Introduction
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INTEGRATED CHILD DEVELOPMENT SERVICES (ICDS)

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CHAPTER - I

INTRODUCTION

"The building up of a nation depends on building men and women and the process of building men and women depends very considerably on what is done to children". So said India's first Prime Minister, Late Sri Jawaharlal Nehru. In the inaugural address to the SAARC conference on South Asian children in October 1986 in New Delhi, our Ex-Prime Minister (the then Foreign Minister) Mr. P.V. Narasimha Rao said, ...."Our development is primarily linked with the human factor, namely the quality of coming generation which is determined by the state of well-being of children today and their preparation for life".

India has the second largest population in the world. Out of 846 millions of total population of the country, 160 millions are the children of below six years of age, constituting 18.9 per cent of India's total population (1991 census). In Andhra Pradesh also, children of below six years of age accounted for 16 per cent of states total population. But, majority of them live in such a social and economic environment which could impede the child's physical and mental development.

The National Policy for children enunciated in August 1974, declares that children are "a supremely important asset of the nation whose nurture and solicitude are the responsibility of the nation". It further affirms that "it shall be the policy of the state to provide adequate services to children both before and after birth and through the period of growth, to ensure their full physical, mental and social development". India has been showing genuine concern for the welfare of children although. The constitution of India has specific provisions relating to their welfare. During the first four five year plans, a large number of programmes were launched by the government for their welfare. These programmes are in the fields of health, nutrition and education of the children.

Problems of Indian children are many and varied. Death, disability and disadvantage seem to be the three major sources of concern in most of the third world countries. They arise from controllable as well as non-controllable
causes, macro level and micro level determinants, society based and family based situations. The scenario is complex, representing the background of poverty, illiteracy and uneven growth of the economy. We find thousands of children dying every day from malnutrition, starvation, diseases and neglect. Most of these deaths are avoidable by taking care in providing proper nutrition and immunization.

Some of the major welfare programmes for the children in India are: Welfare extension projects, maternal and child health services, integrated preschool projects, school health programmes, minimum needs programme, national expanded programme of immunization, balwadi nutrition programme, special nutrition programme, creches for the children of working and ailing mothers and early childhood education Centres and Integrated child development services (ICDS). The programmes provide services like immunization, education, nutrition, recreation, health services to women and children.

**Integrated child development services (ICDS)**

In pursuance of the national policy for children, it is recognised that the foundations of physical, psychological and social development are laid in early childhood. Therefore, provisions are being made for early childhood services, especially for the weaker sections and more vulnerable sections of the community. Since 1975-76, the Government of India has been actively implementing, improving and expanding a most ambitious and comprehensive scheme to increase the survival rate and enhance the health, nutrition and learning opportunities of pre-school children and their mothers. The Integrated child development services (ICDS) scheme is India's gift to her own future-her own children. This Integrated child development services scheme was finalised, after a series of inter-ministerial discussions. It was initiated on October 2nd, 1975 by the Union Ministry of Education and Social Welfare and was first started in 33 projects on an experimental basis. Evaluation of these projects
showed that health and nutritional status of children benefitted by the scheme belonged to the scheduled castes, scheduled tribes and other poorer sections of the society. Encouraged by the results, Government decided to expand the programme.

The objectives of ICDS programme are:

1. to improve the nutritional and health status of children in the age group of 0-6 years.

2. to lay the foundations for proper psychological, physical and social development of the child.

3. to reduce the incidence of mortality, morbidity, malnutrition and school drop-out.

4. to achieve effective coordination of policy and implementation amongst the various departments to promote child development and

5. to enhance the capability of the mother to look after the normal health and nutritional needs of the child through proper nutrition and health education.

Strategy for Implementation

These objectives are sought to be achieved by providing a package of services to children in the 0-6 years age group, expectant and nursing mothers and women between 15-44 years of age. The concept of providing a package of services is based primarily on the consideration that the overall impact will be much larger if the different services develop in an integrated manner as the efficiency of a particular service depends upon the support it receives from related services.
The selection of services to constitute the package in ICDS scheme is based on the following considerations:

1. Need for the service.
2. Inter-dependence and mutual support relationships.
3. Cost
4. Administrative feasibility.

The essential components of the package are: Supplementary nutrition, immunisation, health checkups, referral services, nutrition and health education and non-formal education. ICDS services and beneficiaries are depicted in Fig.1.

**ICDS Infrastructure**

The ICDS programme is sponsored with 100 per cent financial assistance from the Department of Social Welfare, Government of India, which also exercises overall administrative control over the programme. The responsibility for the actual day-to-day implementation of the programme lies, however, with the state Governments. Over the years, there has been a substantial increase in the allocation of funds to ICDS scheme in the central budget which has increased from Rs.63 millions in 1980-81 to Rs.2,435 millions in 1991-92. The success of the ICDS programme will obviously depend upon the effectiveness with which activities at various levels are coordinated because the programme envisages an integrated delivery of a multiplicity of services which are handled by different departments at different levels. In an effort to achieve proper coordination among the different departments of the Government of India and State Governments for effective implementation of the programme, coordination committees have been set up at all levels viz., centre, state, district, block, sector and village. Besides coordination among various departments in administration, co-operation among the different categories of social and health functionaries working in each block/PHC is
Fig. 1: Services and beneficiaries
essential inorder that a maximum number of people benefit from the ICDS programme. The infrastructure for the ICDS operation evolved on the basis of these considerations is indicated in the Fig. 2.

The programme is also assisted by a few international organisations like UNICEF, WEP and CARE.

Ministry of Human Resource Development at the centre and nodal departments at the states, namely, Social welfare, Rural Development, Tribal welfare, Health and family welfare and Women and Child Development Departments are responsible for the implementation of the programme. At the district level, the deputy Commissioner or Collector coordinates between different departments. The ICDS projects are located in rural, tribal and urban areas. The administrative unit for the delivery of package of services in ICDS scheme is the ICDS project which could be a community development block in rural areas or a tribal development block in tribal areas or a group of slums in urban areas. At this level, the Child Development Project Officer (CDPO) exercises overall responsibility for the project and co-ordinates activities with the other important functionaries in the project area. The CDPO is assisted by Assistant Child Development Project Officer (ACDPO) if there are more than 150 and less than 200 Anganwadi Centres (AWCs) in a rural project.

Each block or primary health centre area is divided into sectors corresponding to the area of operation of one Mukhya Sevika/Lady health visitor/Sub health centre. In the 'Social Welfare' sector, there is one supervisor (Mukhya Sevika) for every 20, 17 and 25 Anganwadies in rural, tribal and urban blocks respectively to supervise and guide the work of Anganwadi workers at the village level. ICDS programme provides for appointment of 5, 4 and 3 supervisors of the rank of Mukhya Sevika in each rural, urban and tribal projects respectively.
2: ORGANISATIONAL SET-UP OF ICDS
At the sectoral level, within the health sector, there are Auxiliary Nurse Midwives (ANMs) and lady health visitors (LHVs) in rural and tribal blocks and only ANMs in urban blocks.

An 'Anganwadi' (AW) is the focal point for the delivery of the services to children and mothers at their door steps. An Anganwadi normally covers a population of 1000 in both rural and urban areas and 700 in tribal areas. Generally, there are about 100 Anganwadi Centres in an urban/rural ICDS project area and 50 in a tribal project area. But, the number of Anganwadies in any project can be increased according to local needs on the basis of population, topography, number of villages etc. ICDS package of services are delivered by an ‘Anganwadi Worker’ (AWW) and her assistant ‘helper’ at Anganwadi Centre (AWC). Both AWW and helper are village level voluntary workers and are paid an honorarium.

The AWW not only provide package of ICDS services to the beneficiaries but also maintains close and continuous contacts with the community. She also acts as a crucial link between the village population and the government administration and thus becomes a central figure in ascertaining and meeting the needs of the community she lives in. But, majority of the AWWs are young in age, low in educational qualifications and relatively inexperienced in the type of work entrusted to them. So, their work need to be constantly supervised, monitored and evaluated by their immediate superiors.

Middle level workers of the scheme called as ‘Supervisors’/Mukhya Sevika’ are viewed as intensive supervisory inputs to strengthen the working at the grass root level i.e., Anganwadi workers level. The Supervisor is a graduate in Child Development/Social Work/Home Science/Nutrition or an allied field and undergo job-course training for 3 months after her recruitment as Supervisor. She acts as a mentor to AWWs, assists in record keeping, organises community visits and provides on-the-job training to AWWs. In other
words, she is the person who guides the AWWs right from the selection of beneficiaries to the provision of services meant for them. The supervisor is also a via-media person bringing about the AWWs, CDPOs and officials of allied departments close together for the implementation of the programme. Thus, the Supervisor is the crucial functionary of the ICDS project, whose success rests to a large extent on her ability and capability to perform the roles and responsibilities assigned to her effectively.

Keeping in view the critical role the ICDS Supervisor has to play, the job responsibilities have been clearly outlined by National Institute of Public Cooperation and Child Development (NIPCCD, 1992) and they are identified in 8 different areas viz., Administration, Supervision, Training and Continuing education to subordinates, helping CDPOs and AWWs, Service delivery, liaison and linkages, communication and evaluation. The job responsibilities of ICDS Supervisors are shown Fig. 3.

1.1 Statement of the Problem

In any long-term welfare oriented programme the functionaries involved are vitally important. People rather than the material resources constitute a great asset in achieving the goals. Human resource development is a scientific programme to regulate and improve the inputs for maximising efficiency. This is achieved by proper planning of recruitment, training and placement.

The ICDS programme is an ambitious, well-designed project to provide care and support to children and mothers, especially in rural areas through a package of services. The key functionaries in this programme are the Anganwadi Workers at the grass-root level, and Supervisors, Assistant Project Officers (ACDPOs) and CDPOs at the middle level. How far these persons are competent and how well these persons perform the various duties and function within the major objectives of the project, is an important Question?
ADMINISTRATION

ASSISTING CDPO IN
- disbursing honoraria to AWWs/Helpers
- making alternate arrangements during leave of AWWs/Helpers
- issuing material to AWWs
- making arrangements for storage and distribution of
  - food
  - medicines
  - preschool material

REPORTING
- collecting MPRs from AWWs
- checking reported figures from records
- compiling reports of all AWWs entering reports in the diary
- taking note of shortfalls/achievements to initiate corrective measures

MAINTAINING LIAISON WITH
- CDPOs, ACDPOs, AWWs and Helpers
- MO, LHV, ANM, Dai
- Adult education worker
- Officials of PHB Department
- Community
  - Village leaders
  - Panchayat
  - Mahila mandals
  - Youth clubs
  - Primary schools etc

EDUCATION

ON THE JOB GUIDANCE AND CONTINUING EDUCATION TO AWWS
- conducting family surveys
- growth monitoring
- rehabilitation of malnourished children
- organising NHEC for mothers
- organising immunization and health check-up
- maintenance of records and registers
- prevention and early detection of disabilities
- organising preschool activities
- organising community meetings for eliciting people's participation

SUPERVISION

Supervision by visiting AWWs to
- ensure enrollment of beneficiaries, severely malnourished children
- ascertain number of visits by ANM for health check-up and number of immunised children
- check quantity & quality of food prepared, served and in stock
- check arrangements for proper storage, preparation and distribution of food

SERVICE DELIVERY

- Weight severely malnourished children
- Visit homes of severely malnourished children

Fig. 3 : JOB CHART OF ICDS SUPERVISORS

Source : NIPCCD (1992)
The areas which are likely to reflect the job competence are technical knowledge, guidance, communicative ability, adaptability, self-development, creativity, empathy, mental agility, initiative and judgement. The performance obviously depends upon the nature and content of the training, their skills and levels of motivation, personality characteristics which should facilitate high Quality performance. Motivation or willingness to work is a more important factor and it directly affects the Quality of work produced by an individual. Any sort of negligence with reference to this factor on the part of the administrators of a programme can result in serious damage and tremendous decline in the output of work. The present research study is, therefore, an attempt to examine a set of selected characteristics which are functionally related to the qualities of competence and performance of the Supervisors (Mukhya Sevikas).

Several studies have probed into various intricate and multifarious aspects of different functionaries of ICDS scheme. Surprisingly, none of them ventured to study on the job competence and the resultant job performance of the ICDS Supervisors. The time to look into these aspects, though perceptibly too late, must not be delayed any longer. Basing on this impending need, this study was attempted to map the domains of job competence and job performance patterns of ICDS Supervisors in isolation is a matter of trite, but studying it in liaison with its precursor, job competence is this investigations might.

The success of any programme not only depends upon mere number of extension personnel in the organisation but also upon many organisational, personal and socio-psychological variables (Mosher, 1975). The three sets of factors mentioned are likely to have a bearing on the job competence and job performance of the ICDS Supervisors also. Hence, the study subsumes them also to gauge their interaction effect on job competence and job performance of ICDS Supervisors. A well designed study is needed for proper understanding
of the qualities of competence and performance of the Supervisors upon whom the success of the ICDS programme indirectly depends upon. Such a study has practical relevance in improving the training inputs and providing a counselling support to the functionaries for increasing their competence and performance in the job.

1.2 Need for the study

The ICDS scheme was launched by Government of India on October 2, 1975 with 33 projects - 19 rural, 10 tribal and 4 urban-distributed in as many as 22 states and the union territory of Delhi. Andhra Pradesh was one among the states and had two ICDS projects at Utnoor (Adilabad dist.) and Thamballapalli (Chittoor dist.). Currently, 192 ICDS projects - 144 rural, 29 tribal and 19 urban are being operated all over the state employing 6 Regional Deputy Directors, 21 Project Directors, 192 CDPOs, 1332 Supervisors more than 24,000 AWWs and an equal number of helpers. The above figures clearly reflect the magnitude of personnel and agencies involved in the implementation of ICDS programme. Any such major or large projects have to be reviewed periodically and since a considerable period (2 decades) had lapsed with the introduction of ICDS, it is obvious to have an indepth study of the existing situation and lacunae if any in the implementation of the programme. Evaluation of the job competence and job performance of the functionaries of any organisation is also essential since the success depends upon the acceptance and participation of the employees of that particular organisation. A good number of studies were conducted on AWWs who are the grass root level functionaries of the programme, but only a few studies assessed the job competence and job performance of the Supervisors. ICDS Supervisor is a crucial functionary of the scheme because she is an important link between the administrators and actual 'doers' of the job. They not only play a pivotal role in general administration but also train AWWs, coordinate public efforts and manages the programme. Indirectly, she is an incumbent responsible for the success or failure of the programme. Therefore, it is imperative to understand the various factors affecting and underlying the performance of the
Supervisors. Further, the lacunae if any identified in the job performance of the ICDS Supervisors, they need to be corrected for successful achievements of the targets of the programme. Hence, it is most relevant to study the "Job competence and job performance of ICDS Supervisors of Andhra Pradesh". Therefore, the study has been designed and taken up with the following objectives.

1.3 Objectives

General Objective

To study and analyse the factors that are determining job competence and job performance of Supervisors working in Integrated Child Development Services (ICDS) scheme of Andhra Pradesh.

Specific Objectives

The following are the specific objectives of the present study:

1. To develop and apply scales to measure the job competence and job performance of ICDS Supervisors of Andhra Pradesh.

2. To describe the status of ICDS Supervisors with respect to their competencies and performance levels.

3. To examine the influence of the selected personal, sociopsychological and organisational characteristics of ICDS Supervisors on their job competence and job performance.

4. To study the relative importance of various dimensions of competency in discriminating 'low' and 'high' performing groups of supervisors.
5. To study the relative importance of various dimensions of performance in discriminating 'low' and 'high' competency groups of Supervisors.

6. To study the differential contribution of the selected characteristics in predicting the job competence and job performance of ICDS Supervisors.

7. To identify the problems encountered by the ICDS Supervisors in discharging their responsibilities.

HYPOTHESES FOR THE STUDY

Based on the aforesaid objectives, the following major hypotheses are formulated.

1. There will be no significant influence of personal, socio-psychological and organisational factors on job competence of ICDS Supervisors of A.P.

2. There will be no significant variance in the amount of contribution made by the personal, socio-psychological and organisational variables in predicting the job competence of ICDS Supervisors.

3. There exists no agreement among the three kinds of raters in establishing the correlation between each competency dimension with total competence.

4. None of the competence dimension could discriminate significantly the low and high performing groups of Supervisors.

5. The discriminant ability of different dimensions of competence as perceived by the three groups of raters would not differ significantly.

6. There will be no significant influence of personal, socio-psychological and organisational factors on job performance of ICDS Supervisors.
7. There will be no significant variance in the amount of contribution made by the personal, socio-psychological and organisational variables in predicting the job performance of ICDS Supervisors.

8. There will be no significant variance in the amount of contribution made by the competency dimensions in predicting the job performance of ICDS Supervisors.

9. There will be no significant variance in the amount of contribution made by the personal, socio-psychological and organisational variables and competency dimensions in predicting the job performance of ICDS Supervisors.

10. There exists no agreement among the three kinds of raters in exhibiting the correlation between each performance dimension with total performance.

11. None of the dimensions of job performance could discriminate significantly the low and high competency groups of Supervisors.

12. There exists no agreement among the three kinds of raters in establishing the discrimination of each performance dimension between 'low' and 'high' competent Supervisors.

1.4 Scope and Significance of the Investigation

This is a maiden and novel investigation through which the concept of job competence of Supervisors in the ICDS scheme was conceptualised and measured by developing a comprehensive scale. Hitherto, there is no semblance of evidence on studies which tried to delve into the job competence of Supervisors in ICDS scheme. In addition to this, the job performance of Supervisors was also measured through another scale developed for the purpose. Although there are studies on job performance of Supervisors, developing a scale using psychometric methodology do not appear to have been
attempted and it was not studied in liaison and comparison with job competence. This study analyses the significant factors, their relative importance and also their direct and indirect effects on job competence and job performance. The empirical outcomes of knowledge on these variables are supposedly be useful in formulating effective measures to achieve increments in the job competence and related job performance of Supervisors in the ICDS scheme.

This study plays a significant role in helping the programme implementors to understand how efficiently the Supervisors of the three regions of Andhra Pradesh are doing their jobs. They also have an insight into factors that are responsible for high/low job performance of Supervisors. It is hoped that the investigation would help the policy makers and top level executives of ICDS scheme to take necessary measures to create favourable working conditions by way of altering job design and personal policies which in turn help to improve their competencies for better performance of Supervisors in the present system. Further, the present research work will not only widen frontiers of knowledge in the field of organisational management but also create a new avenue for many more future studies in this direction.

1.5 Limitations of the study

Circumstantial limitations may act as barriers and prove detrimental in case of many efforts aimed at achieving something. Similarly, this endeavour also could not be relieved from the clutches of such limitations. Basically, the study was handicapped to the extent that it was a single venture, covering all the three regions in AP, leading to a doctoral degree dissertation. Irreversible and irrevocable time and intermittent pecuniary constraints were the next irrefutable limitations.
Though it is the only suitable design for this type of delve, the ex-post-facto design had its own shortcomings. The study was based on the expressed opinion of the respondents dependent on their ‘recall’ and as it has some individual bias and prejudice might have crept in, despite the care taken to insulate the data generated from such eventualities. As the study was restricted to a limited area and sample frame the findings cannot be generalised to a wider geographical area. However, it is believed that the findings would be applicable to the areas where identical conditions prevail and be a torcher to future investigations on competence and performance.

1.6 Schematization

The dissertation is depicted in five chapters. The first chapter is devoted to a ‘succinct’ ‘introduction’ wherein the need for the study, objectives, hypotheses, the scope and significance of investigation, and limitations of the study are discussed. The second chapter deals with the ‘review of literature’ related to the investigation and the theoretical orientation to the study dealing with conceptualisation of job competence and job performance of Supervisors, factors associated with them. The third chapter encompasses the methods and procedures used in the measurement of variables involved in the study, selection of the respondents, techniques of data gathering and statistical tools employed to analyse the data, while the ‘results’ and ‘discussion’ adorn the fourth. Chapter five summarises the study preceding references and appendices.