

**ROLE OF COMMUNICATION IN EFFECTIVE PROGRAM
IMPLEMENTATION: A STUDY ON FOOD SUPPLEMENTATION
PROGRAMS IN INDIA**

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IMPLEMENTATION: A STUDY ON FOOD SUPPLEMENTATION
PROGRAMS IN INDIA**

by

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Submitted

in fulfilment of the requirements of the degree of Doctor of Philosophy

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CERTIFICATE

This is to certify that the thesis titled **“Role Of Communication In Effective Program Implementation: A Study On Food Supplementation Programs In India”** being submitted by **Ms. Anita Makhijani** to the Indian Institute of Technology Delhi for the award of the degree of Doctor of Philosophy is a bona fide record of the research work carried out by her under my supervision and guidance. The thesis work, in my opinion, has reached the requisite standard, fulfilling the requirements of the said degree. The results contained in the thesis have not been submitted, in part or full, to any other University or Institute for the award of any degree or diploma.

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ABSTRACT

Five decades ago, poverty was a major factor responsible for food insecurity and undernutrition were high. To bridge the gap between dietary intake and dietary requirements and to reduce the prevalence of undernutrition, the country initiated two of the largest food supplementation programs for children in the world: the PM Poshan (Mid-Day-Meal program, MDM), which provides a hot cooked meal to school children studying in the government and government-aided schools and Anganwadi Services Scheme(AWSS) earlier known as Integrated Child Development Services (ICDS) program, which provides a hot cooked meal or take home rations to the 6 months to 6-year children, pregnant and lactating women. Both programs cover the entire country. Over the three decades, there has been a sustained reduction in undernutrition, but the pace of reduction is slow and suboptimal. One of the factors identified as responsible for the slow pace of the reduction in undernutrition was problems in communication (from the centre through state and districts to the Anganwadi and vice versa) and consequent delays coming in the way of uninterrupted effective program implementation. This present study aims to assess the role of communication in program implementation in India's food supplementation programs and suggest measures to be adopted to improve communication efficacy and enable effective implementation of the program.

The review of the literature indicated that there had been very few research studies on ongoing food supplementation programs in India focusing on

- framework to assess factors influencing communication efficacy in food supplementation programs at different levels

- systematic appraisal of the perspectives of both middle-level program managers and field-level workers in the implementation of food supplementation programs
- the roles, and responsibilities, including real-time assessment and problem-solving by technical and administrative personnel and front-line workers
- capacity of mid-level program managers and front-line workers to interpret MIS data and implement mid-course corrections

In-depth discussions were held with nutrition experts, program officers, and front-line workers in MDM and ICDS programs to identify the problems in communication in these two programs. These discussions showed that there were very few problems in communication in the MDM program because the program was initiated only two decades ago and the guidelines for the implementation of the program had not been substantially modified during these two decades. The AWSS has been in operation for nearly five decades and has complex tasks of providing food supplements to prevent undernutrition, identifying undernourished children, providing additional rations to improve their nutritional status, and monitoring their improvement. Over decades there have been changes in the food security of families and the nutritional status of the children. The program guidelines have undergone numerous modifications to adapt to changing food security conditions, the enactment of the National Food Security Act of 2013, and technological advancements. There had been problems in communicating these from center to state to districts and front-line workers and vice versa. Problems in communication on real real-time basis were identified as one of the factors coming in the way of more effective implementation of the program. In view of these, the AWSS was selected for the in-depth study and analysis of communication efficacy.

The objective of the study is to explore, identify, and ascertain the relative significance of the Communication-related factors that influence the efficacy of the implementation of the Food Supplementation Program (FSP). Through empirical investigation, the study aims to explore the interlinkages between the factors identified, develop and test a model based on these findings, and formulate policy recommendations to improve communication efficacy within the FSP.

This study applies management science tools to assess communication efficacy in food supplementation programs. Both qualitative and quantitative techniques were used to assess communication efficacy in the AWSS. Focus Group Discussions were undertaken to identify the variables that could influence communication efficacy at two levels the middle-level program officers and the front-line workers . Based on this, data was collected on 10 demographics and 60 indicators using a perception-based survey. A hierarchical model was determined. With Exploratory Factor Analysis, the variables coalesced into eleven composite factors of communication efficacy. To examine the interaction of the factors, a two-step Structural Equation Model (SEM) process was used based on two conceptual models. The study reveals that effective communication is crucial for the successful implementation and management of public programs. This research highlights significant communication challenges faced by mid-level managers (MLMs) and frontline workers (FLWs), including frequent personnel transfers among MLMs, inconsistent program implementation, and difficulties in monitoring and evaluating progress. The SEM analysis revealed that the composite factor, digital technology availability for both Middle-level managers and Field level workers is important and Induction training for Middle-level managers is a critical factor that plays an important role in information flow in programs.

Key recommendations from the study to enhance communication efficacy for improving program implementation are :

for the middle-level program officers:

- improving digital access to program documents and updated guidelines,
- improved access to monthly progress reports for accelerating the digital transmission of Monthly Progress Reports

for front-line workers:

- structured training programs for assessing nutritional status using the Poshan tracker and uploading the monthly progress reports digitally.

These measures will streamline information flow, and improve real-time communication efficacy. The findings from the study emphasize the importance of capacity building to improve communication and operational efficacy, and to improve the overall effectiveness of the public health nutrition program of AWSS.

सार

पाँच दशक पहले, गरीबी खाद्य असुरक्षा और अल्पपोषण के लिए जिम्मेदार एक प्रमुख कारक थी। आहार सेवन और आहार आवश्यकताओं के बीच अंतर को पाटने और अल्पपोषण की व्यापकता को कम करने के लिए, देश ने दुनिया में बच्चों के लिए दो सबसे बड़े खाद्य अनुपूरक कार्यक्रम शुरू किए: पीएम पोषण (मध्याह्न भोजन कार्यक्रम एमडीएम), सरकारी और सरकारी सहायता प्राप्त स्कूलों में पढ़ने वाले स्कूली बच्चों को गर्म पका हुआ भोजन, और आंगनवाड़ी सेवा योजना (एकीकृत बाल विकास सेवा कार्यक्रम ,आईसीडीएस) जो 6 महीने से 6 साल के बच्चों, गर्भवती और स्तनपान कराने वाली महिलाओं को दो प्रकार का भोजन : गर्म पका हुआ भोजन या घर ले जाने वाला राशन प्रदान करती है। . दोनों कार्यक्रम पूरे देश को कवर करते हैं। तीन दशकों में, अल्पपोषण में निरंतर कमी आई है, लेकिन कमी की गति धीमी और इष्टतम से कम है। कुपोषण में कमी की धीमी गति के लिए जिम्मेदार कारकों में से एक संचार में समस्याएं (केंद्र से राज्य और जिलों के माध्यम से आंगनवाड़ी और इसके विपरीत) और निर्बाध प्रभावी कार्यक्रम कार्यान्वयन के रास्ते में आने वाली देरी थी। इस वर्तमान अध्ययन का उद्देश्य भारत के खाद्य अनुपूरक कार्यक्रमों में संचार कार्यक्रम कार्यान्वयन की भूमिका का आकलन करना और संचार प्रभावकारिता में सुधार और कार्यक्रम के प्रभावी कार्यान्वयन को सक्षम करने के लिए अपनाए जाने वाले उपायों का सुझाव देना है।

साहित्य की समीक्षा से संकेत मिलता है कि भारत में चल रहे खाद्य अनुपूरक कार्यक्रमों पर बहुत कम शोध अध्ययन हुए हैं

- विभिन्न स्तरों पर खाद्य अनुपूरण कार्यक्रमों में संचार प्रभावकारिता को प्रभावित करने वाले कारकों का आकलन करने के लिए रूपरेखा
- खाद्य अनुपूरक कार्यक्रमों के कार्यान्वयन में मध्य-स्तरीय कार्यक्रम प्रबंधकों और क्षेत्र-स्तरीय कार्यकर्ताओं दोनों के दृष्टिकोण का व्यवस्थित मूल्यांकन

- तकनीकी और प्रशासनिक कर्मियों और फ्रंट-लाइन कार्यकर्ताओं द्वारा वास्तविक समय मूल्यांकन और समस्या-समाधान सहित भूमिकाएं और जिम्मेदारियां
- एमआईएस डेटा की व्याख्या करने और मध्य-पाठ्यक्रम सुधारों को लागू करने के लिए मध्य-स्तरीय कार्यक्रम प्रबंधकों और फ्रंट-लाइन कार्यकर्ताओं की क्षमता

इन दोनों कार्यक्रमों में संचार में आने वाली समस्याओं की पहचान करने के लिए एमडीएम और आईसीडीएस कार्यक्रमों में पोषण विशेषज्ञों, कार्यक्रम अधिकारियों और फ्रंट-लाइन कार्यकर्ताओं के साथ गहन चर्चा की गई। इन चर्चाओं से पता चला कि एमडीएम कार्यक्रम में संचार में बहुत कम समस्याएं थीं क्योंकि कार्यक्रम केवल दो दशक पहले शुरू किया गया था और इन दो दशकों के दौरान कार्यक्रम के कार्यान्वयन के लिए दिशानिर्देशों में पर्याप्त संशोधन नहीं किया गया था। AWSS लगभग पांच दशकों से काम कर रहा है और इसमें अल्पपोषण को रोकने के लिए भोजन की खुराक प्रदान करना, कुपोषित बच्चों की पहचान करना, उनकी पोषण स्थिति में सुधार के लिए अतिरिक्त राशन प्रदान करना और उनके सुधार की निगरानी करना जैसे जटिल कार्य हैं। दशकों से परिवारों की खाद्य सुरक्षा और बच्चों की पोषण स्थिति में बदलाव आए हैं। बदलती खाद्य सुरक्षा स्थितियों, 2013 के राष्ट्रीय खाद्य सुरक्षा अधिनियम के अधिनियमन और तकनीकी प्रगति के अनुरूप कार्यक्रम दिशानिर्देशों में कई संशोधन किए गए हैं। इन्हें केंद्र से राज्य, जिलों और फ्रंट-लाइन कार्यकर्ताओं तक संचारित करने में समस्याएं थीं और इसके विपरीत भी। वास्तविक समय के आधार पर संचार में समस्याओं को कार्यक्रम के अधिक प्रभावी कार्यान्वयन के रास्ते में आने वाले कारकों में से एक के रूप में पहचाना गया। इन्हें देखते हुए, संचार प्रभावकारिता के गहन अध्ययन और विश्लेषण के लिए AWSS का चयन किया गया।

अध्ययन का उद्देश्य खाद्य अनुपूरक कार्यक्रम (एफएसपी) के कार्यान्वयन की प्रभावकारिता को प्रभावित करने वाले संचार-संबंधी कारकों के सापेक्ष महत्व का पता लगाना, पहचानना और पता लगाना है। अनुभवजन्य जांच के माध्यम से, अध्ययन का उद्देश्य पहचाने गए कारकों के बीच अंतरसंबंधों का पता

लगाना, इन निष्कर्षों के आधार पर एक मॉडल का विकास और परीक्षण करना और एफएसपी के भीतर संचार प्रभावकारिता में सुधार के लिए नीति सिफारिशें तैयार करना है।

यह अध्ययन खाद्य अनुपूरक कार्यक्रमों में संचार दक्षता का आकलन करने के लिए प्रबंधन विज्ञान उपकरण लागू करता है। AWSS फोकस समूह चर्चाओं में संचार प्रभावकारिता का आकलन करने के लिए गुणात्मक और मात्रात्मक दोनों तकनीकों का उपयोग किया गया था, उन चर की पहचान करने के लिए किया गया था जो दो स्तरों पर संचार प्रभावकारिता को प्रभावित कर सकते हैं, मध्य स्तर के कार्यक्रम अधिकारी और फ्रंट-लाइन कार्यकर्ता। इसके आधार पर, धारणा-आधारित सर्वेक्षण का उपयोग करके 10 जनसांख्यिकी और 60 संकेतकों पर डेटा एकत्र किया गया था। एक श्रेणीबद्ध मॉडल निर्धारित किया गया था। खोजपूर्ण कारक विश्लेषण के साथ, चर संचार प्रभावकारिता के ग्यारह समग्र कारकों में एकत्रित हो गए। कारकों की परस्पर क्रिया की जांच करने के लिए, दो वैचारिक मॉडल के आधार पर दो-चरणीय संरचनात्मक समीकरण मॉडल (एसईएम) प्रक्रिया का उपयोग किया गया था। अध्ययन से पता चलता है कि सार्वजनिक कार्यक्रमों के सफल कार्यान्वयन और प्रबंधन के लिए प्रभावी संचार महत्वपूर्ण है। यह शोध मध्य-स्तरीय प्रबंधकों (एमएलएम) और फ्रंटलाइन श्रमिकों (एफएलडब्ल्यू) के सामने आने वाली महत्वपूर्ण संचार चुनौतियों पर प्रकाश डालता है, जिसमें एमएलएम के बीच लगातार कार्मिक स्थानांतरण, असंगत कार्यक्रम कार्यान्वयन और प्रगति की निगरानी और मूल्यांकन में कठिनाइयां शामिल हैं। एसईएम विश्लेषण से पता चला कि समग्र कारक, मध्य स्तर के प्रबंधकों और फील्ड स्तर के श्रमिकों दोनों के लिए डिजिटल प्रौद्योगिकी की उपलब्धता महत्वपूर्ण है और मध्य स्तर के प्रबंधकों के लिए प्रेरण प्रशिक्षण एक महत्वपूर्ण कारक है जो कार्यक्रमों में सूचना प्रवाह में महत्वपूर्ण भूमिका निभाता है।

कार्यक्रम कार्यान्वयन में सुधार के लिए संचार प्रभावकारिता बढ़ाने के लिए अध्ययन की मुख्य सिफारिशें हैं:

मध्यम स्तर के कार्यक्रम अधिकारियों के लिए:

- कार्यक्रम दस्तावेजों और अद्यतन दिशानिर्देशों तक डिजिटल पहुंच में सुधार,

□ मासिक प्रगति रिपोर्ट के डिजिटल प्रसारण में तेजी लाने के लिए मासिक प्रगति रिपोर्ट तक बेहतर पहुंच फ्रंट-लाइन कार्यकर्ताओं के लिए: पोषण ट्रैकर का उपयोग करके पोषण स्थिति का आकलन करने और मासिक प्रगति रिपोर्ट को डिजिटल रूप से अपलोड करने के लिए संरचित प्रशिक्षण कार्यक्रम।

ये उपाय सूचना प्रवाह को सुव्यवस्थित करेंगे, वास्तविक समय संचार प्रभावकारिता में सुधार करेंगे। अध्ययन के निष्कर्ष संचार और परिचालन दक्षता में सुधार और एडब्ल्यूएसएस के सार्वजनिक स्वास्थ्य पोषण कार्यक्रम की समग्र प्रभावशीलता में सुधार के लिए क्षमता निर्माण के महत्व पर जोर देते हैं।

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ACRONYMS

AWC	Anganwadi Centre
AWSS	Anganwadi Services Scheme
AWW	Anganwadi Worker
Ayush	Ayurveda, Yoga and Naturopathy, Unani, Siddha and Homeopathy
CBE	Community-based Events
CG	Central Government
CM	Comprehensive Material
DTO	Day to day operations
FLW	Field-level Workers
FSP	Food Supplementation Program
GM	Growth Monitoring
HCM	Hot cooked meal
HQ	Head Quarter
ICDS	Integrated Child Development Scheme
IEC	Information and communication
IYCF	Infant and Young Child Feeding
LM	Lactating mother
LR	literature review
MLM	Middle-level-Managers
MoE	Ministry of Education
MWCD	Ministry of Women and Child Development
NG	Nutrition Guidelines
NHE	Nutrition & Health Education
NHM	National Health Mission
NRC	Nutrition Rehabilitation Centre
NS	Nutrition standards
PA	Poshan Abhiyan
PG	Program guidelines
PH	Public health
PW	Pregnant women
RF	Reporting formats
RR	Role and Responsibility
SG	State Government
SUP	Supervisors
SN	Supplementary Nutrition
THR	Take home ration
UTs	Union Territories
WHO	World Health Organisation