CHAPTER-II
PERFORMANCE AUDIT
SOCIAL WELFARE DEPARTMENT

2.1 Integrated Child Development Services

Executive Summary

Introduction

Integrated Child Development Services (ICDS) is India's response to the challenge of breaking a vicious cycle of malnutrition, impaired development, morbidity and mortality in young children. It responds to the inter-related needs of children below six years, pregnant women, lactating mothers and adolescent girls in a comprehensive manner.

(Paragraph-2.1.1)

Infant/maternal mortality rates

Social Welfare Department, Government of Bihar (SWD) did not prescribe benchmarks for identification of prevalence of underweight children, anemia in case of pregnant/lactating women and Infant Mortality Rate and Maternal Mortality Rate in Bihar. Therefore, the output of implementation of ICDS in the State could not be gauged.

(Paragraph-2.1.11.3)

Universalisation of ICDS

Hon'ble Supreme court (SC) directed that each habitation should have a functional *Anganwadi* centre and ICDS should be extended to all children upto the age of six years and all pregnant and lactating mothers. Despite the orders, ICDS scheme was extended to only 44 to 46 *per cent* of eligible children, 55 to 58 *per cent* of eligible pregnant/lactating mothers and 10 to 20 *per cent* of adolescent girls as SWD failed to furnish specific requirement of AWCs in the State to Ministry of Women and Child Development, Government of India (MoWCD).

(Paragraph-2.1.7.3)

Planning

Perspective plan for the mission period was not prepared, whereas Annual Plans were prepared at State level without any inputs from Districts/Projects offices/*Anganwadi* Centers. The Department did not maintain the data on malnourished children. As a result, existing gaps prevailing in programme implementation such as prevalence of underweight/malnourished children, number of children out of preschool education, cases of anemia *etc.* were not assessed in any of the Annual Plans.

(Paragraphs-2.1.8.1 and 2.1.8.2)

Financial management

The Department could not spend the released funds fully in any of the years from 2011 to 2016 due to delayed release of funds by ICDS Directorate. Consequently, Government of India (GoI) did not release its subsequent share during fourth quarter of 2013-14 and 2015-16 under ICDS (General). Besides, Directorate had submitted incorrect Statement of Expenditure and Utilisation Certificates to GoI resulting in reporting of ₹14.50 crore as expenditure though the amount remained in the bank account.

(Paragraphs-2.1.9 and 2.1.9.2)

Shortage of Anganwadi Centres

There were only 84,098 Rural *Anganwadi* Centres (AWCs) against 1,12,272 *Panchayat* Wards in 503 rural project offices of Bihar leaving 28,174 (25 *per cent*) Wards in rural areas without any AWCs. Further, 21,366 AWCs and 1675 mini AWCs sanctioned by GoI in November 2014 were not operationalised as on March 2016 as SWD had not identified the population belonging to Schedule Caste (SC)/Schedule Tribes (ST)/Minorities which was a pre-requisite for opening the AWCs.

(Paragraphs-2.1.7.2 and 2.1.7.3)

Infrastructure development

Out of functional 86,752 AWCs in the State, only 24,515 AWCs (28 *per cent*) were running in Government buildings while remaining 62,237 AWCs were running from either rented houses or from places like *Panchayat* office, community hall, open places *etc*. The test-checked 585 AWCs lacked facilities like toilet, drinking water, indoor/outdoor activities, sufficient utensils for preparation and serving of food. Despite availability of funds for construction and upgradation of AWC buildings, the Department did not finalise the budget head for drawals of funds till 2014-15. Therefore released funds could not be drawn from treasury. As a result of delayed finalisation of budget head, the Department could not utilise the funds released by GoI during 2013-15 for construction of 2,915 AWCs and upgradation of 4,405 AWCs.

(Paragraphs-2.1.10, 2.1.10.1 and 2.1.10.2)

Implementation of six services of the scheme

Supplementary Nutrition Programme was not provided for targeted 300 days in any of the 585 test-checked AWCs. The prescribed checks to ensure specified standards and quality/ nutrition value of supplementary nutrition were not carried out by Food and Nutrition Board in the State. Besides, hygiene and safety could not be ensured as kitchen and safe water facility was available in only 29,495 (34 *per cent*) and 29,643 (34 *per cent*) of AWCs respectively out of functional 86,752 AWCs. Wheat Based Nutrition Programme (WBNP) to ensure the availability of foodgrains at cheaper rates was not implemented in all AWCs of the State. Medicine kits/Pre-school kits were not available in any of the test-checked AWCs. Data on Immunisation was not maintained at any level in ICDS. Severely malnourished children were not referred to PHC/Hospital.

(Paragraphs-2.1.11, 2.1.11.1 and 2.1.11.2)

Institutional arrangement for monitoring

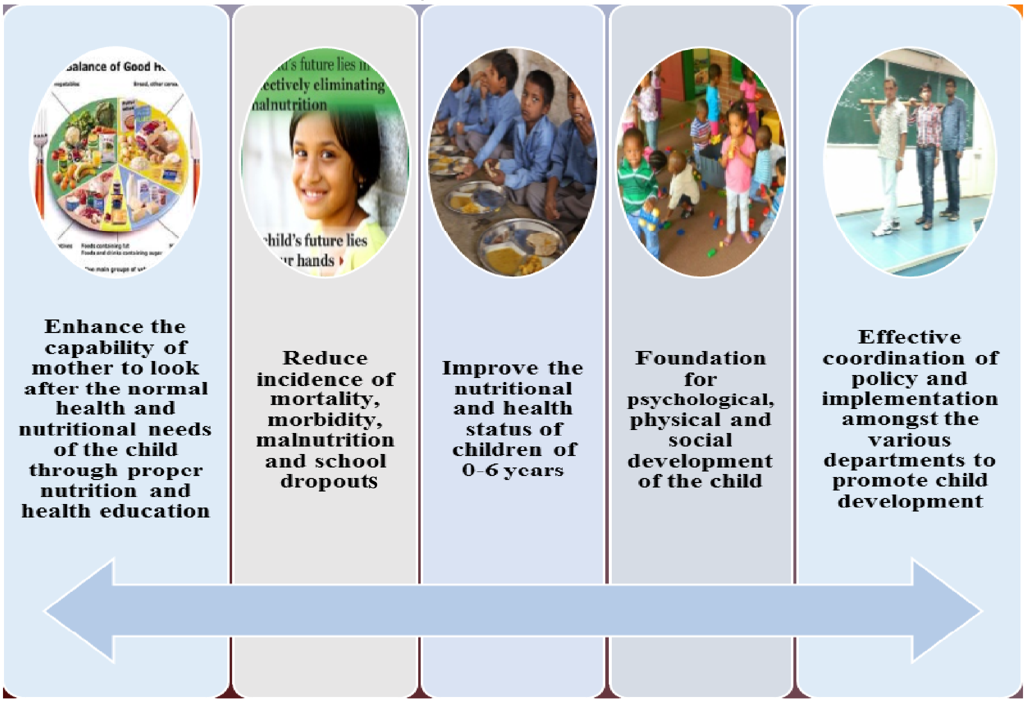
Government of Bihar did not constitute State Mission Steering Group and State Empowered Programme Committee for monitoring ICDS. Bihar Integrated Child Development Society was constituted for overseeing child development and nutrition system in December 2015 only. However, the Governing body for the Society is yet to be constituted (August 2016). As meetings of the monitoring committees in the State and in eight test-checked districts were not convened so far (August 2016), the monitoring of the scheme was inadequate.

(Paragraphs-2.1.14 and 2.1.14.1)

2.1.1 Introduction

Integrated Child Development Services (ICDS) Scheme, a flagship programme of Government of India (GoI) was launched in 1975 for providing a package of six services (Supplementary Nutrition Programme (SNP), Immunisation, Health Check-up, Referral Services, Pre-school Non-formal Education and Nutrition and Health Education) to combat malnutrition, impaired development, morbidity and mortality in young children and inter-related needs of pregnant women, lactating mothers and adolescent[5] girls. The scheme was to be implemented in Mission Mode during 12th Five Year Plan (2012-2017). The objectives of the ICDS Scheme are shown in **Chart no. - 2.1.1**:

Chart no. - 2.1.1
Objectives of ICDS



(Source: Guidelines of ICDS scheme)

In Bihar, the scheme was commenced in the year 1975 with two project offices covering 277 *Anganwadi* Centres (AWCs) and is expanded to 544 project offices and a sanctioned strength of 1,14,718 AWCs with 86,752 functional AWCs as of March 2016.

2.1.2 Organisational set-up

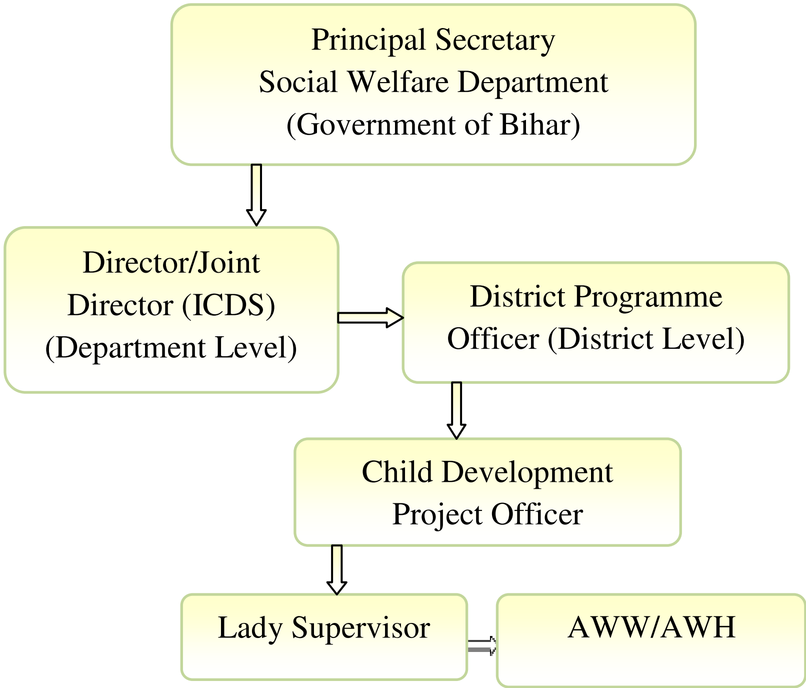
The Director, ICDS is the implementing officer of the scheme at the State level under overall supervision of the Principal Secretary, Social Welfare Department (SWD), Government of Bihar (GoB). At the district level, the scheme is being implemented and co-ordinated by District Programme Officers (DPOs) ICDS, while at the block level, the Project Offices are headed by Child Development Project Officers (CDPOs) assisted by Lady Supervisors (LSs). Further, AWCs run by *Anganwadi* Workers (AWWs) and *Anganwadi* Helpers (AWHs) are the village/habitation level implementation units of the

---

5 *At this stage, girls stand at the threshold of adulthood. This stage is intermediary between childhood and womanhood.*

scheme. The officers and officials responsible for implementation of the scheme are given in **Chart no. - 2.1.2**:

Chart no. - 2.1.2
Organisational chart



(Source: Information provided by Social Welfare Department)

2.1.3 Audit objectives

The objectives of the performance audit were to assess and evaluate whether:

- proper planning was done to ensure coverage of the specified six services to all children aged upto six years, pregnant women, lactating mothers and adolescent girls;
- funds allocated and released were adequate and utilised economically and efficiently for the specified services;
- infrastructure facilities were adequate to cover the services to be provided;
- the specified six services of the scheme were implemented efficiently and effectively;
- deployment and training of manpower under the scheme were adequate for effective delivery of services;
- benchmarks were clearly set to achieve the intended indicators such as reduction in underweight, anemia, Infant Mortality Rate (IMR), Maternal Mortality Rate (MMR) *etc.* for assessing the outcome of the scheme; and
- system of monitoring and review was in place and effective.

2.1.4 Audit criteria

The criteria adopted to achieve the audit objectives were as follows:

- Scheme guidelines and framework for implementation of ICDS;
- Bihar Financial Rules 2005 and Bihar Treasury Code 2011; and
- Directions/circulars issued regarding scheme implementation by GoI and GoB.

2.1.5 Audit scope and methodology

The Performance Audit of ICDS for the period 2011-16 was conducted during April to July 2016 through test-check of records of the SWD Secretariat, Directorate of ICDS, 10 out of 38 DPOs, 39 CDPOs (out of 149 CDPOs of test-checked districts) and 585 AWCs by selecting 15 AWCs from the office of each CDPO. Districts *i.e.* DPOs were selected by using 'Probability Proportionate to Size Without Replacement' (PPSWOR) method whereas CDPOs and AWCs were selected by using 'Simple Random Sampling Without Replacement' (SRSWOR) method.

The audit methodology consisted of document analysis, responses to audit queries, collection of information through questionnaires, proforma and joint physical verification along with beneficiary surveys.

In each test-checked office of CDPO, joint physical verification with the ICDS functionaries was conducted in five AWCs. Besides, five beneficiaries under each project office were also surveyed to identify the impact of the implementation of the scheme. Audit observations were based on analysis of information and data collected during audit from above mentioned units.

An entry conference was conducted in March 2016 with the Principal Secretary, SWD wherein the audit objectives, audit criteria and methodology were discussed at the beginning of the Performance Audit. At the end of audit, an exit conference was held in November 2016 with the Principal Secretary, SWD and replies/views on the audit observations are duly incorporated.

2.1.6 Audit findings of earlier Performance Audit

The findings of the Performance Audit on ICDS for the period 2002-07 were featured in paragraph 3.2 of Comptroller and Auditor General's Audit Report (Civil) for the year ended 31 March 2007. Major deficiencies highlighted in the Report such as failure to operationalise AWCs, inadequate infrastructure facilities and coverage of the scheme persisted during the current audit also as discussed in subsequent paragraphs:

2.1.7 Universalisation of ICDS Services

2.1.7.1 Shortcomings while complying with Hon'ble Supreme Court orders

Hon'ble Supreme Court (SC) ordered (November 2001, April 2004 and October 2004) for universalisation of ICDS and directed that every habitation should have a functional ICDS centre (*Anganwadi*) and ICDS should be extended to all children up to the age of six years and all pregnant and nursing mothers. Hon'ble SC subsequently directed (December 2006) GoI to sanction and operationalise AWCs in each habitation by December 2008 and identify SC and ST hamlets/habitations for AWCs on a priority basis.

To comply with the directions of Hon'ble SC, GoI revised (April 2007) the population norms of AWCs and Mini AWCs (one AWC for 400-800 population and one Mini AWC for 150-400 population). Further, GoI also directed the State Governments to undertake a micro level survey to identify predominantly SC/ST/Minority habitations based on revised population norms and furnish specific requirement of additional AWCs and Mini AWCs by 15

May 2007. The shortcomings noticed while complying with the directives of the Hon'ble SC as well as GoI are discussed in the following paragraphs:

2.1.7.2 Shortage of AWCs

During scrutiny of records, it was observed that without completing micro level survey, SWD conveyed (October 2007) a projected requirement of 5,440 AWCs and 5,440 Mini AWCs to GoI. Instead of identifying pre-dominantly SC/ST/Minorities habitations as per revised population norms as directed by GoI, SWD subsequently assessed and forwarded to GoI, the requirement of AWCs thrice between December 2011 and March 2013 on different criteria such as population of children in the age group of 0-6 years (as per Census 2011) and coverage area of an AWC co-terminous with the Ward boundaries of *Panchayats.* However, the latest revised proposal based on Ward boundaries did not include requirement of urban project offices.

Accordingly, GoI sanctioned for the State, 5,440 AWCs and 5,440 mini AWCs in February 2009 and 21,366 AWCs and 1,675 mini AWCs in November 2014. However, it was observed that none of the AWCs sanctioned in November 2014 were operational till date of audit (June 2016) as SWD had not identified the habitations predominantly belonging to SC/ST and Minority communities which was a pre-requisite for opening of new AWCs.

In absence of a micro level survey, the SWD failed to assess the actual requirements of additional AWCs/mini AWCs in the State.

Further, according to the criteria adopted by SWD, there was only 84,098 Rural AWCs against 1,12,272 *Panchayat* Wards in 503 rural projects of Bihar leaving 28,174 (25 *per cent*) of *Panchayat* Wards in rural areas without any AWCs. Thus, in absence of a micro level survey, the SWD failed to assess the actual requirements of additional AWCs/mini AWCs in the State.

2.1.7.3 ICDS services not extended to eligible beneficiaries

Despite directions of Hon'ble Supreme Court, the AWCs had not extended the services of ICDS to every eligible beneficiary and continued with the criteria of 80 children, 16 pregnant/lactating mothers and three adolescent girls for coverage.

As directed by Hon'ble SC, SWD issued orders (November 2010) to all district/project officials to extend ICDS to all eligible children (six months to six years) and pregnant/lactating mothers under the coverage area of an AWC instead of the existing norms of 80 children, 16 pregnant/lactating mothers and three adolescent girls under an AWC. The SWD also directed to submit AWC-wise list of all beneficiaries so that action could be taken for allotment of the required funds.

Scrutiny in test-checked districts revealed that AWCs had not extended the services of ICDS to every eligible beneficiary and continued with the criteria of 80 children, 16 pregnant/lactating mothers and three adolescent girls. The CDPOs also did not provide the list of total eligible beneficiaries of AWCs to the Directorate to allocate additional funds.

The beneficiaries eligible for the services under the scheme in the State as per the orders of Hon'ble SC are given in the **Table no. - 2.1.1**:

Table no. - 2.1.1

Details of beneficiaries covered under the scheme in the State

(Number in lakhs)

Period	Children (six months to six years)		Pregnant/ lactating mothers		Adolescent Girls	
	Population	Coverage (percentage)	Population	Coverage (percentage)	Population	Coverage (percentage)
2011-12	Not available					
2012-13	110.08	48.58 (44)	17.52	10.09 (58)	49.21	9.83 (20)
2013-14	111.77	49.66 (44)	18.21	10.50 (58)	49.83	9.81 (20)
2014-15	99.45	45.27 (46)	17.17	9.52 (55)	53.03	9.12 (17)
2015-16	100.73	44.98 (45)	16.94	9.52 (56)	50.75	4.88 (10)

(Source: Information provided by Directorate)

From the **Table no. - 2.1.1**, it was evident that only 44 to 46 *per cent* of eligible children, 55 to 58 *per cent* of eligible pregnant/lactating mothers and 10 to 20 *per cent* of adolescent girls were covered under ICDS in the State during 2012-16.

Thus, the failure of the SWD to adhere to the directives of the Hon'ble SC resulted in depriving the benefits of the scheme to a major chunk of eligible population. During exit conference the Principal Secretary, SWD attributed (November 2016) inadequate coverage to shortage of staff in DPO and CDPO offices and need of huge resources to meet the target.

2.1.7.4 SC and ST hamlets/habitations not identified for AWCs

Scrutiny of records in the Directorate of ICDS as well as test-checked DPOs revealed that SC and ST hamlets/habitations were not identified in any of the AWCs as SWD did not carry out the micro-level survey to identify SC/ST habitations as per directives of Hon'ble SC. Thus, the under-privileged sections of the society were not prioritised for the services under the scheme, despite directions from the Hon'ble SC.

On being asked, SWD admitted (November 2016) the fact and stated that:

- Universalisation of the scheme was in progress; and
- Regarding less coverage of beneficiaries, guidelines had been issued to all CDPOs to cover all the eligible beneficiaries.

During exit conference Principal Secretary, SWD stated (November 2016) that micro-level survey could not be completed as the State is heavily populated and vast areas should have to be covered.

However, no reply was given regarding the failure of SWD to operationalise 21,366 AWCs and 1,675 mini AWCs sanctioned for the State in November 2014 due to its failure in identifying population predominantly belonging to SC/ST/Minorities.

Recommendations

The SWD should:

- ***comply in full with the directives of the Hon'ble SC regarding assessing the need of AWCs in each habitation,***
- ***identify the habitations of weaker sections of the society; and***
- ***work towards universalisation of ICDS scheme.***

2.1.8 Planning

The directives issued by Ministry of Women and Child Development, Government of India (MoWCD) regarding implementation of ICDS envisaged that planning based on locally relevant strategies is required to achieve the core objectives of the scheme. The SWD had prepared Annual Programme Implementation Plans (APIPs) to address the requirements of the State through ICDS. However, the following shortcomings in planning were observed:

2.1.8.1 Deficient survey of beneficiaries

Survey is the basic requirement to assess existing gaps in the implementation mechanism. The planning process of ICDS includes surveys of beneficiaries by the AWWs. According to the directive of SWD, AWWs should prepare a list of eligible beneficiaries under their coverage area in a prescribed proforma. The prepared list should be verified by LSs (20 *per cent* entries) and CDPOs (three *per cent* entries) and then be approved by respective *Panchayats*.

In absence of proper training, the survey conducted by AWWs was inadequate and did not present actual status of beneficiaries.

Scrutiny of records in 585 test-checked AWCs disclosed that the prescribed format issued by SWD, GoB for survey of the family of eligible beneficiaries were not properly filled in by AWWs as various columns like age, date of birth, entry and exit date in coverage area, type of disability *etc.* were left blank. The reason for inadequate survey was attributed to lack of training to AWWs. Further, LSs and CDPOs had not verified the entries regarding eligible beneficiaries in 525 and 560 AWCs respectively. Besides, the prepared list by AWWs was not submitted to concerned *Panchayats* for approval.

On being asked, the SWD stated (November 2016) that the beneficiaries were being selected from the list of Below Poverty Line (BPL). During exit conference the Principal Secretary, SWD also admitted (November 2016) lack of training to AWWs and stated that AWWs were over-burdened and assured that efforts would be taken to train AWWs.

Thus, the survey conducted by the SWD through untrained AWWs was incomplete and may not present the complete and actual status of beneficiaries in the State.

2.1.8.2 Perspective plans not prepared

As per directives of MoWCD, States are expected to prepare the plan for entire mission period (*i.e.* perspective plan) as well as annual plan (*i.e.* Annual Programme Implementation Plan or APIP) that would be based on resource availability and prioritisation exercise. Besides, MoWCD instructed (December 2012) the Department to prepare a four year perspective plan for construction of AWC buildings.

It was observed that perspective plans for the entire mission period as well as four year perspective plan for construction of AWCs buildings were not prepared by the State. However, the SWD had prepared APIPs for the requirements of the State.

SWD did not prepare perspective plans to ensure utilisation of available resources and their prioritisation.

The SWD accepted (November 2016) the fact and stated that the perspective plan for the coming four-year period was under process.

In absence of a perspective plan, the SWD failed to ensure resource availability and prioritisation exercise. Further, the requirement of infrastructure like building, equipment *etc*. corresponding to the increased number of beneficiaries over the years could not be ascertained due to lack of a perspective plan for construction of AWCs.

2.1.8.3 Preparation of APIPs

The APIPs are to be prepared following a decentralised planning process wherein the district and block officials and other key stakeholders from the line departments, especially Health, Education, Rural Development, Water and Sanitation and *Panchayati Raj* Institutions (PRI) are to be consulted on the respective planned activities that are to be taken up with support from these departments. Planning teams at different levels were to be constituted with a clear demarcation of their roles and responsibilities. Further, the process of preparation of APIP should be initiated in the month of October so that draft APIP is made available to Government of India (GoI) by the end of December.

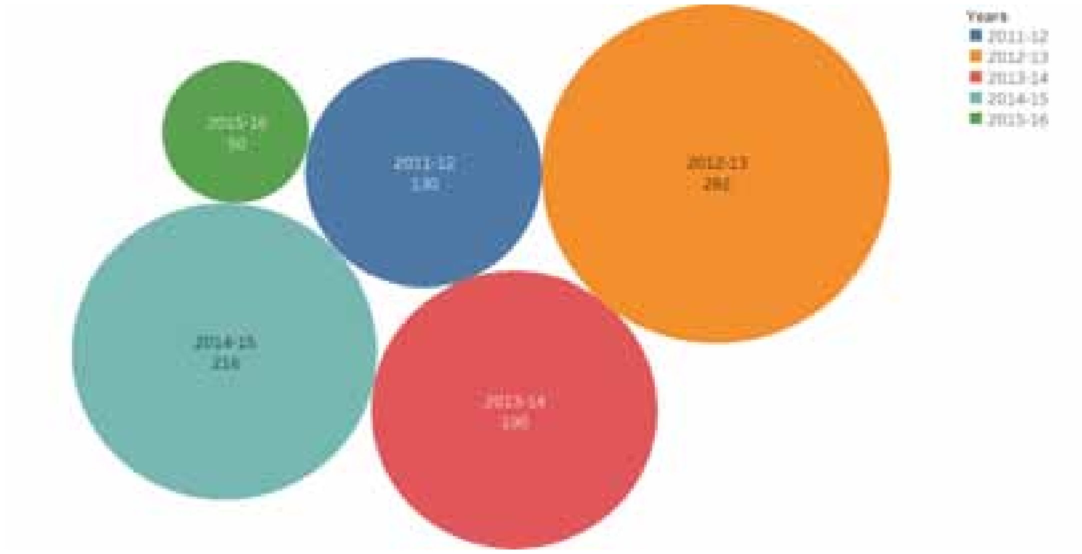
It was however observed that the Department prepared APIPs during 2011-16 with the following shortcomings:

- Though annual surveys were conducted by AWWs to identify all eligible beneficiaries, their inputs were not considered while preparing the APIPs as survey was inadequate and APIPs were also not prepared by districts/projects. Thus, plans were prepared by the State itself without taking inputs even from the district and block officials. Further, the proposal for number of beneficiaries (1.51 crore) derived on population based estimates in the APIP of 2015-16 was rejected by GoI and termed as exaggerated. Later, approval was granted for 88.96 lakh beneficiaries. It was also observed that approved number of beneficiaries in the APIPs of 2014-15 to 2016-17 remained constant.

The SWD did not have data of malnourished children, out of pre-school children, cases of anemia *etc*. at any level. Further, APIPs were prepared without taking inputs of surveys by AWWs.

- The SWD did not have data related to malnourished children/out of pre-school children, cases of anemia *etc*. at any level as survey and collection of data by AWWs was deficient. Hence, existing gaps prevailing in programme implementation such as prevalence of underweight/malnourished children, number of children out of pre-school education and cases of anemia were not assessed in any of the APIPs.
- Planning teams for preparation of APIP as well as core team comprising key programme officials of other line departments were not constituted in any test-checked districts. In absence of their input, planning to overcome the shortcomings in infrastructural facilities like shortage of building, drinking water facilities, toilets, kitchen *etc.* was not addressed properly in any year.
- Timely submission of plan to GoI was not ensured in any of the year due to delayed constitution of planning committees at State level. The delay in submission of plans ranged between 50 and 282 days during 2011-16 as shown in the **Chart no. - 2.1.3**:

Chart no. - 2.1.3
Delay in submission of APIPs (In Days)



(Source: Information provided by Directorate, ICDS)

Delay in submission of APIPs defeated the prime objective of APIP to accelerate programme outcome.

- The data of operational AWCs was also not factually correct in the APIPs as all sanctioned 91,677 AWCs (sanctioned by GoI till October 2014) were treated as operational in the APIPs of 2013-14 to 2015-16, while only 86,752 AWCs were operational as on March 2016.

In reply, the SWD admitted (November 2016) the audit contention and stated that APIP for the current year had been prepared in accordance with the instruction of GoI. During exit conference the Principal Secretary, SWD stated (November 2016) that due to vacancy at the State level, planning committee was not constituted in time.

The above discussed shortcomings in the planning process led to preparation of unrealistic, factually incorrect and deficient plans for ICDS in the State.

Recommendation

The survey based on prescribed norms of ICDS should be conducted by SWD to identify beneficiaries and plans should be prepared to optimise the resource availability and specified prioritisation of beneficiaries.

2.1.9 Financial management

ICDS is a Centrally Sponsored Scheme with funds ratio between GoI and GoB as 50:50 for Supplementary Nutrition Programme (SNP), 90:10 for General Component (GC) meant for establishment (revised to 60:40 in 2015-16) and 75:25 for construction and renovation of AWCs. As per instruction of GoI, the State was required to submit the information of actual expenditure through quarterly Statement of Expenditure (SoE) latest by 15^{th} of the month following the end of every quarter and through annual Utilisation Certificates (UCs) latest by 30 April of every year for the preceding financial year.

Details of allocation and release of SNP and GC funds by GoI/GoB along with expenditure incurred there against during 2011-16 are as detailed in **Chart no. - 2.1.4** and **Chart no. - 2.1.5**:

Chart no. - 2.1.4
Allocation and expenditure under Supplementary Nutrition Programme during 2011-16

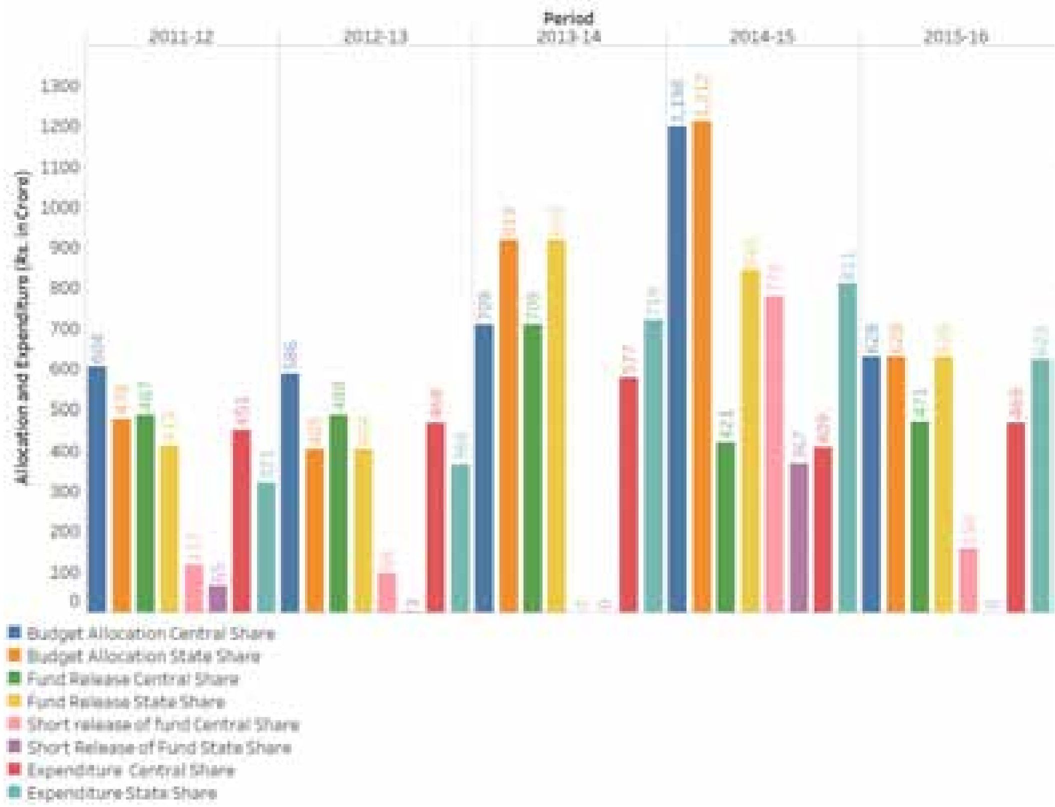
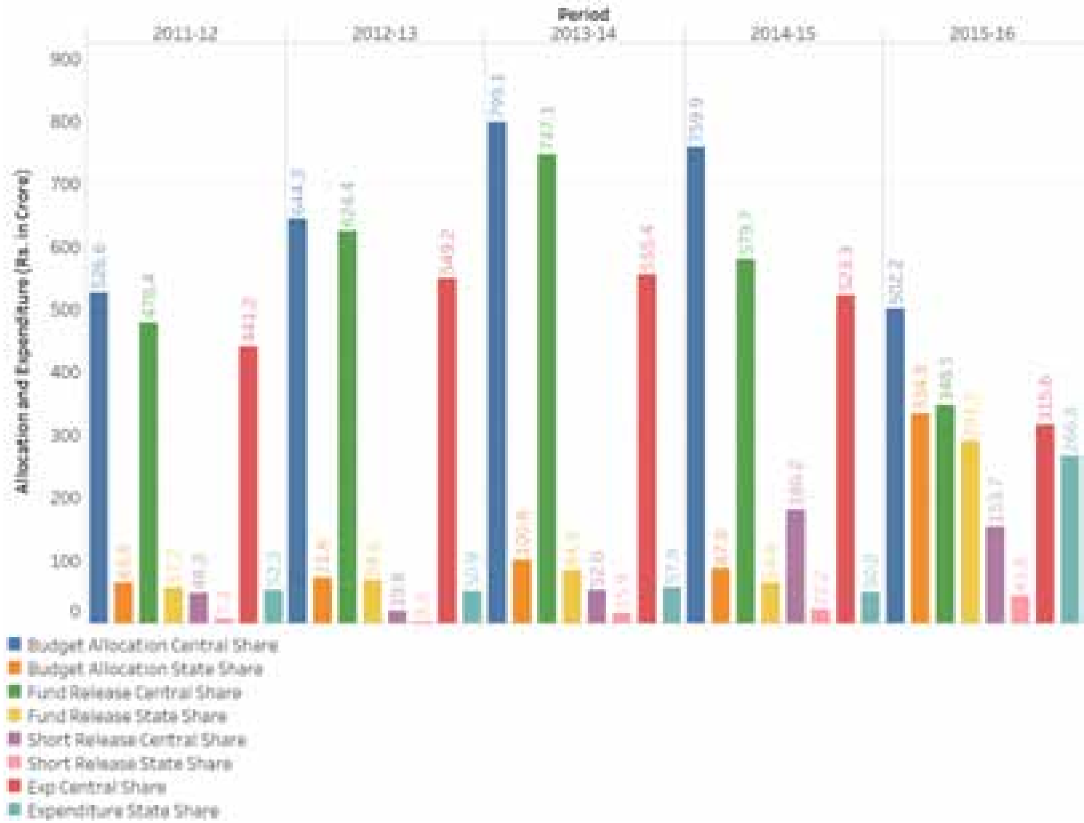


Chart no. - 2.1.5
Allocation and expenditure under General Component during 2011-16



(Source: Surrender reports of Directorate, ICDS Bihar)

GoI had short released funds due to unspent balances and delayed submission of SoEs and APIPs.

From the **Chart no. - 2.1.4 and 2.1.5**, it was evident that the funds released for both components could not be spent in totality in any of the year during 2011-16. The short release under Central share against budget allocation was 31 *per cent* in case of SNP funds and 14 *per cent* in case of GC. Short release of funds by the SWD was mainly attributed to less receipt of funds under Central share from GoI. Availability of unspent balances, delayed submission of SoE and APIPs were the main reasons for short release of funds by GoI. The under-expenditure against the released funds was mainly attributed to delayed release of funds (*i.e.* release of funds towards end of the year) by the SWD and ICDS Directorate. Further, in the test-checked districts 12 *per cent* of GC funds and 13 *per cent* of SNP funds against the allotment remained unutilised during 2011-16 ***(Appendix-2.1.1)***. The shortcomings noticed in the financial management of the scheme are discussed below:

2.1.9.1 Accumulation of Government money in bank accounts

Bihar Treasury Code 2011 prohibits opening of any bank accounts without the concurrence of the Finance Department and the drawing of Government money in anticipation of demands or to prevent lapse of budget grant and their accumulation in bank accounts.

However, it was observed that 13 accounts were operated in the Directorate office without concurrence of the Finance Department whereas in the test-checked units, bank accounts ranging from two to eight were operated wherein huge Government money, relating to ICDS scheme, amounting to ₹133.60 crore was available as on 31 March 2016. This included ₹18.71 lakh kept idle in inoperative accounts for period ranging from one to eight years in eight out of 37 accounts operated in the test-checked districts.

The Principal Secretary, SWD while attributing this shortcoming to lack of professional Accounts Officers, assured during exit conference (November 2016) that it would be minimised in near future. However, no reply was provided regarding opening of bank accounts without concurrence of Finance Department.

2.1.9.2 Incorrect reporting of Statement of Expenditure

ICDS Directorate had submitted SoEs of ₹540.10 crore to GoI during 2012-13 for GC. Scrutiny of records disclosed that out of this, ₹14.50 crore was kept idle in the bank accounts but was reported as expended.

During exit conference, Principal Secretary, SWD stated (November 2016) that lack of professionals like Accounts Officers led to such mistakes.

2.1.9.3 Short receipt of funds

It was observed that due to excess saving of GoI funds under SNP head ranging from ₹20.04 crore to ₹54.55 crore during 2011-14 and ₹59.22 crore and ₹80.41 crore under GC in the year 2012-13 and 2014-15 respectively, GoI deducted its share in subsequent years (***Appendix-2.1.2***). Besides, due to unspent balances under GC in third quarter of 2013-14 and 2015-16, GoI did not release its share in the fourth quarter of the respective years.

2.1.9.4 Irregular maintenance of cash book

The cashbooks were maintained without carrying over the previous closing balances and reconciliation with bank was not carried out.

Scrutiny of cash book maintained in four test-checked offices[6] revealed that the cash books were started by taking bank balances as opening balances on different occasions ignoring previous closing balances of cash book including unadjusted advances. In these cases, previous closing balances amounting to ₹7.56 crore were ignored and ceased to be part of the new opening balances. The details were as under:-

- An amount of ₹46.60 crore was a part of closing balance on 9 March 2014 (referred as old items) in cash book of Directorate, ICDS. Scrutiny of entries of subsequent cash book disclosed that only ₹40.40 crore was referred as old items in January 2015 without showing any adjustment of balance ₹6.20 crore.
- Tender fee amounting to ₹16.60 lakh received on 10 June 2013 continued as part of closing balance till 9 March 2014. Thereafter, details of closing balance were not mentioned in the cash book till 21/1/2015 and ₹16.60 lakh ceased to be part of the cash book from 22/1/2015 without mentioning any reason.
- Similarly, in test-checked Projects, Pakridayal (East Champaran) and Harnaut (Nalanda), opening balances were reduced by ₹85.32 lakh (30/9/2011) and ₹22.79 lakh (11/3/2014) respectively, without any reason.
- In test-checked Project Ramgarh, difference of ₹10.85 lakh was noticed in the balances between cash book and bank statement as on 2/9/2011 which continued till 8/1/2015. Later on, cash book was started as per bank statement on 9/1/2015 and the difference of ₹10.85 lakh was left out without any reasons.

The above serious irregularities showed lack of monitoring by the controlling officers.

During exit conference the Principal Secretary, SWD admitted (November 2016) discrepancies in the Cash Book and stated that these discrepancies were due to absence of any reconciliation with Bank accounts and lack of professionalism in maintenance of accounts. Further, Director ICDS stated (December 2016) that old item was reduced to ₹40.40 crore as ₹6.20 crore was gradually spent and figures of tender fee was subsequently included in old item since 22 January 2015.

The reply of Director, ICDS was not acceptable as no such expenditure was included in the cash books and no supporting documents were provided to Audit.

Recommendation

The Department should ensure that funds are allocated timely so as to avoid unspent balances and short release of funds by GoI. The cash books should be maintained properly and responsibility should be fixed for the irregularities found in the cash book.

[6] *Directorate of ICDS, CDPO- Ramgarh, CDPO-Harnaut , CDPO-Pakaridayal*

2.1.10 Infrastructure facilities

As per the norms for construction of AWC buildings prescribed by the MoWCD (March 2011), an AWC must have a separate sitting room for children/women, separate kitchen, store room for food items, child-friendly toilets, space for children to play (indoor and outdoor activities) and safe drinking water facilities.

Scrutiny of records of Directorate disclosed that out of 86,752 functional AWCs in the State (84,098 Rural AWCs and 2,654 Urban AWCs), only 24,515 AWCs (28 *per cent*) were located in Government buildings while remaining 62,237 AWCs were running either from rented premises or from places such as *Panchayat* community halls, open spaces *etc*.

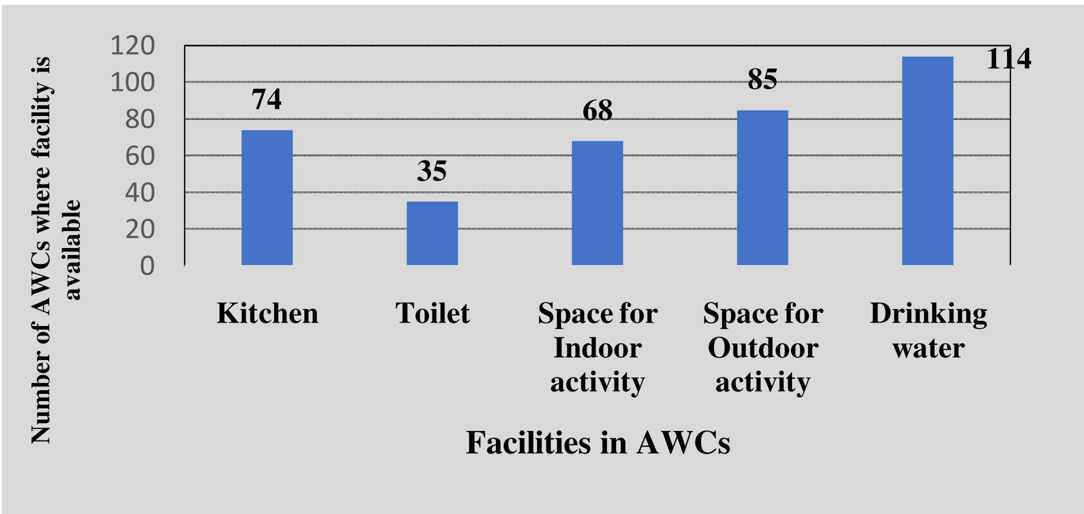
(AWC running in an orchard at Uchakagaon, Gopalganj)

Further, scrutiny of records of test-checked 585 AWCs disclosed that none of the AWCs had separate sitting room for children and women.

Availability of other required facilities such as kitchen, toilet, drinking water, space for children to play in the test-checked 585 AWCs are shown in the **Chart no. - 2.1.6**:

The test-checked AWCs lack infrastructure such as kitchen, toilet, drinking water, space for indoor/outdoor activities *etc*.

Chart no. - 2.1.6
Availability of required facilities in 585 test-checked AWCs



(Source: Information provided by AWCs)

It was observed that only three out of 585 test-checked AWCs have all the above facilities. In addition, utensils for preparation and serving of food were not sufficient in 450 and 327 AWCs respectively out of 585 test-checked AWCs. Reasons for the shortcomings in infrastructure facilities of AWCs are discussed in following paragraphs:

2.1.10.1 Delay in construction of AWCs

For construction of 2,915 AWC buildings and upgradation of 4,405 AWCs, GoI released ₹49.19 crore in 2013-14 (at ₹4.50 lakh per AWC) and ₹18.39 crore in 2013-15 (at ₹1.00 lakh per AWC) respectively. The constructions were to be done in convergence with MGNREGA scheme and the funds were to be utilised for construction/upgradation within six months of release.

It was observed that for making budget provision, the SWD did not finalise the budget head for construction and upgradation of AWC building till 2014-15 and therefore released funds could not be drawn from treasury. Later on, after finalisation of the budget head in 2015-16, budget provision of ₹64.41 crore under GoI and ₹30.40 crore under GoB was made for construction and upgradation of AWCs. Meanwhile, guidelines for construction of AWCs were notified by GoI (August 2015) which stipulated that for construction of every AWC building, ₹5.00 lakh was to be drawn from MGNREGA funds and ₹2.00 lakh from SWD. Accordingly, Directorate released ₹58.30 crore for construction of 2,915 AWCs and ₹25.47 crore for upgradation of 3,066 AWCs to districts in March 2016. However, districts did not utilise the released funds till November 2016. As a result, the proposed construction and upgradation of AWCs could not be started till November 2016.

The SWD admitted (November 2016) the fact that the failure to finalise the budget head resulted in delayed release of funds to the Directorate.

2.1.10.2 Availability of equipment in AWCs

According to framework of scheme, each AWC must be provided with weighing machines to determine whether the child/adult is normal or malnourished. Further, SWD decided (September 2014) to procure container for boiling water and water filter for the AWCs of the State. It was observed that Director, ICDS provided (July 2014-July 2015) ₹51.86 crore from DFID[7] funds to AWCs for procurement of above said equipment as shown in the **Table no. - 2.1.2** under the *Bal Kuposhan Mukta Bihar* campaign[8]:

Table no. - 2.1.2

Name and cost of equipment being used in AWCs

Sl. No.	Name of equipment	Rate per unit (₹)	Funds available to AWCs
1	Adult Weighing Machine	703	₹21.86 crore to 82,793 AWCs
2	Baby Weighing Machine	807	
3	Salter Weighing Machine	880	
4	Inch Tape	50	
5	Growth Monitoring Chart	200	
6	Water Filter	1,500	₹30.00 crore to 82,759 AWCs
7	Container for boiling water	1,000	
8	Fuel	1,125	

(Source: Information provided by ICDS Directorate)

7 *Department for International Development, Government of Britain*

8 *Appreciating the criticality of nutrition to human development, SWD formally launched the Bal Kuposhan Mukt Bihar or the Child Malnutrition Free Bihar campaign on August 15, 2014 to address the high level of child under-nutrition and bring it down to below 30% among children of up to three years of age by 2017*

The Director, ICDS instructed (November and December 2014) AWCs to purchase weighing machines from licensed sellers and water filters with ISI or IS-7402 certification. Accordingly, the Directorate transferred ₹46.89 crore in the bank accounts of AWCs and ₹4.97 crore in the bank accounts of CDPOs (July 2015).

Scrutiny of records disclosed following irregularities in procurement of above mentioned equipment:

Purchase without tendering process

The purchase of equipment like child/ adult weighing machines, water filters *etc.* was made without adhering to the prescribed rules. As a result, maintenance of equipment could not be done and many equipment were lying defective in AWCs.

Due to purchase by individual AWCs, neither tendering process for procurement was implemented nor any quotation was invited. Hence, the benefit of bulk purchase which would have led to lower costs could not be availed. Besides equipment were purchased by AWWs locally from different agencies without ensuring any guarantee/warranty clause or Annual Maintenance Contract (AMC).

Purchase without ensuring required specifications

During physical verification of 195 AWCs, it was noticed that weighing machines were not approved by the Weight and Measurement Department of GoB. Similarly, water filters were not ISI/IS-7402 certified. Even the brand name of equipment was not given on the vouchers.

Boiled and filtered water was not ensured to beneficiaries

All the AWCs were provided fuel cost for three months only, along with the cost of water filter and steel containers so that boiled and filtered water could be provided to children under *Bal Kuposhan Mukta Bihar*. It was however, observed that in absence of funds for fuel, boiled water was not provided to beneficiaries.

Further, during physical verification, it was observed that 91 water filters, 64 adult weighing machines and 49 baby weighing machines were defective. Thus, purchases without ensuring guaranty/warranty clause/AMC led to equipment lying defective at AWCs.

In reply, the SWD stated (November 2016) that specification of all related equipment were approved and instructions were issued to buy equipment of standard level. The reply was however silent on audit observations that equipment were purchased without adhering to any quality and specification.

Thus, the Department could neither provide adequate number of AWCs in the State nor the prescribed facilities/equipment in the AWCs constructed.

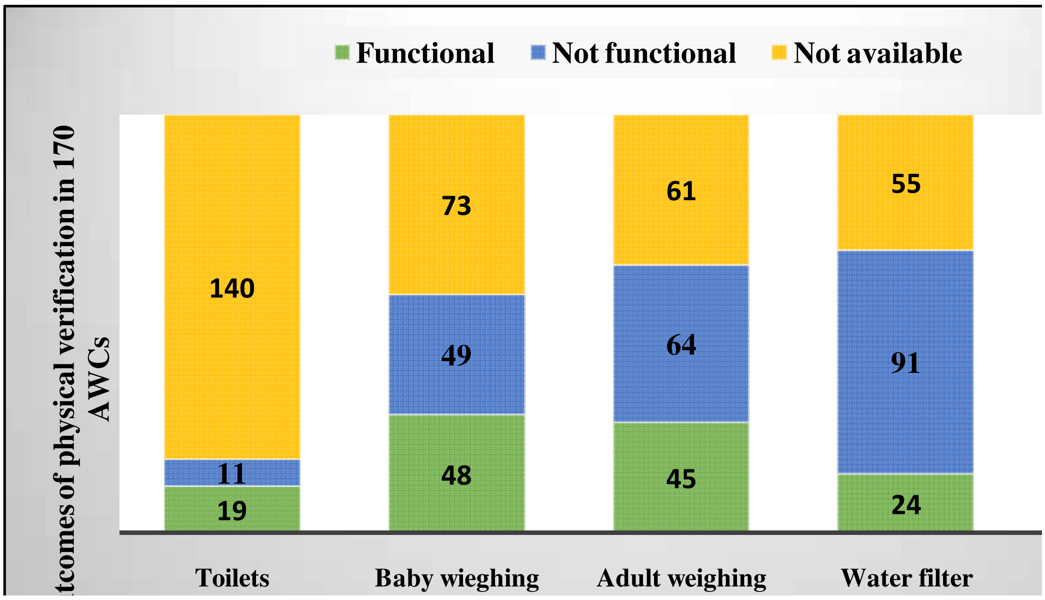
2.1.10.3 Joint physical verification and beneficiary survey

In course of Performance Audit of ICDS, the audit team along with the Supervisors /AWWs of test-checked 39 ICDS Project offices under 10 selected districts conducted physical verification of 195 AWCs.

During physical verification, 25 AWCs were found closed and children were not present in 22 out of the remaining 170 AWCs.

The status of toilets, baby weighing machines, adult weighing machines, water filter and Take Home Ration (THR) weighing machines found during physical verification of 170 AWCs are shown in the **Chart no. - 2.1.7**:

Chart no. - 2.1.7
Availability of infrastructure and equipment



Besides, drinking water facilities were available in 26 AWCs only and growth chart of children was maintained by seven AWCs only. Photographs of two AWCs running without proper infrastructure are given below:

AWC running in temporary shed without toilet, kitchen, water facility (Koylasthan, Mahishi Saharsa).

AWC running in temporary shed without toilet, kitchen, and water facility (Harsidhi Block in East Champaran)

Defective water filter in mini AWC at Bhathar, Tharthari, Nalanda

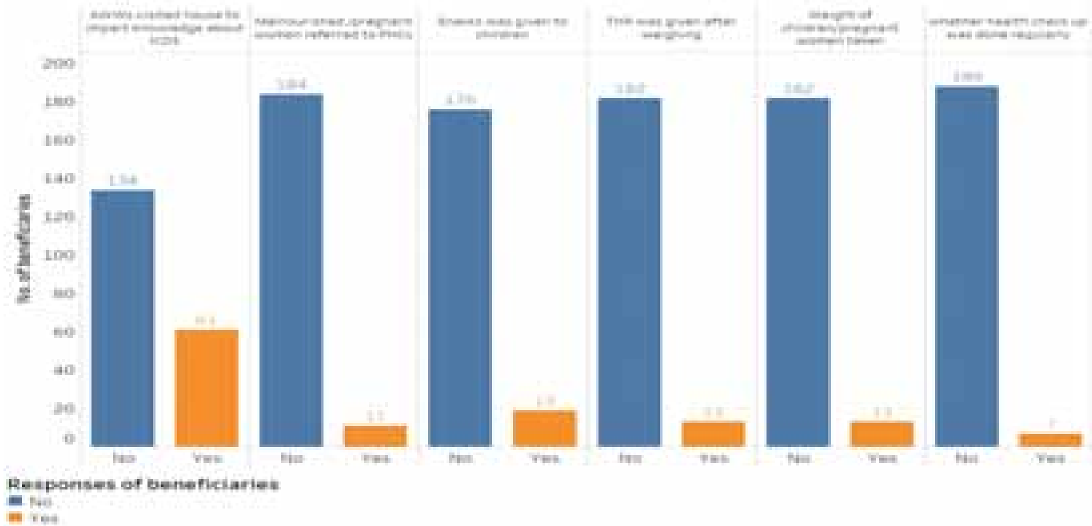
Defective weighing machines in AWC Miabigha, Hilsa, Nalanda

In reply, the SWD assured (November 2016) that shortcomings noticed during physical verification would be scrutinised and corrective and punitive measures would be taken.

2.1.10.4 Outcome of beneficiary survey

Similarly, the audit team had interacted with 195 beneficiaries/guardians (five selected randomly from each project office) to know the awareness and impact of various services rendered to them/their wards by the AWCs and recorded their responses in writing. All surveyed beneficiaries were ignorant about the services of ICDS. The responses of beneficiaries on the queries are shown in the **Chart no. - 2.1.8**:

Chart no. - 2.1.8
Outcome of beneficiary survey



As evident from the **Chart no. - 2.1.8**, majority of the beneficiaries were dissatisfied with the services provided by AWCs.

In reply, the SWD while appreciating this beneficiary survey stated that the shortage of staff was a glaring problem and request had been made with GoB for appointments.

Recommendation

Buildings with basic amenities and necessary equipment, utensil etc. should be ensured for each AWC so that intended benefits of the scheme could be provided to beneficiaries.

2.1.11 Implementation of the services under the scheme

The ICDS aims to improve the nutrition and health status of children under the age of six, lactating/pregnant women *etc.* through a package of six services *i.e.* Supplementary Nutrition Programme (SNP), Immunisation, Health Check-up, Referral Services, Pre-school Non-formal Education and Nutrition and Health Education. The children in the age group 0-6 years number around 19.1 million in Bihar, accounting for 18.3 *per cent* of State's total population (2011 Census). These children are the future human resource of the State.

The shortcomings in implementation of these six services are discussed in the paragraphs below:

2.1.11.1 Supplementary Nutrition Programme

Supplementary Nutrition Programme (SNP) is an important component of ICDS as it acts as an entry point for other services provided by the AWCs which are the implementing units of the scheme. As per norms, beneficiaries were to be provided cooked meal (children in the age group of three to six years and adolescent girls) and Take Home Ration (children in the age group of six months to three years and pregnant/nursing mothers) under SNP for 25 days in a month. The cost per beneficiary is based on cost of food items (BPL rate for cereals), transportation, cooking, micro nutrient fortification, processing and storage *etc*. The foodgrains under SNP were provided under

Wheat Based Nutrition Programme (WBNP). Shortcomings in implementation of SNP are discussed in following paragraphs:

Failure to provide food for the targeted days

As per norms, beneficiaries were to be provided cooked meal (children in the age group of three to six years and adolescent girls) and Take Home Ration (six months to three years children and pregnant/nursing mothers) under SNP for 25 days in a month (*i.e.* 300 days in a year).

Scrutiny of records in test-checked AWCs disclosed that none of the AWCs provided meals under SNP for 300 days during 2015-16. The status of providing food meals under SNP in test-checked AWCs during 2011-16 are given in the **Table no. - 2.1.3**:

Table no. - 2.1.3
Details of SNP provided by test-checked AWCs during 2011-16

Year	Total number of functional test-checked AWCs	SNP provided Below 100 days	SNP provided from 101 days to 150 days	SNP provided from 151 days to 200 days	SNP provided from 201 days to 250 days	SNP provided from 251days to 300 days
2011-12	525	0	13	37	226	249 (43)
2012-13	527	0	0	35	208	284 (54)
2013-14	530	12	0	17	201	300 (57)
2014-15	537	3	15	59	183	277 (52)
2015-16	581	31	29	182	260	79 (14)

(Source: Information provided by test-checked AWCs)

From the **Table no. - 2.1.3**, it was evident that food under SNP was provided for more than 250 days in 14 *per cent* of AWCs only during 2015-16 whereas in remaining years, it was provided in 43 to 57 *per cent of* AWCs. It was further observed that food under SNP was not provided for 300 days in any of the year during 2011-16 in any of the AWCs of two test-checked districts (*i.e.* Katihar and Buxar).

On being asked, the SWD while accepting the observation replied (November 2016) that sometimes food under SNP was affected due to delay in receiving allotment and consequent clearance of the allotted amounts from treasury and bank.

Identification of underweight/malnourished children for providing food supplements

As per revised nutritional and feeding norms for SNP (February 2009), State should provide food supplements of 800 calories of energy and 20-25 grams of protein in the form of micronutrient fortified food and/or energy-dense food as THR to severely underweight children in the age group of six months to three years. Similarly, severely

Malnutrition is one of the enduring enigmas of contemporary India. A nationwide survey called the Rapid Survey on Children (RSOC), conducted by the Ministry of Women and Child Development, GoI in 2013-14 in league with UNICEF, showed that the proportion of underweight children and stunted (i.e. height not being in accordance with age) children in India were 29 per cent and 39 per cent respectively. The situation in Bihar is worse as the proportion of underweight children and stunted children were 37 per cent and 49 per cent respectively.

(Source: Survey conducted by MoWCD, GoI in 2013-14)

underweight children in the age group of three to six years should be provided 300 calories of energy and 8-10 gms of protein (in addition to 500 calories of energy and 12 to 15 gms of protein) in the form of micronutrient fortified food and or energy-dense food, as THR.

It was observed that underweight children among three to six years of age were neither identified by AWWs nor provided additional calories and protein as food supplements in the test-checked districts due to lack of training and inadequate data collection by AWWs. It was further observed that the Directorate had released funds to provide additional calories to 12 severely malnourished children aged between six months and three years in each AWCs. Accordingly, AWCs had provided THR to them. However, the AWCs had no record to establish the fact that the beneficiary children were actually malnourished.

The SWD, instead of giving response to the audit observation on malnourished children, reiterated (November 2016) the feeding norms of SNP that additional calorie and protein should be provided to severely malnourished children. However, during exit conference the Principal Secretary, SWD stated (November 2016) that instructions would be issued for identification and coverage of malnourished children and training would be provided to AWWs for the same.

Malnourished children of AWCs (AWC Pundalaya Uttar bhag no-28 and AWC Bajardih no-30) of Baisi Block of Purnia District.

Maintenance of food safety and hygiene

As per GoI order (February 2009), the State with the support of Food and Nutrition Board (FNB) should ensure the quality of supplementary nutrition being provided under SNP with reference to the norms of food safety as well as nutrient composition. The supplementary nutrition should conform to the prescribed standards laid down under the Prevention of Food Adulteration Act and the Integrated Food Law to ensure consistent quality and nutritive value of food. FNB in collaboration with the State should carry out periodic checks to ensure that prescribed standards are adhered to and quality and nutritive value of supplementary nutrition is maintained. In the case of hot cooked meal, proper kitchen sheds having adequate sanitation and safe drinking water should be ensured.

There was no mechanism for quality checks of supplementary nutrition in the State.

It was observed that no check was carried out by the Department with the support of FNB to ensure that the prescribed standards were adhered to and that the quality and nutrition value of supplementary nutrition was maintained. Besides, hygiene and safety were compromised as kitchen and safe drinking water facility were available in only 34 *per cent* of AWCs out of functional 86,752 AWCs.

During exit conference the Principal Secretary, SWD admitted (November 2016) that there was no mechanism for quality check of supplementary nutrition in the state. It was further stated that nutritional consultants were demanded from the State Government which was yet to be provided. Thus, it was evident that the supplementary nutrition had been provided in AWCs without ascertaining the quality and nutrition value of the food.

Wheat based nutrition programme

WBNP was not implemented in all project offices. As a result, foodgrains were purchased at higher rates from open market.

Under Wheat Based Nutrition Programme (WBNP), foodgrains such as wheat, rice, coarse grain such as *Bajra, Jowar,* Maize *and Ragi* were provided by GoI at BPL rates to provide supplementary nutrition. The purpose of WBNP was to reduce the procurement cost of supplementary nutrition and to ensure the availability of good quality morning snacks and micronutrients for the beneficiaries. SWD initiated (September 2011) implementation of WBNP in 18 project offices from the fourth quarter of 2011-12 and later included (November 2012) all the AWCs of the State in this programme. However, as on date, WBNP was being implemented in only 197 out of 544 project offices of the State. Following shortcomings were observed under this programme:

- ***Less utilisation of foodgrains*****:** The SWD received allocation of 4,55,231 MT rice and 4,752 MT wheat under WBNP from GoI during 2011-16. Out of this, the Directorate could re-allocate only 2,88,974 MT rice and 579 MT wheat to AWCs. However, only 1,70,874 MT rice and 456 MT wheat was utilised. Thus, quantity of 2,84,357 MT of rice and 4,296 MT of wheat (*i.e.* 63 and 90 *per cent* of the allocation respectively) worth ₹162.44 crore were not lifted during 2011-16 **(*Appendix-2.1.3*)** and treated as surrendered to GoI. It was also observed that due to requisition made by SWD in excess of functional AWCs and further re-allocation of foodgrains to lesser number of AWCs, the allocated foodgrains remained unutilised.
- ***Avoidable Expenditure:*** The WBNP was not implemented in seven test-checked districts[9]. As a result, foodgrains (*i.e.* rice) were purchased at higher rates from the open market. It was observed that AWCs of these test-checked districts purchased 1,58,490 MT of rice at higher rates from open market which resulted in avoidable expenditure of ₹182.28 crore (***Appendix-2.1.4***).

On being asked, the SWD accepted (November 2016) that WBNP was running in 197 project offices with shortcomings such as unavailability of grains in time and shortage of funds. It was further stated that grains were purchased from open market only on failure of State Food Corporation (SFC) to provide grains in time. The reply of the SWD regarding purchase from open market was not in consonance with facts as the said districts where purchases made were not covered under WBNP. Moreover, the SWD had also not initiated any action to implement this programme in all districts.

Fortified blended food

As per instruction of GoI contained in revised nutritional and feeding norms (2009), THR should be given in a form palatable to the beneficiaries (*i.e.* child, pregnant women, lactating mothers *etc.*) and should be seen as a food to

[9] *East Champaran, Kishanganj, Gopalganj , Buxar, Nalanda, West Champaran and Saharsa*

be exclusively consumed by them instead of the entire family. Subsequently, SWD decided (September 2012) to start the distribution of fortified food in 44 project offices.

However, the agreement for supply of fortified blended food was made with an NGO in July 2015 only in three projects taken up on pilot basis. Out of this, the NGO had started (December 2015) the distribution of fortified food in only two projects.

During exit conference the Principal Secretary, SWD stated that fortified blended food could not be made acceptable to beneficiaries so far and attempts are being made to make it more acceptable and palatable.

Thus, due to lackadaisical attitude of the SWD, distribution of fortified blended food was yet to be ensured in 542 out of 544 projects of the State.

Recommendations

The SWD should ensure that:

- ***Food under Supplementary Nutrition Programme is provided for the targeted number of days;***
- ***The malnourished/underweight children are identified for providing food supplements;***
- ***The WBNP is implemented in the entire State so that rice under SNP could be provided at subsidised rates; and***
- ***Agencies involved in distribution of fortified blended food are impressed upon to ensure its implementation in entire state.***

2.1.11.2 Immunisation

As per ICDS guidelines, children below six years of age are to be immunised to protect them from diseases like Polio, Diphtheria, Pertussis, Tetanus, Tuberculosis and Measles. Pregnant women are also to be immunised against tetanus to reduce maternal and neo-natal mortality with the help of Health Department. For this purpose, proper co-ordination was to be made with the Primary Health Centres (PHCs).

It was observed that data of immunisation was not being maintained at any levels in ICDS. However, as per data of Rapid Survey of Children (2013-14) published by GoI, 12 *per cent* of children in the age group of 12 months to 23 months had not received vaccination at all in comparison to all India percentage of seven *per cent*. Besides, in the State, there were nine *per cent* dropouts in vaccination of Diphtheria, Pertussis, and Tetanus (DPT) from DPT 2 to DPT 3 and 10 *per cent* in vaccination of Oral Polio Vaccine (OPV) from OPV 2 to OPV 3. As data was not maintained by AWCs, dropouts in vaccination could not be ascertained.

During exit conference, the Principal Secretary, SWD attributed (November 2016) this shortcoming to lack of training, inadequate education and workload of AWWs.

Thus, information regarding vaccination to all children could not be ascertained from the records of ICDS in the State.

Recommendation

Data of immunisation should be maintained properly at each AWCs to ascertain the dropouts in vaccination and achieve the goal of universal immunisation.

2.1.11.3 Health check-up and referral services

Maternal mortality rate (MMR) and Infant mortality rate (IMR) are used as a measure of the quality of a health care system in a country. The MMR is the ratio of the number of maternal deaths during a given time period per 1,00,000 live births during the same time-period. Maternal death is defined as the death of a woman while pregnant or within 42 hours of termination of pregnancy. IMR denotes number of deaths of children less than one year of age per 1,000 live births. Absence of proper medical care and insufficient nutrition are the main reasons for maternal deaths whereas low birth weight and malnutrition are the main reasons for IMR. According to data available with Sample Registration System, Registrar General of India, Bihar is lagging behind in national average of IMR and MMR.

Comparison of data	***IMR (2014) per thousand***	***MMR (2010-12) per lakh***
Bihar	***42***	***219***
India	***39***	***178***

(Source: Sample Registration System, Registrar General of India)

Health check-up includes ante-natal care of expectant mothers, post-natal care of nursing mothers and care of new born and children under six years of age especially those born with congenital defects or severely malnourished. Under health check-up component, every AWC was required to maintain basic records like Mother Child Protection (MCP) cards, growth chart of children aged upto six years relating to delivery of services. AWWs were also required to refer severely malnourished children, pregnant women and nursing mothers suffering from serious ailments to nearby PHC/hospital for treatment.

To provide primary health care, a medicine kit would be provided at every AWC every year containing basic medicines for controlling common ailments like fever, cold, cough, worm infestation *etc*. including medicine and basic equipment for first-aid. The deficiencies noticed under health check-up and referral services of ICDS are discussed below:

The AWCs had not maintained the basic records like ante-natal/post-natal cards. Hence, achievements under health check-up could not be ascertained.

- The basic records like MCP cards relating to delivery of services were not maintained in 428 out of 585 test-checked AWCs while growth chart of children was not maintained in 519 AWCs.
- No benchmarks were provided for identification of under-weight children, anemia in case of pregnant/lactating mothers and reduction of IMR and MMR in Bihar.
- Severely malnourished children were not referred to PHCs/Hospitals for treatment in 562 out of 585 AWCs. However, its impact could not be ascertained as the DPOs and AWCs did not maintain any records of malnourished children.
- GoB provided ₹1.36 crore to test-checked nine districts (except Katihar) during 2011-16 for medicine kits. Out of this, ₹1.03 crore (76 *per cent*) was surrendered/lapsed in seven districts[10].

[10] *Buxar, East Champaran, Gopalganj, Kishanganj, Kaimur, Nalanda, Purnea.*

During exit conference, the Principal Secretary, SWD stated (November 2016) that availability and utilisation of medicine kits would be ensured. It was further assured that AWWs would be trained to identify malnourished children and to acquaint them with referral system.

Recommendations

The SWD should:

- ***prescribe benchmarks for identification of under-weight children, anemia in case of pregnant/lactating mothers and reduction of IMR/MMR in Bihar;***
- ***medicine kits should be provided annually to each AWCs; and***
- ***identify severely malnourished children/pregnant/lactating mothers and refer to the nearest health centre/Nutrition Rehabilitation Centre.***

2.1.11.4 Pre-school education

Pre-school education (PSE) is one of the most important components of the ICDS and is considered to be the backbone of the programme. The purpose of PSE is to provide sustained activities through joyful play-way method that helps to prepare the child for regular schooling. PSE, as envisaged in the guidelines of ICDS, focuses on holistic development of children up to six years.

In the test-checked 585 AWCs, only 22,640 (40 *per cent*) were enrolled for PSE against the 55,842 available children in the age group of three to six years during 2015-16. As a joyful play-way method, the AWCs should have a Pre-school kit (PSE kit) containing puppets/dolls, soft toys, mirrors and props for dramatic play, building blocks, string and beads, memory games *etc*. The PSE kit should be provided every year to each AWC.

Scrutiny of records of ICDS Directorate disclosed that PSE kits were provided only once during 2011-16 to each AWCs. The PSE kits ordered in March 2011 were still being supplied upto March 2016. However, the PSE kits were not available in any of the test-checked 585 AWCs.

In reply, the SWD clarified (November 2016) that due to a Civil Writ Jurisdiction Case (CWJC) in Patna High Court, the procurement process of PSE kits was restarted in 2014 after its initiation in 2011.

Thus, inadequate enrolments under PSE and lack of PSE kits for preparing the children for regular schooling led to unsatisfactory implementation of PSE.

Recommendations

The SWD should:

- ***initiate steps to enhance the enrolment of children in the targeted age group for pre-school education; and***
- ***provide more PSE kits to AWCs to help the targeted children to be able to prepare for regular schooling.***

2.1.11.5 Nutrition and Health education

Nutrition, Health and Education (NHED) is a key component of ICDS and has the long term goal of capacity building of women especially in the age group of 15-45 years so that they can look after their own health, nutrition, and development needs as well as that of their children and family. The shortcomings noticed under this component are discussed in following paragraphs:

Village Nutrition Counselling and Child Care Sessions

The framework of ICDS stipulates organisation of Village Nutrition Counselling and Child Care Sessions *(Sneha Shivir)* as a community based approach amongst the cluster of four to five AWCs to ensure quick rehabilitation of undernourished children, enable families to sustain rehabilitation and prevent future under-nutrition in community by changing behaviours in childcare, feeding and health seeking. This initiative is need based and wherever required, additional funds could be sourced from normal SNP provisions.

During scrutiny, it was observed that despite approval of funds in the APIPs of 2013-14 (₹8.92 crore) and 2014-15 (₹2.23 crore), State did not take any initiative in this regard and *Sneha Shivir* was not organised in any of the test-checked districts.

On being asked, the SWD replied (November 2016) that *Shivirs* were organised in accordance with the availability of funds. The reply of the Department was contrary to the stated facts of the observation.

Activities under Early Childhood Care and Education

The framework of ICDS also stipulates Early Childhood Care and Education (ECCE) programme to ensure holistic development of the child and reflect the inseparable nature of care and education by comprehensively addressing the need for care, nutrition, health and well-being of young children and parent counselling. Under ECCE, State ECCE council was to be constituted and thereafter curriculum for early child care was to be developed by the Council. Besides, ECCE day in a month was to be organised to educate parents and community for care and development of child on the basis of their age.

The ECCE activities were not carried out in any of the test-checked districts.

It was observed that the budget for organising ECCE days in APIPs of 2013-15 and ECCE activities in APIP of 2015-16 was approved by GoI. The Bihar ECCE council and its working committee were also constituted in May and July 2015 respectively. However, the curriculum for early child care was not finalised by the Council as finding of pilot study conducted for finalisation of curriculum was not presented to Council till date (October 2016). Further, ECCE day was also not organised in any of the test-checked districts.

In reply SWD stated (November 2016) that ECCE curriculum would be presented very soon before the State ECCE Council for approval. It was further stated that due to delay in release of approved budget of APIP 2013-15 and failure to conduct training of DPOs, CDPOs, Lady Supervisors and AWWs on ECCE, the curriculum was yet to be finalised.

Thus, the intended purpose of this component of ICDS could not be achieved in the State.

Recommendation

The State should immediately initiate the organisation of Sneha Shivir and commence ECCE activities to educate parents and communities for health care.

2.1.12 Training

Training is a very crucial element in the ICDS scheme, as achievement of the programme goals largely depend upon the efficiency of frontline functionaries in improving service delivery. Training under ICDS is imparted by National Institute of Public Co-operation and Child Development (NIPCCD), Middle Level Training Centres (MLTCs) and *Anganwadi* Training Centres (AWTCs) across the States. The GoI had sanctioned 144 AWTCs and three MLTC for imparting training to AWWs/AWHs and Supervisors according to the requirement of the State.

It was observed that 66 AWTCs and one MLTC were functional as of March 2016 in the State against the sanctioned strength of 144 AWTCs and three MLTCs whereas NIPCCD in the State was yet to be operationalised.

Job training

Job training was required to be given to each functionary on initial engagement/appointment. Audit scrutiny revealed that, as on March 2011, 167 CDPOs were working in the State without undergoing any job training. Further, no job training was imparted to any CDPOs till March 2016 also. It was also observed that, 1,194 Supervisors and 15,064 AWWs remained untrained till March 2016 ***(Appendix-2.1.5)***.

Refresher training

Refresher training was to be provided to each ICDS functionary once in two years. Hence, every year half of the work force in position was required to be imparted training. Audit scrutiny revealed that no refresher training to Supervisors was imparted during 2012-15. Only 17 *per cent* and three *per cent* of their working strength were imparted training during 2011-12 and 2015-16 respectively. Further, the training imparted to AWWs and AWHs ranged between 18 to 30 *per cent* and 15 to 24 *per cent* respectively (***Appendix-2.1.5)***.

Induction training

Induction training was to be imparted to each functionary on initial engagement/appointment. Scrutiny revealed that 1,695 Supervisors in 2011-12, 23,676 AWWs during 2011-16 and 2,775 AWHs during 2013-16 were selected. However, induction training to any frontline functionaries was not imparted during 2011-16 ***(Appendix-2.1.5***).

2.1.12.1 *Anganwadi* Training Centres

Anganwadi Training Centres (AWTCs) are meant for imparting various training under ICDS to AWWs and AWHs. GoI fixed the norm for training days as 348 days in a year in April 2009 and later reduced it to 300 days from 2014-15.

Scrutiny of records revealed that there was a huge shortfall in imparting training during 2011-16 in the AWTCs against the norms set by GoI and none of the AWTCs of test-checked districts had imparted training on even 300 days and there was shortfall upto 289 days in a year (***Appendix-2.1.6***). Audit also observed that training centres were not constructed in each district. Due to nomination of trainees for training in centres outside the district, training slot remained vacant as trainees were unwilling to participate in distant AWTCs.

In reply, the SWD stated (November 2016) that shortfall in achievement of refresher training was attributed to late approval of State Training Action Plan (STRAP) by GoI. It was further stated that due to selection of less number of AWWs and AWHs, the Job/Orientation course could not be held as per plan. The reply was not acceptable as 15,064 selected AWWs and AWHs were yet to be trained (March 2016). Without enhancing knowledge and skill of different field functionaries, delivery of quality services could not be ensured by the Department.

2.1.12.2 Manpower management

Motivated and qualified workforce in full strength is a pr-erequisite to ensure universal and quality ICDS in the State.

It was observed that there were vacancies ranging from five to 24 *per cent* in the State and seven to 30 *per cent* in the test-checked districts under different cadres (***Appendix-2.1.7***). Further, the SWD decided (APIP of 2014-15) to increase the earlier sanctioned post of Additional CDPO from 68 to 328 for project offices having more than 180 AWCs. It was also observed that even the earlier sanctioned 68 posts of Additional CDPOs could not be filled in till March 2016. Thus, vacancies existed in the Department despite GoI instructions (December 2015) to fill up the existing vacancies within three months, while approving the APIP of 2015-16.

In reply, the SWD stated (November 2016) that efforts to fill up the vacant posts at all levels were under active consideration.

Thus, the deployment and training of manpower were not adequate for delivery of services.

Recommendation

Steps should be immediately taken to fill up the vacant posts and adequate training should be provided at training centres.

2.1.13 Benchmark was not fixed

Broad Framework for Implementation of ICDS stipulated some key indicators of achievements upto the period of 12th plan. Key indicator *inter alia* included, reduction in underweight prevalence (by 10 *percent* from the current status), improved infant and young child feeding (75 *per cent* of children should have exclusively breastfeeding for six months), reduction in anemia (by 20 *per cent* in case of pregnant women and under five children), reduction in IMR and MMR in collaboration with health and reduction in incidence of low birth weight babies (by 10 *per cent*).

It was observed that in the APIPs of different years, no yearly targets were fixed by the State to achieve the intended indicators. Besides, the current status of total number of underweight children, children who were having exclusively breastfeeding for six months and cases of anemia in children/pregnant women were not on record in the ICDS Directorate/districts.

During exit conference, the Principal Secretary, SWD stated (November 2016) that annual target was specified in APIP and achievement was based on availability of funds for the purpose. The reply was not acceptable as annual targets were not specified in any of the APIPs.

Recommendation

Yearly benchmark should be fixed in APIPs and necessary activities should be initiated to achieve the key indicators up to 12th plan as stipulated in the framework of scheme.

2.1.14 Lack of institutional arrangement at State level

As per Framework of the Scheme, State ICDS mission headed by the Chief Minister would be responsible for overseeing child development and nutrition system, consideration of policy matters *etc*. Besides, State Mission Steering Group (SMSG) headed by the Chief Minister would act as an apex body at State level for providing direction, policy and guidance for implementation of the scheme. State Empowered Programme Committee (SEPC) headed by the Chief Secretary would be the highest technical body for planning, supervising and monitoring of the effective implementation of the ICDS in the State. Functions under the ICDS mission would be carried out through State Child Development Society (SCDS), headed by the Mission Director. The SCDS should have a Governing body headed by the Chief Secretary and an Executive Committee headed by the departmental Secretary.

It was observed that neither ICDS mission nor SMSG/SEPC were constituted at the State level. The Bihar Integrated Child Development Society (BICDS) was constituted in December 2015 but Governing body was not yet constituted.

Hence, the society could not fulfill the entrusted responsibilities like endorsement of APIP/long term road map for ICDS Mission, review of implementation of APIP and achievement of child related outcomes *etc*.

2.1.14.1 Monitoring and review

ICDS mission framework stipulates five tier monitoring and review mechanism from Central level to AWC level. Monitoring would be done at State level through State Level Monitoring and Review committee (SLMRC) under the chairpersonship of the Chief Secretary. The committee was to monitor and review the overall progress of the scheme. Similarly, the ICDS was to be monitored through District Level Monitoring and Review Committee (DLMRC) under the chairpersonship of District Magistrate, Block Level Monitoring Committee (BLMC) under the chairpersonship of Sub Divisional Magistrate and *Anganwadi* Level Monitoring and Support Committee (ALMSC) under the chairpersonship of Member Gram *Panchayat*/Ward (preferably woman member).

Monitoring was also to be done through management information system (MIS) in which monthly progress report (MPR) on key indicators was uploaded by the AWWs. Besides, AWC was to be monitored and supervised through regular visit by officers of ICDS (from the level of State Secretary to Supervisor) as per prescribed schedule.

It was observed that though the state level SLMRC was constituted (December 2015), its meeting was never held till date. In the test-checked units, DLMRC was constituted in two districts (Saharsa and East Champaran), but only two meetings (upto April 2013) were held in both the districts. Besides, ALMSC was not constituted in any of the test-checked AWCs. The deficient monitoring had been affecting the working of AWCs as physical verification of 195 AWCs revealed that 25 AWCs were found closed while children were not present in 22 AWCs.

It was also observed that during 2012-16, there were differences in the number of functional AWCs and number of AWCs uploaded the data in MIS. Due to incorrect reporting of AWCs, the actual progress on key indicators was not available with the Directorate.

2.1.14.2 Integrated Performance Managements System (IPMS)

The idea of Integrated Performance Managements System (IPMS) for monitoring and evaluation of AWWs and other ICDS staff by supervisory functionaries was formulated in the APIP of 2014-15. Under IPMS, each LS and AWWs were to be provided with tablets/mobile sets for web based reporting and monitoring. To implement IPMS, funds of ₹2.30 crore was released (April 2015) to all DPOs for providing mobiles/tablets to all CDPOs and LSs of the state at the rate of ₹6,000 per tablet. Besides, funds of ₹3.39 crore was also released to DPOs of four focused districts (Madhubani, Supaul, Araria and Kishanganj) on pilot basis to provide mobile sets (at the rate of ₹ 3,500 per set) to all AWWs.

However, as on date, neither mobile sets/tablets were purchased nor could IPMS be initiated in any test-checked districts due to lackadaisical approach of the Department. In the release order (April 2015), it was intimated that detailed instructions of purchase would be issued shortly by the Directorate after selecting the vendor. But the said instruction was issued by the Directorate in September 2015 *i.e.* after five months of release of funds and that too without selecting any vendor. Again, it was instructed (October 2015) by the Secretary, SWD that purchase of mobile sets/ tablets would be made in camp mode from the agency whichever agreed to supply the mobile set/ tablet of required specification at prescribed rate in entire State. However, the said agency is yet to be decided.

In reply, the SWD stated that the rates of mobile sets/tablets had been finalised and SIMs would be made available to districts shortly.

Thus, the absence of monitoring committees at different levels, deficient MIS and failure to commence IPMS affected the monitoring and implementation of the scheme.

2.1.15 Conclusion

Social Welfare Department (SWD) did not prescribe benchmarks for identification of underweight children, anemia in cases of pregnant women/lactating mothers and Infant and Maternal Mortality Rates in Bihar. Therefore, the output of implementation of Integrated Child Development Services (ICDS) in the State could not be gauged.

Hon'ble Supreme Court (SC) directed that each habitation should have a functional *Anganwadi* centre (AWC) and ICDS should be extended to all children upto the age of six years and all pregnant and lactating mothers. Despite the orders, ICDS scheme was extended to only 44 to 46 *per cent* of eligible children, 55 to 58 *per cent* of eligible pregnant/lactating mothers and 10 to 20 *per cent* of adolescent girls as SWD failed to furnish specific requirement of AWCs in the State to Ministry of Women and Child Development, Government of India (MoWCD).

There were only 84,098 Rural AWCs against 1,12,272 *Panchayat* Wards in 503 rural project offices of Bihar. Further, 21,366 AWCs and 1675 mini AWCs sanctioned by GoI in November 2014 were not operationalised as on

March 2016 as SWD had not identified the population belonging to Schedule Caste/Schedule Tribes/Minorities.

In the State, 72 *per cent* of the functional AWCs did not have their own buildings. The quality of services available to children in test-checked AWCs was seriously compromised as basic amenities such as toilet, drinking water, kitchen and utensils were not available in them.

The Department could not spend the released funds fully in any of the years from 2011 to 2016 due to delayed release of funds by ICDS Directorate. Consequently, Government of India (GoI) did not release its subsequent share during fourth quarter of 2013-14 and 2015-16 under ICDS (General). Despite availability of funds for construction and upgradation of AWC buildings, the Department did not finalise the budget head for drawals of funds till 2014-15. Therefore, released funds could not be drawn from treasury.

Supplementary Nutrition Programme was not provided for targeted 300 days in any of the test-checked AWCs. The prescribed checks to ensure specified standards and quality/ nutrition value of supplementary nutrition were not carried out by Food and Nutrition Board in the State. Besides, hygiene and safety could not be ensured as kitchen and safe water facility was available in only 34 *per cent* of functional AWCs. Wheat Based Nutrition Programme (WBNP) to ensure the availability of foodgrains at cheaper rates was not implemented in all AWCs of the State. Medicine kits/Pre-school kits were not available in any of the test-checked AWCs. Data on Immunisation was not maintained at any level in ICDS.

Adequate training was not provided to field level functionaries of ICDS such as Child Development Project Officers, Lady Supervisors and *Anganwadi* workers (AWWs). As a result, micro-level survey conducted by the Department for identification of SC/ST/Minority habitations was inadequate and AWWs could not identify malnourished children.

The prescribed monitoring by the State and district level committees was unsatisfactory as meeting of State Level Monitoring and Review Committee was never held while District Level Monitoring Committee was constituted only in two test-checked districts. The deficient monitoring was evident in joint physical verification as 25 AWCs were found closed while children were not present in 22 AWCs.

APPENDIX-2.1.1

(Refer: Paragraph-2.1.9; Page-20)

(i) Statement showing details of allotment and expenditure under General Component in test-checked districts

(₹ in crore)

Year	Allotment (GoI+GoB)	Expenditure (GoI+GoB/ *Percentage* of allotment)	Short expenditure (*Percentage*)
2011-12	55.04	50.34 (91)	4.70 (9)
2012-13	99.44	89.62 (90)	9.82 (10)
2013-14	95.35	83.88 (88)	11.47 (12)
2014-15	84.26	76.15 (90)	8.11 (10)
2015-16	110.79	89.29 (81)	21.5 (19)
Total	**444.88**	**389.28 (88)**	**55.60 (12)**

(ii) Statement showing details of allotment and expenditure under Supplementary Nutrition Programme (SNP) Component in test checked districts

(₹ in crore)

Year	Allotment (GoI+GoB)	Expenditure (GoI+GoB/ *Percentage* of allotment)	Short expenditure *(Percentage)*
2011-12	193.70	136.53 (70)	57.17 (30)
2012-13	246.03	221.14 (90)	24.89 (10)
2013-14	430.36	347.60 (81)	82.76 (19)
2014-15	347.16	332.92 (96)	14.24 (4)
2015-16	311.87	295.81 (95)	16.06 (5)
Total	**1,529.12**	**1,334.00 (87)**	**1,95.12 (13)**

APPENDIX-2.1.2

(Refer: Paragraph-2.1.9.3; Page-20)

Statement showing utilisation of Government of India (GoI) funds under Supplementary Nutrition Programme (SNP) and General Components

(₹ in crore)

Year	Opening Balance		Funds released		Total Fund		Expenditure		Closing Balance	
	SNP	General	SNP	General	SNP	General	SNP	General	SNP	General
2011-12	**54.55**	(-)30.94	354.53	457.64	409.08	426.70	386.09	434.33	22.99	(-)7.63
2012-13	22.99	(-)7.63	465.32	606.95	488.31	599.32	468.27	540.10	20.04	59.22
2013-14	**20.04**	**59.22**	510.23	482.84	530.27	542.06	648.28	548.76	(-)118.01	(-)6.70
2014-15	(-)118.01	(-)6.70	538.75	610.40	420.73	603.70	609.79	523.29	(-)189.05	80.41
2015-16	(-)189.05	**80.41**	659.94	276.54	470.89	356.95	545.74	349.43	(-)74.85	7.52
Total			**2,528.77**	**2,434.37**			**2,658.17**	**2,395.91**		

(Source: UCs submitted by the Directorate to GoI)

APPENDIX-2.1.3

(Refer: Paragraph-2.1.11.1; Page-29)

Statement showing food grains allocated and utilized in the State under Wheat Based Nutrition Programme (WBNP)

(Quantity in MT)

Year	Item	Requisition by GoB		Allocated by GoI	Reallocated by Directorate for AWCs		Utilised Quantity	Surrendered quantity (*Per cent* of quantity allocated by GoI)
		AWC	Quantity		AWC	Quantity		
2011-12	Rice	3,437	54,169	2,406	3,437	2,406	1,789	617 (26)
	Wheat		425	96	3,437	96	71	25 (26)
2012-13	Rice	33,302	92,813	92,813	3,437	9,624	6,707	86,106 (93)
	Wheat		3,725	3,725	3,437	386	292	3,433 (92)
2013-14	Rice	44,748	1,24,914	1,16,890	33,054	92,754	74,333	42,557 (36)
	Wheat			931		97	93	838 (90)
2014-15	Rice	44,748	1,24,914	1,24,915	33,054	92,754	65,864	59,051 (47)
2015-16	Rice	33,054	1,28,739	1,18,207	33,054	91,436	22,181	96,026 (81)
Total	**Rice**		**5,25,549**	**4,55,231**		**2,88,974**	**1,70,874**	**2,84,357 (62)**
	Wheat		**4,150**	**4,752**		**579**	**456**	**4,296(90)**

Rate calculation for lapse/Surrender quantity

Item	Quantity (In MT)	Rate per MT (In ₹)	Value (₹ in crore)
Rice	2,84,357	5,650	160.66
Wheat	4,296	4,150	1.78
Total			**162.44**

APPENDIX-2.1.4

(Refer: Paragraph-2.1.11.1; Page-29)

Statement showing procurement of rice in test-checked districts under Wheat Based Nutrition Programme (WBNP)

(₹in lakh)

Sl.No.	Name of district	Details	2011-12	2012-13	2013-14	2014-15	2015-16	Total
1.	Saharsa	Rice consumed (in quintal)	15,264	21,057	40,565	39,768	31,517	1,48,171
		Rate per quintal	1,500	1,500	1,500	2,000	2,000	-
		Total amount	228.96	315.86	608.48	795.36	630.34	2,578.99
2.	Kishanganj	Rice consumed (in quintal)	11,260	14,054	24,344	18,035	18,772	86,465
		Rate per quintal	1,500	1,500	1,500	2,100	2,100	-
		Total amount	168.90	210.81	365.16	378.74	394.21	1,517.82
3.	Nalanda	Rice consumed (in quintal)	37,760	52,053	49,341	59,017	51,185	2,49,356
		Rate per quintal	1,500	1,500	2,100	2,100	2,100	-
		Total amount	566.40	780.80	1,036.16	1,239.36	1,074.89	4,697.60
4.	Gopalganj	Rice consumed (in quintal)	NA	33,825	63,917	50,304	52,785	2,00,831
		Rate per quintal	1,500	1,500	1,500	2,000	2,000	-
		Total amount	NA	507.38	958.76	1,006.08	1,055.70	3,527.91
5.	Buxar	Rice consumed (in quintal)	NA	22,507	38,507	34,746	26,462	1,22,222
		Rate per quintal	1,675	1,675	1,675	1,675	1,675	-
		Total amount	NA	376.99	644.99	582.00	443.24	2,047.22
6.	East Champaran	Rice consumed (in quintal)	70,018	85,084	1,05,367	97,698	85,054	4,43,221
		Rate per quintal	1,500	1,500	1,900	1,900	1,900	
		Total amount	1,050.27	1,276.26	2,001.97	1,856.26	1,616.036	7,800.79
7.	West Champaran	Rice consumed (in quintal)	56,202	54,359	79,289	75,587	69,205	3,34,642
		Rate per quintal	1,500	1,500	1,900	1,900	1,900	
		Total amount	843.03	815.39	1,506.49	1,436.15	1,314.90	5,915.95
Grand Total		Rice consumed (in quintal)	1,90,504	2,82939	4,01,330	3,75,155	3,34,980	15,84,908
		Total amount paid at Market Rate	2,857.56	4,283.47	7,122.01	7,293.94	6,529.30	2,808.63
		Total amount paid at BPL Rate (@ ₹ 6.22 per KG)	1,184.93	1,759.88	2,496.27	2,333.46	2,083.58	9,858.13
		Excess amount paid	**1,672.63**	**2,523.59**	**4,625.73**	**4,960.48**	**4,445.72**	**18,228.15**

APPENDIX-2.1.5

(Refer: Paragraph-2.1.12; Page-34)

Details of training imparted in the State

(i) Job training

Name of Post	Untrained as on 31 March 2011	Joined/ newly selected during 2011-16	Total no. of untrained persons	Trained during 2011-16	Untrained as on 31 March 2016
CDPO	167	0	167	0	167
Supervisor	0	1,695	1,695	501	1,194
AWW	13,910	23,676	37,586	22,522	15,064

(ii) Refresher Training

Period	Supervisor		AWW		AWH	
	Men-in-position	Trained (*Per cent*)	Men-in position	Trained (*Per cent*)	Men-in position	Trained (*Per cent*)
2011-12	2,634	440 (17)	81,766	14,996 (18)	80,677	11,995 (15)
2012-13	2,833	0	69,889	19,675 (28)	68,569	14,786 (22)
2013-14	2,833	0	69,889	20,699 (30)	68,569	16,383 (24)
2014-15	2,882	0	83,202	22,050 (27)	78,369	11,875 (15)
2015-16	2,499	75 (3)	86,752	15,567 (18)	77,315	15,591 (20)

(iii) Induction Training

Period	Supervisor		AWW		AWH	
	Newly selected	Trained	Newly selected	Trained	Newly selected	Trained
2011-12	1,695	0	400	0	0	0
2012-13	0	0	17,411	0	0	0
2013-14	0	0	990	0	729	0
2014-15	0	0	1,483	0	1,070	0
2015-16	0	0	3,392	0	976	0
Total	**1,695**	**0**	**23,676**	**0**	**2,775**	**0**

APPENDIX-2.1.6

(Refer: Paragraph-2.1.12.1; Page-34)

Statement showing shortfall in training at *Anganwadi* Training Centres

Name of Training Centre	Year	Paid for months	Training held (in days)	As per norms training was to be held for	Training was not held as per norm
1	2	3	4	5	6
Prakritik Arogyashram Rajgir, Nalanda	2011-12	12	124	348	224
	2012-13	12	172	348	176
	2013-14	12	198	348	150
	2014-15	12	153	300	147
	2015-16	12	144	300	156
Sama Vikas Samiti, Islampur, Nalanda	2011-12	12	261	348	87
	2012-13	12	208	348	140
	2013-14	12	268	348	80
	2014-15	12	204	300	96
Gramin Kalyan Pratishthan, Ramchandrapur, Nalanda	2011-12	12	104	348	244
	2012-13	12	206	348	142
	2013-14	12	222	348	126
	2014-15	12	152	300	148
Public Welfare Society, Tedhgachha, Kishanganj	2011-12	12	93	348	255
	2012-13	12	60	348	288
Nari Kalyan Sansthan, Gopalganj	2/2014-to 12/2014	11	168	275	107
Mahila Gram Shree, Gopalganj	2/2014-to 12/2014	11	173	275	102
All Round Development Society, Motihari	2011-12	6	0	174	174
Akhil Bhartiya Vivah Kendra, Motihari	2011-12	12	93	348	255
	2012-13	12	59	348	289
	2013-14	12	139	348	209
	2014-15	12	129	300	171
	2015-16	12	205	300	95
Indian Institute of Yoga Research , West Champaran	2012-13	10	180	290	110
	2013-14	12	223	348	125
	2014-15	12	271	300	29
	2015-16	5	68	125	57
Adhisuchit Kshetra Siksha Vikas Samiti, West Champarn	2012-13	3	44	87	43
	2013-14	12	103	348	245
	2014-15	10	120	250	130
Anusuchit Jati/ Anusuchit Jan Jati Kalyan Samiti, Saharsa	2011-12	12	215	348	133
	2012-13	12	198	348	150
	2013-14	12	223	348	125
	2014-15	12	255	300	45
Mahila Gram Shree ,Buxar	2011-12	12	232	348	116
	2012-13	12	191	348	157
	2013-14	12	234	348	114
	2014-15	12	220	300	80

APPENDIX-2.1.7

(Refer: Paragraph-2.1.12.2; Page-35)

Details of available manpower against sanctioned strength

Name of the posts	State			Test Checked Districts		
	Sanctioned Strength	Person Available	Vacancy (percent -tage)	Sanctioned Strength	Person Available	Vacancy (percentage)
CDPO	544	458	86 (16)	149	104	45(30)
LS	3,288	2,499	789 (24)	867	704	163(19)
AWW	91,677	86,752	4,925 (5)	25,319	23,640	1,679(7)
AWH	86,237	77,315	8,922 (10)	23,280	21,642	1,638(7)

(Source: Information provided by Directorate and test checked districts)

APPENDIX-2.2.1

(Refer: Paragraph-2.2.7.2; Page-44 and 45)

Statement regarding fixing of target in Annual Action Plan

(i) Target fixed for coverage of habitations

Year	Number of habitations	Fully covered habitations	Partially covered habitations			
			As of 1st April	Target (in *per cent)*	Achievement	Slipped back
2011-12	1,07,642	74,378	14,837	5,922 (40)	4,445	569
2012-13	1,07,641	82,203	10,859	8,915 (82)	5,909	19,032
2013-14	1,07,639	72,875	24,178	3,283 (14)	3,189	30,063
2014-15	1,07,639	50,203	50,838	8,437 (17)	8,173	1,719
2015-16	1,10,140	59,862	46,759	5,612 (12)	4,639	1,701

(ii) Target fixed for coverage of quality affected habitations

Year	Arsenic			Fluoride			Iron		
	as on 1st April during the year	Target (*per cent*)	Achievement	as on 1st April during the year	Target	Achievement	as on 1st April during the year	Target	Achievement
2011-12	1,111	213 (19)	169	3,338	803 (24)	685	13,978	5,464 (39)	3,095
2012-13	1,004	786 (78)	194	2,698	1,507(56)	771	10,877	3,807 (35)	2,830
2013-14	727	716 (98)	383	1,504	911 (61)	633	8,355	3,473 (42)	3,186
2014-15	357	320 (90)	262	893	563 (63)	381	5,348	3,041 (57)	2,561
2015-16	66	54 (82)	32	498	353 (71)	149	2,955	1,474 (50)	1,330

(iii) Water quality testing of drinking water sources

Year	No. of water sources	Target for water quality testing at laboratories	Percentage
2011-12	2,87,838	91,200 (200 samples per month per lab for 38 districts)	32
2012-13	3,61,793	91,200	25
2013-14	3,87,457	1,36,800	35
2014-15	3,87,457	1,50,000	39
2015-16	4,10,239	1,36,000	33

(iv) Habitations with 0 to 50 per cent population covered

(In number)

Details of targeted non-quality affected habitations									
Year	**Total no. of habitations**	**Number of habitation with population coverage >0 and < 25%**				**Number of habitation with population coverage >=25 and < 50%**			
		as on 1st April	**Target**	**Achievement**	**Percentage of target**	**as on 1st April**	**Target**	**Achievement**	**Percentage of target**
2011-12	1,07,642	1,708	1,007	639	59	3,538	1,719	1,314	49
2012-13	1,07,642	1,155	1,042	684	90	2,396	1,962	1,352	82
2013-14	1,07,640	5,129	642	618	13	5,981	1,022	1,004	17
2014-15	1,07,640	7,775	2,257	2,188	29	9,926	1,577	1,546	16
2015-16	1,10,140	9,078	1,281	1,976	14	7,839	1,018	870	13

(v) SC dominated habitations

(In number)

Number of SC dominated habitations						
Year	**as on 1st April**	**Fully covered**	**Partially covered**	**Target**	**Achievement**	**Percentage of target**
2011-12	23,520	16,709	6,811	3,227	2,029	47
2012-13	23,520	18,152	5,368	2,904	2,008	54
2013-14	23,520	16,146	7,374	2,905	2,621	39
2014-15	9,039	4,602	4,437	932	880	21
2015-16	9,473	5,295	4,178	767	650	18

(vi) ST dominated habitations

(In number)

Year	**as on 1st April**	**Fully covered**	**Partially covered**	**Target**	**Achievement**	**Percentage of target**
2011-12	1,952	1,202	750	233	185	31
2012-13	1,952	1,355	597	264	183	44
2013-14	1,952	1,457	495	194	177	39
2014-15	1,766	811	955	152	133	16
2015-16	1,832	863	969	171	123	18

APPENDIX-2.2.2

(Refer: Paragraph-2.2.10; Page-53)

Statement regarding sanction of schemes for coverage of schools and *anganwadis* during 2011-16

Schools

(₹ in lakh)

Sl. No.	Name of Scheme	AA No. date	Physical target	Amount sanctioned	Achievement	Expenditure
1.	Running water with over head tank in school	3685 11/11/2011	500	555.00	496	485.91
2.	Running water with over head tank in school	2790 26/10/2012	1,100	1,355.31	1,089	1,052.22
3.	New hand pumps in place of old & defunct tube well	2789 26/10/2012	3,000	1,118.12	2,751	896.98
4.	Running water with over head tank in school	243 28/1/2015	6,631	7,949.24	2,015	3,630.85
5.	Running water with over head tank in school	1539 4/8/2014	1,100	1,355.31	1,015	1,025.24
6.	New tube well in school	928 28/5/2014	4,590	2,476.54	4,384	2,007.30
	Total		**16,921**	**14,809.52**	**11,750**	**9,098.50**

Anganwadis

(₹ in lakh)

Sl. No.	Administrative Approval no./Date	Target	Amount	Achievement	Amount
1	3383/10/10/2011	9,374	4,177.80	8,995	4,024.03
2	2597/25/9/2012	7,044	2,796.83	6,161	2,183.31
Total		**16,418**	**6,974.63**	**15,156**	**6,207.34**

Status of schools and *anganwadis* in test-checked divisions

(₹ in lakh)

Name of Division	Schools			Anganwadis		
	Target	Achievement	Expenditure	Target	Achievement	Expenditure
Bhagalpur East	455	387	292.78	781	690	304.82
Bhagalpur West	200	169	127.78	550	510	234.7
Chapra	437	266	189.48	344	337	125.26
Darbhanga	672	506	258.9	488	477	179.01
Jamui	439	365	263.72	323	318	103.74
Jehanabad	143	125	55.64	405	293	114.82
Patna East	470	247	114.34	270	46	53.11
Patna West	833	582	322.97	283	272	108.99
Sasaram	263	235	153.12	476	436	145.33
Supaul	498	91	59.93	257	257	84.51
Bettiah	543	297	133.93	318	279	62.73
Vaishali	353	259	120.98	518	453	144.79
Total	**5,306**	**3,529**	**2,093.57**	**5,013**	**4,368**	**1,661.81**