WOMEN AND CHILD DEVELOPMENT DEPARTMENT

3.3 Integrated Child Development Services

Highlights

The 'Integrated Child Development Services' (ICDS) Scheme is a Centrally sponsored scheme meant for delivery of health services, nutrition and education to expectant and lactating mothers, adolescent girls and children in the age group of 0-6 years. The implementation of the scheme in the State suffered from several deficiencies such as, underutilisation of funds, non-creation of required infrastructure and large scale vacancies of ICDS functionaries. Besides, nutritional support could not be provided to large number of identified beneficiaries.

Against the original budget provision of Rs 1,641.74 crore for the period 2003-08, savings amounted to Rs 238.31 crore. The saving ranged upto to 30 *per cent*. A sum of Rs 1.15 crore was lying unutilised in Personal Deposit account for two years.

(Paragraphs 3.3.6.2 and 3.3.6.3)

Due to delay in responding to Government of India proposal, State Government could not avail Central assistance of Rs 0.94 crore for construction of 100 *Anganwadi* Center buildings.

(Paragraph 3.3.7.1)

The benefit of supplementary nutrition was extended to 40 to 42 *per cent* children in tribal areas and only 29 to 35 *per cent* children in other rural areas.

(Paragraph 3.3.9)

The State Level Co-ordination Committee for monitoring and evaluation of the implementation of the scheme though constituted, no meetings were held since October 2002. Three out of seven districts test checked did not have any District Level Co-ordination Committee to monitor the ICDS activities.

(Paragraph 3.3.15)

3.3.1 Introduction

The Integrated Child Development Services (ICDS) is a Centrally sponsored scheme (CSS) launched throughout the State in October 1975. It is designed to promote the holistic development of children in the age group of 0-6 years, expectant and lactating mothers and adolescent girls of 11-18 years through supplementary nutrition, immunisation, health check-up, nutrition and health education and non-formal pre-school education of children of 3-6 years.

The objectives of the ICDS are (i) to improve the nutritional and health status of children in the age group of 0-6 years, (ii) to lay the foundation for proper psychological, physical and social development of the child, (iii) to reduce the incidence of mortality, morbidity, malnutrition and school drop-out, (iv) to achieve effective co-ordination of policy and implementation among the various Departments to promote child development and (v) 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. The scheme covered 86.78 lakh children in the age group 0 to 6 years and 15.36 lakh expectant and lactating mothers.

3.3.2 Organisational set up

At State level, Principal Secretary, Government of Rajasthan (GOR), is the administrative head of Women and Child Development (WCD) Department. The executive powers in implementing ICDS vests with the Director, ICDS, who is assisted by 32 Regional Deputy Directors (DDs)-cum-Project Directors at district level. DDs co-ordinate the work of projects under their jurisdiction. The ICDS package of services are delivered through *Anganwadi* Centres (AWCs) set up in a village or a ward of urban slum area with population of about 400 to 800 (300 to 800 in tribal area) and are attended by *Anganwadi* worker. In the State there are 48,354 AWCs and 2,619 mini AWCs which are supervised by 278 Child Development Project Officers (CDPOs) at the block level with the help of 1,457 Lady Supervisors.

3.3.3 Audit objectives

The audit objectives were to assess whether:

- allocation and use of funds were sufficient for achieving the programme objectives i.e. supplementary nutrition, medical and education kit at each AWC, improving health status of adolescent girls, etc.;
- required infrastructure like buildings for AWCs, project offices, drinking water, etc. were created for the projects for efficient and smooth delivery of quality services;
- implementation of various packages i.e. nutrition, immunisation, health and education, etc. of the scheme within the project was efficient;
- availability and deployment of man power was sufficient for proper implementation of the scheme; and
- there was an effective system of monitoring and evaluation of the programmes.

3.3.4 Audit criteria

The following audit criteria were adopted for the performance audit:

- Budgetary and expenditure control system as prescribed in budget manual and General Financial and Accounts Rules of the State;
- Scheme guidelines for selection of beneficiaries, opening of AWCs, prescription of norms for Supplementary Nutrition Programme (SNP) and delivery of various service packages;
- Norms prescribed for staffing and skill upgradation;
- Infrastructure of ICDS Projects and training programmes guidelines; and
- Monitoring mechanism instituted by the Government, as per guidelines.

3.3.5 Audit coverage and methodology

The implementation of the ICDS scheme for the period 2003-08 was reviewed (January to June 2008) by test check of records of the Director, ICDS, seven DDs[44], 36 CDPOs[45], 353 AWCs and one training center (Jodhpur). Selection of units was made by stratified random sampling method (except Tonk which was selected to examine the unique activity of locally made baby mix). Audit objectives, audit criteria and performance indicators were discussed with the Principal Secretary, WCD Department at an entry conference held in November 2007. The exit conference with the administrative head as well as head of department was held on 8 September 2008 in which audit observations were discussed.

Audit findings

3.3.6 Financial management

3.3.6.1 Funding arrangement

Expenditure on various components to be borne by State Government and Government of India (GOI) were as follows:

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44. DDs: Ajmer, Barmer, Chittorgarh, Hanumangarh, Jaipur, Rajsamand and Tonk.
45. Ajmer: Ajmer, Kishangarh (City), Kishangarh (Rural), Beawar, Jawaja and Srinagar (6); Barmer: Siwana, Dhorimanna, Balotra (Pachpadra) and Sindhari (4); Chittorgarh: Chittorgarh (City), Nimbahera, Chhoti Sadri, Pratapgarh and Arnod (5); Hanumangarh: Hanumangarh (City), Hanmangarh (Rural), Nohar and Bhadra (4); Rajsamand: Rajsamand (Rural), Amet, Devgarh and Bhim (4); Tonk: Tonk (City), Tonk (Rural), Newai and Malpura information collected from Deoli, Todaraisingh and Aligarh (7); Jaipur: Amber, Govindgarh, Jhotwara and Sambher (4); NGO: Rajgarh (Churu) and Kolayat (Bikaner) (2)

Table 1: Percentage of expenditure borne by Central and State Governments

State Government	Percentage of share	Government of India	Percentage of share
Directorate (Hqrs.) expenses Supplementary nutrition	100 100 upto 2004-05 50 from 2005-06	All expenses of DD and CDPO offices and KSY[46]	100
Administration, transportation and distribution of CARE[47] commodities	100	Education kits and medicine kits	100
Stationery at AWCs	100	Supplementary nutrition	50 from 2005-06
		Honorarium to *Anganwadi* workers (AWWs)	100
		Training	100
		Information education and communication (IEC)	100

3.3.6.2 Budget and expenditure

The position of budget allotted and expenditure incurred during the period 2003-08 was as under:

Table 2: Position of original budget allocation and expenditure

(Rupees in crore)

Year	Original allocation	Expenditure	Savings	Percentage of savings
2003-04	253.07	230.56	22.51	9
2004-05	249.41	243.46	5.95	2
2005-06	378.85	266.47	112.38	30
2006-07	367.53	300.16	67.37	18
2007-08	392.88	362.78	30.10	8
	1,641.74	**1,403.43**	**238.31**	**15**

Out of Rs 1,641.74 crore allocated Rs 1,403.43 crore could be utilised during 2003-08.

It would be seen from the above that there were savings of Rs 238.31 crore during 2003-08. The main reasons for savings were (i) delay in receipt of last instalment under plan (2003-04), (ii) vacant posts, non-purchase of medicine kits and education kits, non-approval of *Kishori Shakti Yojana* (KSY) by GOI (2004-05), (iii) vacant posts of Lady Supervisors, non-selection of AWWs and helpers, etc.

Short utilisation of funds was pointed out in Para 3.4.6.1 of the Report of Comptroller and Auditor General of India for the year ended 3l March 1999 (Civil)- Government of Rajasthan. The Public Accounts Committee while discussing the para recommended (159th report of 11th *Vidhan Sabha*) to avoid recurrence of such irregularities in future and to initiate appropriate action against defaulting officials. However, the funds were not utilised fully during 2003-08.

46. *Kishori Shakti Yojana* (Scheme for adolescent girls).
47. Cooperative for Relief and Development Everywhere.

3.3.6.3 Parking of funds

Unutilised funds received back from *Zila Parishads* (ZPs) out of advance given to them for construction of buildings for CDPO offices and AWCs and fund received from Non Government Organisations (NGOs) such as United Nations International Children Emergency Fund (UNICEF), CARE for execution of various activities were parked in Personal Deposit (PD) account of the Department maintained at Directorate. As on 31 March 2008, a sum of Rs 1.15 crore was lying unutilised/unadjusted for over two years. The amount was neither utilised nor refunded back by the Directorate to Government/ concerned NGOs. Government stated (September 2008) that regular transactions of receipt and payment were made in the PD account and action would be initiated for refund of GOI funds.

3.3.6.4 Component-wise expenditure of GOI funds

The components financed by GOI and the expenditure thereagainst during 2003-08 were as under:

Table 3: Component-wise expenditure of GOI funds

(Rupees in crore)

Expenditure head	2003-04	2004-05	2005-06	2006-07	2007-08	Total
Salary	22.79	24.33	26.67	36.72	40.62	150.63
Office expenses	6.77	7.17	7.40	10.63	12.67	44.64
Honorarium to AWWs	47.17	47.43	47.52	65.09	77.36	284.57
Total	**76.73**	**78.93**	**81.59**	**111.94**	**130.65**	**479.84**
IEC[48]	0.16	0.16	0.17	0.22	0.61	1.32
Medicine kits	0.71	0.73	0.90	2.08	2.32	6.74
KSY	0.57	0.88	0.56	1.26	1.97	5.24
Pre-school education kits	0.31	0.73	0.90	2.08	2.32	6.34
Supplementary nutrition	Nil	Nil	6.66	78.60	101.05	241.31
Total	**1.75**	**2.5**	**64.19**	**84.24**	**108.27**	**260.95**
Grand Total	**78.48**	**81.43**	**145.78**	**196.18**	**238.92**	**740.79**

Only 35 *per cent* of total expenditure was utilised on schemes, benefit of which would directly pass on to target group.

The expenditure on the schemes (KSY, pre-school education kits, medicine kits and supplementary nutrition), benefits of which would directly pass on to the target groups, was only 35 *per cent* (Rs 260.95 crore) and expenditure on salary, honorarium and office expenditure was 65 *per cent* (Rs 479.84 crore) of total expenditure of Rs 740.79 crore during the period 2003-08.

3.3.7 Construction of Anganwadi Center buildings

3.3.7.1 Delay in decision resulted in deprival of Central assistance

Delay in responding to GOI proposal led to denial of Central assistance of Rs 0.94 crore.

The GOI sanctioned (July 2005) 100 model AWC buildings and offered to release 75 *per cent* of cost at Rs 1.25 lakh per unit. Excess cost, if any, was to be borne by the State Government. As the State Government did not respond to the GOI offer, the GOI withdrew the offer in October 2005. Thus, departmental delay in responding to the proposal led to denial of benefit of

48. IEC: Information, Education and Communication.

Central assistance of Rs 0.94 crore. No reasons were furnished for the delay in responding to the proposal.

3.3.7.2 Construction of AWC buildings by State Government from it's own resources

Rs 55.75 crore was unnecessarily parked in PD account of ZPs.

State Government issued (2005-08) sanctions for construction of 4,459 AWC buildings from its own resources, through ZPs. No scheduled date of completion was indicated in sanction. Year-wise position of AWC buildings sanctioned, funds transferred to PD accounts of ZPs, and buildings completed was as under:

Table 4: Construction status of AWC buildings

S. No	Year	Number of AWC buildings		Funding			
		Sanctioned	Completed (percentage)	Cost of each building (Rs in lakh)	Departmental share and amount (Rs in crore)	Other Departments' share	Transferred to ZPs (Rs in crore)
1.	2005-06	1,010	652 (65)	1.65	60 *per cent* Rs 10.00	40 *per cent* (famine relief)	10.00
2.	2006-07	1,878	365 (19)	1.65	100 *per cent* Rs 30.99	Nil	30.99
3.	2007-08	1,571	Nil	2.00	100 *per cent* for 1,308 AWCs	-	14.76
					50 *per cent* for 263 AWCs; Total Rs 28.79	50 *per cent* of 263 AWCs by tribal area development	
	Total	**4,459**	**1,017 (23)**		**69.78**		**55.75**

The above table indicated that even after transferring Rs 55.75 crore to the ZPs for construction of 4,459 AWC buildings, only 1,017 buildings (23 *per cent*) could be completed (August 2008). The work of remaining 3,442 buildings could not be taken up mainly due to inability of ZPs to complete the works within the allotted amount of Rs 1.65 lakh per unit.

3.3.8 Inadequate facilities in AWCs

Out of 44,888 AWCs, 17,912 were operated in rented accommodation and 83 were running in open space.

Anganwadi center is the main delivery point of ICDS services like pre-school education, health check-up, immunisation, etc. In order to discharge the functions effectively, the AWCs require basic infrastructure facilities, such as spacious buildings with store, kitchen and toilets, drinking water, utensils, furniture (chairs), etc.

As on 30 June 2008, out of 44,888 AWCs in operation (other than mini AWCs), 24,999 (56 *per cent*) were running in government buildings, 17,912 in rented, 1,894 in rent-free government buildings and 83 were functioning in open space. The shortfall in facilities noticed during test check of 352 AWCs was as follows:

Table 5: Facilities at AWCs

Facility (Shortfall)	Number of AWCs	Percentage of shortfall
Drinking water	205	58
Separate kitchen and store room	223	69
Toilet and bathroom	174	49
Darri Patties	79	22
Indoor games	206	59
Weighing machines	41	12
Buckets	81	23
Utensils	34	10

This showed that required necessary facilities had not been provided in AWCs. The Government stated (September 2008) that efforts were being made for providing proper facilities.

3.3.9 Implementation of Supplementary Nutrition Programme (SNP)

SNP was provided from 29 to 72 *per cent* beneficiaries only.

Supplementary Nutrition Programme (SNP) is a food based scheme which offers nutrition prepared of wheat, soya, vitamins, sugar or salt and edible oil named as baby mix, Rajasthan mix, *murmure* or India mix. The supplementary nutrition was to be provided for 300 days in a year. Daily package of supplementary nutrition was to contain at least eight to ten grams of protein and 300 calories in case of malnourished children, 16 to 20 grams of protein and 600 calories for severely malnourished children and 20 to 25 grams of protein and 500 calories for expectant and lactating mothers and adolescent girls.

The number of beneficiaries identified by the Department during the survey of areas covered by ICDS and the number actually covered under SNP during the years 2003-08 is given in ***Appendix-3.13***.

As per ICDS guidelines, 40 *per cent* of the identified children, expectant and lactating mothers in rural areas and 75 *per cent* of the identified beneficiaries in tribal areas were to be covered. Against this, actual beneficiaries covered under SNP ranged between 40 to 42 *per cent* (children) and 60 to 72 *per cent* (women) in tribal areas. In other areas (mostly rural) the percentage of beneficiaries ranged between 29 to 35 (children) and 46 to 54 (women). The Government stated (September 2008) that all the children and expectant and lactating mothers in areas covered by ICDS were identified in compliance with Supreme Court instructions (2001) and supplementary nutrition was made available to beneficiaries who approached the AWCs. This indicated improper monitoring and implementation by the Department as large number of identified beneficiaries could not avail the benefit of supplementary nutrition.

3.3.9.1 Distribution of nutrition for lesser days

Large number of AWCs distributed nutrition less than 300 days a year.

As per norms, nutrition[49] for at least 300 days in a year was to be provided to beneficiaries of ICDS. The Department, however, provided nutrition for 263, 267, 268, 278 and 262 days during 2003-04, 2004-05, 2005-06, 2006-07 and 2007-08 respectively. Test check of information made available by 339 AWCs revealed the position of AWCs where nutrition was provided below 300 days during 2003-08 was as follows:

Table 6: Distribution of Supplementary Nutrition for lesser days

Nutrition days	Number of AWCs				
	2003-04	2004-05	2005-06	2006-07	2007-08
145 to 200	5	3	7	13	17
201 to 250	48	30	45	40	132
251 to 280	63	54	99	55	73
281 to 299	145	176	143	163	105
Total	**261**	**263**	**294**	**271**	**327**

Thus, 261 (77 *per cent*) to 327 (96 *per cent*) AWCs failed to provide nutrition for 300 days. Reasons for distribution of nutrition for lesser days as attributed (September 2008) by the Department were (i) delay in procurement of supplementary nutrition during 2005-06 and 2007-08, (ii) delay in transportation of nutrition from CDPO godown to AWCs and (iii) availing of leave intermittently by AWWs.

3.3.9.2 Shortage of supplementary nutrition

Shortage of 5,138 bags of Supplementary nutrition valuing Rs 0.20 crore.

Supplementary nutrition (baby mix/India mix/*Panjiri*) received at godown of CDPOs from manufacturers was to be stored for further distribution to beneficiaries. Every CDPO was required to maintain proper receipt and distribution records of supplementary nutrition distributed.

Audit observed that at CDPOs, Devgarh (District Rajsamand) and Nimbahera (District Chittorgarh) no receipt and distribution registers of nutrition were maintained during 2005-08. Scrutiny of the receipt challans and monthly progress reports revealed shortages of Supplementary nutrition, as follows:

Table 7: Shortage of supplementary nutrition

(Number of bags)

Year	Date	Opening balance	Receipt	Issue as per records available	Closing balance		Date	Shortage
					Date	Quantity		
CDPO, Devgarh								
2006-07	1.4.06	1,520	5,186	2,781	31.3.07	Nil	31.3.07	3,925
2007-08	1.4.07	Nil	3,626	2,275	31.3.08	194	31.3.08	1,157
Total		**1,520**	**8,812**	**5,056**		**194**		**5,082**
CDPO, Nimbahera								
2005-06	21.10.05	1,374	2,250	3,568	5.5.06	Nil	5.5.06	56

49. Ready to eat food

There was a shortage of 5,138[50] (5,082 + 56) bags of Supplementary nutrition (value: Rs 0.20 crore) as indicated above. The shortage could be due to pilferage of Supplementary nutrition. The Department agreed (September 2008) to investigate the matter.

3.3.10 Packages of Health Services

3.3.10.1 Short supply of medicine kits

Supply of medicine kits ranged between 56 and 74 *per cent* of requirement.

As a vital input to provide the essential service of health check up, each AWC was to be provided every year with a medicine kit consisting of easy to use and dispensable medicines to remedy common ailments like cough and common cold, skin infections, etc. Medicine kits were procured by Directorate and distributed among AWCs through CDPOs once in a year. The year-wise position of purchase and distribution of medicine kits was as follows:

Table 8: Distribution of Medicine Kits

Year	No. of operational AWCs	No. of kits distributed	Shortfall (Nos.)
2003-04	35,686	17,541	18,145
2004-05	35,781	17,541	18,240
2005-06	35,817	35,821	Nil
2006-07	41,985	39,370	2,615
2007-08	48,354	46,862	1,492

Thus, shortfall in distribution of medicine kits ranged between 1,492 (2007-08) and 18,240 (2004-05), despite the fact that there was no shortage of GOI funds. The Department stated (September 2008) that the kits purchased in last month of 2003-04 were supplied in 2003-04 and 2004-05. There were no purchases during 2004-05. Scrutiny of information made available by 353 AWCs of 36 CDPOs revealed that the availability of medicine kits during 2003-08 ranged from 196 (56 *per cent* in 2003-04) to 261 (74 *per cent* in 2005-06) against total requirement of 353. The above position indicated that the AWCs were not equipped with medicine kits.

3.3.10.2 Short distribution of Iron Folic Acid Tablets (IFAT)

Distribution of IFAT to expectant mothers less than the prescribed norms.

Expectant mothers were to be given IFAT through AWCs. As per NHFS-III only 12.8 *per cent* of eligible women against all India figure of 22.3 *per cent* were given IFAT in the State. Scrutiny of information made available by 332 AWCs (of 36 CDPOs) revealed that on an average every expectant mother was given 54 IFAT against the prescribed norm of 90 IFAT during the period 2003-08. The Department stated (September 2008) that IFAT could not be purchased due to lack of budget provision.

50.

2005-06:	56 bags *murmure* weight 1.4 MT (value: Rs 0.24 lakh)
2006-07:	546 bags baby mix weight 13.65 MT (value: Rs 2.39 lakh)
2006-07:	3,379 bags India mix weight 84.475 MT (value: Rs 10.07 lakh)
2007-08:	672 bags baby mix weight 20.966 MT (value: Rs 4.77 lakh)
2007-08:	485 bags *panjiri* weight 12.004 MT (value: Rs 2.94 lakh)
Total :	**5,138 bags (value: Rs 20.41 lakh)**

3.3.11. Information, Education and Communication (IEC) and Community Participation

IEC activities not executed.

The main objective of the IEC was to bring out behavioral changes related to child caring and rearing practices, preventing malnutrition, adoption of appropriate nutrition and health practices for adolescent girls, expectant and lactating mothers and children under three years of age. IEC activities were to be carried out through workshops and seminars at districts, projects (block) and AWC levels through printed booklets, folders, charts, handbills, magazines, dissemination of messages through celebration of issue based *Jan-Jagran* weeks/months, etc.

Scrutiny revealed that no budget was allotted for IEC activities during 2004-05 and 2006-07 and no seminars/workshops were organised at field levels by LS during the period 2004-08.

Further, it was noticed that all the 66 over head projectors purchased by UNICEF during 2001-02 and supplied to CDPOs for IEC activities were lying idle. The Department attributed non-availability of operators to be the reason for their idling.

Similarly, 10,000 cassettes (value: Rs. 0.03 crore) and 297 compact discs (CDs) (value: Rs. 0.01 crore) of *Chetna Geet* purchased by the Director during 2005-06, could not be put to use due to non-purchase of VCD (CD Players) proving the expenditure on cassette, etc. wasteful.

As per GOI guidelines (12 October 2004) for wide publicity of ICDS, women groups (*Mahila mandals*) were to be constituted at each AWC. Out of 353 AWCs test checked *mahila mandals* were not constituted in 116 AWCs as of March 2008. Reasons for non constitution of women group were neither intimated nor were on record. Thus, the objective of IEC could not be achieved fully.

3.3.12 Adolescent Girls' Scheme (Kishori Shakti Yojana)

The *Kishori Shakti Yojana* (KSY) was a Centrally sponsored scheme for adolescent girls (11 to 18 years) under ICDS. This was being implemented from September 2000 through AWCs with the objectives to (i) improve the nutritional and health status of girls, (ii) provide the required literacy and numerical skills through non-formal stream of education, (iii) improve/upgrade home-based and vocational skills; and (iv) to encourage adolescent girls to initiate various activities to be proved as productive and useful members of the society. Under KSY, the unmarried girls of poor families and school dropouts were selected and attached to the local AWC for learning and training activities. At each project twenty batches of 30 girls each from 20 villages (total 600 girls) were to be selected for implementation of the scheme. Training camps were to be organised by CDPOs/DDs.

The position of budget allocation, utilisation and the number of girls benefited under the scheme during the period 2003-08 was as given in ***Appendix-3.14***.

There were savings ranging between 30 and 69 *per cent* during the period 2003-08. The shortfall in the girls actually covered as against eligible ranged from 11 to 47 *per cent* as shown in ***Appendix 3.14***. The Department had also not evaluated the effects of implementation of the scheme.

3.3.13 Manpower management

3.3.13.1 Shortage of staff

Manpower was deployed in excess/ shortage as per GOI norms.

The GOI, revised (April and August 2003) the staffing pattern of ICDS implementing offices at State, District and Project level. Year-wise position of manpower at district and project level for the years 2003-08 is given in ***Appendix-3.15*** and ***3.16***. A summary of manpower position is given in ***Appendix-3.17***.

As may be seen from ***Appendix-3.17*** the number of vacant posts at project level increased from 65 in January 2004 to 623 in January 2008. At the district level the vacancies increased from 49 in January 2004 to 82 in January 2008. However, there was an excess of LDCs/UDCs at the project level.

Further, during test check of records of CDPO offices, it was observed that during 2003-08 in four[51] Project Offices, no regular CDPOs were posted for three to five years. As per norms there should be one Lady Supervisor for 25 AWCs. Whereas in Devgarh (District Rajsamand), one Lady Supervisor was looking after the work of 97 AWCs since July 2004. Department stated (September 2008) that efforts were being made to fill up the vacant posts through recruitment and deputation from other departments.

On the other hand 16 officials were posted in excess of sanctioned strength at Headquarters office (Directorate) during the period 2005-08. A sum of Rs 56.81 lakh was paid to the excess staff on pay and allowances against vacant field office posts. It was further noticed that although 76 Project Offices were running without CDPOs, two ACDPOs remained posted at Directorate without any sanctioned post. Department stated (September 2008) that work load at Directorate increased due to merger of 66 ICDS-III projects in general ICDS, for this additional work there was no corresponding increase in sanctioned strength.

3.3.13.2 Training

Shortfall in training ranged between 41 and 26 *per cent* and capacity of training centers under utilised.

Training is key element for capacity building of all the functionaries of ICDS at all levels. The GOI, WCD Department, formulated (May 1999) an ICDS training programme called UDISHA (division for social and health awareness) to impart training to ICDS functionaries. Training of Lady Supervisor, AWWs and *Anganwadi* Helpers (AWHs) were organised at *Anganwadi* Training Centers. Training for CDPOs was organised by National Institute of Public Cooperation and Child Development (NIPCCD), New Delhi.

51. Amet, Bhadra, Bhim and Devgarh

A sum of Rs 4.31 crore was available on 31 March 2003 for training under UDISHA. During the period 2003-08, further grant of Rs 4.85 crore (2003-04) was received from GOI. Out of total available amount of Rs 9.16 crore, Rs 6.49 crore was spent and Rs 2.67 crore were surrendered (March 2007).

It was noticed that though Department failed to meet its own target of training 46,187 persons by leaving 14,379 persons (31 *per cent*) untrained, it had sought to surrender Rs 2.67 crore meant for training. Details of targets and achievement are given in ***Appendix-3.18***.

The reasons given for non-achievement of target were (i) delay in implementation of programme during 2003-04 and (ii) non-attending of training due to family and domestic problems of AWWs and AWHs.

3.3.14 Inadequate visits to AWCs by CDPOs and DDs

Shortfall in visits of AWCs by CDPOs/DDs affected the working of AWCs.

As per the departmental circular (July 2003), each CDPO was to visit 45 AWCs in a month or undertake 540 visits in a year to ensure continuous availability of ICDS services to beneficiaries. From the information furnished by 37 CDPOs, it was seen that except CDPOs, Aligarh and Malpura (Tonk) and Chhoti Sadri (Chittorgarh), no CDPO carried out prescribed number of visits. CDPOs, Newai and Nohar did not visit any AWC. The percentage of shortfall ranged between one to 25 in three CDPOs, 26 to 50 in four CDPOs, 51 to 75 in four CDPOs and 76 to 99 in 11 CDPOs during the period 2003-08.

Similarly, each DD was required to visit 30 AWCs in a month or 360 visits during the year. As per the information made available by five[52] DDs (out of seven test checked) none of the DDs visited AWCs as per prescribed norms during the period 2003-08. Percentage of average shortfall in visits of AWCs was 11, 34, 42, 50 and 57 in case of DDs, Chittorgarh, Rajsamand, Barmer, Hanumangarh and Jaipur respectively. Thus, due to shortfall in visit of AWCs by the CDPOs and DDs, adequate supervision of their activities could not be ensured. Department stated (September 2008) that owing to excessive work load, officers could not visit AWCs upto the prescribed norms.

3.3.15 Monitoring and Evaluation

The State Government was required to form a Co-ordination Committee of related Departments, viz. Education, Health, Social Welfare, Water Supply, Agriculture and Rural Development at State Level, to facilitate planning, monitoring and evaluation of the projects. Similar committees at the districts and block levels were also to be formed.

Though, State Level Co-ordination Committee with Medical and Health Department was constituted, no meetings were held since October 2002. District level and Block level Co-ordination Committees were not constituted

52. Barmer, Chittorgarh, Hanumangarh, Jaipur and Rajsamand.

at three[53] districts test checked. District Deputy Directors intimated that departmental officers attended meetings held by District Collectors from time to time. Similarly, meetings of WCD Departmental officers/officials were organised at all projects during each month and implementation of scheme was reviewed. Replies were not furnished by DDs Ajmer, Jaipur and Rajsamand. Thus, Department did not co-ordinate with other Departments for effective implementation of the scheme.

3.3.16 Conclusion

The ICDS scheme being implemented in the State failed to achieve fully the objectives of providing basic services in critical areas like nutrition, health check up and education to pre-school children. Number of *Anganwadi* centers in operation fell short of prescribed norms. Minimum amenities like proper accommodation and basic facilities of safe drinking water, toilets, etc. were not available in most of the AWCs. Staff availability at project and district level was not adequate. Supplementary nutrition could not reach the targeted beneficiaries fully. Capacity utilisation of the training centers was poor.

3.3.17 Recommendations

- Department should make special efforts to cover all the targeted 75 *per cent* (in tribal areas) and 40 *per cent* (in rural areas) of identified beneficiaries under SNP.

- CDPOs and DDs should regularly visit AWCs for effective supervision of ICDS activities.

- Monitoring at Government, district and block levels should be strengthened by regularly holding of inter-departmental meetings for effective implementation of various components of the scheme.

- Sanctioned posts at Directorate should be revised so that expenditure on pay and allowances could be correctly charged to Non-Plan (State) instead of CSS.

53. Barmer, Hanumangarh and Tonk.

APPENDIX-3.13

(Refer paragraph 3.3.9; page 80)

Beneficiaries identified and covered

Year	Beneficiaries identified				Beneficiaries Covered				Percentage of beneficiaries covered to those identified			
	Children		Women		Children		Women		Children		Women	
	Tribal	Others	Tribal	Others	Tribal	Others	Tribal	Others	Tribal	Others	Tribal	Others
2003-04	11.63	62.85	1.69	10.94	4.68	21.3	1.08	5.35	40	34	64	49
2004-05	11.1	61.86	1.65	10.38	4.71	21.5	1.18	5.63	42	35	72	54
2005-06	8.46	63.70	1.24	11.17	3.53	22.34	0.87	8.76	42	35	70	52
2006-07	12.55	65.35	2.12	11.64	4.96	20.56	1.27	5.78	40	31	60	50
2007-08	13.59	71.59	2.37	13.02	5.68	20.74	1.54	6.04	42	29	65	46

APPENDIX-3.14

(Refer paragraph 3.3.12; page 83)

Statement showing utilisation of funds under KSY

Year	Allot-ment (Rs in crore)	Expenditure (Rs in crore)	Savings (Rs in crore)	Percen-tage savings	No. of blocks	Target at the rate of 600 girls/ block	Actual beneficiaries	Shortfall (*per cent*)
2003-04	1.82	0.57	1.25	69	257	1,54,200	82,271	71,929 (47)
2004-05	1.82	0.87	0.95	48	257	1,54,200	92,321	65,939 (43)
2005-06	1.82	0.57	1.25	69	257	1,54,200	91,728	62,472 (41)
2006-07	2.83	1.26	1.57	55	274	1,64,400	1,25,373	39,027 (24)
2007-08	2.83	1.97	0.86	30	278	1,66,800	1,48,913	17,887 (11)
Total	**11.12**	**5.24**	**5.88**					

APPENDIX-3.15

(Refer paragraph 3.3.13.1; page 84)

Year-wise position of sanctioned and working manpower (At district level) (DD Office)

S. No.	Designation	Per project staff as per GOI	January 2004			January 2005			January 2006			January 2007			January 2008		
			Sanctioned manpower	Actual	Excess (+)/ Shortage (-)	Sanctioned manpower	Actual	Excess (+)/ Shortage (-)	Sanctioned manpower	Actual	Excess (+)/ Shortage (-)	Sanctioned manpower	Actual	Excess (+)/ Shortage (-)	Sanctioned manpower	Actual	Excess (+)/ Shortage (-)
1.	Dy. Director	32	31	30	(-)1	31	28	(-)3	31	31	Nil	31	29	(-)2	31	20	(-)11
2.	Statistical Assistant	32	31	16	(-)15	31	18	(-)13	31	19	(-)12	31	19	(-)12	31	20	(-)11
3.	Office Assistant	32	31	20	(-)11	31	19	(-)12	31	19	(-)12	31	20	(-)11	31	16	(-)15
4.	UDC/LDC	32	62	53	(-)9	62	53	(-)9	62	54	(-)8	62	50	(-)12	62	47	(-)15
5.	Driver	32	31	31	Nil	31	17	(-)14	31	18	(-)13	31	18	(-)13	31	18	(-)13
6.	Peon	32	31	18	(-)13	31	17	(-)14	31	16	(-)15	31	12	(-)19	31	14	(-)17
	Total				**(-)49**			**(-)65**			**(-)60**			**(-)69**			**(-)82**

APPENDIX-3.16

(Refer paragraph 3.3.13.1; page 84)

Year-wise position of sanctioned and working manpower (At project level)

S. No.	Designation	Per project staff as per GOI	January 2004			January 2005			January 2006			January 2007			January 2008		
			Sanctioned manpower	Actual	Excess (+)/ Shortage (-)	Sanctioned manpower	Actual	Excess (+)/ Shortage (-)	Sanctioned manpower	Actual	Excess (+)/ Shortage (-)	Sanctioned manpower	Actual	Excess (+)/ Shortage (-)	Sanctioned manpower	Actual	Excess (+)/ Shortage (-)
1.	CDPO/ ACDPO	01	257	152	(-) 105	257	152	(-)105	257	195	(-)62	274	198	(-)76	278	226	(-)52
2.	Supervisors	01	1735	1436	(-)299	1735	1436	(-)299	2176	1331	(-)845	21376	1395	(-)781	2236	1457	(-)779
3.	Junior Accountant and Statistical Assistant	01	257	174	(-)83	257	193	(-)64	257	169	(-)88	274	167	(-)107	278	165	(-)113
4.	UDC/LDC	01	257	598	(+)341	257	563	(+)306	257	555	(+)298	274	591	(+)317	278	590	312
5.	Driver	01	257	164	(-)93	257	155	(-)102	257	156	(-)101	274	156	(-)118	278	154	(-)124
6.	Peon	01	257	431	(+)174	257	426	(+)169	257	422	(+)165	274	415	(+)141	278	411	(+)133
	Total				**(-)65**			**(-)95**			**(-)633**			**(-)624**			**623**

APPENDIX-3.17

(Refer paragraph 3.3.13.1; page 84)

Summary of manpower position

Excess (+) and Shortage (-) of manpower at project and district level offices

S.No.	Designation	January 2004	January 2005	January 2006	January 2007	January 2008
	At project level					
1.	CDPO/ACDPOs	(-) 105	(-) 105	(-)62	(-) 76	(-) 52
2.	LS	(-) 299	(-) 299	(-) 845	(-) 781	(-) 779
3.	Junior Accountant and Statistical Assistant	(-) 83	(-) 64	(-) 88	(-) 107	(-) 113
4.	LDC/UDC	(+) 341	(+) 306	(+) 298	(+) 317	(+) 312
5.	Driver	(-) 93	(-) 102	(-) 101	(-) 118	(-) 124
6.	Peon	(+) 174	(+) 169	(+) 165	(+) 141	(+) 133
	Total	**(-) 65**	**(-) 95**	**(-) 633**	**(-) 624**	**(-) 623**
	At district level					
1.	Dy. Director	(-) 1	(-) 3	Nil	(-) 2	(-) 11
2.	S.A.	(-) 15	(-) 13	(-) 12	(-) 12	(-) 11
3.	Office Assistant	(-) 11	(-) 12	(-) 12	(-) 11	(-) 15
4.	LDC/UDC	(-) 9	(-) 9	(-) 8	(-) 12	(-) 15
5.	Driver	Nil	(-) 14	(-) 13	(-) 13	(-) 13
6.	Peon	(-) 13	(-) 14	(-) 15	(-) 19	(-) 17
	Total	**(-) 49**	**(-) 62**	**(-) 60**	**(-) 69**	**(-) 82**

APPENDIX-3.18

(Refer paragraph 3.3.13.2; page 85)

Statement showing training of ICDS functionaries

Year	Targets					Achievement					Percentage
	AWWs	AWHs	LSs	CDPOs	Total	AWWs	AWHs	LSs	CDPOs	Total	
2003-04	5,116	2,459	868	Nil	8,443	3,376	1,733	632	Nil	5,741	68
2004-05	2,741	3,564	835	Nil	7,140	1,493	1,962	775	Nil	4,230	59
2005-06	10,605	1,757	701	30	13,093	7,390	1,035	495	28	8,948	68
2006-07	9,371	Nil	598	30	9,999	7,026	Nil	340	21	7,387	74
2007-08	6,377	160	797	178	7,512	4,897	107	433	65	5,502	73
Total	**34,210**	**7,940**	**3,799**	**238**	**46,187**	**24,182**	**4,837**	**2,675**	**114**	**31,808**	**69**