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9. ABSTRACT

This paper reviews past studies of administrative organizations and programs in the State of Tamil Nadu, India. One of the most persistent and difficult problems underlying maternal and child malnutrition in LDCs is the less than fully effective ways in which the national and state governments are administratively organized to make full use of funds and other resources provided by donor agencies. Well-conceived programs often become splintered, transformed, and dissipated when their functions are assigned to existing agencies too inflexible to assign the needed priority to new functions. This paper proposes that the State government establish an autonomous Tamil Nadu Children's Commission. Its purpose would be to meet first-priority needs of child development in the areas of nutrition, health, and education by providing adequate resources, leadership, policy formation, and evaluations of program effectiveness. The paper describes the functions, organizational structure, and proposed activities of the Commission detail.

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VOLUME II SECTION D

PART I

AN ORGANIZATIONAL ALTERNATIVE FOR
CHILD NUTRITION PROGRAMMING
TAMIL NADU CHILDRENS COMMISSION

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TAMIL NADU NUTRITION PROJECT
FIELD REPORT

AN ORGANIZATIONAL ALTERNATIVE FOR
CHILD NUTRITION PROGRAMMING
TAMIL NADU CHILDRENS COMMISSION

COMMENTARY

A major reason for choosing Tamil Nadu as the site for an integrated food and nutrition survey was the organized interest in the subject reflected in early discussions of the project. In early 1970 the State already had an interdepartmental working group on nutrition headed by the Secretary of Social Welfare. The other working group members were the Secretaries of (1) Health and Family Planning (2) Rural Development (3) Education (4) Agriculture and Food and (5) Finance and Planning. In effect, Tamil Nadu had already classified the problem as multivariate, and it was most instructive to hear representatives of the above departments address the subject of nutrition. Although the common denominator was increased survival of children, each emphasized a different facet which taken together demonstrated a firm appreciation that the problem was not just "bread alone."

It was logical therefore, as the project assumed shape to organize it in the context represented by the "nutrition working group." Thus, the project field team became, in a way, the operational arm of the working group and remained that for the duration of its assignment, continuing to report to and through the Social Welfare Secretary.

As the work continued, other interests and influences in and upon the field staff developed. The original interest of the Center in both the Food and Planning Ministries was directed through the Food Ministry's technical advisor and his TN representative. As the government of Tamil Nadu developed its own planning activities in 1971-1972, members of the team were invited to participate in the efforts of various working groups devoted to sector planning. By this means, it was possible to advise, and perhaps, more importantly, to see at first hand how interdepartmental communication and related problems arose.

The critical point here is that as the need for inter-ministry and inter-group communication developed, the project team appeared to be at the hub. The field team plus its radiating connections, therefore, represented (whether it fulfilled all of its requirements or not) the logical outgrowth of an organizational need. As such it reflects a continuing need and a more fully considered and organized one, as the effort initiated by the Tamil Nadu Study continues to unfold and became fully operational.

The need in bureaucracies for effective organizations which cut across departmental or sectoral lines is not new. Most frequently, however, the decision-making requirements cannot be adequately fulfilled by admonishments to cooperate or by vesting this authority in a single department which is directed to integrate the activity. In short, the most effective model for insuring action is an autonomous organization equipped with precise objectives, guidelines, and authority for planning and directing a program. (a)

In the report which follows (An Organizational Alternative for Child Nutrition Programming), Mr. K. B. Kothari and his associates have responded to the question —what is an effective administrative model for nutrition programming? —by recognizing the confusion with respect to management of feeding schemes in the current set-up and the toll which is being taken thereby in reduced effectiveness. Lack of meaningful goals and integrative purpose are particularly and justifiably criticized.

The need would seem to be most serious in isolating priority targets and having a credible evaluation system for measuring the effectiveness of planning and intervention programs. The important point not emphasized

(a) The contractor was involved in the planning and organization of the Protein Foods Association of India, a multisectoral organization devoted to nutrition improvement. Strong leadership which recognizes common problems and leaves room for proprietary initiative has made this a reasonably effective organization.

sufficiently in this paper is that we are dealing with a process, or essentially, a succession of steps. Each of these must be acceptable to successor steps if the process is to remain dynamic. Therefore, the process model is most usefully, an integrative marketing systems model in which the operational definition of marketing is "the delivery of a social change."

Once this similarity is recognized, the marketing system discipline incorporating "market (or mini) tests" and corrective feedback to the process can be applied. The underlying philosophy of the Tamil Nadu Nutrition Study was the philosophy of the integrated marketing process whereby real needs are isolated and converted to acceptable goals and operational solutions. Their definition in a language common to the participants is the problem of the leadership. Thus, the administrative or organization model is also generated by the needs just as are the goals. Tired administrative patterns should not be visited on new, dynamic structures.

The Tamil Nadu data bank of the analytical methodology was developed in this project generates the standards and means against which the effectiveness of an intervention can be measured. As the system changes and increases in effectiveness so do its standards; the rate of change then becomes the measure of effectiveness to watch.

The leadership must also accept responsibility for seeking new and meaningful linkages among parts of the system - linkages which, in turn, generate important new indicators that hopefully can abbreviate surveys. The proposed scheme is short on this function with respect to nutrition and family planning.

Finally, the organization is responsible for generating its own manpower - the education function. People must be trained in the dynamics and interdisciplinary character of the organization. To make this training too academic would be a great error. The secret of success probably lies in adapting the dynamics of the process to the proper selection of new personnel and then educating them in the requirements of the system.

In summary, leadership, autonomy, goal generation and credible evaluation of programs emerge as the main purposes of the Commission described here. The subject is critical to effective continuity and the plan described is a good one. It deserves careful consideration, clarification and adaptation to Tamil Nadu acceptability criteria. Clearly, however, there is no substitute for strong, well-motivated and well-educated leadership which recognizes and believes in its purpose.

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In the writing of this report we wish to acknowledge, with gratitude, the cooperation of many organizations and individuals within and outside government for their helpful attitude and views on matters relating to child nutrition.

K. B. Kothari

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AN ORGANIZATIONAL ALTERNATIVE FOR
CHILD NUTRITION PROGRAMMING
TAMIL NADU CHILDRENS COMMISSION

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BACKGROUND AND INTRODUCTION

Organization and Administration for Child Nutrition

Following the great interest and public policy commitment of the Government of Tamil Nadu (GOTN) for child nutrition and related development services, it is now widely recognized that changes in and strengthening of the organizational structure and administrative machinery for these programs are both desirable and necessary. The large and increasing number of child nutrition programs initiated^(a) through international development assistance, national crash programs, and regional support activities are just about sustained by largely ad hoc departmental time and resources allocation without an adequate organizational and administrative framework.

Reviewing this aspect, the State Planning Commission's Working Group on Nutrition^(b) has said:

"The question of appropriate organizational structure for planning and implementing nutritional programs in the State has been engaging the attention of planners and nutritionists for some time. Today, nutrition programs are implemented by different departments of Government for whom nutrition program is not the first priority among their many other responsibilities. This has resulted in a multiplicity of schemes covering the same segment of population with different protein and calorie content and cost. This has occurred because the departments started these programs as and when funds became available from different sources without studying the feasibility and likely impact."

(a) See Vol. II Section D Part 2

(b) "Towards A Healthy Society" - Report Of The Task Force on Health, Family Planning Nutrition and Sanitation, 1972-1984. State Planning Commission, Ezhilagam, Madras.

Besides this State-level concern, in the recent past three high level national committees undertook comprehensive assessments of the various nutrition and related child care services programs in the country. These committees had a Government of India (GOI) mandate to examine all pre-school child care services on-going feeding programs in their totality and recommend measures to enlarge and strengthen them.

The Committees include:

- (1) Committee for the Preparation of a Program for Children, 1968. (Appendix 1)
- (2) Report of the Study on the Development of the Pre-school Child, 1972. (Appendix 2)
- (3) Report of the Committee on Pre-school Children Feeding Programs, 1972. (Appendix 3)

The Committee for the Preparation of a Program for Children, demanded a comprehensive national policy and program for child welfare embracing a wide range of services with priorities clearly laid down and programs periodically assessed. The Committee had also argued for effective arrangements and coordination of child services and bringing into existence, a suitable machinery for program integration and implementation. For these purposes recommendation was made for the constitution of high level National and State level Committees under the Chairmanship of the Prime Minister and the Chief Ministers.

The report of the Study Group on the Development of the Pre-school Child, outlined the broad objectives of pre-school child development through the delivery of health, nutrition and educational services. It

made a strong case for the inter-departmental coordination and integrative approach for administration of these services with various practicle alternative operational models. To ensure program effectiveness, the planning and implementation of child care services, the Study Group had proposed the creation of appropriate organization and administrative machinery at national, state, district and local levels.

The Committee of the Planning Commission has gone into the various aspects of supplemental feeding programs with a view to develop over-all perspective and appropriate coordination between pre-school feeding and mid-day meals programs.

The Committee, in its extensive review and analysis of the existing feeding program has made a strong plea for new patterns of departmental relationships and effective coordination with health and immunization services. For the purposes of integration, the Planning Commission has recommended the constitution of a Coordination Committee in each State and at the district level having functional responsibilities for food procurement, distribution, program planning, supervision and evaluation.

The above-mentioned reports and recommendations make it evident that the problem of child nutrition and related development services demands both a comprehensive approach and enhanced political and administrative leadership support proportionate to the present magnitude of resources being used and the importance of need for child development services.

A suggestion for an organizational feasibility capable of regional child nutrition and development services is, therefore, being explored in this paper with a view towards:

1. Assessing the existing provision of child nutrition in the State.
2. Examining the organizational and administrative effort required to develop need-based program package of child nutrition, health care and education services.
3. Building a coordinating mechanism for efficient and effective child care service delivery system through an inter-departmental agency.

Changes in administrative practices are hard to accomplish. Attempts at coordination and integration within and between various departments and impact have not so far produced dramatic results. Yet the need for continuity of change is so compelling that the emerging tasks and new skills demand new patterns of responses and new structures to achieve the objectives. The three committees cited above have consistently maintained that the planning and administration of child feeding and related programs needs redesigning and a coordinated response at various operational levels. But the reports and recommendations of the committees so far have not secured careful and serious attention of the National or State policy leaderships or follow-up action.

A factor in this lack of effect may well be that these were advisory committees, and the State Governments may not have appreciated the applicability of their generalized recommendations to State concerns. Accordingly, on the basis of data collected and experience gained by the Tamil Nadu Study team in the course of its two-year project, a suggestion is made for some tentative directions in organization and administration for child nutrition and development services in Tamil Nadu specifically.

CHILD NUTRITION

Review of Programs and Administration

In the mid-1950's, the then State of Madras initiated a major feeding program under the primary school lunch scheme with continuous expansion and large-scale coverage. It has now the largest number of school-going children under its mid-day meals program than any other State in India (See Vol. II, Section D, Part 2). Tamil Nadu has also mounted some major and several minor pilot-feeding programs to provide supplemental food to pre-school children, pregnant women and nursing mothers.

Broadly, the children nutrition programs in the present State of Tamil Nadu fall under the categories of:

1. Feeding programs
 - a. Mid-day meal for the primary school-going children.
 - b. Various programs for pre-school children and mothers.
2. Applied Nutrition Programs.
3. Various nutrition-education and subsidiary food and nutrition development activities.

At the State, District and local levels, these programs are administered by the Departments of School Education, Social Welfare, Rural Development and Local Administration, and the Department of Health and Family Planning. Many of these programs are initiated and assisted by agencies like CARE, UNICEF, and Social Welfare allocations from the Governments of India and Tamil Nadu and local contributions.

The purposes and objectives of these programs vary from one scheme to another for reasons of resources, distributive logistics and the definition of the target beneficiaries. However, in its broadest sense, the objectives have an element of commonality. This is to improve the conditions for healthy living, learning, and longevity of children.

Existing feeding programs in Tamil Nadu are studied in greater depth by the Study Team in another report (See Vol. II, Sec. D, Part 2). For this study, a brief descriptive background of major child nutrition programs is given in Appendices 4 through 9. In the following sections, we examine organizational adequacy and administrative practices currently characterizing these various programs.

Purposes of the Departmental Organizations and Administration

The primary departmental organizations concerned with child nutrition and, to a lesser extent, the health and educational services are predominantly engaged in various types of feeding programs which are quite undifferentiated by purpose, need and accessibility to the target population.

The purpose and objectives of these programs, initiated and administered by single departments, tend to distort and program emphasis in favor of the separate departmental service spheres, while neglecting other factors which are equally important to the well-being of the ultimate recipient. It is a matter of common observation that nutrition feeding programs are not considered vital administrative responsibilities of the departmental organizations like School Education, Social Welfare, or Health. Child nutrition and related development purposes are either not sufficiently understood and appreciated in terms of legitimate departmental service objectives, or no effort is made to translate child developmental purposes within a meaningful departmental frame of reference and professional competence. The

purposes of these departmental organizations are so narrowly limited to a set of established practices that any effort to secure willing acceptance of the broader purpose (requiring cooperation and collaboration among them) is very difficult to accomplish. The purpose for which each department traces its original need and modes of satisfying these needs are deeply rooted in its belief that nutrition alone, health alone, education alone, or welfare only is an exclusive area of its competence and operational responsibility. It is evident that the currently promoted high priority child nutrition programs lack clearly stated integrative purpose and meaningful attainable departmental goals to be pursued in conjunction with the schemes of other departments.

Program Planning and Coordination

Planning for child nutrition and other related development services with reference to previously existing programs is currently an exercise of limited consequence. The administrative annual plans of the departments of School Education, Health, Social Welfare, and Rural Development and Local Administration contain departmental program items and amounts of budgeted expenditures on them. Several of these programs are centrally sponsored, and this adds still another diversifying rather than unifying element.

The State was the first in India to establish a Primary School Lunch Program, and it continues to enjoy the distinction of having the largest number of beneficiaries and providing the greatest inputs of money and food to this program of any State in India. The State has also been leading in starting and extending programs designed to reach the "vulnerable groups" - pre-school children and pregnant and lactating women.

Besides these departmental efforts, the voluntary agencies (particularly, CARE) are major contributors in planning and programming of mid-day school lunch program in the State. This program has been a joint effort of the Department of School Education and CARE, utilizing well-established administrative procedures, a logistic system readily capable of moving large quantities of food through successive warehousing levels to the school, and adequate financing by GOTN. CARE has also extended support to a large number of other child feeding and nutrition programs planned and implemented by various governmental agencies.

The planning and programming extensions of nutrition feeding schemes for pre-school children and mothers have also grown steadily over the years. However, the fragmentation of responsibility for a variety of programs (spread over a number of government departments and even within the same department) and voluntary agencies has led to a proliferation of programs, each responsible for only a relatively small number of beneficiaries.

Although CARE's substantial contributions are extensively distributed over a large number of small and big projects, little attention is given to the coordination of its resources. As a matter of fact, CARE's potential to achieve a certain level of coordination among available departmental child development services has not only been achieved, but the pressure of CARE may have contributed to the administrative fragmentation among various departments. The planning and program coordinating efforts attempted via individual departmental annual plans and operations, and requests for collaboration elaborated in overall regional development schemes have only achieved a very limited awareness and need for integrative approach to child nutrition and development.

Program Effectiveness and Evaluation

Currently existing programs of child nutrition and development services for improved health and learning conditions have not been systematically assessed for their impact on the target population or program beneficiaries. Most of these programs monitored through departmental administration maintain reporting procedures in terms of program inputs purchased or received and delivered at the ultimate distribution point. The primary evaluative yardstick for the departmental program administration is thus the delivery system.

Whatever limited data and information are available on the assessment of program effectiveness are largely obtained by impressionistic field observations and a few ad hoc studies conducted by outside agencies. The administrative, financial, and technical provisions for such evaluations of on-going efforts have not yet become an integral part of the planning process.

The UNICEF-supported and GOI-sponsored, Applied Nutrition Program is the most elaborately designed, most extensively planned and most frequently evaluated. The ANP in its broadest implication has been defined as:

A comprehensive type of interrelated educational activity undertaken by agricultural, health and education authorities with the objective of improving the nutritional status of local populations, particularly of mother and children in rural areas, through raising standards of production, distribution and consumption of foods. The principal characteristics of such activities are the coordination of the efforts of the various bodies and institutions and the active participation of the social groups affected. The basic principal in these activities is coordination at

all levels. The ANP, in point of fact, is an intensive effort on the part of all participants to achieve a common objective through a uniform procedure for planning, development and evaluation.

Unfortunately, there seems to be general agreement, brought out in various studies by the Central and State Governments, that the ANP has not realized its objectives as well as could be hoped and it does not appear to be an adequate model on which to base integrated planning and administration of other kinds of child development activities.

Apart from ANP, the planning, development and implementation processes underlying most of these programs are just beginning to receive needed policy attention. The need for systematic evaluation is most critical if large-scale program replications are to be attempted and funding allocations increased.

The child as a single entity - a living human being - hardly exists in present planning in nutrition, or health, or education. Each departmental empire concentrates on its own fragment of interest according to its own institutional needs and reach. No one makes the living child the focus. The lack of relationship and coordination between nutrition schemes and health services is a typical, and crucial, example of the effect of this tunnel vision. All programs - nutrition, health education - must focus on the development of the whole child as the ultimate object.

PROPOSED TAMIL NADU CHILDREN'S ORGANIZATION

The Rationale

The problems and the recommendations of the previous studies on the organizational and administrative framework for child care has been presented here to provide a brief but necessary background appreciation of the issues involved and some of the shortcomings in program planning, coordination, implementation and evaluation.

This exploration essentially raises a question of vital importance: If integrated child care services are important, what are the organizational alternatives to the present poor condition of the various programs? The question of integrated child development approach and the coordination of services needs to be viewed from the standpoint of the needs and requirements of the children, rather than existing organizational capabilities and administrative practices. It is, or should be, possible to change the organizational structure of the bureaucracies; it is not possible to change the child or his needs. Research and studies on the needs of very young children have clearly shown that the most critical periods in the child's growth and development are:

- (1) The last quarter of pregnancy and thus the enhanced requirements of maternal nutrition and prenatal care.
- (2) Natal and postnatal period and thus the need for provision of mother and child health services.
- (3) The weaning period and thus the need to supplement breast feeding with solid food carrying adequate nutrients.

This need pattern, derived from the present scientific knowledge for the very young child's survival, growth and development, establishes definitive priorities for nutrition and health services to be organized

and delivered (See E. Ashkenaz, Vol II, B). Therefore, the provisions of integrated services for early child nutrition and health care of the pregnant and nursing mothers and of children 0-3 years, demands a high priority. Once the child has survived through its most vulnerable period of life, he begins to attract investments for learning needs and continuing health care and support of nutritional supplementation. But, by then, serious and perhaps permanent damage may have been done, especially by inadequate nutrition.

As observed, children going to "balwadies" are given nutritious food, but no health care attention, whereas children taken to treatment centers may be severely malnourished, but are likely to get only a shot in the arm.

Following the above discussion, the answer to the question raised is the central problem of this exploration: an organizational alternative, structured to be capable of responding adequately and efficiently to the total needs of child nutrition and development in Tamil Nadu.

Proposed Children's Organization

It is accordingly proposed that the Government of Tamil Nadu establish an autonomous Organization for Children, primarily to meet first priority needs of child development in the areas of nutrition, health and education, and provide adequate resources, leadership and responsibilities to successfully accomplish the developmental objectives. It is also recommended that the proposed children's organization, in order to make a discernable impact in a relatively short period, concentrate its activities on children below 6 years of age and pregnant and lactating mothers (See Vol. I, Introduction). The children's organization, an autonomous agency created by governmental executive action, will have major responsibilities for:

- (1) Formulating and promoting policy guidelines for child nutrition, health care and educational services to be implemented by the departments of health, nutrition education and welfare.
- (2) Developing professional and practicing competence to undertake program planning, monitoring and coordination.
- (3) Conducting program effectiveness and evaluation studies so that programs will be subject to continuing modification and improvement.

A Meaningful Name

Choices of a name can be made by considering various alternatives - a council, bureau, board or commission. A council is defined as "an assembly of persons meeting in consultation so as to give advice." A bureau is defined as a "governmental department for the transaction of public business." A board is defined as "a number of persons elected to the management of some public or private office of trust." A commission is defined as "one or more persons appointed to perform specified duties." We recommend the following: Tamil Nadu Children's Commission (TNCC).

Functions and Organizational Structure

Policies and Priorities - The proposed Tamil Nadu Children's Commission, on the basis of current knowledge and experience in child nutrition, health, education and welfare, would help the government formulate and declare policy guidelines leading to establishment of program priorities and resource commitments.

Program Planning and Development - It is proposed that the TNCC build strong capabilities in the areas of program planning and development, with particular reference to child nutrition, health, education and welfare.

- (1) An approach to be adopted for program planning and development having relevance and meaningful content must contain action-components to be implemented by the departmental executive agencies, focusing their attention on:
 - (a) Pre-determined Areas: District, Taluk or otherwise existing geo-administrative unit.
 - (b) Identified Target Population: Vulnerable sections of the community and their needs patterns in relation to nutritional levels, health status and educational requirements.
- (2) Initiate a process for the preparation of, Area Child Development Programs (ACDP) comprising nutrition, health, education and welfare tasks to be implemented by the operative departments of the State Government. The realistic orientation for ACDP must be based on identifiable needs of the area (District, Taluk or Block) and available resources for child nutrition, health, education and welfare. The TNCC's program planning and development group must work out detailed operational program activities in close collaboration with executive agencies translated into a meaningful and relevant work schedule for all participating departments.
- (3) The TNCC, in collaboration with existing departments and institutions, should develop prototype programs and implement them, through small-sized area

demonstration projects. Such projects, if found suitable and effective, must be promoted for large-scale replication to be implemented by the departmental executive agencies.

- (4) The TNCC, soon after its establishment, may undertake an assessment of currently available planning and program development capabilities of Government, quasi-government, voluntary agencies, and outside agencies for collaboration on supplementation of its own capabilities.
- (5) The planning and program development group of the TNCC must continually search and innovate new program models, experimentation and replications.
- (6) One of the critical requirements for successful program planning by TNCC would be trained personnel for the executive departmental agencies. It is suggested that immediately after the start, TNCC undertake a review and assessment of manpower and training needs of the participating agencies.
 - (a) The first important task in the areas of training is to evaluate existing training resources, course-contents, methodologies and their relevance to the field situations and new programs.
 - (b) For short-term requirements, a strongly practice-oriented, Administrative Development Program, may be designed for in-service executives and field organizers from the related departments.

- (c) From a long-term point of view, the possibility of a higher level educational program in Development Administration should be explored. There should be one year of core courses in underlying disciplines of Development, and a second year providing specialization in Child Health Administration/Nutrition Programming and other areas of specialization depending upon the developmental needs and manpower requirements.

Program Coordination and Monitoring

- (1) The coordination of programs in nutrition, health care and educational services must be effectively incorporated in the planning phase of the ACDP along with attendant departmental responsibilities and work schedules for each executive departmental agency.
- (2) Within the TNCC structure, there should be a mechanism for technical coordination (health, nutrition, education and welfare) and program coordination (finance, planning rural-development and food and agriculture) capable of program integration through planning, monitoring and evaluation of on-going programs.
- (3) For the purposes of coordination and continuous monitoring of programs, it is suggested that Program Administrative Information Services (PAIS) should be designed in detail, piloted and established. The purposes of PAIS may include:
 - (a) Monitoring of program implementation through administrative information on financial management and the delivery of services to pre-designated target group.
 - (b) Providing accurate and reliable data on program performance having direct relevance to the functional responsibilities of the executive departmental agencies.

- (4) To develop and operate program administrative information services for coordination and monitoring, a detailed study on the following aspects may be useful:
 - (a) Need and Scope for Program Monitoring.
 - (b) Effective arrangement for Data and Information Development.
 - (c) Analysis and Presentation.
 - (d) Channels of Communication within and between departmental agencies.
 - (e) Periodicity of reports.
 - (f) Identification of program deficiencies and mid-course corrective actions.
- (5) If it operates comprehensively, the TNCC may also explore the possibilities of utilizing new communication skills and educational methods for long-term public participation and contributions.

Program Evaluation

The planning process of Area Child Development Programs must incorporate an evaluation methodology, which is readily capable of providing feed-back information for mid-course modification for programs to be replicated in larger areas. The following approach is a generalization of currently accepted methodology.

PROGRAM PURPOSE:	An overall purpose of the ACKP
STATEMENT OF GOALS:	Depriving from the above purpose, specific goal statements relevant and meaningful to the participating departmental executive groups.
DIRECT INPUTS:	The program resources; human, technical, economic and managerial.
PROCESS INPUTS:	Motivation, communication, leadership and relationship at work.
DIRECT OUTPUTS:	Change in child developmental status in terms of improved nutritional intake, health and learning.
PROCESS OUTPUTS:	Change in behavior, awareness, acceptability, and participation.

It is believed that the approach outlined above could be further operationally designed and incorporated into the planning and program development methodology for ACKP, when initiated. This approach, if pursued, will require both qualitative and quantitative analysis of the program.

Choice of Administrative Arrangement

The type and choice of administrative arrangement for the execution of development programs may range from a highly organized and centralized system. The organized and centralized administrative

* Note that the methodology developed in the Tamil Nadu Nutrition Project incorporates an evaluation procedure (See Vol. I, Chapter V)

procedures designed to carry out a limited maintenance and inspection function have almost no relevance to the needs of administration for developmental change. Therefore, choice of administrative arrangement for the TNCC and its relationship to government and existing departments requires a judgment as to which alternative is most suitable and also practicable for the accomplishment of objectives, and using this criteria as a basis on which choice can be made.

There appear to be possible approaches to how the TNCC could operate: advisory, mandatory or participatory.

Advisory - An organization to render advice and consultation, without authority and funds of its own, is very unlikely to be an effective organizational instrument to insist on its program acceptance and implementation.

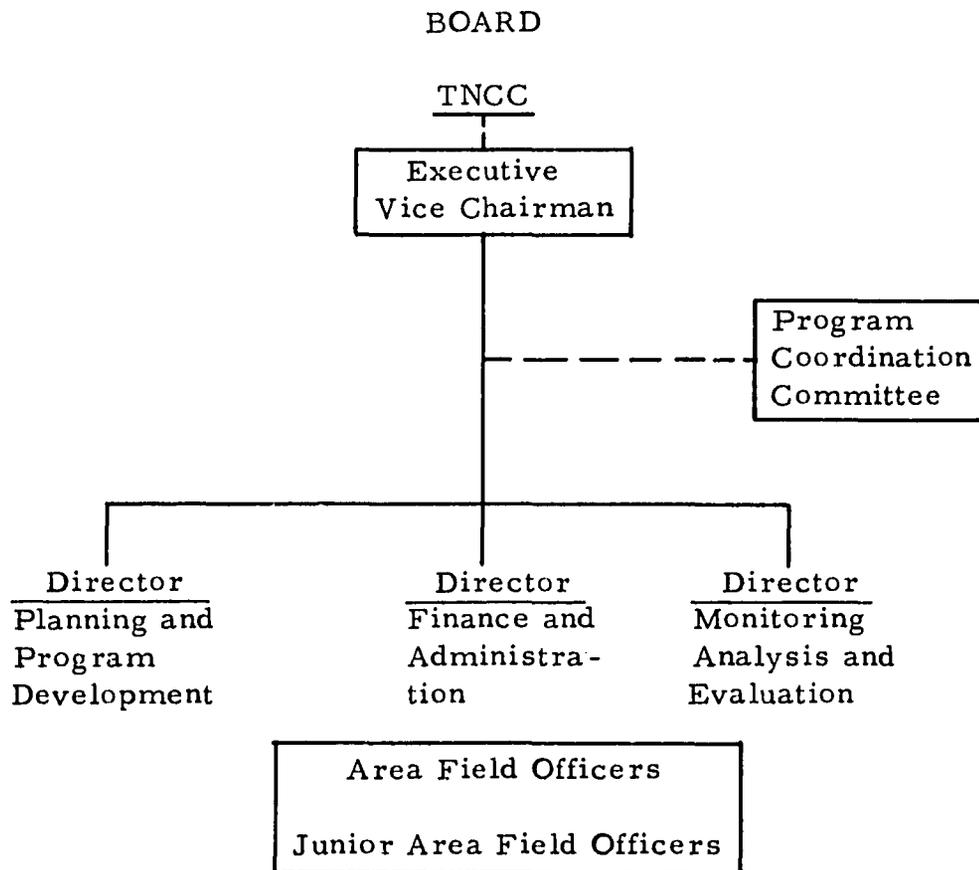
Mandatory - An organization having exclusive mandate and jurisdiction for program initiation and execution would almost create an administrative and physical infrastructure parallel to the existing departments or seek total control over them. Neither will be feasible or practicable.

Participatory - The limitations of the first two alternatives suggests that we adopt a participatory model to decide on the question of administrative arrangement and relationships. This arrangement, having common leadership in government and in the new organization will provide effective and direct access to existing administrative and physical infrastructures, professional and practicing competence with linkages to all operating levels.

The proposed administrative arrangement, closely linked and operationally autonomous from the regular governmental set-up, will develop its own style of communications, promoting participation and control measures to be able to accomplish agreed program objectives.

The above discussion of functions, choice of administrative arrangement and relationships of the TNCC with Government lead us to propose the formal organization structure as follows:

TAMIL NADU CHILDREN'S COMMISSION
(Partial Organizational Chart)



* Detailed Staff requirements have not been shown here.

The TNCC - Board of Directors

The TNCC Board of Directors will be presided over by the Chief Minister of Tamil Nadu and shall consist of the following:

- | | |
|---|-------------------------|
| 1. Chief Minister | Chairman |
| 2. Full-time Chief Executive of the Tamil Nadu Children Commission | Executive Vice-Chairman |
| 3. Secretaries for Health, Education, Welfare, Food and Agriculture, Rural Development, Finance and Planning | Members |
| 4. Three members nominated by the Government having special knowledge in child nutrition or related development programs. | Members |
| 5. Nominee from State Planning Commission | Members |
| 6. Nominee from Voluntary Agencies | Members |

Technical and Program Coordination Committee

Soon after the constitution of the Board of Directors, a Committee dealing with programming and technical matters will be formed under the leadership of Executive Vice-Chairman of TNCC. This committee will have provisions to co-opt related departmental directors and to provide executive programs guidance and leadership linkages with operating levels for effective coordination and implementation.

Funds for TNCC

The financial needs of programs in child nutrition, health-care and educational services are currently met by budgetary provisions of Central, State and local contributions. These programs are also supported by voluntary efforts and large-scale international assistance programs.

In the interest of program leadership and organizational effectiveness it is suggested that the Government of Tamil Nadu transfer all presently available funds for child care services to the Tamil Nadu Children's Commission which in turn will allocate funds to the departments for carefully specified program executive responsibilities. Besides currently available funds, the major responsibility of enlarging the financial base for child care services will have to be imaginatively presented and vigorously pursued by the new organization.

APPENDIX 1

Committee for the Preparation of a Program for Children - 1968

Machinery for Coordination and Assessment - A comprehensive national policy and program for child welfare embracing a wide range of services can be successfully formulated and implemented only if a unified view is taken of child welfare, priorities are clearly laid down, and progress is periodically assessed. In the absence of an integrated view and proper arrangements for coordination, the tendency for working in set grooves and for individual programs to be treated as ends in themselves is likely to assert itself. Such a development should be avoided at all costs by bringing into existence from the very beginning a suitable machinery for coordination and assessment. It is also necessary to create a climate of enthusiasm and cooperation for putting through a country-wide program of child welfare.

A high level national Committee on Child Welfare should be constituted under the chairmanship of Prime Minister and should include representatives of concerned Ministries, Planning Commission, State Governments and voluntary organizations. The functions of the Committee should include the following:

- (a) To take a unified view of the needs of children in the perspective of economic and social developments at home and abroad and to preview periodically the progress of programs for meeting these needs.
- (b) To consider the various aspects of national policy for child welfare, including the objective and priorities.
- (c) To promote coordinated and cooperative effort among the various governmental and private agencies engaged in implementing child welfare programs.

Committees with similar functions should be set up in the States under the Chairmanship of the respective Chief Ministers and should include representatives of the State Departments concerned and State-level voluntary organizations.

APPENDIX 2

Report of the Study Group on the Development of the Pre-school Child - 1972 (Ministry of Education and Social Welfare, Government of India, New Delhi).

Outlining the broad objectives of pre-school child development through the delivery of health, nutrition and educational services, the Study Group has made out a strong case for interdepartmental coordination and integrative approach for administration of these services.

The Study Group has argued:

"It is obviously not possible for any single agency to accept responsibility for this program as a whole. Our objective, therefore, should be to bring together the different agencies concerned and to coordinate their efforts so that a program of integrated services is provided for the total development of the pre-school child without any duplication with maximum efficiency and at minimum costs."

On administration it further recommends:

"Implementation of a comprehensive program of the kind detailed in this report requires a strong administrative machinery at all levels -- National, State, District and Local (rural and urban).

- (a) National level: In order to ensure a strong and effective central machinery for the coordination of the programs at the National level, a National Committee for the Pre-school child should be set up under the Chairmanship of the Union Minister for Education and Social Welfare. A Directorate for Pre-school Programs will look after the effective implementation of the decision of the Committee.

- (b) State level: The department which would be responsible for the administration of this scheme at the State level will differ from State to State. Where more than one department is involved, a suitable coordinating machinery will need to be created. A full time officer of appropriate status will have to be made responsible for the program.
- (c) District level: The District being the most appropriate administrative unit for effective coordination in the field, a suitable coordinating committee should be set up with representatives from various agencies engaged in schemes of child welfare. A full time officer of the status of a District Officer and working directly under the Collector should look after the implementation of the program.
- (d) Local Bodies - Rural: Supervisors placed under the control of Zila Parishad or Panchayat Samiti should be provided facilities of transport to enable them to function effectively.
- (e) Local Bodies - Urban: A Standing Committee of the municipal authority concerned should supervise the program in urban areas. A special officer should be entrusted with the execution of the program."

APPENDIX 3

Report of the Committee on Pre-school Children Feeding Program - 1972 (Planning Commission, New Delhi).

The Committee, in its extensive review and analysis of the existing feeding programs, has made a strong plea for evolving new patterns of departmental relationships. On coordination and evaluation the Committee further recommends:

"The success of the programs of supplemental feeding will depend on the effectiveness of machinery in States, not only for implementation of individual programs but for their integration and coordination. For this purpose, the Planning Commission has recommended constitution of a Coordination Committee in each State. We suggest that the States which have not set up Coordination Committees should constitute such Committees early. It will be necessary for these Committees to meet at least once a quarter. Similar Committees may be set up at District level."

We envisage the following functions for State-level Coordination Committees for Nutrition:

- (a) To work out, as far as possible, uniform pattern of procurement, storage and distribution of foodstuffs.
- (b) To avoid overlapping in setting up feeding centers and in coverage of beneficiaries.
- (c) To lay down guidelines for effective supervision and implementation of feeding program by coordinating the functions and responsibilities of field staff presently appointed under different agencies.

- (d) To work out in-service training program from time to time for field staff as well as for voluntary organizations involved in implementation of feeding programs.
- (e) To organize conferences and seminars from time to time on pre-school children feeding programs.
- (f) To prescribe performance and obtain quarterly reports regarding progress and to evaluate them from time to time.
- (g) To examine evaluation reports on feeding programs and take quick decisions on them.

It is estimated that in the Fourth Five Year Plan, the outlay on supplementary feeding programs would be of the order of Rs. 300 crores, including the cost of food material used and expenses on administration and transport. It is, therefore, necessary that planning and implementation agencies and departments at the Center and States should know from time to time the impact of such feeding programs on beneficiaries as well as on the community.

Evaluation can be broadly classified into two types: (a) internal evaluation; and (b) independent evaluation. Internal evaluation, however, cannot replace objective assessment and evaluation by an independent agency. We recommend that an evaluation unit should be set up at the Center for continuous evaluation of supplemental feeding programs. Representatives of departments implementing these schemes as well as experts in the field will have to be associated with such a Center not only to direct evaluation studies from time to time but also to review the reports and recommend action on them. It will also be necessary to formulate appropriate yardsticks for evaluation which are reliable and valid and, at the same time, simple and easily applicable to field conditions. (See Vol. I, Chapter V)

Apart from the agency for evaluation that we have recommended, universities and research institutions should be persuaded to undertake ad hoc studies on different aspects of feeding programs.

APPENDIX 4

Nutrition Feeding Program - Mid-day Meals

Major Elements:

OBJECTIVE:

- (a) To supplement the nutritional value of the diets of children.
- (b) To attract and retain attentive attendance of children in schools.
- (c) To minimize drop-outs and to improve academic performance.

PLANNING AND PROGRAM COORDINATION:

- (a) Department of School Education and CARE - program planning and implementation. All finance including CARE's administration recovery are dealt with by the Department of School Education.
- (b) CARE provides all food commodities except rice, vegetables, and condiments which are purchased locally. Food is delivered at the port of Madras.
- (c) Department of School Education is responsible for clearance, transportation and storage at the Central Godown, Regional Godowns, District/Block level Godowns and for delivery to over 30,000 schools in the State.
- (d) Day-to-day supervision by the Deputy Inspector of schools and implementation by Primary School Head Masters. CARE field officers participate at all levels of the program in solving day-to-day problems and provide an independent source of observation and reporting.

- (e) Over 44 Central Kitchens provide centralized cooking to an average of 4,000 beneficiaries per kitchen.
- (f) All primary schools are feeding centers, feeding about 30% of enrollment. Beneficiaries are chosen on the basis of economic status.

EVALUATION:

- (a) Head Masters of Primary Schools - over 30,000 - no special training except for a brief meeting when simple food accounting procedures are explained.
- (b) Each Range (Block) has a Deputy Inspector of Schools responsible for receiving, storing and distributing food. Deputy Inspectors also supervise the program to their ranges - no special training in food administration or nutrition.
- (c) District Education Officers (average of three Revenue Districts) and Chief Education Officers (one per Revenue District) are generally responsible for the program in their Districts - no specific duties and/or regular training.
- (d) The Special Officer for School Meals, Directorate of School Education is in overall charge of the program. He is assisted by four Field Officers of his department in matters of field visitation and supervision.

OTHER RELATIONSHIPS:

- (a) Department of School Education provides 6 paise/beneficiary/day for 200 feeding days/year. Local people and local bodies are supposed to contribute 4 paise/beneficiary/day. With this 10 paise, rice, vegetables and condiments are to be provided by local purchase at each feeding center.

- (b) The Department of School Education also handles clearance, storage and transportation of CARE food commodities for three other programs: Balwady Feeding Program, Primary Health Center (PHC) Feeding Program, and Industrial Canteen Program. The relationship with other programs is on a cost reimbursement basis.
- (c) CARE has built six Regional Godowns, each approximately 10,000 square feet. These are used for School Lunch and Balwady Feeding Programs.
- (d) The supervision of 44 Central Kitchens also rests with the Department of School Education.

APPENDIX 5

Nutrition Feeding Program - Regular Balwady

Major Elements:

OBJECTIVE:

To combat protein/calorie malnutrition in the vulnerable sections of the population by providing one supplementary meal to:

- (1) Balwady children - 2-1/2 - 5 years
- (2) Non-Balwady children - 2-1/2 - 5 years
- (3) Pregnant and lactating mothers.

PLANNING AND PROGRAM COORDINATION:

- (a) Department of Rural Development and Local Administration.
- (b) Directorate of Women's Welfare undertakes program planning and implementation in collaboration with CARE.
- (c) CARE program planning and administration of food supplies to the Education Department for distribution to Balwadies. Helps Government Departments in periodic supervision of the distribution network.
- (d) Director of School Education responsible for finance and transportation of food from Godown to the Block headquarters.
- (e) Overall administration by the Social Welfare Department through Mukhya Sevikas/Gram Sevikas (Block Level) and Balasevikas (Feeding Center level).

PERSONNEL AND TRAINING:

- (a) Gram Sevikas trained for four days at Rural Extension Training Centers prior to commencement of the feeding program.
- (b) Exemptions are the Balasevikas who undergo a three-months in-service training and Ayah, known as the associate woman worker who undergoes one-month training for this program.

EVALUATION:

- (a) Program effectiveness or evaluation studies are not regularly made.
- (b) Reporting procedure is simple. Reports are sent to the Government of India by the Director of Social Welfare, as and when called for.
- (c) Regular monthly reports are received from the centers which are periodically reviewed by the Director of Social Welfare to give instructions to the centers.

OTHER RELATIONSHIPS:

Block Development Officers (BDO) who administratively belongs to the Department of Rural Development (DRD) is the main channel of communication between the Director of Social Welfare and the centers.

APPENDIX 6

Nutrition Feeding Program - Special Nutrition

Major Elements:

OBJECTIVE:

- (a) To provide one supplementary meal to 0-6 years age in tribal and slum population.
- (b) To improve nutritional intake and health status of the target beneficiaries.

PLANNING AND PROGRAM COORDINATION:

- (a) Department of Social Welfare, Central Government through Social Welfare Department, Government of Tamil Nadu.
- (b) Planning guidelines - Social Welfare Department, Government of India.

EVALUATION:

- (a) No concerted attempt made so far to study program effectiveness.
- (b) Government plans to undertake medical check-ups, mainly height/weight measurements, through its medical officers.

PERSONNEL AND TRAINING:

- (a) The Special Officer, Directorate of Social Welfare, is primarily in charge of the field activities. He coordinates programs through the Collectors and reports periodically to the Social Welfare Department.

- (b) Programs for training of personnel are under formulations.

OTHER RELATIONSHIPS:

- (a) Modern Bakery provides bread on regular payment basis.
- (b) Tamil Nadu Dairy Development Board provides double toned milk on payment basis.

APPENDIX 7

Nutrition Feeding Program - Applied Nutrition Program

Major Elements:

OBJECTIVE:

- (a) To raise the level of nutrition and standard of living of the vulnerable population - pre-school children and pregnant and nursing mothers through education in nutrition.
- (b) To increase production and consumption of protective foods by the above mentioned vulnerable groups.

PLANNING AND PROGRAM COORDINATION:

Financial responsibility shared by GOI and GOTN and UNICEF which supplies equipment, accessories and makes cash grants to voluntary agencies at the Block level. Active technical assistance in the initial stages is rendered by FAO and WHO.

- (a) GOI allots the number of Blocks for Tamil Nadu each year. The State Government in consultation with the Directorate of Rural Development selects the Block.
- (b) Policy formulation is the main task of a State Coordinating Committee; a top level committee consisting of secretaries of Rural Development and Local Administration (RDLA), DRD and heads of Departments of Agriculture, Finance, Animal Husbandry, Fisheries, Public Health, and Social Welfare, Project Nutrition Officer and Project Poultry Officer. This Committee ensures coordination of the different aspects of the program and meets at appropriate intervals to review developments and advise the State Government on the planned execution of the program.

- (c) Implementation at the State level: Administrative responsibility rests with the Director of Rural Development and Local Administration.
- (d) There is a corresponding Committee at the Block level with the District Collector as its Chairman; members are various District Officers, Panchayat Union Commissioners and representatives from training centers. This meets more frequently: once in 2-3 months and keeps the State level working Committee informed of its activities.

PERSONNEL AND TRAINING:

- (a) At the State level, there are two Special Officers, Project Nutrition Officer (PNO) and Project Poultry Officer (PPO) administering the program.
- (b) After the selection of the Block, a team of 13 categories of officers, ranging from Instructors, District Officers to Mahatu Manram members and convenors and Poultry Breeders, undergo special training.

Place of training, duration, stipend varies. National Institute of Nutrition (NIN), Rural Extension Training Centers, Home Science Colleges are the training centers for the District and Block level officials. Block headquarters train the other six categories, such as Chairman, Balasevikas, etc.

UNICEF provides stipends for the trainees, transportation and audio-visual aids to the training centers.

EVALUATION:

- (a) Commenced in GOTN during 1962-63. Has 12 post Applied Nutrition Program (ANP) Blocks and 22 current blocks. Organizes an average of 30 Mathar Sangams, 30 Kulandaigal Kappagams, 10 exhibitions per Block during the program period which is usually five years.
- (b) Internal evaluation is conducted by the Project Officers' periodic visit to the Blocks.
- (c) Quarterly evaluation of two or three Blocks by the Principal and Staff of the Rural Extension Training Centers (RETC) and other training centers which is reviewed at the State level by Officer of Rural Development (ORD).
- (d) External, State level evaluation is conducted by GOTN and Indian Institute of Management (IIM), Ahmedabad.

OTHER RELATIONSHIPS:

Closely collaborates with Departments of Agriculture and Animal Husbandry, Fisheries, Public Health and Women's Welfare at every phase of the program. Venues of cooperation are the preliminary survey of the villages selected, State level and Block level coordinating committees, to implement its functions, the organizational structures, like PHC and Balwadies are utilized. Voluntary agencies like Rural Extension Training Centers (RETC), Home Science Colleges, Mathar Sangams and Youth Club, are actively involved.

APPENDIX 8

Nutrition Feeding Program - Composite Demonstration Program

Major Elements:

OBJECTIVE:

- (a) To improve the nutritional status of the vulnerable population.
- (b) To introduce mid-day meals for children in the age group 6 months to 5 years, and to pregnant and nursing mothers.
- (c) To impart nutrition education to mothers through demonstration and feeding.

PLANNING AND PROGRAM COORDINATION:

- (a) Department of Community Development, Government of India sponsored program.
- (b) Duration of this program coincides with the Fourth Plan period, i.e., 1969-74. After this phase, the Department of Social Welfare, Tamil Nadu has the responsibility to continue it. Major administrative responsibilities of the Director of Social Welfare are selection of the Block, training the Balasevikas, food procurement, menu planning and food distribution.
- (c) Program coordinator at the Block level is the BDO. Financial control is exercised by the Central Government through an effective three-tier system: through the Department of Social Welfare, District Women's Welfare Officer and the BDO.

PERSONNEL AND TRAINING:

- (a) No formal recruitment and training of officials exclusively for this program at any level since in most cases this program is an intensive phase of the balwady feeding which is already in existence at the Center.
- (b) Balasevikas in turn get four days training from the Gram Sevikas.

OTHER RELATIONSHIPS:

- (a) Various local bodies contribute 3 paise/beneficiary/day. In practice, very little of this amount is realized.
- (b) CARE has so far built 115 structures to house balwadies, the sites being obtained free of cost from the Government.

APPENDIX 9

Nutrition Feeding Program - Integrated Child Welfare Demonstration Project

Major Elements:

OBJECTIVE:

- (a) To provide integrated health, nutrition and educational development services to children from 0-16 years with special emphasis for children in the age group from 0-6 years.
- (b) To help improve nutritional status of children from 0-6 years through regular mid-day meals.
- (c) To emphasize the educational component in health care and feeding programs.

PLANNING AND PROGRAM COORDINATION:

Planned on a pilot basis in 1963 with 20 balwadies in one Block - Poonamallee and sponsored by the Central Social Welfare Board for the first five years. Later, transferred the management to the Directorate of Social Welfare, currently in charge of planning and control.

Its specific responsibilities revolve around:

- (a) Food procurement, preparation and distribution to selected beneficiaries through 50 balwadies and 10 creches.
- (b) Provision of periodic services to beneficiaries through a team of medical personnel now totally financed by the State Government.

PERSONNEL AND TRAINING:

- (a) Director of Social Welfare controls the recruitment of an exclusive six-member team headed by the chief organizer at the Block level and the 50 Balasevikas and 60 Ayahs at the balwady level.
- (b) A team of medical personnel consisting of a medical officer, public health nurse, health inspector and health visitors are deputed to this program by the Directorate of Public Health.
- (c) Chief Organizer, a full time officer, coordinates the activities of the Balasevikas, Ayahs and the medical personnel.
- (d) Balasevikas are extensively trained by the Indian Council of Child Welfare for one year - their minimum education being Secondary School Leaving Certificate (SSLC). They work on a full time basis with 12 well-defined duties.

EVALUATION:

Initially commencing with 20 balwadies now covers 50 balwadies and 10 creches, this program is more intensive in its approach. Concentration in one Block and utilization of indigenous food items add to its uniqueness. Elaborate system of record maintenance is an underlining feature. Balasevika maintains 15 records of various kinds, systematic evaluation is absent. The program even after a 10-year period runs on a pilot basis. Policy formulation by the Director of Women's Welfare is mainly based on the work report sent by the Chief Organizer.

OTHER RELATIONSHIPS:

- (a) This program fosters an active communication link between Director of Women's Welfare and two other Directorates.
 - (1) Directorate of Public Health since it provides the services of field medical staff and exercises technical control over them.
 - (2) Directorate of Rural Development since the BDO serves as the administrative link between Director of Women's Welfare and Chief Organizer.
- (b) Active at the Center level, Balasevika is the formal coordinator organizing the activities of Mahila Mandal and Youth Club in close cooperation with its members.