews conducted.
- As a methodology this can be used by citizens particularly in democratic countries to evaluate the effectiveness of public programs. These methods are of particular interest because to use them the data from public sources like the internet is used which is easy to obtain. However, the outcome of such an exercise would be less than rigorous since direct field data is not being collected or interviews are not being conducted.

References

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Raju Rao, PMP, SCPM, OPM3 Cert Professional is Founder and Principal consultant - Xtraplus Solutions, a PM consulting and training company based in Chennai, India. Mr Rao has a B.Tech degree in Chemical Engineering from the University of Madras, India; an Advanced PM certificate from Stanford University; and a certificate from IIM Calcutta. He has about 40 years' experience in engineering, process and project management and has been an active member of PMI for several years. He held leadership positions in both the 1st and 2nd edition projects of OPM3 and has been involved in development of several PMI standards and awards.

Mr Rao has been a visiting and adjunct faculty for engineering and business schools in India. He has presented numerous papers in global congresses and is the coauthor of two books - *Project Management Circa 2025* published by PMI and *Organizational Project Management* published by Management Concepts, USA. Raju has been a President of South India section of AACE International and is the founder of the Indian Project Management Forum.

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