

WOMEN AND CHILD DEVELOPMENT DEPARTMENT

2.3 Implementation of Integrated Child Development Services

Executive Summary

The Government of India (GOI) launched (1975) the Integrated Child Development Services (ICDS) to promote holistic development of children, expectant and lactating mothers and adolescent girls through package services comprising supplementary nutrition, immunization, health check-ups, nutrition and health education and informal pre-school education of children. The performance audit of implementation of ICDS revealed following deficiencies.

- *Against the requirements of 75,480 Angan Wadi Centres (AWCs), 52,137 (69 per cent) AWCs were sanctioned and 50,225 AWCs were in operation in the State thereby a population of 1.87 crore was deprived of the benefits of ICDS. Though GOI directed (November 2008) State Government to submit proposal for additional projects based on revised population criteria, no proposal was forwarded by the State Government.*
- *In the 123 projects in eight test checked districts, basic amenities (building, safe drinking water and toilets) were not available in nine per cent to 40 per cent of the AWCs. Out of 3,333 AWCs proposed to be constructed from National Bank for Agriculture and Rural Development (NABARD) loan, only 1,979 AWCs were constructed.*
- *Though there were 223.16 lakh eligible beneficiaries under Supplementary Nutrition (SN) Programme, 63.37 lakh beneficiaries were left out. As against the target of 300 nutrition days annually, shortfall in providing supplementary nutrition was up to 96 days. Every third child in the State was reported as underweight. Shortfall of 27 per cent to 48 per cent was noticed in the implementation of Nutrition Programme for Adolescent Girls.*
- *Records regarding immunization programme were not available with AWCs. Though funds for purchase of the medical kits were provided, the same were not purchased by the District Development Officers (DDOs).*
- *Of the 34.28 lakh children registered in the AWCs of selected districts, only 26.94 lakh children enrolled for pre-school education. There was shortfall in supply of pre-school kits. The tri-cycles procured for kids in the test checked district was of poor quality.*
- *As against the sanctioned strength of 54 Child Development Project Officers (CDPOs)/Assistant CDPOs (ACDPOs) and 220 Supervisors in selected projects, shortage of 20 CDPOs/ ACDPOs (37 per cent) and 19 Supervisors (nine per cent) was noticed. Shortfall up to 52 per cent and 50 per cent in field visits of CDPOs and Supervisors respectively was also noticed in test checked districts during 2007-12. Also, in 320 selected AWCs, there was shortfall up to 26 per cent*

visits of Anganwadi workers to households and there was negligible implementation of Information, Education and Communication component.

2.3.1 Introduction

The GOI launched (October 1975) Integrated Child Development Services (ICDS) to promote holistic development of children of the age group of 0-6 years, expectant and lactating mothers and adolescent girls aged 11-18 years. The programme was *cent per cent* funded by GOI till 2008-09 and thereafter, shared by GOI (90 *per cent*) and State Governments (10 *per cent*), except for expenditure on Supplementary Nutrition Programme (SNP), which was borne by GOI and State Governments at 50 *per cent* each.

Under the ICDS, Kishori Shakti Yojana, Nutrition Programme for Adolescent Girls (upto 2009-10) and Rajiv Gandhi Scheme for Empowerment of Adolescent Girls were also implemented.

The objectives of the ICDS were to (i) improve the nutritional and health status of children aged 0-6 years; (ii) reduce mortality, morbidity, malnutrition and school drop-outs; (iii) lay foundation for psychological/physical/social development of children; (iv) enhance capability of the mother to look after normal health and nutritional needs of the child through proper nutrition and health education; and (v) achieve effective co-ordination of policy and implementation among the various departments to promote child development. These objectives were planned to be achieved through a package of services consisting of supplementary nutrition, immunization, health check-ups, nutrition and health education and non-formal pre-school education of children aged 3-6 years.

Implementation of ICDS covering the period 1992-99 was previously reviewed during September 1998 to May 1999 and paragraph 3.4 on the audit findings was included in the Audit Report for the year ended March 1999. The recommendations of the Public Accounts Committee have not been received (September 2012).

2.3.2 Audit objectives

The objectives of the performance audit were to assess whether –

- planning for the implementation of the scheme was oriented towards achievement of scheme objectives;
- funds provided were used economically and efficiently;
- the infrastructure was adequate for effective delivery of services under the scheme;
- service packages under the scheme were effectively delivered to the beneficiaries;
- staff deployment and training for skill up-gradation was based on the requirements of the scheme; and
- effective system for monitoring and evaluation of programme existed.

2.3.3 Audit criteria

The implementation of the various components of the ICDS was assessed with reference to the following –

- Guidelines and instructions issued by the GOI for selection of beneficiaries and opening of AWCs;
- Norms of SNP and delivery of different packages of services; and
- System for monitoring instituted by the Government.

2.3.4 Organisational set-up

The Secretary, Women and Child Development Department (WCDD) was responsible for the overall implementation of ICDS and the Director of Women and Child Development (Director) was the implementing and coordinating officer. At district level, the programme was implemented by the District Programme Officer (DPO), who was assisted by Child Development Project Officers (CDPOs) at project level and Supervisors at Angan Wadi Centres (AWCs). Services were delivered through AWCs in village or urban ward by trained female Angan Wadi Workers (AWWs) and Helpers (AWHs) to whom honorarium fixed from time to time was being paid.

2.3.5 Audit coverage and methodology

The performance audit covering the period 2007-12 was conducted (July-December 2011 and April-June 2012) through test check of records of Secretary, WCDD, Director of Women and Child Development, eight out of 26 DPOs and 32 CDPOs selected by Simple Random Sampling without Replacement method. Records of 320 AWCs were also test-checked.

An Entry Conference was held (November 2011) with Secretary, WCDD to explain the audit objectives, audit criteria and methodology. Audit findings and recommendations were also discussed (January 2012) with the Secretary in an Exit Conference.

Audit findings

Planning

2.3.6 Non-mapping of projects

The GOI instructions provide that AWCs were to be opened for a population of 400-800 (rural and urban projects) and 300-800 (tribal projects). Mini-AWCs (MAWCs) were to be opened for a population of 150-400 (rural and urban projects) and 150-300 (tribal projects).

Before opening of AWCs and MAWCs, mapping of the projects to identify villages inhabited by weaker sections of the society was required to be done for timely opening of the AWCs. However, Director had no information regarding the actual distance of AWCs from the habitations.

Mapping for AWCs was incomplete

The Government stated (September 2012) that as against 52,137 AWCs sanctioned by the GOI, mapping of 50,133 AWCs has been completed. However, completion of this work could neither be traced from the records of the Director nor the office could produce any records to audit in this regard.

2.3.6.1 Shortfall in coverage of population

Against requirement of 75480 AWCs, only 50,225 were in operation

Considering a population of 6.04 crore of the State (2011 census), 75,480 AWCs were required, against which 52,137 (69 *per cent*) AWCs were sanctioned and 50,225 were in operation (March 2012).

The Director attributed (January 2012) reasons for non-operation of the sanctioned AWCs to non-availability of eligible/qualified AWW/AWH, time taking recruitment process, imposition of code of conduct in connection with elections and shortage of staff. Failure to operationalise AWCs resulted in denial of benefits to the targeted population and loss of GOI assistance of ₹10.38 crore.

The Government attributed (September 2012) non-submission of proposals for more AWCs to non-receipt of demand from DPOs and Municipal Corporations. The reply of the Government was not justified in view of the fact that DPOs and Municipal Corporations should have been asked to submit requisite proposals so that the benefits of the ICDS could be made available to the needy.

2.3.7 Opening of new Anganwadi Centres

A population of 1.87 crore deprived of the benefits of ICDS

Position of opening new AWCs under Phase-III and Phase-IV *vis-à-vis* deficit in number of AWCs was as shown in **Table-1** below –

Table-1: Details showing opening of new AWCs under Phase-III and Phase-IV

Particulars	Phase-III	Phase-IV
Commencement of programme	April 2007	October 2009
Forwarding of proposals by State Government to GOI	October 2007/July 2008	May 2010
Delay in submission of proposals	5 months/15 months	8 months
Number of AWCs/MAWCs proposed to be opened	3312 AWCs and 1126 MAWCs/ 1150 AWCs and 459 MAWCs	2433 AWCs and 813 MAWCs
Date of sanction by GOI	December 2008 and March 2010	January 2012
Number of Centres sanctioned	4462 AWCs and 1585 MAWCs	1911 AWCs
Short sanction of Centres out of the proposal	Nil	522 AWCs and 813 MAWCs
Number of Centres made operational	All	None; State Government has not issued orders (August 2012)
Overall requirement of Centres for the population of 6.04 crore (2011 census) in State	..	75,480 AWCs
Total number of Centres sanctioned	..	52,137 AWCs (March 2012)
Overall deficit of Centres	..	23,343 AWCs
Uncovered population	..	1.87 crore

Thus, a population of 1.87 crore was deprived of the benefits of ICDS. Government assured (September 2012) to make the AWCs operational shortly.

2.3.7.1 Irregular re-location of Centres

AWCs sanctioned by GOI relocated without following due process

The Government of India sanctioned (March 2010) additional 1150 AWCs and 459 MAWCs. These AWCs/MAWCs were to be made operational at specific places in Ahmedabad, Banaskantha and Rajkot districts. But, Director ordered (December 2010) the relocation of these sites AWCs/MAWCs throughout the State.

The Government stated (September 2012) that Commissioner was competent to re-allot AWCs from one district to another in terms of State Government Resolution of September 2008. The reply is not correct as no such powers were vested with State authorities under the ICDS for relocation of AWCs.

2.3.7.2 Delay in opening Centres

Though the Supreme Court¹⁴ ordered (December 2006) the immediate opening of new AWCs after they were sanctioned by the GOI, State Government issued orders (November 2010) for opening of these AWCs/MAWCs after a delay of six months. Orders for opening AWCs in minority area were issued (February 2011) after 11 months due to faulty identification of locations.

The Director attributed reasons for the delay to necessity of demand survey before allotment of AWCs. The reply was not acceptable as the places for the AWCs were required to be identified before proposals were forwarded (July 2008) to GOI.

The Government stated (September 2012) that financial and administrative approval from the Government took some time, followed by delays at field level.

2.3.7.3 Inconsistent statistical data

Scrutiny of records revealed that there was variation between the data of Women and Child Development Department (WCDD) and selected DPOs in respect of the number of AWCs sanctioned and operational (31 March 2012) as shown in **Table-2** below –

Table-2: Variation between the figures of WCDD and selected DPOs

District	Number of AWCs as on 31 March 2012				Variation (WCDD to DPO figures)	
	WCDD figures		DPO figures			
	Sanctioned	Operational	Sanctioned	Operational	Sanctioned	Operational
Junagadh	2,589	2,588	2,589	2,577	0	-11
Jamnagar	1,824	1,824	1,874	1,874	+50	+50

(Source: Data provided by State nodal department and selected districts)

Thus, the data available with WCDD needs to be reconciled with that of DPOs.

¹⁴ While disposing a Civil Application filed (2001) by the Peoples' Union for Civil Liberties in connection with various problems in implementation of ICDS

The Government attributed (September 2012) the data variation to typographical error in Junagadh and accepted the error in so far as Jamnagar was concerned and assured to adjust the same against the new sanctions as and when received. However, the reply was silent as to how the expenditure sanctions were issued to these AWCs.

2.3.7.4 Non-submission of proposals for projects

The Government of India directed (November 2008) the State Government to submit proposal for additional projects based on revised population criteria, however, no such proposal was submitted (June 2012). As a result, 202 projects were handling more than 125 AWCs without augmentation of staff (March 2012).

During Exit Conference (January 2012), the Secretary (WCDD) stated that action would be taken to demand more projects and AWCs and that DPOs were also directed (December 2011) to submit proposals for opening of new projects.

Financial Management

2.3.8 Funding Pattern

Funds for implementation of ICDS were obtained through Demands for Grants as shown in **Table-3** below –

Table-3: Details of Demands and Heads of Accounts operated for ICDS implementation

Demand No.	Details	Major/Minor/Sub/ Detailed Head of Account
106	ICDS General	2236-02-800-02
96	ICDS Tribal	2236-02-796-02
95	Special Nutrition Programme	2235-02-800-01
106	Rajiv Gandhi Scheme for Adolescent Girls (Sabla) General	2236-02-800-14
96	Rajiv Gandhi Scheme for Adolescent Girls (Sabla) Tribal	2236-02-796-09
95	Rajiv Gandhi Scheme for Adolescent Girls (Sabla) SCP	2235-02-800-02

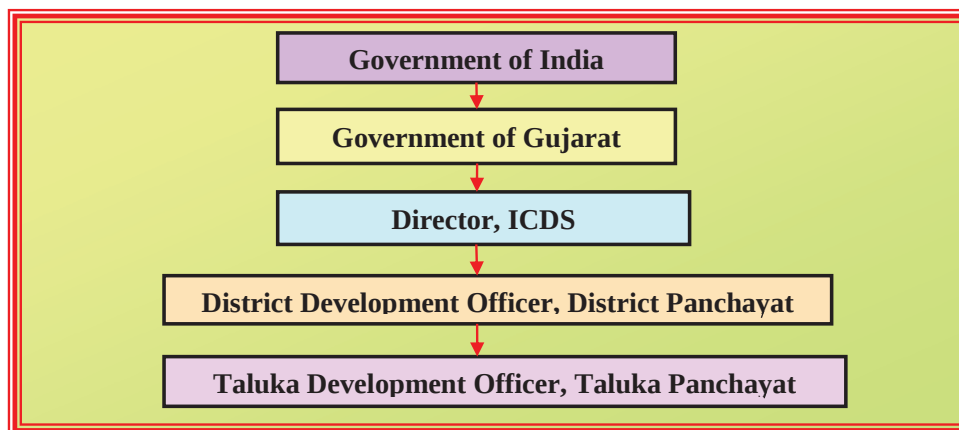
The Funds obtained in respect of ICDS were allotted by the Director to the District Development Officers (DDOs) of the respective District Panchayats. The funds so received by DDOs were deposited in the PLAs with the Treasury. The PLAs with the DDOs were common for all funds received from different functional Departments and a Cash Book was maintained by the Accounts Officer of the District Panchayat. However, there was no separate Cash Book for ICDS or any other programme.

The DDOs distribute certain portion of the funds to the Taluka Development Officers (TDOs) of the Taluka Panchayats, who deposit them with the Sub-Treasuries.

The ICDS Branches at Taluka and District levels maintain accounts for the expenditure incurred towards implementation of the Scheme. Based on the

Statement of Expenditure furnished by the CDPO of Taluka Panchayat, the DPO of the District Panchayat furnishes details of expenditure to the Nodal Officer and Utilisation Certificates are furnished to GOI accordingly.

The flow of funds from GOI to the implementing officer was as shown below –



2.3.8.1 Outlays and expenditure

During 2007-12, a sum of ₹1,144.63 crore under Non-Plan (General) and ₹1,408.95 crore under Plan (SNP) were released, against which ₹1,145.92 crore and ₹1,450.09 crore respectively were spent. The year-wise details are as given in **Table-4** below –

Table-4: Details of release of grant and expenditure there against

(Rupees in crore)

Year	Expenditure during the year	of which GOI			Share released by State Government	Total funds available ¹⁵	Closing Balance ¹⁶
		Share Admissible ¹⁷	Opening Balance available	Funds released			
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
ICDS General (Non- Plan)							
2007-08	115.56	115.56	(+)2.83	110.51	0.00	113.34	(-)2.22
2008-09	155.96	155.96	(-)2.22	164.92	0.00	162.70	(+)6.74
2009-10	208.52	187.67	(+) 6.74	156.32	20.85	163.06	(-)24.61
2010-11	241.08	216.97	(-)24.61	185.42	24.11	160.81	(-)56.16
2011-12	424.80	382.32	(-)56.16	440.02	42.48	383.86	(+)1.54
Total	1145.92	1058.48		1057.19	87.44	983.77	
ICDS Supplementary Nutrition (Plan)							
2007-08	121.73	60.87	(-)3.53	38.55	60.87	35.02	(-)25.85
2008-09	130.84	65.42	(-)25.85	74.64	65.42	48.79	(-)16.63
2009-10	246.91	123.45	(-)16.63	86.96	123.45	70.33	(-)53.12
2010-11	420.47	210.23	(-)53.12	119.86	210.23	66.74	(-)143.49
2011-12	530.14	265.08	(-)143.49	363.90	265.07	220.41	(-)44.67
Total	1450.09	725.05		683.91	725.04	441.29	

(Source: Data furnished by Director ICDS, Gandhinagar)

15 This column is sum total of Columns 4 and 5

16 Column 7 minus Column 3

17 Prescribed percentage of total expenditure (Column 2)

Thus, release of Central funds was less than the eligible share of expenditure incurred by the State. Short release of Central grant under Plan increased from ₹3.53 crore in 2007-08 to ₹44.67 crore in 2011-12.

The Government stated (September 2012) that quarterly Statement of Expenditure and Utilisation Certificates were being furnished to GOI from time to time, but reimbursements were not received.

2.3.9 Defective and incomplete financial records

2.3.9.1 Incomplete Grant Registers

In the selected eight districts, grants were released in four to five annual installments during the period covered under audit. To verify correct accounting of grants released by WCDD to Districts and Districts to Projects, Audit test checked Grant Registers maintained by DPOs and CDPOs of selected units.

Test check of Grant Registers of DPOs revealed that entries of receipt and disbursement of grants and date of release of grant to CDPOs were not recorded in the Registers. Similarly, at Project level, Grant Registers were not maintained or entries made were incomplete. Due to non/improper maintenance of Grant Registers, Audit could not verify correctness of accounts.

The Government stated (September 2012) that DPOs were directed to maintain Grant Registers properly.

2.3.9.2 Differences of figures of grant releasing/receiving units

The reconciliation of grants accounted for by receiving units was not carried out by releasing units. This has resulted in huge difference in release/receipt of grants by respective units. The Government stated (January 2012) that DPOs were directed to reconcile the difference.

2.3.9.3 Differences between closing and opening balances

Audit scrutiny revealed that in the Statement of Expenditure, there was a difference of ₹5.56 crore between OB of current year and CB of previous year in respect of five selected districts except DPO, Ahmedabad, where expenditure statements were not prepared for all the five years. DPOs agreed to reconcile the difference and intimate to audit.

The Government instructed (September 2012) the DPOs to get the difference reconciled.

2.3.10 Other financial irregularities

Scrutiny of records of Director/selected field offices revealed irregularities, shown in **Table-5** as follows –

Table-5: Details showing irregularities noticed

Sl. No.	Nature of irregularity	Money value, if any	Remarks/Audit observations
1	Parking of funds in Personal Leger Accounts (PLA)	₹116.01 crore	Rule 193 of Gujarat Financial Rules, 2000 provided that money should not be withdrawn, unless it was required for immediate disbursement. Amount withdrawn and deposited in PLA increased from ₹22.13 crore (April 2007) to ₹116.01 crore (March 2012); thus funds were released without requirement
2	Irregular expenditure	₹1.04 crore	Amount was spent (2009-10) on printing of growth chart (₹94.94 lakh) and recipe books (₹8.74 lakh) against the grant of Information, Education and Communication
3	Excess expenditure	₹6.37 lakh	Against the admissible amount of ₹2 lakh per annum, Director booked ₹10.37 lakh (2009-10 and 2010-11) towards electrification and furniture
4	Unauthorised expenditure on inadmissible item	₹6.30 lakh	Secretary WCDD sanctioned (2008-09) purchase of car under monitoring and evaluation, which resulted in unauthorised expenditure on inadmissible item under monitoring and evaluation

The Government stated (September 2012) that grants under the State Budget were released to the concerned DDOs on the basis of their estimated and planned requirements. As regards the irregularities, it was stated that all the DDOs and POs had been asked to provide details regarding the utilisation of plan/non-plan grants kept in the PLA.

Infrastructure

Angan Wadi Centre is the focal point for delivery of ICDS. In order to discharge the functions effectively, the AWCs require basic infrastructure facilities, such as buildings with store, kitchen and toilets, drinking water, utensils, furniture etc.

2.3.11 Absence of basic infrastructure

Out of 50,225 AWCs operational (March 2012), 20521 AWCs were being operated from non-Government buildings. Information on infrastructural facilities in respect of 2,664 AWCs was not available with the Director.

The Government stated (September 2012) that these 2,664 AWCs were being operated from non-Government buildings, which included rented buildings, school buildings, community halls, houses of AWWs, open-space and beneath trees. However, the details of which were not furnished by the Government.

Basic amenities were not available in sizable number of AWCs

As such, some of the AWCs were working in open spaces or beneath the trees. Thus, the Government failed to provide proper infrastructure for locating these AWCs.

In the 123 projects in eight test checked districts (consisting of 18,510 AWCs), basic amenities (building, safe drinking water and toilets) were not available in nine per cent to 40 per cent of the AWCs, shown in **Table-6** as follows –

Table-6: Statement showing details of basic facilities not available in AWCs

Name of District	No. of projects	No. of AWCs	Non-availability of basic facilities		
			Building	Safe drinking water	Toilet
Junagadh	18	2,588	115	616	847
Jamnagar	13	1,824	143	384	665
Mehsana	13	1,896	17	367	217
Sabarkantha	20	3,264	447	1,561	1,409
Ahmedabad (Rural)	13	1,600	359	875	2,562
Anand	13	1,979	149	221	179
Surat	17	2,634	5	937	287
Panchmahals	16	2,725	435	1,065	1,242
Total	123	18,510	1,670	6,026	7,408
Percentage			9	33	40
State	336	50,225	2,664	17,281	18,321
State average				34	36

(Source: Director ICDS, Gandhinagar)

Non-availability of basic infrastructure facilities in AWCs had adverse impact on the delivery of services to the beneficiaries. Data regarding provision of separate kitchen/store, furniture, play-ground, etc. was also not available with the Director.

AWCs were functioning in congested area, *kutcha* buildings and cattle shed





A well maintained, clean and tidy AWC of Kalol Project
(Panchamahals district)

During field visits of AWCs of the selected projects, it was observed that though there were a few exceptions of well maintained AWCs, most of them were functioning in congested space, *kutch*a buildings and cattle shed.

The Government stated (September 2012) that action would be taken to solve the problems.

2.3.12 Slow progress in construction of AWCs

Construction of large number of AWCs was incomplete



Jamnagar (Urban)-1 with dumpings

In order to provide proper accommodation to the AWCs, Government decided (August 2009) to construct new buildings with the financial assistance (loan) from the National Bank for Agriculture and Rural Development (NABARD).

The funds were placed (2010-11) with Sarva Shiksha Abhiyan for undertaking the construction of AWCs.

Details regarding number of units proposed for construction, its cost, progress of work, etc. (March 2012) are as given in **Table-7** as follows –

Table-7: Details showing construction of AWCs out of NABARD loan

Government share	₹15 crore
NABARD loan sanctioned (November 2009)	₹85 crore
Number of AWCs proposed to be constructed	3,333 units
Unit cost	₹3 lakh
Due date of completion	31 March 2012
Number of units completed (June 2012)	1,979 units
Number of units in progress (June 2012)	713 units
Number of units, construction not commenced (June 2012)	641
Expenditure incurred (June 2012)	₹85.35 crore

The Director attributed non availability of land and site disputes, non finalisation of list of centres, local level problems, non-opening of bank account, etc. for delay/non-commencement of construction of the remaining AWCs.

The Government, while narrating the further progress achieved in completion of the works, stated (September 2012) that construction of AWCs was being undertaken with the State's own resources.

2.3.13 Unfruitful expenditure and blocking of funds on Mobile Vans

To cater to the needs of children of labourers, agarias and slums-dwellers, and those living in interior, scattered and tribal areas, etc., the WCDD released ₹2.21 crore for purchase of 46 vehicles for Mobile AWCs. The vehicles were allotted to District Panchayats/ Municipal Corporations, who were to bear the expenditure on maintenance including salary of driver and POL. Audit observations are shown in **Table-8** as follows –

Table-8

Location	Value	Audit observation
DPO, Surat	₹2.50 lakh	Mobile van allotted (April 2010) was not utilised even for a day for want of fund for POL and salary for driver.
Surat Municipal Corporation, Surat	₹5 lakh	Two mobile vans allotted (February 2008) were utilised for survey of non-covered ICDS areas under Urban Projects 2 and 3; van for Urban Project-2 ran for 3,411km in seven months and van for Urban Project-3 for 4,372 km in nine months.
Vadodara Municipal Corporation, Vadodara	₹5 lakh	Two mobile vans allotted (September 2008, March 2009) to Urban Project 1 and 2 were not utilised for 21 months (Project 1) and 8 months (Project 2) due to non renewal of contract of supply of cooked food and irregular supply of ration respectively.
10 DPOs, 5 Municipal Commissioners and Development Supporting Agency (Tribal)	₹1.72 crore	Director distributed (March 2011) the amount for purchase of 26 Mobile Vans costing ₹6.60 lakh each. None of the grantees purchased the vehicle as the local bodies concerned were not prepared to bear cost of POL and salary of driver.

While replying (September 2012) the audit observations, the Government stated that services were being rendered through 46 mobile vans. The reply is not correct as test check of records revealed that five mobile vans were not in operation; further, mobile vans were also not purchased out of ₹1.72 crore sanctioned to 10 DPOs, five Municipal Commissioners and Development Supporting Agency.

Services under ICDS

Supplementary Nutrition Programme

The Supplementary Nutrition Programme (SNP) aimed to improve the health and nutrition status of children in the age group of six months to six years (6m-6y), pregnant women, lactating mothers and adolescent girls. SNP provided (January 2010) for supply of 500 calories and 12-15 gram protein per day for children between 6m-6y of age and 800 calories and 22-25 gram protein for malnourished children. Pregnant women, lactating mothers and adolescent girls were to be supplied 600 calories and 18-20 gram protein.

Supply of the food module comprised a variety of food items acceptable among children. Provision of breakfast in addition to one meal was also made (January 2010) for children in the age group of three to six years. Apart from this, food grains as Take Home Ration (THR) were to be distributed to children in the age group of 6 months to 3 years, pregnant women, lactating mothers and adolescent girls.

2.3.14 Targets and achievements

Beneficiaries left out from SN programme were 63.37 lakh

The Supreme Court ordered (October 2004) to provide supplementary nutrition as per norms to all the eligible beneficiaries of AWCs. Audit scrutiny revealed that as against 223.16 lakh children aged 6 months to 3 years, pregnant women and lactating mothers enrolled (2007-12), target fixed was only 170.32 lakh beneficiaries (76 per cent) in the State. Out of these, only 159.79 lakh actually benefited, thus 63.37 lakh beneficiaries were left out. The position of category-wise coverage and uncovered beneficiaries in 32 projects selected for detailed scrutiny is as given in **Appendix-XI** and **Appendix-XII** respectively. Non provision of supplementary nutrition to all the enrolled beneficiaries defeated the objective of achieving universalisation of the scheme as envisaged.

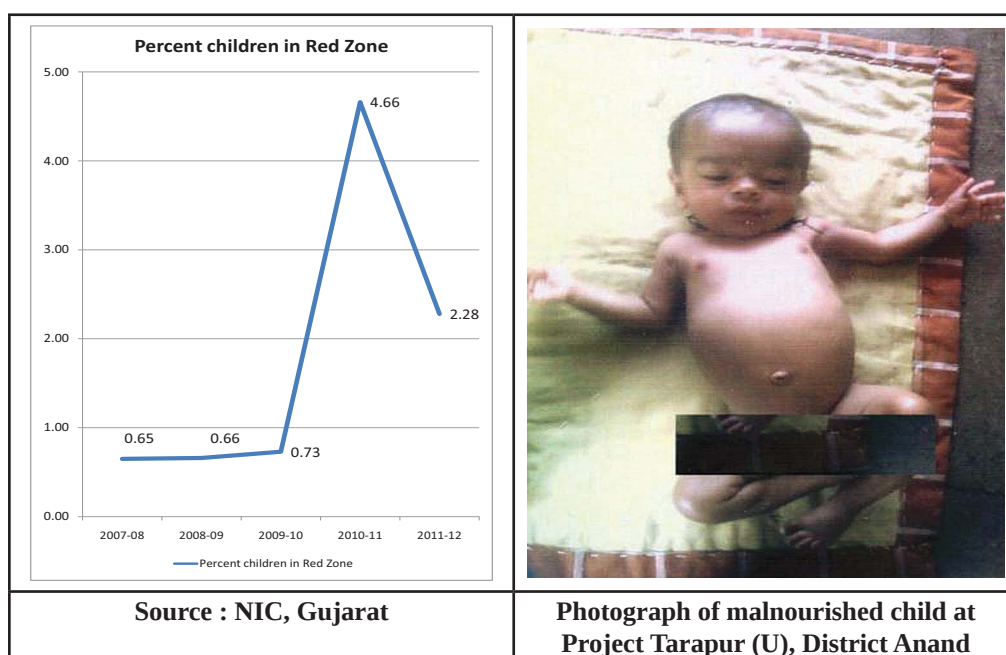
While accepting audit observation, the Government stated (September 2012) that achievements had since started to improve.

2.3.15 Non-achievement of targeted nutrition days

Supplementary Nutrition was to be served to the beneficiaries for 25 days in a month and 300 days in a year. However, AWCs delayed submission of indents to Director which coupled with delay in distribution of ration by the suppliers led to non-serving of SN for up to 96 days during 2007-12.

2.3.16 Nutritional status

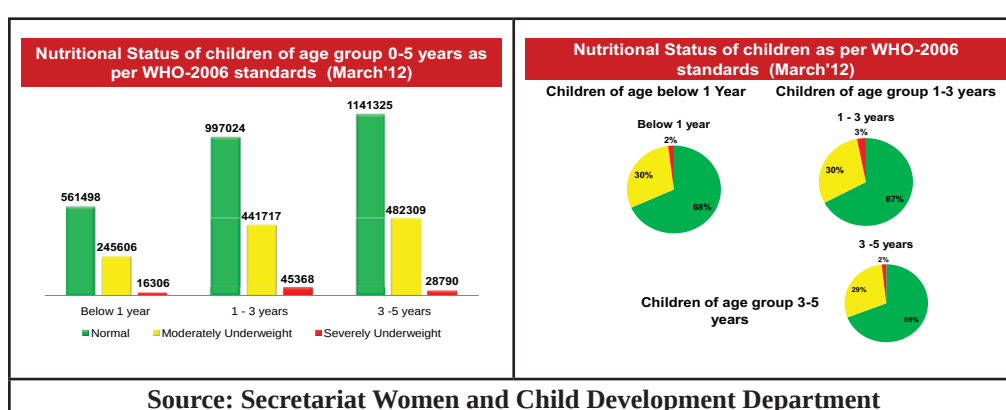
Percentage of children in red category showed increasing trend during 2007-12 (0.65 per cent to 4.66 per cent) as shown as follows.



As per National Family Health Survey-3 (2005-06) in Gujarat, every second child below five years, every third women and every second adolescent girl were underweight. However, despite providing SN to targeted children during 2007-12, Monthly Progress Report (March 2012) states that every third child was underweight.

The Government records revealed following reasons for static and high under nutrition –

- The Government focused more on nutritional status of children in the age group of 3-5 years whereas maximum under-nutrition was noticed in children between 0-3 years as shown in chart below –



- The Government focused only on weighing and recording, but not much on counseling and intervention under Nutrition and Health Education Programme under ICDS;
- Limited focus on addressing long term under nutrition, which was largely due to long term food deprivation and maternal under nutrition (among one-third of mothers).

During Exit Conference (January 2012), the Government stated that convergence of various initiatives resulted in reduction of child mortality from 50 deaths (2008) to 44 deaths (2010) out of every 1,000 birth and decrease in maternal mortality rates.

The reply was not justifiable as, in spite of the corrective steps, the percentage of malnourished children had steadily increased during 2010-11, showing a reduction during 2011-12. However, in 80 tribal projects of 11 districts percentage of moderate (yellow) and worst (red) malnourished children during 2011-12 ranged up to 44 *per cent* and five *per cent* respectively.

The Government while explaining the efforts made in this direction, stated (September 2012) that under-nutrition is a multifaceted issue that needed to be addressed.

2.3.17 Supplementary nutrition to malnourished children

SN, as envisaged was not provided to children

As per the prescribed norms, each identified malnourished child was to get 800 calories and 20-25 gram of protein per day. Scrutiny of records of eight selected districts revealed that despite 69,453 Grade-III beneficiaries identified as malnourished during March 2008-12, instead of the stipulated nutrition, the AWCs provided 500 calories and 12-15 gram of protein only to 25,673 (37 *per cent*) malnourished beneficiaries.

When pointed out, DPOs replied (June 2012) that the instructions would be followed in future. Thus, the scheme failed to reach 63 *per cent* intended beneficiaries and reached the remaining beneficiaries only partially.

2.3.17.1 Issuance of double quantity of ration

Further, in Ahmedabad, Anand, Junagadh, Sabarkantha and Surat districts, double the ration was provided (69,901 beneficiaries) against the 29,072 actual beneficiaries identified. The excess issue of ration ranged between eight *per cent* (Surat) and 933 *per cent* (Sabarkantha). No explanation was furnished in respect of issuance of excess ration and issue of ration to beneficiaries in excess of the identified number.

The DPOs stated that entries will be checked and correct position will be intimated to audit.

2.3.18 Quality of food

2.3.18.1 Non-implementation of micro nutrients norms

Government of India directives (January 2006) provided for supply of 50 *per cent* of micro nutrients as per recommended dietary norms through 80 grams of supplementary food to different target groups (6m-6y children, Pregnant and Lactating women and adolescent girls). However, this was not implemented in the State. CDPOs in the test checked projects stated (November/December 2011, June 2012) that a provision for expenditure on fruits (twice in a week) was being made in State budget (January 2010).

When pointed out, Government explained (September 2012) about the efforts made by them in this regard. The fact, however, remained that the GOI directives to provide 50 per cent of micro nutrients was not implemented.

2.3.18.2 Physical Monitoring of quality of food

Quality of food supplied was not as required

The Community Food Nutrition and Extension Units (CFNEUs) under the Food and Nutritional Board of the GOI were expected to visit AWCs to ensure the quality of food being served to the beneficiaries. However, in 18 out of 320 selected AWCs, CFNEU paid a visit only once in five years (2007-12). Samples of foods served were collected neither by the ICDS functionaries nor by CFNEUs for sending to Quality Control Laboratory (QCL) working under Food and Nutritional Board. DPOs attributed (November, December 2011 and June 2012) non-drawal of food samples to non-availability of vehicle and non-establishment of QCL in Gujarat. There were instances of supply of substandard food as under—

- The DPOs were to place the Dispatch Advice (DA) by 5th of every month with the flour mills for supply of the flour to the AWCs. The flour can be used for a period of 45 days after grinding of the wheat. During test check in Ahmedabad district, it was seen that flour was sent for testing after 20 to 22 days after grinding. There were cases of supply of flour after expiry of its life, in a few cases such flour had 15 grams of insects *per* 100 grams of flour. When such substandard flour was returned for replacement, the supplier re-dispatched it in new gunny bag after reprocessing. It was also reported that the reprocessed flour was not sent for testing thereafter. The Government stated (September 2012) that action had been taken against the supplier and security deposit forfeited.
- Renita Charitable Trust was providing prepared SN to AWCs under Urban Project-1 of Vadodara Municipal Corporation. There were reports in print/electronic media¹⁸ that earthworms, etc. were found in the food supplied by them. Also, the quantity/ quality supplied was short/sub-standard. But, food samples were not taken and the Trust was allowed to continue supply till July 2010. The Director stated that the CDPO was charge sheeted (August 2011) for lack of supervision.
- MLA, Talaja (Bhavnagar district) during her surprise visit (15 December 2008) to Valukad AWC No. 3, observed that only 16 out of the 43 children enrolled with AWC were present. Extreme dirt prevailed in AWC all around and spices contained worms and insects. The AWW was unavailable when the MLA made the visit. DPO Bhavnagar reported (July 2009) that the District Primary Education Officer who investigated (April 2009) the matter instructed the AWW to keep the kitchen clean by using powder and water.

18 Gujarat Samachar dated 31 July 2010, Divya Bhaskar dated 1 August 2010 and TV 9 News Channel

2.3.19 Nutrition programme for adolescent girls

The GOI launched for two years (2002-04), a pilot project of Nutrition Programme for Adolescent Girls (NPAG), in 51 selected districts of the country with 100 *per cent* Central assistance¹⁹, which was extended till 2009-10. In Gujarat, Dahod and Panchmahals districts were selected under NPAG.

Under the scheme, adolescent girls (11 to 19 years) weighing less than 35 kg were to be identified and provided 6 kg food grains per girl per month for three months free of cost irrespective of the financial status of their families. After three months, if their weight was found to be less than 35 kg, the same quantity of ration was to be provided for another three months.

Supervisors along with the AWWs were made responsible for checking the weight of five *per cent* of the girls and monitoring/reporting on the regularity of distribution of food grains from Fair Price Shops (FPS). The CDPO was to verify one *per cent* of cases randomly. There were significant shortfalls up to 48 *per cent* in achieving the targets, shown in **Table-9** as follows –

Table-9: Details of target and achievement under NPAG

(Number of beneficiaries)

Year	Target	Achievement	Shortfall	Percentage of shortfall
2006-07	2,41,866	1,26,796	1,15,070	48
2007-08	1,96,296	1,13,124	83,172	42
2008-09	1,79,669	1,30,295	49,374	27
2009-10	2,57,520	1,49,578	1,07,942	42

(Source: Director, ICDS, Gandhinagar)

Further, there were no records at AWCs and Project Offices to show that the girls were weighed regularly. Verification by Supervisors and CDPOs was also not carried out. Government accepted (September 2012) the irregular/insufficient supply of foodgrain.

2.3.20 Coverage under Kishori Shakti Yojana

Shortfall ranging from 75 to 84 *per cent* in vocational training under KSY noticed

The GOI launched (2000-2001) Kishori Shakti Yojana (KSY) as a component of ICDS for the benefit of girls from the age group of 11-18 years to provide them supplementary nutrition and vocational training in home-based skills. There was a shortfall of 5,84,604 in enrolment (2007-12) of eligible beneficiaries under Supplementary Nutrition Programme (SNP). Even out of the enrolled beneficiaries, 38,885 (2011-12) to 1,86,816 (2007-08) beneficiaries were not covered under SNP during the period 2007-12. Similarly, shortfall in imparting vocational training to enrolled beneficiaries ranged between 75 and 84 *per cent*. Thus, neither all the eligible beneficiaries were enrolled nor all the enrolled beneficiaries were provided with SN and vocational training thereby defeating the objective of the scheme.

¹⁹ Grants of ₹5.87 crore released and expenditure of ₹5.33 crore incurred during 2007-09

The Director stated (January 2012) that in all the categories, number of beneficiaries covered doubled in 2010-11 from the base year 2007-08. The contention of the Director is not acceptable as the objective of the Scheme was 100 *per cent* coverage.

The Government stated (September 2012) that since adolescent girls worked in farms and engaged in domestic work, they were not regularly attending AWC, which resulted in shortfall in coverage. The fact remained that large number of eligible adolescent girls were left out of the benefits of the programme.

2.3.21 Observance of Village Health and Nutrition Day

To reduce the maternal and infant mortality from 172 to 100 (*per* one lakh birth) and 50 to 30 (*per* 1,000 birth) respectively, the Government decided (January 2008) to strengthen mother and child health services through observance of Village Health and Nutrition Day (VHND). Audit observed that the Director had no information on number of VHNDs targeted and actually conducted.

The Director stated (January 2012) that Health and Family Welfare Department was the nodal department for observance of VHNDs and maintenance of records. The Director also stated that 3,39,978; 3,84,412 and 2,49,776 VHNDs were held during 2009-10, 2010-11 and 2011-12 respectively. However, this could not be verified from the records of Health Department as no information on VHND was available with the Department.

The Government stated (September 2012) that records in this regard were being maintained by the Health Department. However, since the implementation is undertaken at AWC level, non-availability of even basic data would be detrimental to its successful implementation.

Immunization programme

2.3.22 Immunization of children and women

There were deficiencies in immunization programme

Health check-ups under the Scheme included ante-natal care of expectant mother, lactating mothers and children below six years of age, especially those who were born with congenital defects or were severely malnourished. Record cards of pre-natal and post natal care were to be maintained and immunization was to be carried out for, children under six years of age in the project areas (against diphtheria, whooping cough, tetanus, polio, tuberculosis and measles) and expectant mothers (against tetanus).

The AWWs/AWHs were made responsible (January 2008) for motivating children and mother towards immunization. However, no records indicating number of children and women due for immunization and number immunized/left out were maintained by AWCs. Records of the Health Department showed deficit ranging nine *per cent* (2009-10) to 21 *per cent* (2008-09) in immunization.

The Government stated (September 2012) that the Health Department has since introduced E-Mamta Mother and Child Tracking System to follow up the dropouts.

Health care

2.3.23 Non-supply of medical kits

Medical kits were not supplied during 2007-12 to AWCs

Scheme guidelines stipulated (March 2000) yearly supply of Medical Kits, especially in tribal areas, to AWCs before the onset of monsoon to prevent outbreak of water-borne diseases among the children. However, such kits were supplied only once (May 2009) during 2007-12 in the selected districts.

Grant of ₹8.22 crore was released during 2009-12 to District Panchayats for purchase of the medical kits, but the kits were not purchased by the DDOs. Thus, immediate medical care was not available to the AWCs to treat children.

The Director stated (January 2012) that kits were distributed during all the five years by district level offices (2006-07 and 2009-11) and State Nodal Department (2007-09). However, such supplies were not traceable in the records of AWCs.

Further, the Director had not evolved any mechanism to monitor proper distribution of medicines. Even the annual report on the number of kits procured and supplied to AWCs by DPOs and sent to GOI, was not available with the Director.

The Government stated (September 2012) that except for the DDOs of Dahod, Jamnagar and Navsari, none could procure the kits due to its high price *vis-à-vis* the quantum of grant allotted. Hence, orders had since been placed with Central Medical Store Organisation, Gandhinagar for procurement of kits.

Pre-school and non-formal education

2.3.24 Pre-school education

Pre-School Education (PSE) is a crucial component of the package of services envisaged under the scheme, which aims at school readiness and development of a positive attitude towards education. PSE was to be provided in AWCs to children (3-6 years) through non-formal and play-way methods of joyful learning. To assist in imparting PSE, pre-school kits were to be provided.

2.3.24.1 Short coverage of pre-school education

Shortage of 21 per cent of AWC children joining pre-School education noticed

As per the data furnished by the Director, 34.28 lakh children (3-6 years) were registered (2007-12) in AWCs of selected districts for PSE. Of these, only 26.94 lakh (79 *per cent*) children attended pre-school as shown in Table-10 –

Table 10: Children attended pre-school during 2007-12

Year	Number of children			
	Registered	Attended	Shortfall	Percentage of shortfall
2007-08	6,59,691	5,09,418	1,50,273	23
2008-09	6,98,223	5,36,514	1,61,709	23
2009-10	6,48,627	5,03,858	1,44,769	22
2010-11	7,11,176	5,65,826	1,45,350	20
2011-12	7,10,375	5,78,748	1,31,627	19
Total	34,28,092	26,94,364	7,33,728	21

(Source: Monthly Progress Reports of State)

The DPOs of the test checked districts attributed (November/December 2011, June 2012) shortfall in attendance to migration of parents belonging to labour class, children joining parents at work site, illness, family circumstances and laziness. However, no documents were found on record. The Government endorsed (September 2012) the above reply.

2.3.24.2 Non-purchase of pre-school kits

15 out of 32 projects did not purchase pre-school kits

The Director provided (2008-12) funds to the tune of ₹15.98 crore to 26 districts for purchase of PSE kit at AWCs. However, PSE kits worth ₹6.53 crore (41 *per cent*) only were purchased (2008-12).

Scrutiny of records of selected CDPOs revealed that against eligible expenditure of ₹2.06 crore (2007-12) on PSE kits, 17 projects purchased PSE kits worth ₹35.11 lakh, while the remaining 15 projects did not buy kits. This resulted in short-delivery of the PSE component of the scheme.

No mechanism was in place to watch proper distribution of PSE kits as the Half Yearly Report sent to GOI on procurement and distribution of kits was not available with the Director.

The Director stated (January 2012) that kits were provided (2009-11) by UNICEF to 11,000 AWCs (22 *per cent*) of Banaskantha, Bhavnagar, Kachchh, Patan, Rajkot and Vadodara districts. Further, the kits were provided by the community to AWCs. The reply was not justified as there was no reason for the Director to release grants towards purchase of kits when the same was being provided by UNICEF/community.

The Government stated (September 2012) that efforts were being made to supply the pre-school kits.

2.3.24.3 Purchase of tri-cycles

The Director instructed (April 2011) for purchase of three to four tri-cycles within ceiling limit of ₹1,000 locally by AWWs.

Photo showing the broken tri-cycles dumped in the office of DPO, Junagadh (May 2012)



Scrutiny of records of DPO, Junagadh revealed that ₹1,000 were credited in bank account of each AWW.

Though the CDPOs certified non-availability of tri-cycles in local market, tenders for purchase of tri-cycles (7,731) were not invited. Instead the Programme Officer informally instructed one supplier of Ahmedabad to supply tri-cycles. In the absence of any specification prescribed by the Director, each AWW accepted poor quality of tri-

cycles, which were quickly broken. It was also observed that tri-cycles actually costing ₹250 per piece were supplied at the cost of ₹500.

This resulted in wasteful expenditure of ₹12.02 lakh, extra expenditure of ₹6.01 lakh, suspected malpractice in procurement and depriving the kids of intended benefits.

The Government stated (September 2012) that purchase of tri-cycles was being decentralised to take care of local needs and that purchase at DPO, Junagadh was being inquired into.

Nutrition and Health Education

Nutrition and Health Education (NHE) was to be provided to all women in the age group of 15-45 years through mass media and other forms of publicity, special campaigns, home visits by AWWs, short courses, demonstrations of cooking/feeding and utilisation of programmes of Ministries of Health and Family Welfare/Agriculture.

2.3.25 Household visit by AWWs

For educating the target group, each AWW was required to conduct 125 house visits every month. Monthly Progress Reports of 320 selected AWCs revealed shortfall up to 26 per cent as shown in **Table-11** as follows –

There was shortfall upto 26 per cent in AWWs house visits under Nutrition and Health Education

Table-11: Shortfall in visits of AWWs to household

Year	Target	Actual cover-age	Shortfall	Percentage of shortfall
2007-08	4,80,000	3,53,967	1,26,033	26
2008-09	4,80,000	3,67,159	1,12,841	24
2009-10	4,80,000	3,70,223	1,09,777	23
2010-11	4,80,000	3,71,019	1,08,981	23
2011-12	4,80,000	3,59,509	1,20,491	25

(Source: MPRs of 320 selected AWCs)

The CDPOs attributed the shortfall of household visits of AWWs to meetings, leave and trainings.

The Government stated (September 2012) that increased emphasis would be placed on household visits and maternal counseling.

2.3.26 Demonstrations/Campaigns

Scrutiny of records of the selected CDPOs revealed that no slide/film show, short term demonstrations were held during 2007-12. The CDPOs stated that there was no such facility at districts/projects/AWCs level, but NHE activities were done by organising Mahila Mandal meetings, food recipe competition, cookery shows, celebrations of nutrition week, etc.

2.3.27 Shortfall in providing Nutrition and Health Education to adolescent girls

Details of adolescent girls²⁰ who received Nutrition and Health Education (NHE) during 2008-12 are shown in **Table-12** below –

Table-12: Details of adolescent girls received NHE

Year	Number of adolescent girls enrolled under KSY	Number of adolescent girls received NHE	Shortfall	Percentage of shortfall
2008-09	5,11,570	4,43,182	68,388	13
2009-10	5,50,962	5,00,093	50,869	9
2010-11	7,11,040	4,79,496	2,31,544	33
2011-12	2,48,623	1,85,365	63,258	25

It could be seen that shortfall in providing NHE to adolescent girls was up to 33 *per cent*. Thus, the scheme failed to achieve the intended purpose.

²⁰ NHE to women (above adolescent to 45 years) were being imparted through *Matru Mandal* (mothers' meeting)

The Government stated (September 2012) that adolescent girls in rural areas joined their parents in farm and engaged in domestic work and therefore did not attend AWCs regularly. The reply of the Government is not justified as AWWs could not motivate the targeted group to participate in the activity.

2.3.28 Rajiv Gandhi Scheme for empowerment of adolescent girls

The GOI launched (March 2011) Rajiv Gandhi Scheme for Empowerment of Adolescent Girls or *Sabla*, merging the KSY and NPAG to address the multi-dimensional problems of adolescent girls. Using the platform of ICDS, *Sabla* was initially implemented in 200 selected districts across the country. In these districts, *Sabla* replaced KSY and NPAG. In the rest of the districts, KSY continued as before.

In Gujarat, Ahmedabad, Banaskantha, Dahod, Jamnagar, Junagadh, Narmada, Kachchh, Navsari and Panchmahals districts were selected for implementation of *Sabla*. Under the scheme, adolescent girls (11-18 years) were to be subdivided into two groups (11-14 years and 14-18 years). Interventions in health and personal hygiene were accordingly to be planned. Life skills education, nutrition and health education, awareness about socio-legal issues, etc. were also to be imparted.

The identified group leader-girls (*Sakhi* and *Saheli*) were to be imparted training as per the prescribed module at the project/sector level to serve as peer-monitors for *Kishori-Shakti*. The group leaders were to participate in regular activities of AWC, like providing pre-school education, SN, growth monitoring, etc. They were also to accompany the AWWs for home visits, as training ground for the future.

A training kit was to be provided in every AWC to assist adolescent girls in understanding various health, nutrition, social and legal issues. The cost of each kit was fixed at ₹1,000. There was a provision for a new kit every year. Scrutiny of records revealed that –

- Of the nine districts, the scheme was not implemented in Ahmedabad, Narmada and Kachchh districts during 2010-11;
- Of the 5.06 lakh adolescent girls enrolled (2011-12) under *Sabla*, 0.72 lakh girls (14 *per cent*) were found malnourished. SN was provided for only 220 days leaving a shortfall of 80 days (27 *per cent*). Iron Folic Acid tablets were provided to 2.19 lakh girls (shortfall 2.87 lakh – 57 *per cent*); and health check-up was carried out for 2.60 lakh girls (shortfall 2.46 lakh: 49 *per cent*).
- As against 5.06 lakh adolescent girls enrolled (2011-12), vocational training was imparted to 4,404 girls leaving shortfall of 5.01 lakh (99 *per cent*).

- As against 20,696 AWCs implementing *Sabla* (2011-12) training kits were provided to 1,728 AWCs, leaving a shortfall of 18,968 (92 per cent) depriving girls of learning.

In response, the Government furnished (September 2012) reply stating that as against the enrolment of 5.06 lakh adolescent girls, Iron Folic Acid tablets were given to 5.47 lakh girls (108 per cent). The reply is not correct, since the records made available to audit clearly showed that the tablets were provided to 2.19 lakh girls only.

Information, Education and Communication

2.3.29 Non-implementation of Information, Education and Communication component

Implementation of awareness programme was unsatisfactory

The objectives of the Information, Education and Communication (IEC) were to –

- (i) Create awareness and build up image of the ICDS programme;
- (ii) Stimulate demand for ICDS;
- (iii) Effect and sustain behavioral and attitudinal changes in child caring, nutrition and health; and
- (iv) Muster and sustain community participation.

To achieve these objectives, various activities were to be taken up. GOI prescribed a financial limit of ₹25,000 per project per annum (up to 2008-09) and ₹1,000 per annum per AWC (2009-10 onwards) for implementation of the programme.

Scrutiny of records revealed that against budget estimates of ₹16.03 crore (2007-12), only ₹7.67 lakh was spent on IEC at the departmental level. This meager expenditure had little impact since even the documentary film prepared (2010-11) at a cost of ₹7.67 lakh was not shown at the district/project/AWC level due to non availability of film projectors.

During Exit Conference (January 2012) Government stated that film was in the form of CD which was distributed to Anganwadi Training Centres for display during training and the film was also shown during *Mahila Sammelans*.

Scrutiny of records of selected CDPOs revealed that while 16 projects had incurred expenditure of ₹19.96 lakh on wall paintings and pamphlets as against eligible expenditure of ₹167.56 lakh (2007-12), no activities were carried out by remaining 16 projects. Thus, the awareness programme was not given due importance.

The Government stated (September 2012) that a large number of activities were being carried out in a decentralised manner at the district, block and AWC level. The reply of the Government is not correct as the information furnished at decentralised level did not show implementation of any such activity.

Manpower Management

Efficiency and quality of ICDS services largely depend on the availability of adequate number of trained supervisory cadre like CDPOs and Supervisors as well as grass-root level functionaries.

2.3.30 Shortage in key posts

Audit scrutiny revealed that as of March 2012, against the sanctioned strength of 54 CDPOs/ACDPOs and 220 Supervisors in selected projects, 34 CDPOs and 201 Supervisors were in position leaving a shortage of 20 CDPOs/ACDPOs (37 *per cent*) and 19 Supervisors (nine *per cent*). In 5,118 AWCs of selected projects, 116 posts of AWWs and 160 posts of AWHs were vacant (March 2012).

The Director stated (January 2012) that action to promote 25 AWWs as Supervisors was under process in concerned District Panchayats.

The Government stated (September 2012) that out of 52 vacant posts of CDPOs, 25 posts would be filled up through Public Service Commission and the rest by promotion from amongst the supervisors, for which the procedure would be completed shortly.

2.3.31 Training to ICDS functionaries

There were shortfalls in trainings to functional officers and staff

The ICDS Guidelines provide for imparting regular training to ICDS functionaries viz. induction training on initial appointment, job orientation training and refresher training. As of March 2012, there were 18 Agan Wadi Training Centres (AWTC) and one Middle Level Training Centre (MLTC) at Gandhinagar. It was observed that out of ₹18.67 crore earmarked (2008-12) for imparting training to ICDS functionaries, ₹14.58 crore was spent by the Department. The shortfall in training (2007-12) ranged from nine *per cent* to 27 *per cent* (functionaries) and 63 *per cent* to 89 *per cent* (refresher). The Director had no information regarding number of CDPOs deputed to National Institute of Public Co-operation and Child Development (NIPCCD) for refresher training courses.

The Government attributed (September 2012) shortfall to (i) non-attendance of the trainees due to personal reasons, (ii) non-relief of personnel by DDOs, (iii) non-allocation of batches due to vacancies in the AWTCs and (iv) suspension of training programme at one of the training centres due to administrative reasons and stated that efforts were being made to complete the training schedule.

Redressal of grievances

2.3.32 Non formation of grievance redressal Committee

District level grievance redressal committees have not been formed

As provided in ICDS guidelines, State Government directed (June 2001) that district level grievance redressal committees having representatives of AWWs/ AWHs to solve the grievances and day-to-day problems of AWWs/ AWHs be constituted. The committee was to hold meetings every quarter and a reasonable time frame was to be set up for disposal of complaints. However, no such committee was constituted till April 2011.

During Exit Conference (January 2012) Government stated that such committees were constituted at the district level and two meetings were held (May, November 2011) by DPO, Surat. However, minutes of the meetings were not available with the nodal department.

2.3.33 Follow-up action on complaints

The Director had received 353 complaints (2006-12) from AWWs/AWHs/ MLAs on various subjects. However, the Director had not maintained any control register to monitor follow up action. As such, audit could not ascertain the status of the complaints.

Test check of 116 complaint files revealed that out of the 55 complaints on mental torture, only six were disposed of and rest of the 49 cases were pending with the respective District Development Officers (DDOs). Similarly, 42 out of 51 and six out of 10 complaints regarding corruption and quality of food respectively were pending with DDOs (March 2012). This indicated that action taken was inadequate for addressing reported irregularities.

The Director stated (January 2012) that no such control registers were required to be maintained in his office. The reply of the Director was not acceptable in view of the large number of unattended complaint cases.

The Government stated (September 2012) that complaint register had since been maintained in their office.

2.3.34 Monitoring and Evaluation

- The Co-ordination Committees (involving several departments like Health and Family Welfare, Social Welfare, etc.) under the scheme were required to meet monthly at the project and the district level and quarterly at the State level. However, in 32 ICDS projects and eight districts test checked, project/district coordination committees were not formed.
- The GOI guidelines (October 2010) stipulated field visits by CDPO and Supervisor at the rate of 20 *per cent* and 50 *per cent* AWCs respectively under their jurisdiction. Shortfalls up to 52 *per cent* (Panchmahals) and 50 *per cent* (Jamnagar) in visits of CDPOs and Supervisors respectively were noticed during 2007-12.

- For effective supervision of SNP, officers of the State Nodal Department were required to make surprise visit to AWCs. As against the target of 380 AWCs to be visited, officers of the State Nodal Department conducted 83 visits between August 2010 and March 2012.
- For health related services, State Level Coordination Committee (SLCC) meetings were required to be held. Audit observed that SLCC meetings were not held by the State Nodal Department. However, ICDS officers participated in the meetings held by the Director of NRHM. The Government stated (September 2012) that the Gujarat State Nutrition Mission has been launched as an umbrella programme and that many meetings were held in which representatives from both the departments participated.
- To ensure that all the children of AWCs enrolled in formal education, coordination between AWCs and the local primary school was necessary. Though State level details of the number of PSE children, who actually enrolled in formal education were available for the State as a whole, no data on the number of children eligible to enroll in formal education and the number of children joining schools, was maintained at district level.
- Audit observed improper maintenance of stock registers with unattested corrections, blank columns, pencil entries and unattested overwriting. Summary of beneficiaries registered, actually benefited and closing stock of medicines was not prepared. Due to blank columns in the stock registers, stock consumed could not be verified with respect to the number of beneficiaries.
- Half Yearly and Annual Progress Reports were not prepared by ICDS functionaries. In the absence of reports, performance of the department could not be assessed.

2.3.35 Best practices

Despite constraints, State Government took certain good initiatives

Although coverage of ICDS increased in the last five years due to universalisation, the department could not provide adequate and trained manpower. However, the State Government could achieve following despite manpower constraints –

- Provision of seasonal fruits twice in a week to children of AWCs;
- Provision of a pair of uniform (sari, blouse) to AWWs and AWHs;
- Over and above the honorarium of ₹2,200 and ₹1,200 for AWWs and AWHs respectively provided by GOI, State Government sanctioned increment of ₹500/₹250 (October 2007) and ₹1,000/₹500 (May 2010) to AWWs/AWHs;

- Introduced (2007-08) Mata Yashoda Award consisting of various citations and State Level Cash Awards of ₹51,000/₹31,000 for best AWWs/AWHs for exemplary work;
- Sanction of ₹200 per month per Anganwadi (2009-10) towards electricity bills;
- Provision of two LPG cylinders, stoves, idli maker to 49,926 AWCs at a cost of ₹33.40 crore for a pollution free environment in the AWCs; and
- Continuation of Balika Samrudhi Yojana for the benefit of girls, which was discontinued by GOI in 2006-07.

2.3.36 Conclusion

Efforts made to plan and open the required number of AWCs were found to be deficient which deprived of large portion of population from the benefits of ICDS. The proposal for additional projects based on revised population criteria was not forwarded to GOI by the State Government. Basic facilities of building, safe drinking water and toilets were inadequate in existing AWCs. Construction of new AWCs was slow. All the enrolled beneficiaries were not covered under the Supplementary Nutrition Programme. Availability of essential medical kits in AWCs and proper implementation of immunization programme was not ensured. Pre-school education of the children of AWCs was not ensured. Shortage in CDPO/ ACDPO and supervisor cadres and shortfall in field visits by CDPOs and Supervisors was also noticed.

2.3.37 Recommendations

- Planning process of new AWCs, such as timely submission of proposals, etc. may be ensured;
- Basic facilities in the AWCs may be provided and construction of new AWCs expedited;
- Supplementary nutrition to all enrolled beneficiaries may be ensured to tackle the issue of malnourishment and underweight among children;
- Essential Medical Kits may be supplied in accordance with periodicity; and
- Vacancies in CDPO/ ACDPO and supervisor cadres may be filled in and monitoring mechanism strengthened.

APPENDIX-XI

Category-wise coverage of SNP under ICDS scheme during 2007-12

(Reference: Paragraph 2.3.14; Page 57)

Year	6m-3y Children		3y-6y Children		Pregnant Women and Lactating mothers	
	Enrolled	SN provided	Enrolled	SN provided	Enrolled	SN provided
2007-08	203403	104906	192434	145036	75102	51029
2008-09	205813	142449	194833	150462	83822	60540
2009-10	178058	94142	171324	124070	69003	48565
2010-11	188240	170428	172626	141649	77712	71759
2011-12	184893	168667	165908	141647	78897	75609

Source: Monthly Progress Reports of 32 selected projects

APPENDIX-XII

Details showing shortfall in coverage of beneficiaries under SNP in selected projects

(Reference: Paragraph 2.3.14; Page 57)

(Figures in lakh)

Year	Number of beneficiaries enrolled	Number of beneficiaries covered under SNP	Shortfall in coverage of enrolled beneficiaries under the SNP	Percentage
2007-08	4.71	3.01	1.70	36
2008-09	4.84	3.53	1.31	27
2009-10	4.18	2.67	1.51	36
2010-11	4.39	3.84	0.55	13
2011-12	4.30	3.86	0.44	10

Source: Monthly Progress Reports of 32 selected projects