

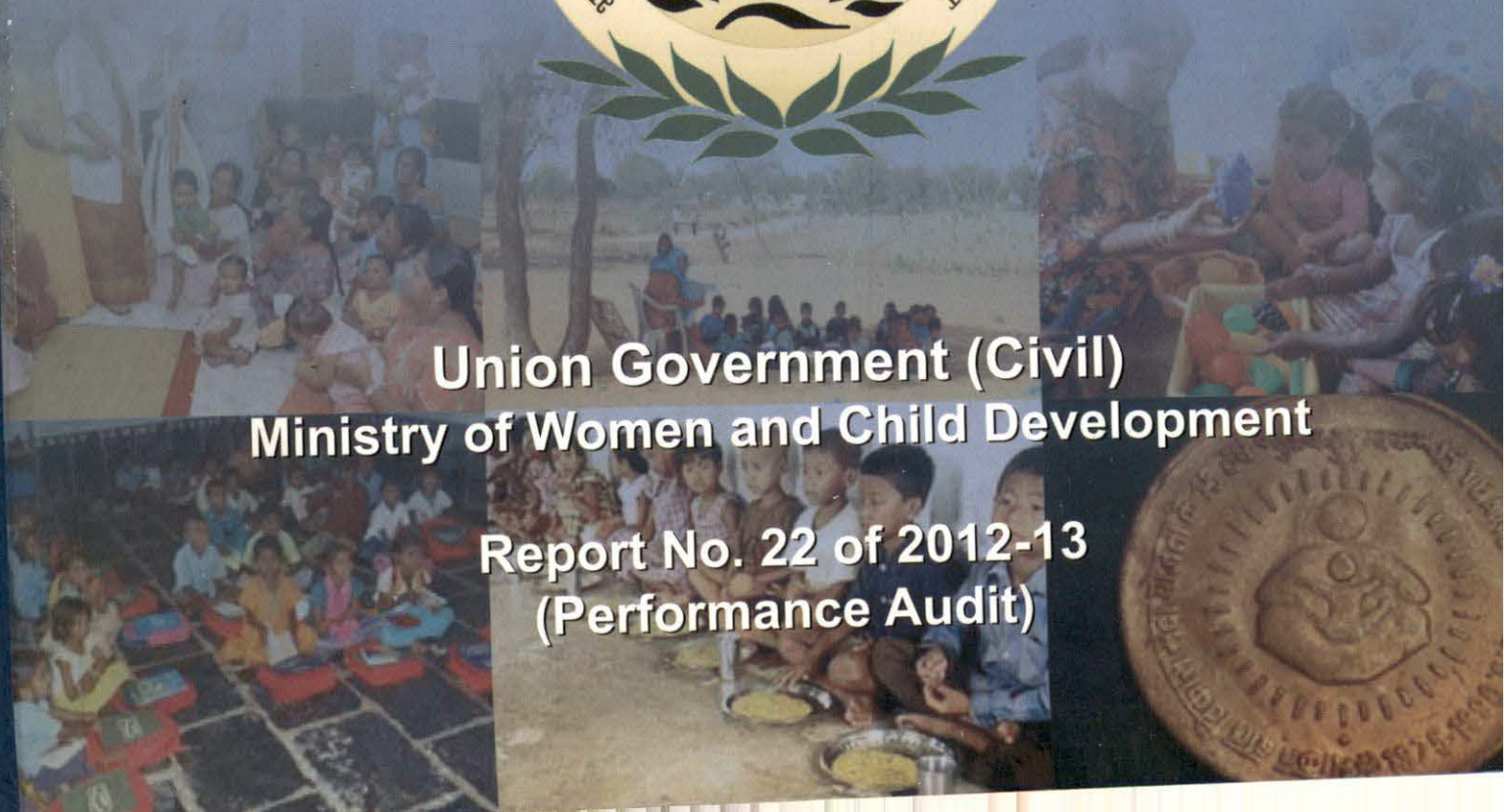


**Report of the
Comptroller and Auditor General of India
on
Performance Audit of
Integrated Child Development Services (ICDS) Scheme**



**Union Government (Civil)
Ministry of Women and Child Development**

**Report No. 22 of 2012-13
(Performance Audit)**



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General of India
2012-13**

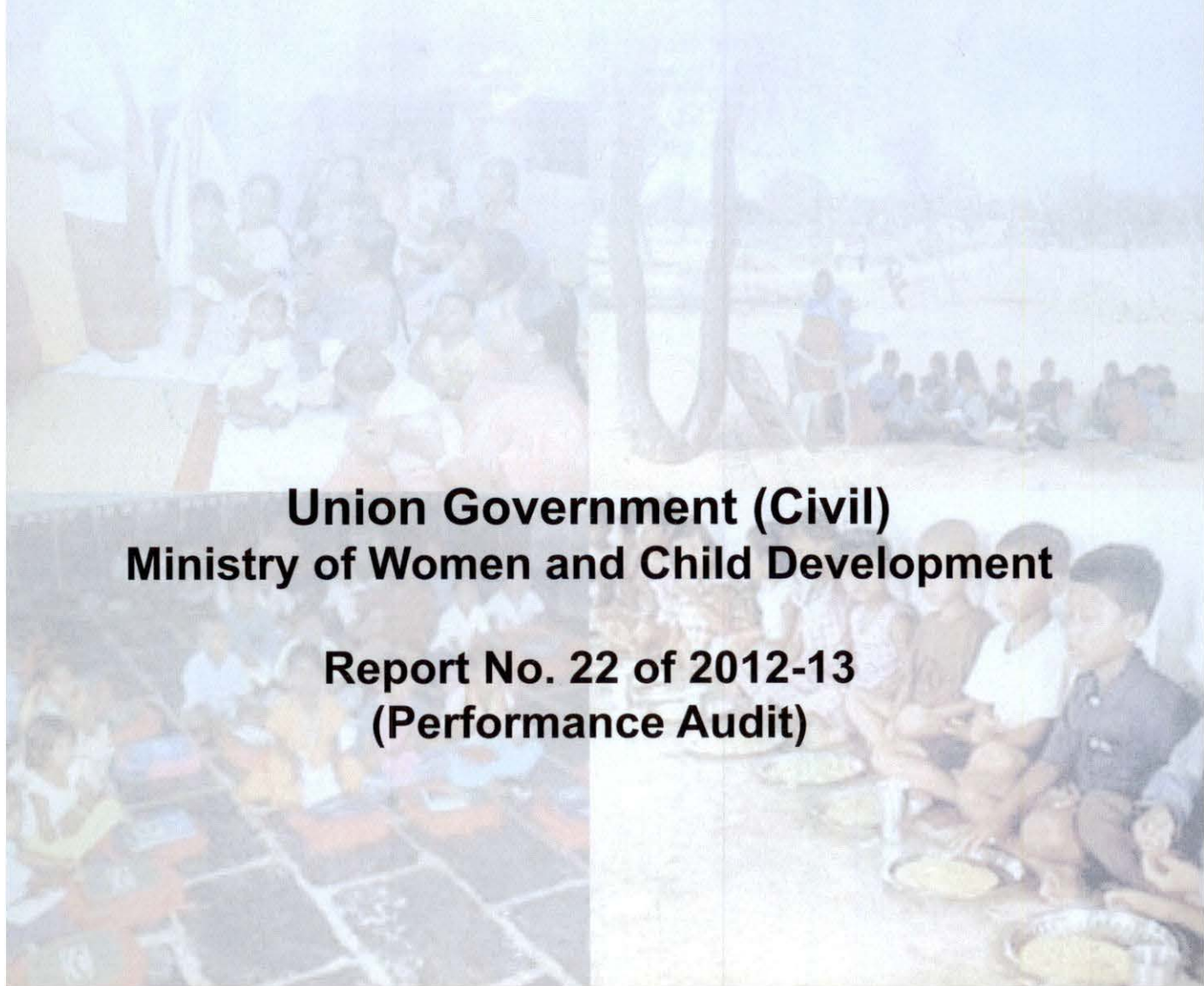
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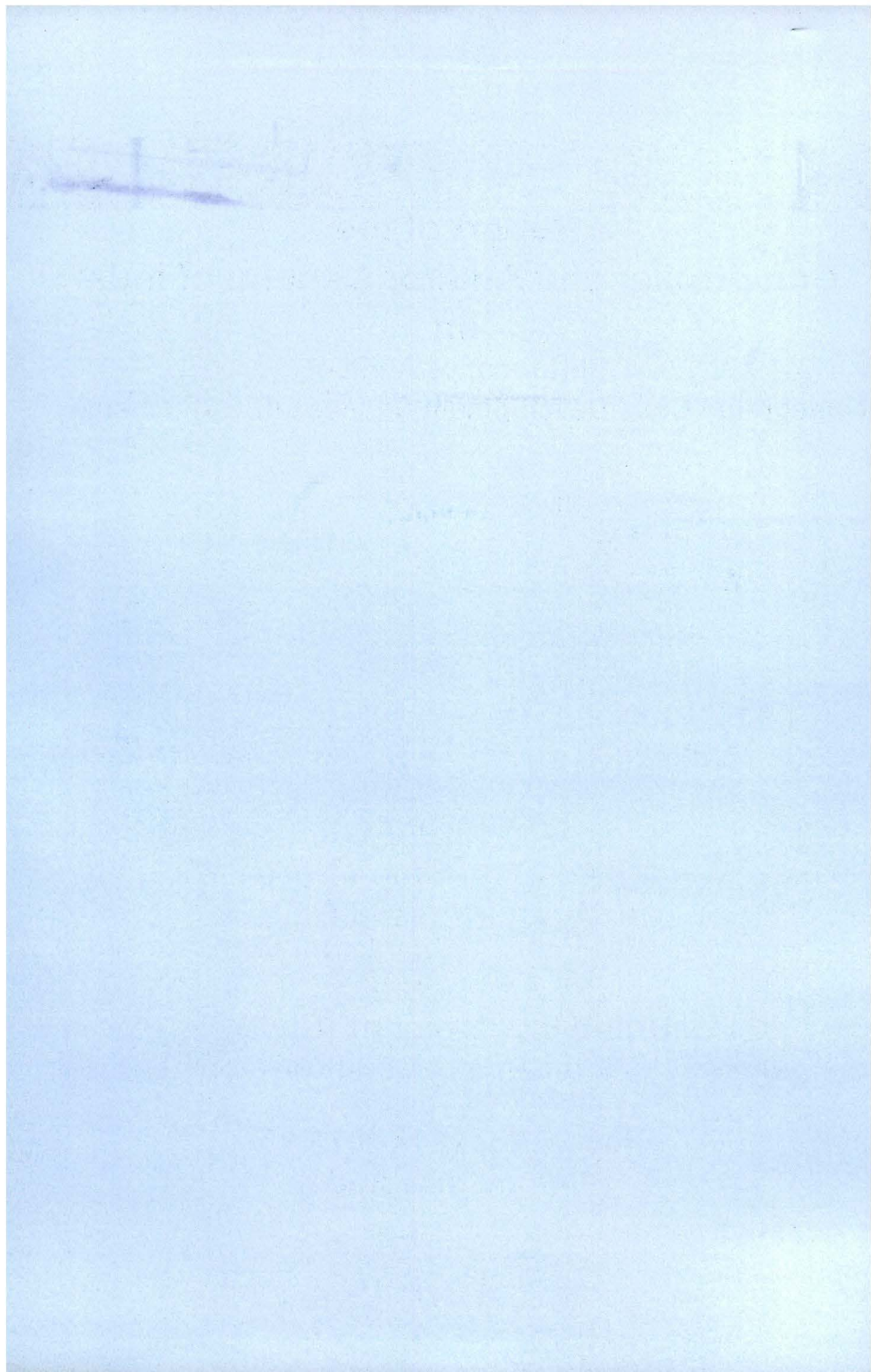
Presented to Lok Sabha
and Rajya Sabha on
Dated: 05 MAR 2013

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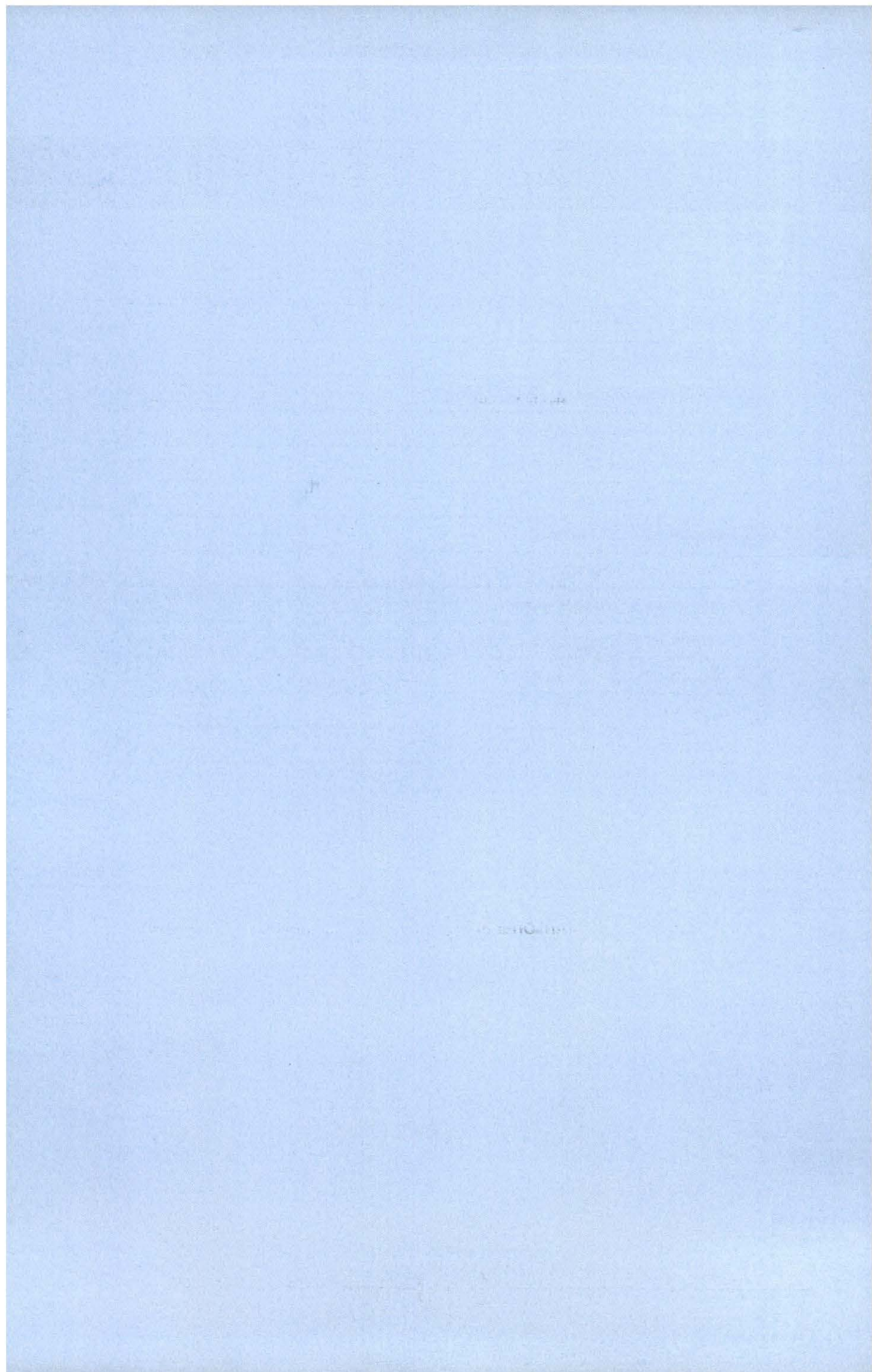
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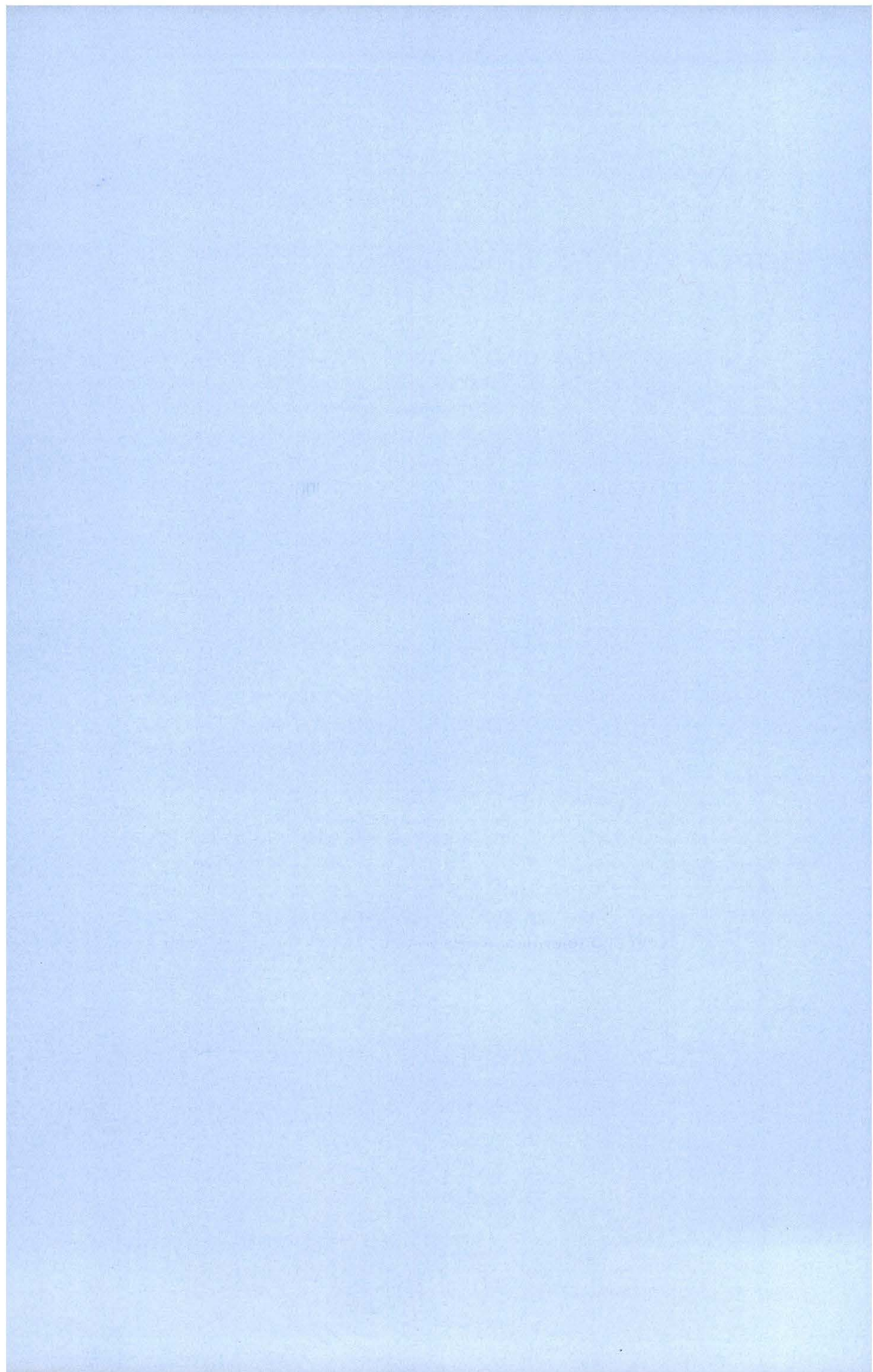
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Preface

The Report of the Comptroller and Auditor General of India for the year ended March, 2011 containing the results of the Performance Audit of the Integrated Child Development Services (ICDS) Scheme has been prepared for submission to the President of India under Article 151 of the Constitution.

The Performance Audit was conducted through test check of records of the Ministry of Women and Child Development and implementing agencies of the selected 13 State Governments. The period covered under the audit was 2006-07 to 2010-11. The Report was forwarded to the Ministry on 20 July 2012. The replies of the Ministry, received on 23 November 2012, have been considered and appropriately incorporated in the Report.



Executive Summary

Why did the Government of India (GOI) launch the Integrated Child Development Services Scheme?

The Integrated Child Development Services (ICDS) Scheme was launched as a centrally sponsored scheme on 02 October 1975, in pursuance of the National Policy for Children, 1974. The policy laid down that the State should provide adequate services to children before and after birth and during the period of growth to ensure their full physical, mental and social development. Thus the Scheme aimed at holistic development of children in the age group of zero to six years and pregnant and lactating mothers through a package of six services.

Why did we select it for audit now?

India's status on key child development and health indicators did not compare well with its own targets as well as with the neighbouring and other regions. The Infant Mortality Rate (IMR) was 48 per 1000 live birth and the Child Mortality Rate (CMR) 63 per 1000 live birth in 2010 as against the targets of 30 and 31 respectively. These indicators (IMR and CMR) for the neighbouring countries were: China (IMR: 16, CMR: 18) and Sri Lanka (IMR: 14, CMR: 17). In industrialised countries, the IMR and the CMR were as low as 5 and 6 respectively. Further, 43 *per cent* children were underweight in India during the period 2006-10 and 16 *per cent* children were severely underweight. These indicators (underweight and severely underweight children) when compared to the neighbouring countries viz. Bangladesh (41 and 16) and Sri Lanka (21 and 4) or even with sub-Saharan Africa (20 and 7), were poor.

About a decade ago, our audit report on ICDS (No. 3 of 2000 (Civil)) had revealed that the policy of universalisation of ICDS Scheme remained unattained and the scheme could not achieve the desired goals. We had also reported that the Supplementary Nutrition (SN) component had failed to improve the health status of beneficiaries, implementation of the component of health check-up and referral services was found deficient and due to non-fixation of targets and absence of monitoring mechanism, full coverage under immunization could not be assured besides many other findings.

We decided to conduct a follow-up audit to assess the current status of the ICDS Scheme, and also whether the issues highlighted in our earlier report had been appropriately addressed. Further, Hon'ble Supreme Court issued a number of directions to the Central and the State Governments for universalisation of the Scheme and improvement of service delivery thereunder. Our audit attempted to examine the implementation of new interventions in the wake of the Hon'ble Court's orders.

What has been covered in audit?

The performance audit covered 2730 of the test checked Anganwadi Centres (AWCs) from 273 project offices of 67 districts from 13 States (Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Jharkhand, Karnataka, Madhya Pradesh, Meghalaya, Orissa, Rajasthan, Uttar Pradesh and West Bengal) for the period 2006-07 to 2010-11 on three services, viz. supplementary nutrition, pre-school education and nutrition and health education under the Scheme. The selection of States was made on the basis of population, funding and nutrition indicators as per the National Family Health Survey-3, 2005.

How is the report organized?

Chapters I and II of this Report provide background information on the Scheme, audit approach, details of sample selection and the previous audit findings. Chapters III to X provide overall audit findings on eight predefined audit objectives dealing with themes on universalisation of ICDS, infrastructure development, human resource and training, supplementary nutrition, pre-school education, community mobilisation, financial management, and monitoring and evaluation in seriatim. Chapter XI is the conclusion.

Highlights of audit findings

- (i) To universalize the ICDS, Hon'ble Supreme Court had directed the Central and State Governments to operationalise 14 lakh AWCs by December, 2008. The Ministry sanctioned 13.71 lakh AWCs and could operationalise 13.17 lakh. This left a shortfall of 0.54 lakh. Similarly, out of 7075 sanctioned ICDS projects, 7005 projects were operationalised.

(Paragraph 3.3)

- (ii) Sixty one *per cent* of the test checked AWCs did not have their own buildings and 25 *per cent* were functioning from semi-pucca/kachcha buildings or open/ partially covered space. Separate space for cooking, storing food items and indoor and outdoor activities for children was not available in 40 to 65 *per cent* of the test checked AWCs.

(Paragraphs 4.1.1 to 4.1.3)

- (iii) Poor hygiene and sanitation were noticed in the AWCs due to the absence of toilets in 52 per cent of the test checked AWCs and non-availability of drinking water facility for 32 per cent of the test checked AWCs.

(Paragraph 4.2)

(iv) Functional weighing machines for babies and adults were not available in 26 and 58 *per cent*, respectively, of the test-checked AWCs. The essential utensils required for providing supplementary nutrition to the beneficiaries were also not available in several test-checked AWCs.

(Paragraphs 4.3 and 4.4)

(v) Medicine kits were not available in 33 to 49 *per cent* of the test checked AWCs due to failure of the State Governments in spending the funds released to them by the Centre.

(Paragraphs 4.5 and 4.5.1)

(vi) Fifty three *per cent* of the test checked AWCs did not receive annual flexi fund of ₹ 1,000 from the State Governments during the period 2009-11.

(Paragraph 4.6)

(vii) There were shortages of staff and key functionaries at all levels.

(Paragraph 5.1.1)

(viii) The shortfall under various categories of training ranged from 19 to 58 *per cent* of the targets fixed under the State Training Action Plan (STRAP).

(Paragraph 5.3.1)

(ix) The shortfall in expenditure on Supplementary Nutrition (SN) ranged between 15 *per cent* and 36 *per cent* of the requirements during the period 2006-11. The average daily expenditure per beneficiary on SN was ₹ 1.52 to ₹ 2.01 against the norm of ₹ 2.06 during 2006-09 and ₹ 3.08 to ₹ 3.64 against the norm of ₹ 4.21 during 2009-11.

(Paragraph 6.2)

(x) Thirty three to 47 *per cent* children were not weighed for monitoring their growth during 2006-07 to 2010-11. The data on nutritional status of children had several discrepancies and were not based on World Health Organisation's growth standards.

(Paragraphs 6.3.1 to 6.3.4)

(xi) There was a gap of 33 to 45 *per cent* between the number of eligible beneficiaries identified and those receiving the SN during 2006-07 to 2010-11.

(Paragraph 6.5.1)

(xii) The Wheat Based Nutrition Programme suffered from lack of proper coordination among the Ministry of Women and Child Development, the Department of Food and Public Distribution and the State Governments. The Ministry could allocate 78 *per cent* of food grains demanded by the States. The actual off-take by the States was merely 66 *per cent* of total demand placed by them.

(Paragraphs 6.6.1 and 6.6.2)

(xiii) Pre-School Education (PSE) kits were not available at 41 to 51 *per cent* of the test-checked AWCs during the period 2006-11.

(Paragraphs 7.3 and 7.4)

(xiv) In six of the test-checked States (Bihar, Haryana, Jharkhand, Madhya Pradesh, Uttar Pradesh, and West Bengal) data on beneficiaries of PSE who joined mainstream education were not available. In five States (Andhra Pradesh, Chhattisgarh, Odisha, Rajasthan and Karnataka) shortfall in the number of children who actually joined the formal education during 2006-11 ranged between seven and 30 *per cent*.

(Paragraph 7.6)

(xv) Shortfall of 40 to 100 *per cent* was noted on the expenditure against the funds released for Information, Education and Communication (IEC) in many States.

(Paragraph 8.1.1)

(xvi) Against the total release of ₹ 1753 crore to 13 States during 2008-09 and 15 States during 2009-11 for meeting the expenditure on salary of ICDS functionaries, the actual expenditure was ₹ 2853 crore indicating unrealistic budgeting and consequent diversion of funds from other critical components of the scheme.

(Paragraph 9.3.1)

(xvii) ₹ 57.82 crore were diverted to activities not permitted under the ICDS Scheme in five of the test-checked States and ₹ 70.11 crore were parked in civil deposits/ personal ledger accounts/bank accounts/treasury resulting in blocking of funds.

(Paragraphs 9.4.1 and 9.4.2)

(xviii) The Central Monitoring Unit (CMU) under the ICDS Scheme failed to efficiently carry out assigned tasks, which included concurrent evaluation of the Scheme, monitoring through the progress reports received from the States.

(Paragraphs 10.3.3 to 10.3.5)

(xix) Impact assessment of the services under the SN and the PSE based on outcome indicators, such as nutritional status of the children, was not being done.

(Paragraph 10.4)

(xx) The follow-up action on internal monitoring and evaluation by the Ministry was not adequate and resulted in recurrence of shortcomings and lapses in the Scheme implementation.

(Paragraphs 10.7 to 10.9)

Summary of recommendations

- ❖ *The Ministry should conduct a survey to have an assurance that all habitations, especially those inhabited by SC/ST/OBC/minority community population have been covered under the Scheme.*
- ❖ *The Ministry may analyse the reasons for delays in sanction and operationalisation of new Anganwadi Centres and Projects and ensure timely operationalisation of all sanctioned additional Projects and additional AWCs.*
- ❖ *The Ministry should closely monitor the construction of AWC buildings taken up by State Governments so as to ensure availability of good quality buildings for the AWCs, fulfilling the prescribed standards.*
- ❖ *Funding support may also be given to existing AWCs for replacement of inadequate and non-functional utensils and equipment.*
- ❖ *In addition to the release of funds for procurement of medicine kits to States/UTs, the Ministry should monitor the progress on timely utilization of funds and final supply of the kits procured for AWCs.*
- ❖ *The targets fixed under State Training Action Plan (STRAP) should be analysed with reference to requirements of training under various categories. The Ministry should analyse the achievements under training with requirements thereunder as well as targets fixed under STRAP.*
- ❖ *The Ministry should ascertain the reasons for shortfall in expenditure on SN and reach the prescribed norm.*
- ❖ *The Ministry should ensure availability of required equipment and adequate training to AWWs with a view to monitoring growth standards of beneficiaries. The maintenance of necessary database must be prescribed and monitored.*
- ❖ *In addition to the release of funds for procurement of pre-school education kits to States/UTs, the Ministry should monitor progress on timely utilization of funds and final supply of these kits to AWCs.*
- ❖ *The Ministry should ask the States to prepare the annual IEC action plan in accordance with financial norms. Expenditure on IEC should be monitored so as to examine the reasons for shortfall.*
- ❖ *The Ministry may assess the requirement of funds accurately so as to ensure minimum unspent balance and to avoid excess expenditure.*
- ❖ *The Ministry may develop a system to periodically monitor the action taken on shortcomings emerging out of monitoring and evaluation reports.*

- ❖ *The Ministry should develop outcome indicators under the scheme and periodically evaluate its achievement.*
- ❖ *The Ministry should launch the Central Supervision Mission as soon as possible with wide representation including administrators, academicians, child health professionals, civil society and other stakeholders.*

The Ministry stated (November 2012) that all recommendations given by Audit had been noted and would be appropriately taken up with the States/UTs including at the Central level for corrective measures. The ICDS strengthening and restructuring had been proposed in the Twelfth Plan. The proposal envisaging implementation in the mission mode had been approved by the competent authority. Once the programme is implemented in the mission mode, most of the shortcomings in programme implementation could be taken care through better instruments and modalities of financial management and monitoring mechanism.



Introduction

1.1 Background

Our national policy for children recognizes that the future of our nation and the prosperity of our people depend on the health and happiness of children and the care they receive from family and society to grow up as good human beings and citizens. Their upbringing in a proper environment promoting their health, education and mental development is an important commitment made.

The National Policy for Children (1974) laid down that the State should provide adequate services to children before and after birth and during the period of growth to ensure their full physical, mental and social development. This was in response to a shift in focus from 'Child Welfare' to 'Child Development' during the Fifth Five Year Plan (1974-79) with emphasis on integration and coordination of a multitude of inter-related services within the ambit of a broad-based objective.

In pursuance of this policy, Integrated Child Development Services (ICDS) Scheme was launched on 2 October 1975 by the Government of India as a centrally sponsored scheme of the Ministry of Women & Child Development (earlier a department under Ministry of Human Resource Development).

1.2 Objectives of the Scheme

The ICDS Scheme aims at holistic development of children in the age group of zero to six years and pregnant and lactating mothers. The objectives of the scheme are:

- to improve the nutritional and health status of children in the age-group 0-6 years;
- to lay the foundation for proper psychological, physical and social development of the child;
- to reduce the incidence of mortality, morbidity, malnutrition and school dropout;
- to achieve effective co-ordination of policy and implementation amongst the various departments to promote child development; and
- to enhance the capability of the mother to look after the normal health and nutritional needs of the child through proper nutrition and health education.

1.3 Scope and Coverage

The above objectives are sought to be achieved through a package of following six services:

Chapter - 1 Introduction

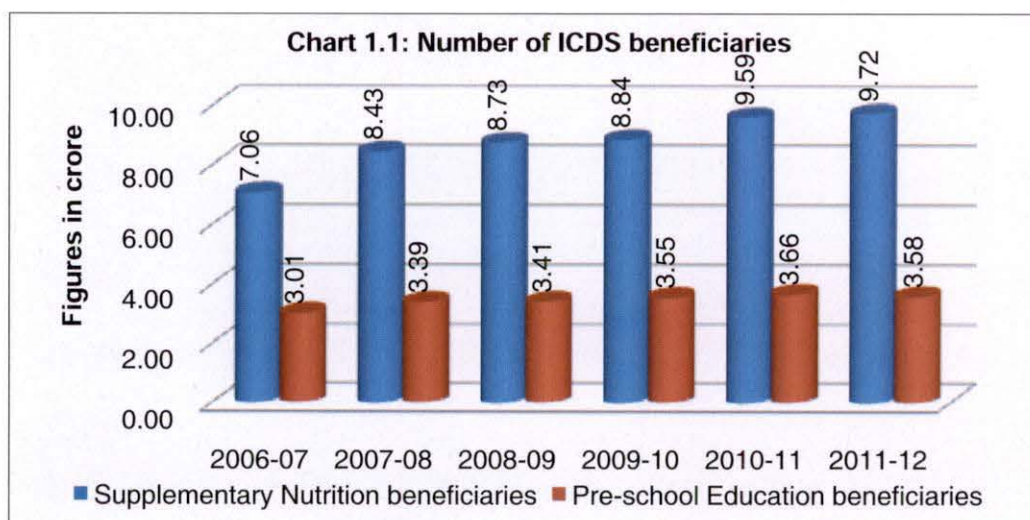
Table 1.1: Services under the ICDS

Target Group	Services	Service Provided by
Children below 6 years; pregnant and lactating mother (P&LM)	Supplementary Nutrition (SN)	Anganwadi Worker (AWW) and Anganwadi Helper (AWH)
	Immunization*	Auxiliary Nursing Midwife (ANM)/ Medical Officer (MO)
	Health Check-up*	ANM/MO/AWW
	Referral Services	AWW/ANM/MO
Children 3-6 years	Pre-School Education (PSE)	AWW
Women (15-45 years)	Nutrition and Health Education	AWW/ANM/MO

*[*AWW assists ANM in identifying the target group.]*

Three out of above six services namely, supplementary nutrition, pre-school education and nutrition and health education are delivered in an integrated manner by the Anganwadi Centres (AWCs) at the village level, each of which is run by an Anganwadi worker and a helper. The other three services, viz. immunisation, health check-up and referral services are delivered through the public health infrastructure¹. The Ministry of Women and Child Development and the Ministry of Health and Family Welfare jointly instructed in November 2005 and January 2006 to all the States/UTs to ensure convergence of services under the ICDS Scheme and the National Rural Health Mission (NRHM).

The number of beneficiaries receiving the two most important services under the ICDS is depicted in the chart below:



[Source: Data provided by the Ministry]

¹ Health Sub Centre (SC), Primary Health Centre (PHC) and Community Health Centre (CHC) under the Department of Health and Family Welfare.

1.4 Policy focus on child development

1.4.1 ICDS during Five Year Plans

Initially the Scheme was launched on an experimental basis in 33 blocks of the country. Encouraged by the success and public demand, the scheme continued to be expanded and during the Sixth Plan, 1037 projects were sanctioned. Seventh and Eighth Plans laid stress on consolidation of services and improving levels of nutrition in the country by expanding the Scheme. In view of the directions by the Hon'ble Supreme Court through its various rulings (as detailed in Chapter 3), the ICDS Scheme has been expanded thrice in 2005-06, 2006-07 and 2008-09 during the Tenth and Eleventh Five Year Plans increasing the number of ICDS Projects from 5,673 in 2004-05 to 7075 by the end of 2011-12.

1.4.2 National Nutrition Policy, 1993

The National Nutrition Policy, 1993 envisaged the constitution of 'National Nutrition Council' under chairmanship of the Prime Minister. Consequently, in July 2003 the Government constituted 'National Nutrition Mission' headed by the Prime Minister as a forum for policy co-ordination, review and direction. The Mission was replaced by 'Prime Minister's National Council for India's Nutrition Challenges' with its first meeting in November 2010. The Council emphasised strengthening and restructuring of the ICDS, special impetus on 200 high burden districts, convergence with other national programmes and nationwide campaign for information, education and communication on malnutrition.

In pursuance of this meeting, the Government set up an Inter-Ministerial Group (IMG) (June 2011) to implement the actionable points. The IMG met twice in July 2011 and gave its report in August 2011. In compliance, a meeting of the Expenditure Finance Committee (EFC) on strengthening and restructuring of the ICDS was held (March 2012). The final decisions in this regard are yet to be taken.

Under the 1993 policy all States/UTs were required to constitute a State Nutrition Council (SNC) to be chaired by the Chief Minister and to comprise concerned Minister of the State Government, civil society members, experts and representatives of professional bodies. Audit noted that the SNC was constituted in five States/UT (Chandigarh, Haryana, Odisha, Punjab and Rajasthan). Six States (Jharkhand, Kerala, Madhya Pradesh, Tamil Nadu, Uttar Pradesh and West Bengal) adopted state specific nutrition policies and strategies. The information in respect of remaining States/UTs was not available with the Ministry.

1.4.3 National Plan of Action for Children 2005 (NPAC)

The NPAC was formulated by the Department of Women and Child Development in 2005 to ensure all rights to all children up to the age of

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18 years. It sets certain goals on universalisation of early childhood services to ensure children's physical, social, emotional and cognitive development and objectives to achieve them.

The primary responsibility for implementation of the National Plan of Action for Children (NPAC) rests with the Central, State and local Governments. The Ministry was to coordinate with implementing Departments and State Governments and publish annual reports on its implementation and the status of India's children.

The Ministry stated (June 2012) that it had written letters to Ministries/Departments and State Governments seeking information on the progress made under the provisions of the NPAC, 2005. So far 12 Ministries/Departments and one State Government (Meghalaya) have sent information. No reports were published by the Ministry on the status of NPAC, 2005.

1.4.4 International support

The international agencies like United Nations Children's Fund (UNICEF), Swedish International Development Agency (SIDA), Co-operative Assistance and Relief Everywhere (CARE), World Food Programme (WFP) and World Bank have also supported the scheme. Three World Bank assisted ICDS projects were implemented in tribal and socio-economically backward blocks during the period 1991-2006.

1.5 Funding pattern under the Scheme

The ICDS is a Centrally Sponsored Scheme. The flow of funds is from the Ministry to the State/UT departments. The State/UT departments subsequently release funds to the Districts/projects. The funds are provided to the States/UTs under two categories, viz. (i) ICDS (General) for meeting operational costs and (ii) Supplementary Nutrition (SN).

The funding pattern under the Scheme has undergone significant changes during the recent past, as depicted in table 1.2:

Table 1.2: Funding pattern under the ICDS Scheme

Period	ICDS (G)	ICDS (SN)
Prior to 2005-06	100 <i>per cent</i> financial assistance by the Central Government	No assistance by the Central Government, 100 <i>per cent</i> cost was borne by the States
2005-06 to 2008-09	100 <i>per cent</i> financial assistance by the Central Government	50 <i>per cent</i> of financial norms or 50 <i>per cent</i> of expenditure incurred by the state, whichever is less
2009-10 onwards	90 <i>per cent</i> Central assistance to the States/UTs, the remaining cost was to be borne by the State/UT Governments	90 <i>per cent</i> Central assistance to Northeast States, 50 <i>per cent</i> to other States/UTs, the remaining cost was to be borne by the State/UT Governments

Besides, 100 *per cent* Central assistance was provided to Northeast States for construction of Anganwadi Centre (AWC) buildings since 2001-02. No assistance was provided to other States/UTs on this account.

1.6 Financial outlay and Expenditure

Alongside the expansion of the Scheme, there has been a significant increase in the allocation for the Scheme from ₹ 10,392 crore in the Tenth Five Year Plan to ₹ 44,400 crore in the Eleventh Plan period.

During the period 2006-11, the total expenditure on the ICDS Scheme, including States/UTs share, was ₹ 50,587 crore. The details of funds released to the States/UTs by the Ministry for implementation of the Scheme and expenditure reported by the States/UTs for the years 2006-07 to 2010-11 are given below (State/UT-wise details are given in **Annex 1.1 and 1.2**):

Table 1.3: Funds released and expenditure²

(₹ in crore)

Year	ICDS (G)		ICDS (SN)		Total Expenditure [ICDS (G)+(SN)]
	Release to States	Expenditure	Release to States	Expenditure	
2006-07	2691.94	2618.34	1519.22	3102.51	5720.85
2007-08	3108.82	2992.94	2062.29	4433.83	7426.77
2008-09	4045.78	3967.37	2281.32	4928.34	8895.71
2009-10	4390.80	4839.66	3730.13	8242.96	13082.62
2010-11	4794.41	5306.91	4968.72	10153.69	15460.60
Total	19031.75	19725.22	14561.68	30861.33	50586.55

[Source: Data provided by the Ministry (expenditure figures include State share under ICDS (G) for 2009-10 and 2010-11 and ICDS (SN) for the years 2006-11)]

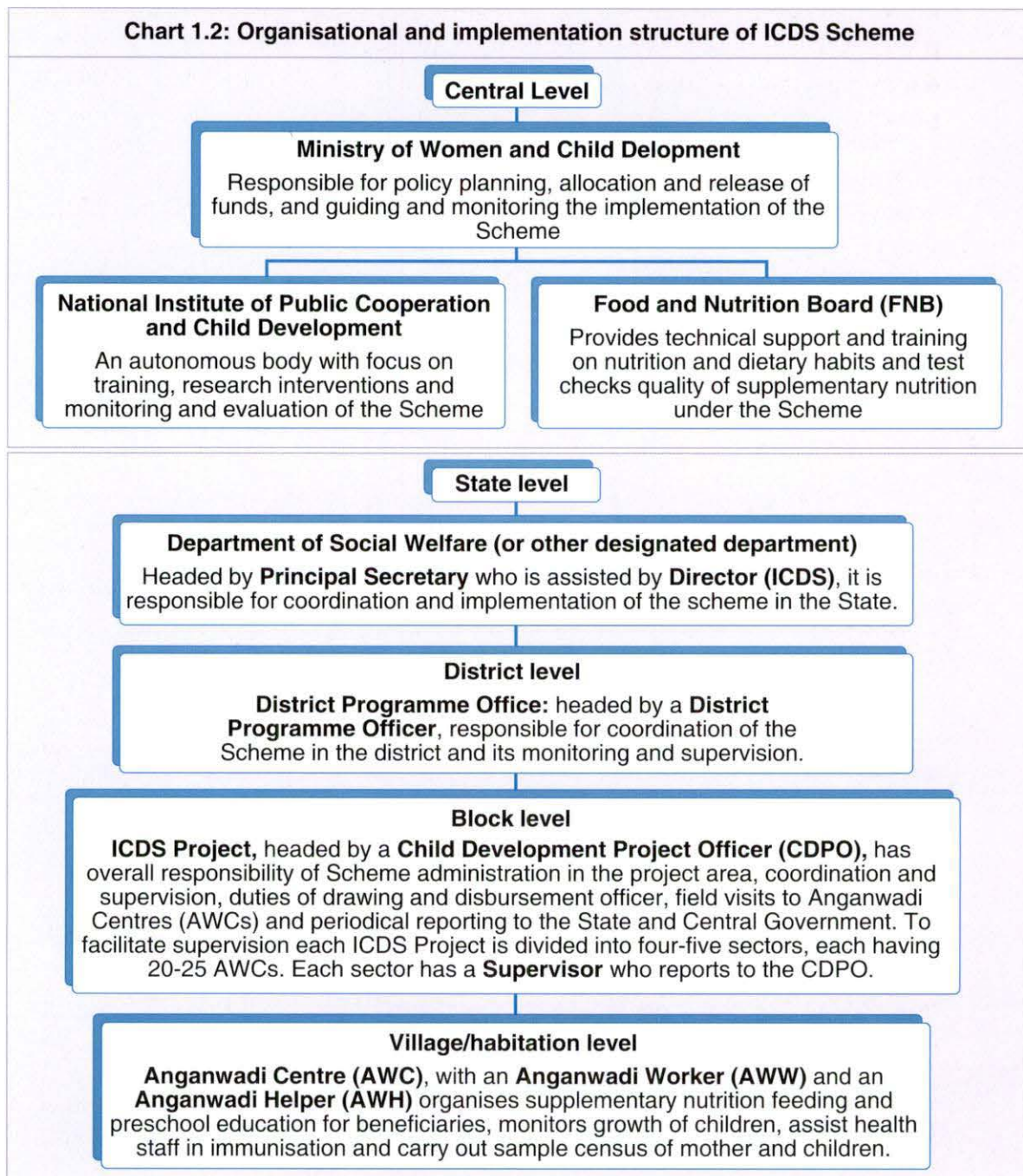
Thus, releases to the States/UTs under ICDS (G) have doubled during the period 2006-11. This was due to increase in the number of operational projects and AWCs and revision of financial norms. Under the SN, releases to States/UTs have increased by 227 *per cent* due to increase in the number of beneficiaries and revision in cost norms.

1.7 Organisational set up

ICDS Scheme is a centrally sponsored programme. The nodal Ministry in the GOI is the Ministry of Women and Child Development. A chart depicting role and responsibilities of various authorities at the Central,

² During 2011-12 the Ministry released ₹ 7897.35 crore under ICDS (G) to the States/UTs against which an expenditure of ₹ 7986 crore (including state share) was reported up to 3rd quarter. Similarly, under SN the Ministry released ₹ 6303 crore during 2011-12 against which an expenditure of ₹ 11104 crore (including state share) was reported. Our Audit Report does not cover the year 2011-12.

State and field levels in planning, funding, executing and monitoring the Scheme is given in chart 1.2.



1.8 Key statistics on child development in India

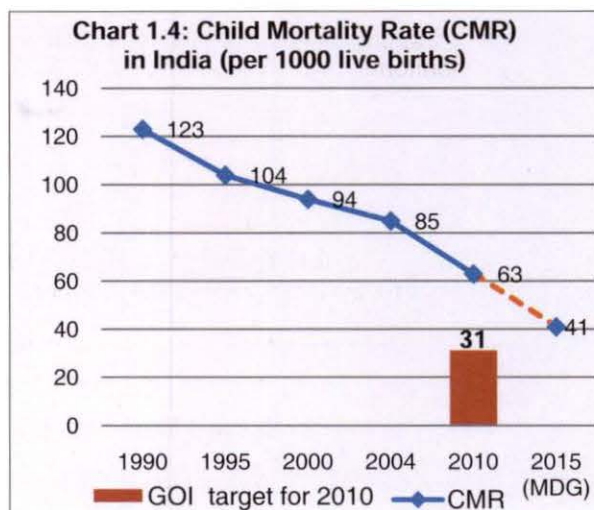
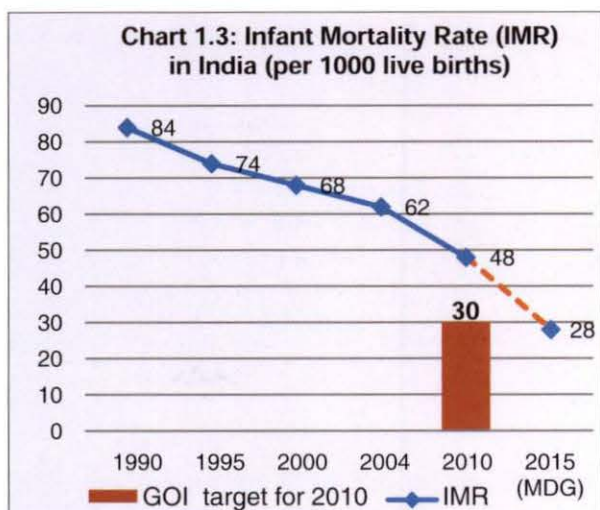
The status of India on key indicators vis-à-vis the targets set by the Government of India (GOI) and the Millennium Development Goals (MDG)³ is depicted below:

³ The Millennium Project was commissioned by the United Nations Secretary-General in 2002 to develop a concrete action plan for the world to achieve the MDG and to reverse the grinding poverty, hunger and disease affecting people.

1.8.1 Child survival

The two important indicators to measure child survival are the Infant Mortality Rate (IMR) and the Child Mortality Rate (CMR). The IMR is the probability of dying between birth and exactly one year of age, expressed per 1,000 live births. The CMR is the probability of dying between birth and exactly five years of age, expressed per 1,000 live births.

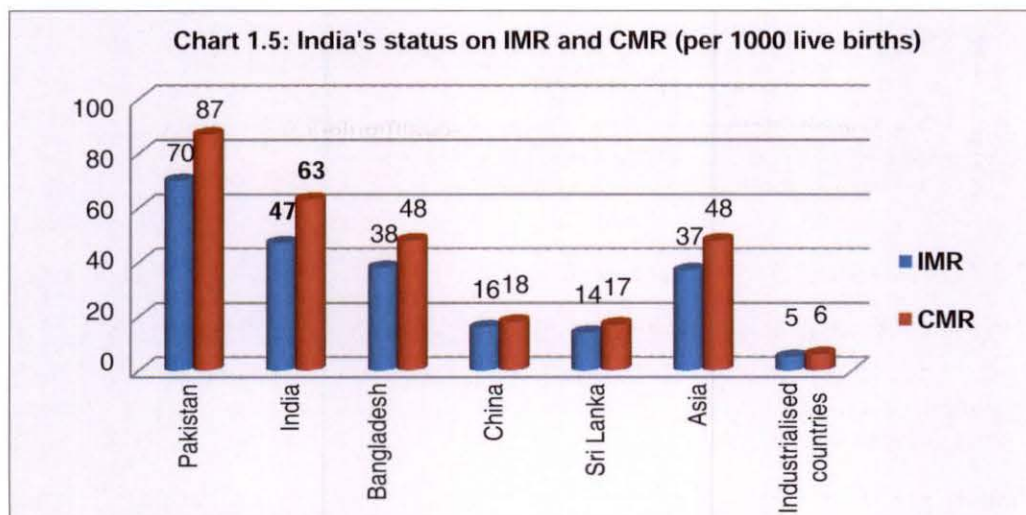
The GOI had targeted to reduce the IMR below 30 per 1000 live birth and CMR below 31 per 1000 live birth by 2010 (National Plan of Action for Children, 2005). The achievements in this regard are depicted in charts 1.3 and 1.4:



[Source: United Nations Statistics Division]

India was ranked at 149 out of 195 countries on the CMR.

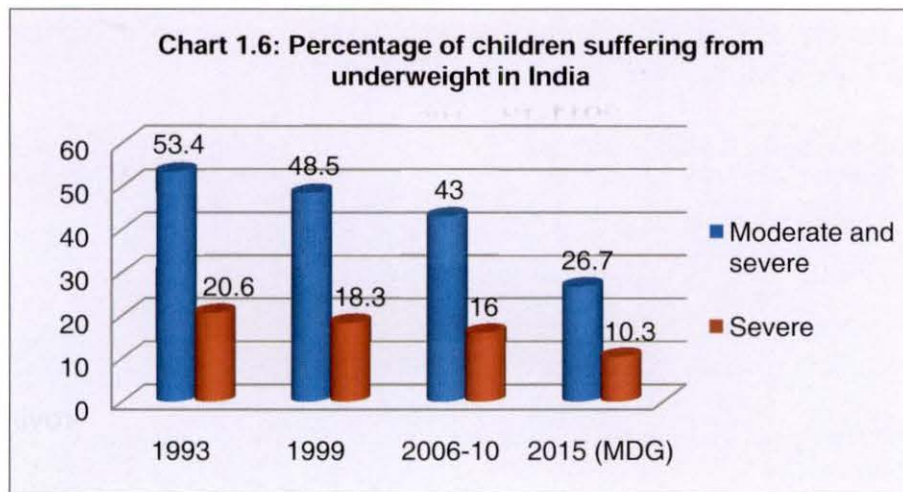
The position of India in respect of the IMR and the CMR in the year 2010 is depicted in chart 1.5:



[Source: State of World's Children 2012 published by the United Nations Children's Fund (UNICEF)]

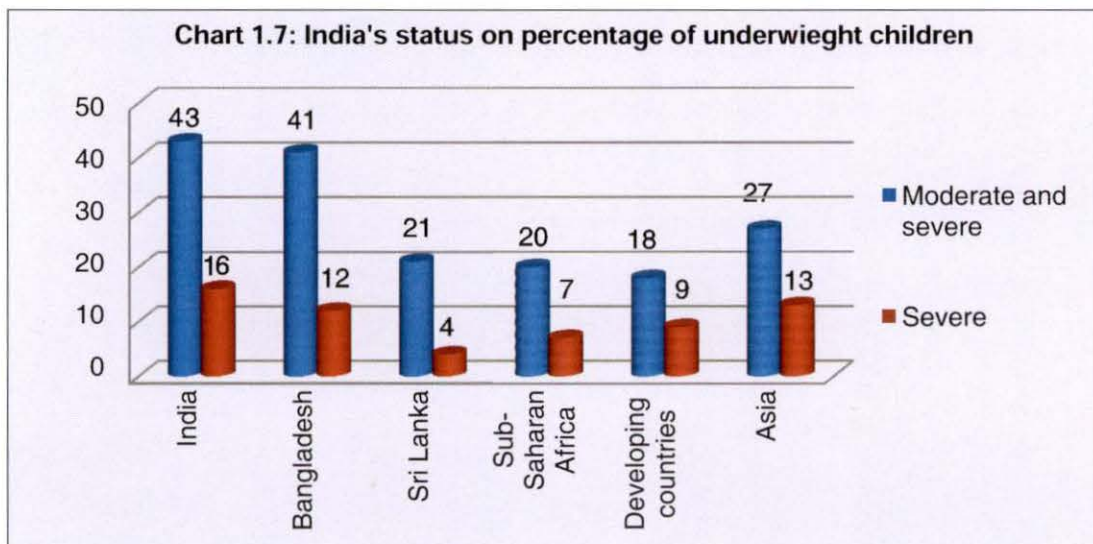
1.8.2 Child nutrition

The 'moderate and severe underweight children' are measured as percentage of children aged 0-59 months who are below minus two standard deviations from median weight for age of the World Health Organisation (WHO) Child Growth Standards. The 'severe underweight children' are measured as percentage of children aged 0-59 months who are below minus three standard deviations from median weight for age of the WHO Child Growth Standards. The achievement of the country on this indicator of child nutrition is depicted in the chart below:



[Source: United Nations Statistics Division]

The position of India on the percentage of the underweight and severely underweight children during the period 2006-10 is depicted below:



[Source: State of World's Children 2012 published by the United Nations Children's Fund (UNICEF)]

India's status on key child development and health indicators did not compare well with neighbouring countries and other regions.



Audit Approach and Methodology

2.1 Audit approach

2.1.1 Audit Objectives

The main objectives of this Performance Audit were to ascertain whether:

- i. The Scheme met the principal aim of universal accessibility of services provided under it;
- ii. The infrastructure facilities were adequately provided for in Anganwadi Centres for effective delivery of services;
- iii. The deployment and training of the manpower under the scheme were adequate for effective delivery of the package of services both in respect of quality and coverage;
- iv. The service of supplementary nutrition was being implemented effectively so as to achieve its objective of improving the nutritional and health status of children in the age group of zero to six years and pregnant and lactating women;
- v. The services of pre-school non-formal education were being implemented effectively so as to reduce the incidence of school dropout;
- vi. The Information Education and Communication (IEC) and the Nutrition and Health Education (NHED) were effective and resulted in community mobilisation on the services of ICDS;
- vii. The funds allocated and released for the projects have been used economically and efficiently; and
- viii. The performance indicators and targets fixed under the scheme were monitored effectively to secure timely and corrective remedial measures.

2.1.2 Scope of Audit

The performance audit covered three components of ICDS viz, Supplementary Nutrition, Non-formal Pre-school Education and Nutrition and Health Education for the period 2006-07 to 2010-11. It involved scrutiny of records of the five programme divisions in the Ministry¹, Food

¹ *Relating to policy, release, monitoring and evaluation, training and capacity building and World Bank*

and Nutrition Board (FNB), National Institute of Public Co-operation and Child Development (NIPCCD)² and the implementing agencies in the 13 selected states (Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Jharkhand, Karnataka, Madhya Pradesh, Meghalaya, Odisha, Rajasthan, Uttar Pradesh and West Bengal). The States were selected on the basis of their population, funds released to them during the period of audit and nutrition indicators as mentioned in the National Family Health Survey - 3, 2005³.

2.1.3 Audit Sampling

The following statistical framework was used for selection of sample:

- Each selected State was divided into various regions on the basis of geographical contiguity.
- Districts were chosen using Probability Proportional to Size with Replacement (PPSWR) method independently from various regions with size measure as the total amount of grants-in-aid released by the State to the respective district during the years 2006-11.
- In each sample district, four Projects were selected using Simple Random Sampling without Replacement (SRSWOR).
- In each sample Project, ten Anganwadi Centres (AWCs) were selected again using SRSWOR.

Thus, in each selected district four projects and 40 AWCs were audited. In all, 67 districts, 273 Projects and 2730 AWCs were selected for audit. Besides, one Anganwadi Training Centre (AWTC) and one Middle Level Training Centre (MLTC) located in the selected districts were also taken up for audit. Details of sample selection are given in **Annex 2.1**.

2.1.4 Sources of Audit criteria

The implementation of various components of ICDS scheme was audited with reference to the criteria derived from the following sources of documents:

- i. Scheme guidelines and instructions issued by the Ministry on ICDS.
- ii. Hon'ble Supreme Court judgements on the Scheme.
- iii. Rapid Facility Survey on ICDS Infrastructure conducted in 2004 by National Council of Applied Economic Research, Three Decades of

² An autonomous body functioning under the administrative control of the Ministry.

³ Conducted by the Ministry of Health and Family Welfare in 2005-06, NFHS-3 provides data on malnourishment among children in 0-5 age group.

ICDS- An appraisal by National Institute of Public Co-operation and Child Development (NIPCCD) in 2006, Evaluation of ICDS in March 2011 by Programme Evaluation Organisation of Planning Commission.

- iv. Rules and regulations of the Central and the State Governments as applicable.

2.2 Audit methodology

At the commencement of the performance audit, an entry conference was held with the Ministry of Women and Child Development in September 2011 wherein the audit methodology, scope, objectives and criteria were explained. Simultaneously, in each selected State, entry conference was held by the (Principal) Accountant General (Audit) with the nodal department involved in the implementation of the Scheme. Thereafter, records relating to the Scheme were examined in the Ministry and the implementing agencies of the State Governments by the Director General of Audit (Central Expenditure) and the respective (Principal) Accountants General (Audit).

The draft report was issued to the Ministry on 20 July 2012 seeking response on the audit findings. The Ministry submitted their final reply on 23 November 2012 which was considered and incorporated in this Report.

The audit findings were also discussed with the Ministry in an 'exit conference' held on 4 October 2012.

Audit acknowledges the co-operation and assistance extended by the Ministry of Women and Child Development and the State Governments in conducting this performance audit.

2.3 Previous audit findings

The ICDS scheme was earlier audited in 1999-2000 and the findings were reported through the Comptroller and Auditor General's (C & AG) Report No. 3 of 2000 (Union Government – Civil - Performance Appraisals). The main findings contained in the Report, were as follows:

- The Ministry failed to implement the policy of universalisation of the scheme in full. Due to funds constraints the policy of universalisation remained unattained. Only 4200 projects were made operational against the requirement of 5618, to cover the entire country.
- Despite so many inputs in the programme from multifarious agencies, the scheme could not achieve the desired goals, due to the incredible/un-manageable complexity of the programme as is

evident from the review findings on medicine kits and provision of Vitamin 'A'.

- The Supplementary Nutrition component had failed to improve the health status of beneficiaries due to various reasons like non-identification of beneficiaries, insufficient coverage of beneficiaries, significant interruption in feeding, deficiencies in nutritive value of food, sub-standard food etc.
- The implementation of the component of health check-up and referral services was found to be particularly deficient due to absence of baseline surveys for identification, incomplete/non-maintenance of concerned records/registers and lack of co-ordination with the State Health Department.
- In providing immunization as a component of the scheme, the major bottlenecks were non fixation of targets, absence of monitoring mechanism to ensure full coverage, non-maintenance/incomplete maintenance of records besides numerous cases of shortfall in coverage.
- Provision of medicine kits at Anganwadi Centres (AWCs) as envisaged by the Ministry had failed due to defects in the purchase and delivery system of medicine kits. Reports of shortfall in receipt of kits were noticed in 16 states.
- The Nutrition and Health Education component suffered from lack of clear plan as no serious efforts were undertaken to formulate the norms for such education and the resources for delivery of these components remained largely unused.
- Non-formal pre-school education was found to be mainly dependent on the supplementary nutrition provided at the AWCs.
- The Child Development Project Officers (CDPOs), Supervisors, Anganwadi Workers (AWWs), Anganwadi Helpers (AWHs) are the main functionaries of the scheme. Despite the shortfall ranging from 13 to 38 per cent in the person-in-position against the sanctioned posts during 1992-99, cases of diversion of ICDS staff to non-ICDS work and idle wages amounting to ₹ 5.06 crore were noticed in 10 states. Variations in the figures of sanctioned posts and persons-in-position, between the figures reported by the Ministry and the states were also noticed in all categories of functionaries.
- Training of ICDS functionaries remained largely ineffective as training was not accorded the high priority it deserves.

- The supply of vitamin A solution and iron and folic acid tablets by the Ministry of Health and Family Welfare was far below the satisfactory level.
- The scheme was neither funded judiciously nor was the application of resources appropriate. Ministry released grants arithmetically on the basis of number of projects.
- Non-reconciliation of figures of grant released by the Ministry and those received by the states was one of the major flaws in the financial administration of the scheme which rendered the reliability of the financial figures maintained by the Ministry questionable.
- The system of monitoring of ICDS scheme was largely ineffective due to lack of proper commitment towards ICDS on the part of state governments and due to dependence of the Ministry only on the monthly progress reports and monitoring reports for evaluation.
- Evaluations of the scheme have been conducted by various institutions. Suggestions offered by these institutions have largely remained un-implemented. Benchmark surveys have not been conducted from time to time resulting in non-assessment of the actual impact of the programme.

In the Action Taken Note (ATN) of 20 September 2010 on the findings of the previous Performance Audit Report, the Ministry indicated that it had initiated the following steps:

- The deficiency and inadequacy of the system had been addressed to a large extent through universalisation and revamping of the scheme.
- An effective system of financial control had also been put in place after revamping ICDS. The formats of the Statement of Expenditure had been streamlined for better financial control. Funds were released strictly in accordance with the guidelines issued by the Ministry of Finance from time to time. Reconciliation process was carried out with Budget section/Pay and Accounts Office regularly.
- The grant released by the Government of India and actually received by the State was being monitored regularly. The grant released by the GOI directly goes to States and therefore there can be no discrepancy in that.

Chapter - 2
Audit Approach
and
Methodology

- Funds were released in four or more instalments in a year. The excess/unspent balances in a particular year are adjusted in the subsequent financial year.
- The Ministry reviews the implementation of ICDS including vacancy position of ICDS functionaries from time to time. Chief Ministers of all States have been addressed in the matter wherein the Ministry had expressed concern. States had assured to fill up vacancies at the earliest.
- The Ministry regularly monitored the progress of the implementation of ICDS scheme. States/UTs had been directed from time to time, to operationalise the sanctioned AWCs in a time bound manner.
- The Nutrition and feeding norms had been revised by the GOI. States were required to provide Supplementary Nutrition in accordance with these guidelines.
- The Ministry had revised records and registers at AWCs. The prescribed supplementary feeding and PSE register at AWCs captured details of number of days of Supplementary Nutrition (SN) and Pre-school Education (PSE).
- Recently the Ministry had adopted World Health Organisation (WHO) growth standards which were based on breastfed infants as the normative model for growth and development. The implication of newly introduced growth standard is correct assessment of under nutrition for national and international references as well as timely interventions.
- To streamline the process of procurement and make available the medicine kits to AWCs regularly, the procurement and supply of medicine kits was decentralised at the state level.
- A Central Monitoring Unit had been set up in National Institute of Public Cooperation and Child Development (NIPCCD), New Delhi by involving independent professional organisations/institutions for quality monitoring of ICDS scheme. The monitoring was thus being strengthened.

During the last two years, Performance Audits on implementation of the ICDS were conducted in Arunachal Pradesh and Jammu and Kashmir by the C & AG. The gist of audit findings is given in **Annex 2.2**.



Universalisation of ICDS Scheme

3.1 Need for universalisation of ICDS

The Ministry decided (1995) to universalise the Scheme by covering all the 5239 Community Development blocks and 684 identified major urban slums in the country by the end of the Eighth Plan (1992-1997). In our previous Audit Report (2000), we had pointed out that universalisation plan was contemplated without carrying out systematic assessment of infrastructural requirements. Only 4200 projects were made operational against the requirement of 5618 to cover the entire country.

The universalisation of the ICDS Scheme was imperative in view of the fact that out of 15.78 crore children aged 0-6 years (census 2001), only 7.90 crore (50 *per cent*) children were covered under the Scheme as of 31 March 2012.

National Family Health Survey-3 (NFHS-3)¹ revealed that about 43 *per cent* children below five years in the country were underweight and out of these, about 16 *per cent* were severely malnourished.

3.2 Supreme Court directives on universalising ICDS Scheme

The Hon'ble Supreme Court, vide its interim orders dated 28 November 2001, 29 April 2004, 07 October 2004 and 13 December 2006, had directed the GOI to universalise the coverage of ICDS Scheme. The universalisation involved extending all services² offered under the Scheme to every child under the age of six and all pregnant and lactating mothers. The directives of the Court on issues relating to universalisation of the Scheme, action taken by the Government and audit findings thereagainst are discussed in paragraphs 3.2.1 to 3.3.

3.2.1 Sanction of additional ICDS Projects and Anganwadi Centres (AWCs)

The Hon'ble Supreme Court directed the GOI in April 2004 to state the period within which number of AWCs would be increased so as to cover 14 lakh habitations. In December 2006, the Court directed the Government to sanction and operationalise a minimum of 14 lakh AWCs

¹ Conducted by the Ministry of Health and Family Welfare in 2005-06, NFHS-3 provides data on malnourishment among children in 0-5 age group.

² Supplementary nutrition, pre-school education, nutrition and health education, immunisation, health check up and referral services

by December 2008 in a phased and even manner. The Court also directed the GOI to ensure that population norms for opening of AWCs must not be upwardly revised.

The Ministry, in turn, revised the population norms for setting up new AWCs twice, as depicted below:

Table 3.1: Norm for setting up new AWCs

Period	Rural and Urban Projects	Tribal Projects/ hilly/ desert/ riverine areas
	(one AWC could be set up for a population of)	
Prior to November 2005	1000	700
Revision of norms in November 2005	500-1500	300-1500
Revised norms since March 2007	400-800	300-800

Besides, for the habitations having population lower than the floor prescribed in the population norms, a mini AWC can be set up for a population of 150-400 (150-300 in tribal/desert/hilly/riverine areas).

In compliance with the directives of the Court for opening of additional AWCs, the Ministry obtained requirement of Projects³ and AWCs from the States/UTs based on revised population norms and got the approval of the Cabinet for sanction of additional Projects and AWCs in three phases. Accordingly, the Ministry was to sanction new Projects and AWCs and the State Governments were required to operationalise them. Table 3.2 chronologically depicts approval of the GOI for expansion of ICDS Scheme during the period 2005-08:

Table 3.2: Cabinet approval for expansion of ICDS Scheme

Expansion phase	Date of Cabinet approval	ICDS Projects		AWCs		Mini-AWCs	
		New approvals	Total approved	New approval	Total approved	New approval	Total approved
Already existing			5,651		7,58,000		10,886
Phase 1	July 2005	467	6,118	1,88,168	9,46,168		
Phase 2	November 2006	173	6,291	1,07,274	10,53,442	25,961	36,847
Phase 3	October 2008	792	7,083	2,13,859	12,67,301	77,102	1,13,949

3.2.2 Anganwadi on Demand (AOD)

The Hon'ble Supreme Court order dated 13 December 2006 stipulated, *inter alia*, that rural communities and slum dwellers should be entitled to an Anganwadi on demand, not later than three months from the date of

³ The administrative unit for the ICDS Project is the Community Development Block in rural areas, Tribal Development Block in predominantly tribal areas and slums in urban areas. As per the norms of the Scheme, a rural/ urban project is to cater to a population of one lakh. A tribal project is required to cater to a population of 35,000.

demand in cases where a settlement has at least 40 children under six but no Anganwadi.

The GOI, during third phase of expansion of ICDS Scheme (October 2008), approved 20,000 additional Anganwadi on Demand (AOD). The Ministry directed the States (May 2009) to submit the proposal relating to opening up of AOD within 45 days from the date of demand after observing all formalities. The States were required to submit consolidated proposal mixing two criteria, i.e. (i) the habitations without AWCs having more than 40 children and (ii) requirements as per child population norms as well as overall population norms.

Audit however, noted that only 2,030 AODs were sanctioned to six states⁴ by the Ministry in 2011-12. The Ministry attributed the reasons for delay in sanction of AODs to the failure of State Governments to send their proposal for the same in prescribed format. The State Governments mixed the proposals for AODs with the proposals for setting up new AWCs under third phase of expansion.

In Odisha, 4,427 applications for AODs were received from the District Programme Officers (DPOs) on the recommendation of Child Development Project Officers (CDPOs) during the year 2010-11. However, the State Government sent proposals for 3,859 AODs to Central Government with a delay ranging between 90 to 570 days. The delay was attributable to the delay in convening the meeting of Block Level Coordination Committee as per the convenience of the Members of Legislative Assembly (MLAs) and representatives of Panchayati Raj Institutions (PRIs) who are the members of the said committee which is chaired by the Sub-Collector.

The lackadaisical approach of various stakeholders such as State Governments, Block Level Coordination Committee etc. resulted in non-implementation of the novel concept of Anganwadi on demand for the habitations not covered under the Scheme. Thus, the goal of universalisation of the Scheme is yet to be achieved.

3.2.3 Coverage of all habitations

The Hon'ble Supreme Court, in November 2001, directed the Central Government and the State Governments that ICDS Scheme be implemented in full and a disbursement centre (AWC) established in every human settlement.

The Ministry, however, informed Audit that the State Governments were responsible for confirming whether all the habitations had been covered

⁴ Madhya Pradesh: 1231, Gujarat: 339, Karnataka: 232, Haryana: 185, Meghalaya: 41 and Tripura: 02

under the ICDS Scheme. The Ministry had no information on the coverage of habitations under the Scheme.

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3.2.4 Coverage of Scheduled Caste (SC), Scheduled Tribe (ST), Other Backward Classes (OBC) and minority population

As per National Family Health Survey (NFHS)-3 (2005-06) 47.9 *per cent* SC children in 0-5 age group and 54.5 *per cent* ST children were malnourished against the national average of 42.5 *per cent*. The Supreme Court order dated 13 December 2006 stipulated, *inter alia*, identification of SC and ST hamlets/habitations for opening of new Anganwadi Centres (AWCs) on a priority basis.

The Ministry, in turn, issued sanctions for opening of additional AWCs to States/UTs with the conditions that (a) villages pre-dominantly inhabited by population belonging to SC/ST and minority community should be given priority and (b) within a village also location of an AWC, as far as feasible should be the areas inhabited by population from SC/ST and minority community. The State Governments were to certify that all SC, ST, OBC and minority community habitations had been saturated.

From the records examined in the Ministry, audit noted that only 14 States/UTs⁵ had furnished the requisite certificate regarding full coverage of SC/ST and minority areas under the Scheme till March 2012. The data regarding coverage of all habitations predominantly inhabited by SC, ST, OBC and minority communities in remaining States/UTs was not available with the Ministry.

Audit further noted that mapping of the project area required for identifying the habitations/villages inhabited by malnourished and weaker sections of society before setting up new AWCs was not done in test-checked projects in Andhra Pradesh, Karnataka, Madhya Pradesh, Uttar Pradesh and Odisha (two districts). In Gujarat, the mapping of the project area was in the process of being taken up in January 2012. Thus, Karnataka, Madhya Pradesh and Odisha Governments certified the full coverage of SC, ST and minority habitation under the Scheme without conducting the necessary mapping of project areas in the State.

The Ministry was not in a position to give assurance that the order of the Court in this regard had been fully complied with and all the predominantly SC/ST/other weaker section habitations were covered under ICDS scheme.

⁵ Goa, Karnataka, Madhya Pradesh, Mizoram, Nagaland, Odisha, Punjab, Sikkim, Tamil Nadu, Tripura, Uttarakhand, A&N Islands, Chandigarh and Lakshadweep.

Recommendation

- **The Ministry should conduct a survey to have an assurance that all habitations, especially those inhabited by SC/ST/OBC/minority community population have been covered under the Scheme.**

3.2.5 Other directives of the Supreme Court

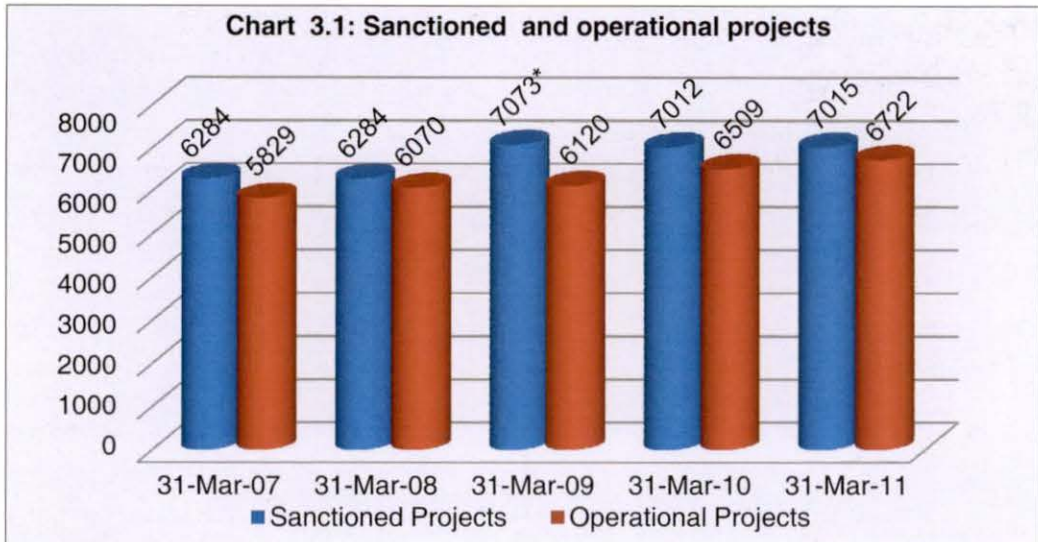
The status of compliance of the Supreme Court's other interim rulings is given below:

Table 3.3: Details of Supreme Court rulings on implementation of ICDS Scheme

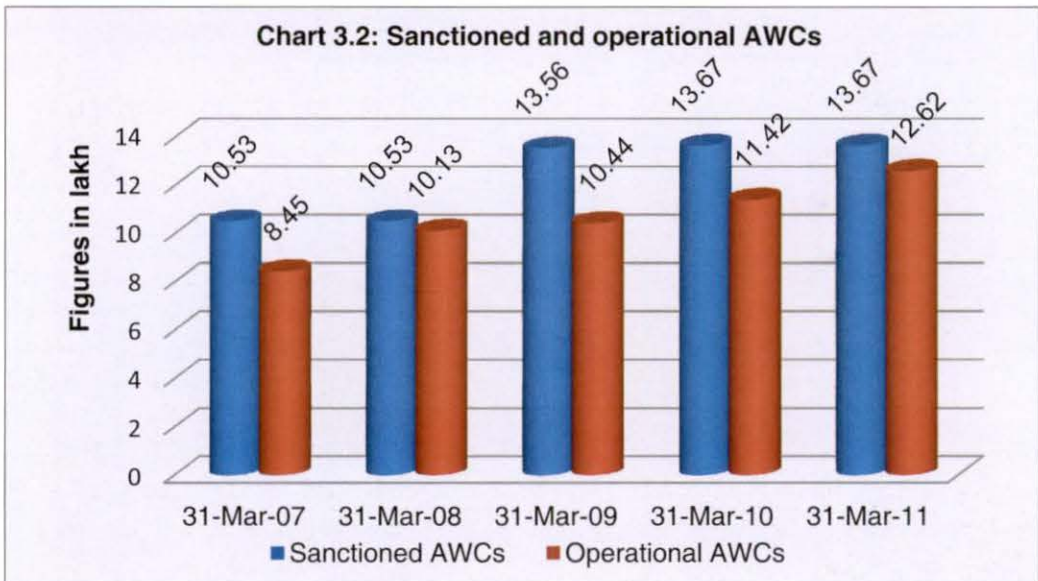
Supreme Court ruling	Action taken by the Ministry	Remarks
November 2001: To implement the ICDS Scheme in full and to ensure that every ICDS disbursing centre (AWC) in the country provides to each child up to 6 years of age 300 calories and 8-10 grams of protein and each pregnant woman and each nursing mother gets 500 calories and 20-25 grams of protein).	The Ministry revised the nutritional and feeding norms for supplementary nutrition in February 2009, i.e. more than eight year after the Courts' order.	The shortcoming in the implementation of revised norms has been commented in paragraph 6.4.1 of this report.
April 2004: To revise norm of ₹ 1 for every Child for supply of nutritious food prevailing since 1991.	The Ministry revised the financial norm in October 2004 and again in November 2008.	The shortcoming in the implementation of revised financial norms has been commented in paragraph 6.2 of this report.
October 2004: That below poverty line (BPL) should not be used as eligibility criteria for ICDS.	The Ministry issued instructions to all States/UTs in 2005.	-

3.3 Shortfall in implementation of the universalisation plans

Audit noted shortfall in the implementation of the expansion plans chalked out in compliance with the Hon'ble Supreme Court's directions. The Ministry failed to operationalise the sanctioned number of ICDS Projects and the Anganwadi Centres (AWCs) during the years 2006-07 to 2010-11, as depicted in the charts 3.1 and 3.2:



[*The reduction in the number of projects from 7073 to 7012 was on account of withholding of 123 projects by the Ministry in 2009-10 sanctioned to Chhattisgarh and sanctioning 62 additional projects to other States/UTs.]



Thus, in compliance with Supreme Court's direction to operationalise 14 lakh AWCs by December 2008 for universalising the Scheme, the Ministry sanctioned 13.67 lakh AWCs but could operationalise only 12.62 lakh AWCs by March 2011. The shortfall in operationalisation of sanctioned AWCs was significant in Chhattisgarh (39 per cent), Uttarakhand (31 per cent), Manipur (14 per cent) and Bihar (13 per cent).

Similarly, out of 7,015 sanctioned ICDS projects, 6,722 projects were operationalised. The maximum shortfall in operationalisation of projects occurred in Delhi (42 per cent), West Bengal (28 per cent) and Chhattisgarh (26 per cent). The State-wise and year wise details of sanctioned and operational projects and AWCs are given in **Annex 3.1** and **Annex 3.2**.

Audit noted the following reasons for non-operationalisation or delay in operationalisation of all the sanctioned projects and AWCs in nine test-checked States:

- Shortage of staff due to non selection of Anganwadi Worker (AWW)/ Anganwadi Helper (AWH) in Rajasthan and West Bengal, prolonged recruitment process and non-availability of eligible persons for AWW/AWH in Gujarat;
- Delays in demand survey before allotment of Anganwadi Centres (AWCs) in minority areas in Gujarat;
- Delay in sanction for setting up AWCs by State Government were noted in Uttar Pradesh and Meghalaya (in Uttar Pradesh time lag between the sanction issued by the Ministry and the sanction accorded by the State was up to 17 months);
- Delay in submission of proposals for sanction of additional AWCs based on mapping of uncovered habitation by the Director in Andhra Pradesh;
- Sanction of new AWCs without proper survey in Jharkhand; and
- Delay in operationalisation of sanctioned AWCs in Haryana (13 to 18 months) and Odisha (11 to 28 months).

Non operationalisation of projects/AWCs indicated that the universalisation of the ICDS Scheme is yet to be achieved even four years after the target date of 31 December 2008 prescribed by the Supreme Court. The failure of the Ministry/States to sanction and operationalise the required number of AWCs and ensuring the selection of required number of AWW/AWH in time was tantamount to depriving intended beneficiaries of ICDS services in uncovered areas.

The Ministry stated (November 2012) that the progress in sanction and operationalisation of ICDS Projects/AWCs was slow in the initial stages. The ICDS Projects/AWCs were sanctioned to the States/UTs by the Ministry on need basis and the proposals received from them. Their operationalisation took time due to administrative issues, court cases and financial processes involved. Against 7075 sanctioned projects and 13.71 AWCs, 7005 Projects and 13.17 lakh AWCs were operational as on June 2012.

Recommendation

- ***The Ministry may analyse the reasons for delays in sanction and operationalisation of new AWCs and Projects and ensure timely operationalisation of all sanctioned additional Projects and additional AWCs.***

3.4 Data discrepancy in number of projects/Anganwadi Centres (AWCs)

The Ministry maintains data of sanctioned and operational projects and AWCs on the basis of sanctions issued to all the States/UTs and periodical progress reports received from them. The States/UTs are also required to furnish quarterly/annual Statement of Expenditure (SoE) giving *inter alia* the details of sanctioned and operational AWCs.

The number of projects/AWCs sanctioned by the Ministry was verified by Audit against the number of sanctioned projects/AWCs reported by the State Governments in their SoEs. This showed a difference of 222 projects and 7,126 AWCs in 12 States as detailed in **Annex 3.3**.

Similarly, in respect of the Projects and the AWCs actually operational variations were noticed in four and 17 States respectively. The number of the operational projects and the AWCs as per the records of the Ministry as on 31 March 2011 differed from the number of operational projects and the AWCs reported by the States/UTs in the SoEs by 55 and 56,258 respectively. The State-wise variations are depicted in **Annex 3.4**.

Audit noted that there was no system of reconciliation of data between the Ministry and the State/UT Governments in respect of sanctioned and operational Projects/AWCs. This was significant because the number of operational projects/AWCs formed the basis of financial support to the States under the scheme.

The Ministry stated (July 2012) that compilation of data on operational projects and AWCs by the States/UTs was a time consuming process. Most of the States/UTs submitted these reports to the Ministry with a delay resulting in mismatch in figures shown by it. These figures indicated the last reported figures while preparing the consolidated report at the national level.

The reply of the Ministry is not acceptable. In respect of 15 out of 17 States the number of operational AWCs as per records of the Ministry exceeded the number of AWCs reported by the States. The excess number of operational AWCs in the records of the Ministry cannot be on account of the time lag in reporting. In that case it would indicate the closure of AWCs during the intervening period. The discrepancy in data indicated weaknesses in control structure under the Scheme.

3.5 Convergence of services under ICDS with Schemes of other departments

The ICDS scheme envisages an integrated delivery of a multiplicity of services which are handled by different departments at different levels. Three of the six services under ICDS namely immunization, health

check-up and referral services are delivered through public health infrastructure under the Ministry of Health and Family Welfare as discussed in Paragraph 1.3 of the report.

The convergence among various departments and programmes for the delivery of ICDS requires constitution of coordination committees at the Central, State, District, Block and Village levels to review the progress of the ICDS Scheme. Under State Level Coordination Committee (SLCC), joint meeting of State Nodal department with National Rural Health Mission (NRHM) functionaries was required to be held in every quarter to discuss about different health aspects of ICDS and to gather inputs on immunization and other health concerns of the ICDS from State on regular basis.

Test-check of records for the period 2006-11 in sample States revealed that the convergence among various programmes/departments at the State and the lower levels was inadequate, as detailed below:

Andhra Pradesh: State Level Coordination Committee (SLCC) was constituted but no meeting was held. The coordination committee at block level was not constituted in any test-checked project.

Bihar: The coordination committee was constituted with other departments but meetings were infrequent.

Chhattisgarh: The meetings of coordination committees at various levels were held, but no record in this regard was available.

Gujarat: SLCC meetings were not held by the State Nodal Department. At district and block levels, ICDS officers participated in the meetings held by Director of NRHM. However, details of meetings held, actual participation of ICDS officers in NRHM meetings and proceedings of meetings were not available with the Director.

Haryana: Out of the requirement of 20 meetings of SLCC during the period 2006-11 only three meetings were held. No records regarding holding of district/block level coordination committee meetings were maintained in test-checked districts.

Karnataka: The details of joint meetings of the functionaries of the ICDS and the NRHM were not available at the State and test-checked districts.

Madhya Pradesh: The joint evaluation and field inspections by the Department of Women and Child Development with State Health Department was not conducted during the period covered by audit.

Meghalaya: The coordination committees were constituted at the State, district and block levels. However, the minutes of the meetings were made available to Audit by only one district.

Odisha: Out of the requirement of 20 meetings of State Level Coordination Committee (SLCC) during the period 2006-11 only five meetings were held. No information was available on the total number of District Level Coordination Committee meetings between the ICDS and National Rural Health Mission (NRHM) functionaries. Further, 12 Block Coordination Committee meetings between ICDS and NRHM functionaries were required to be held in each project annually. Against this, only two such meetings were held in one district (Cuttack) during 2006-07 and 2009-10.

Rajasthan: SLCC was constituted only in March 2011. District Level Coordination Committees were not constituted during the period under review.

Uttar Pradesh: Out of the requirement of 20 meetings of SLCC during the period 2006-11 only two meetings were held.

West Bengal: Meetings were not held at either district or block levels in Bardhaman district during 2006-11. In three⁶ out of five test checked districts, 130 meetings of District Health and Family Welfare Samity (DHFWS) were held during 2006-11, DPOs were present in 114. District Programme Officer (DPO), Malda did not attend any of the DHFWS meetings.

Thus, the inter-departmental convergence required for coordinated policy of integrated delivery of multiplicity of ICDS Scheme was not effective. Further, the objective of the ICDS Scheme to achieve effective coordination of policy and implementation amongst the various departments to promote child development remained unaccomplished for want of effective inter-sectoral convergence.

The Ministry stated (November 2012) that new guidelines on convergence dated 31 March 2011 had been shared with the States/UTs. A five-tier monitoring and review system, which inter-alia, provided for block level committees was proposed in the guidelines for coordination and convergence with line Ministries/Departments/ Programmes.

Recommendation

- ***The Ministry should develop guidelines for inter-departmental convergences for providing multiple ICDS services in a coordinated manner and monitor its implementation.***

⁶ Bardhaman, Paschim Medinipur and South 24 Parganas. Information was not available in respect of Jalpaiguri.

Infrastructure Development

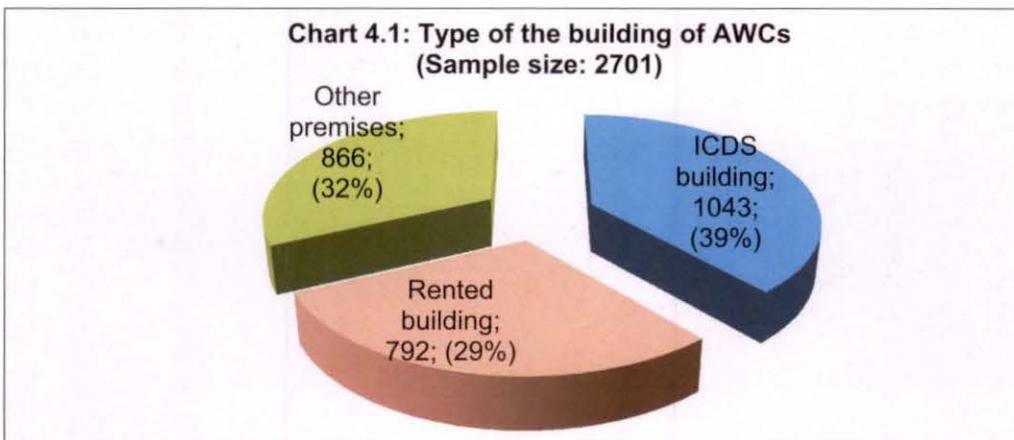
4.1 Physical infrastructure at Anganwadi Centres (AWCs)

An Anganwadi Centre (AWC) is the focal point for delivery of ICDS services accommodating up to 40 children during day-time. In order to discharge the functions effectively, the AWCs require basic infrastructure. As per the norms for construction of AWC building prescribed by the Ministry (2011), an AWC must have a separate sitting room for children/women, separate kitchen, store for storing food items, child friendly toilets, separate space for children to play (indoor and outdoor activities) and safe drinking water facilities.

4.1.1 Availability of Anganwadi Centre (AWC) building

As per the Report of the Conference of State Women and Child Development Ministers (July 2011), the AWC has to be consolidated as the first village/habitation post for health, nutrition and early learning and for that it is imperative that AWCs have their own buildings with adequate infrastructure. Under the ICDS Scheme, the States/UTs were to arrange for AWC buildings either through community support or by hiring suitable buildings on rent or by tapping funds from other schemes for construction of buildings.

Audit noted that out of 2701 test-checked AWCs, 1043 AWCs were operating from dedicated ICDS buildings. Further, 792 AWCs were running from rented premises, while the remaining 866 AWCs were running neither in ICDS buildings nor in rented premises, but at other places/sites as depicted in the following diagram:



[Other premises mainly include AWCs located in school premises (53 per cent) and panchayat house/community buildings (29 per cent) and other than these places and sites (18 per cent)]

The availability of ICDS building for Anganwadi Centres (AWCs) varied across the audited States. In six States¹, less than one-third of the test-checked AWCs had their own building. On the contrary, in four States² more than two thirds of AWCs were housed in their own designated ICDS building. In Odisha, an AWC was functioning under a banyan tree in Phulbani district. Further, in West Bengal, 17 test-checked AWCs were functioning in primary schools. As these schools changed their working hours from afternoon to morning during summer days, these AWCs had to function in open space at that time. In Jharkhand, children were found to be receiving their lessons outdoors at AWC Oraon Tola Pathariya, Nagar Utari, Garhwa, and AWC Beliad, Nirsa in Dhanbad, as the study spaces were being used by the building owners.

The State-wise list of nature of housing of test checked AWCs is given in **Annex 4.1**.



Exhibit 4.1
A Mini
Anganwadi
Centre in
Keonjhar
district, Odisha
running in a
school veranda



Exhibit 4.2
Ujamunda
Anganwadi
Centre of
Kandhamal
district, Odisha
functioning
under a tree

¹ Andhra Pradesh, Bihar, Haryana, Jharkhand, Uttar Pradesh and West Bengal

² Chhattisgarh, Gujarat, Karnataka and Meghalaya

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Exhibit 4.3
An Anganwadi
Centre
functioning in
open space in
Odisha

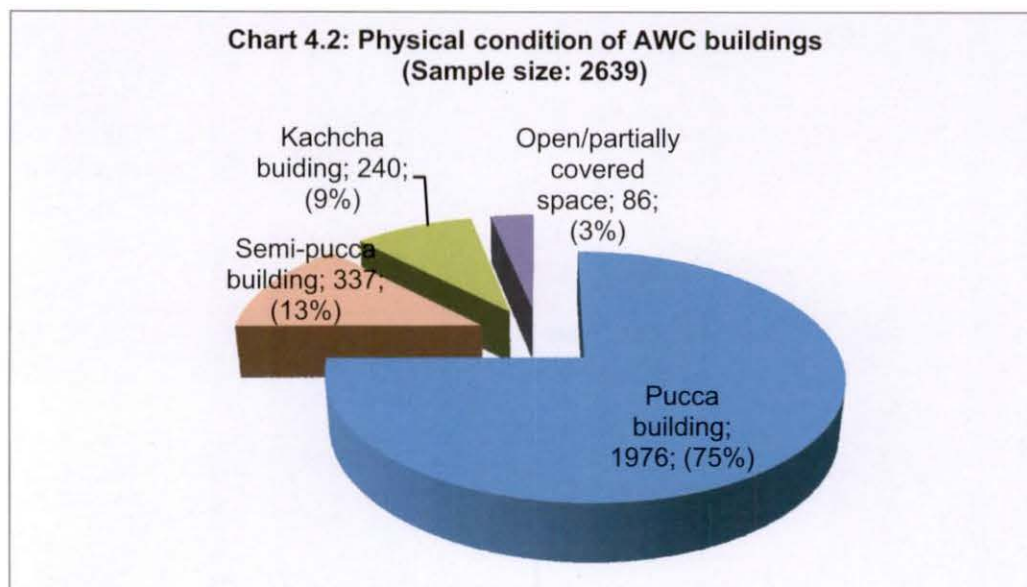


**Exhibit 4.4
and 4.5**
Anganwadi
Centre Oraon
Tola Pathariya,
Nagar Utari,
Garhwa and
Anganwadi
Centre Beliad,
Nirsa in
Dhanbad
district,
Jharkhand
functioning
outside the
building as their
space was
encroached by
the building
owners



4.1.2 Physical condition of Anganwadi Centre (AWC) buildings

An AWC requires a building in good condition. The status of physical condition of 2639 sample AWC buildings is depicted in the chart 4.2.



Besides, large number of AWCs was functioning in dilapidated/incomplete buildings. Door(s) were not present/broken in 364 (14 per cent) test-checked AWC buildings, windows were not present/broken in 374 (14 per cent) AWC buildings and floor was incomplete/broken in 354 (13 per cent) AWC buildings.

In six States (Chhattisgarh, Gujarat, Madhya Pradesh, Meghalaya, Rajasthan and Uttar Pradesh) 81 to 97 per cent AWCs were housed in a pucca building. However, in West Bengal and Jharkhand less than half of the test-checked AWCs were housed in pucca buildings.

Positive finding

In Haryana, all the 160 test-checked AWCs had a pucca building.

State-wise details on physical condition of test-checked AWC buildings are given in **Annex 4.2**.

Buildings in good condition were not available for many AWCs even after three decades of implementation of this flagship scheme. The infrastructural deficiencies at the AWCs were adversely affecting the quality of services rendered by them. A good building can serve as the primary attraction for parents, encouraging them to send kids for feeding and pre-school education at AWCs. The existing infrastructure of AWCs may not be able to attract intended beneficiaries to the centres.

The Ministry stated (November 2012) that emphasis on improvement of physical infrastructure of the AWCs during the review meetings with States had led to some improvement and as per the latest status 16 per cent AWCs were running in a kachcha building.



Exhibit 4.6
Dilapidated
Anganwadi Centre
building in Project
Parvathipuram,
Vizianagarma
district, Andhra
Pradesh



Exhibit 4.7
Poor condition of
floor at an
Anganwadi Centre
building in Gujarat



Exhibit 4.8
Umbhed-1
Anganwadi
Centre, project
Kamrej district
Surat, Gujarat
housed in a
kachcha building



Exhibit 4.9
An Anganwadi
Centre functioning
in a thatched
house exposed to
sun, shower and
cold in Keonjhar
district, Odisha



Exhibit 4.10
Anganwadi Centre
Jodithimmapura,
Karnataka

4.1.3 Adequacy of space and furniture in Anganwadi Centre (AWC) buildings

As per the Scheme guidelines, the AWCs are required to provide hot cooked foods under supplementary nutrition (SN). In addition to the SN, the AWCs are also required to provide pre-school education to children between the age-group of three to six years.

As per the norms for construction of AWC building prescribed by the Ministry (2011), an AWC must have a separate sitting room for children/women, separate kitchen, store for storing food items and separate space for children to play (indoor and outdoor activities). Besides, the State Governments were allowed to spend ₹ 5,000 for each AWC for providing the basic and necessary equipment and furniture.

Audit test checked the adherence to the norms prescribed by the Ministry regarding availability of space and furniture at 2716 sample AWCs and noted the following (State wise data given in **Annex 4.3**):

- Separate space for cooking (kitchen) was not available in 1,752 test-checked AWCs (64.51 per cent).
- Space for storage of food items was not available in 1,505 test-checked AWCs (55.41 per cent).
- Separate space for indoor activities of children was not present in 1,082 test-checked Anganwadi Centres (AWCs) (39.84 per cent)
- Space for outdoor activities was not available in 1,202 test-checked AWCs (44.26 per cent).
- Basic furniture like table and chair was not available at 1,405 test-checked AWCs (51.73 per cent).
- Mats/dari were not available in 1,071 test-checked AWCs (39.43 per cent).
- Blackboards were not available at 1,262 test-checked AWCs (46.47 per cent).

At the remaining sample AWCs deficiency was not noticed on the above parameters.

In Jharkhand, 15 AWCs were found conducting all activities in a single room having no separate toilet facility, kitchen and storage. In three AWCs open toilet inside a single room was constructed.



The notable deficit in basic infrastructure for AWCs poses a serious challenge to the effectiveness of the services delivered under the Scheme. Audit could not find assurance on quality of services in view of inadequate space and furniture at the AWCs.

The Ministry stated (November 2012) that guidelines for construction of AWCs were issued on 10 March, 2011. Earlier there were no guidelines in this regard. There is likely to be improvement in the physical infrastructure of the AWCs in future but it will take some time.

4.1.4 Construction of Anganwadi Centre (AWC) buildings

The Ministry, in various conferences of the State Ministers/Secretaries in-charge of the department of Women and Child Development had emphasized the need for appropriate infrastructure for AWCs. In view of the scarcity of ICDS buildings and deficiencies in existing infrastructure

(refer to paragraphs 4.1.1 to 4.1.3 of this Report), construction of AWC buildings was expected to remain a priority area for State Governments. Further, the Ministry had advised the States to undertake construction by tapping funds available under various Schemes such as Backward Region Grant Fund (BRGF), Rural Infrastructure Development Fund (RIDF), Mahatma Gandhi National Rural Employment Guarantee Scheme (MNREGS), Panchayati Raj, and Member of Parliament Local Area Development Scheme (MPLADS).

4.1.4.1 Delay in construction of Anganwadi Centre (AWC) buildings under RIDF scheme

In four States (Andhra Pradesh, Bihar, Gujarat and Rajasthan) 8,700 AWCs were taken up by the State Governments for construction during 2006-11 involving the sanctioned cost of ₹ 316.06 crore. Eighty five *per cent* of the cost was provided from National Bank for Agriculture and Rural Development (NABARD) credit under RIDF and the remaining 15 *per cent* was provided from the State Government's resources. Information in respect of the remaining states was not available.

Audit noted that out of 8,700 sanctioned works, buildings for only 3,070 AWCs (35 *per cent*) were completed. The work was yet to commence in respect of 1,831 buildings (21 *per cent*) even after one to four years of sanction. The State-wise details of construction of AWCs from NABARD loan are given in Table 4.1.

Table 4.1: Delay in construction of AWCs from NABARD loan

State	Sanctioned amount (₹ in crore)	Number of AWCs				Year of sanction	Stipulated date of completion	Status as of
		Sanctioned for construction	Actually constructed	Works in progress	Works yet to commence			
		Percentage of sanctioned number in bracket						
Andhra Pradesh	56.32	1,976	665 (34)	684 (35)	627 (32)	2008-09	Not available	Mar-2012
Bihar	149.75	3,011	911 (30)	1,495 (50)	605 (20)	2006-07	Mar-2008	Nov-2011
Gujarat	100.00	3,333	1,486 (45)	1,248 (37)	599 (18)	2009-10	Mar-2012	Dec-2011
Rajasthan	9.99	380	8 (2)	372 (98) ³	NA	2009-10	Mar-2011	Sep-2011
Total	316.06	8,700	3,070 (35)	3,799 (44)	1,831 (21)			

In Bihar, Audit noted that out of ₹ 149.75 crore sanctioned for construction of AWCs, ₹ 116.64 crore was released to the executing agencies (Building Construction Department and Bihar Education Project) up to September 2010. Out of this, an amount of ₹ 46.76 crore only was incurred up to November 2011, resulting in interest liability of ₹ 6.69 crore on the unspent funds of ₹ 102.99 crore on account of

³ Separate data for works in-progress and works yet to commence is not available.

National Bank for Agriculture and Rural Development (NABARD) loan at the interest rate of 6.5 *per cent* per annum under RIDF scheme.

Similarly, in Rajasthan, an amount of ₹ 9.99 crore was kept in Personal Deposit Accounts of 16 Zilla Parishads in March 2010. Out of this, expenditure of ₹ 0.22 crore only was incurred by September 2011 and the remaining amount of ₹ 9.77 crore was lying with Zila Parishad. Audit noted that, NABARD was charging interest of ₹ 53.93 lakh per annum at the rate of 6.5 *per cent* per annum on the loan amount of ₹ 8.30 crore (85 *per cent* of ₹ 9.77 crore).

In Uttar Pradesh, an amount of ₹ 48.33 crore released for construction of 1644 Anganwadi Centres (AWCs) in the year 2008-09 was surrendered to the Government at the close of the financial year due to late release (02 March 2009) of funds by the Government.

Audit found varied reasons for slow progress of works; the common ones were as under:

- Non-finalisation of location for AWCs (Gujarat),
- Site disputes, local level problems and non availability of suitable sites (Andhra Pradesh, Bihar and Gujarat),
- Delay in finalization of tenders (Andhra Pradesh), and
- Low unit cost (Andhra Pradesh - ₹ 2.85 lakh per unit).

4.1.4.2 Delay in construction of Anganwadi Centre (AWC) buildings under various State Government schemes (State specific observations)

During 2006-11⁴, construction of 68,272 AWCs was taken up in seven audited States, out of which construction of 39,606 AWC buildings (58.01 *per cent*) was completed. The work in respect of remaining AWC buildings was either in-progress or was yet to commence even after a lapse of one to five years of their sanction. The State-wise details of the status of construction of AWC buildings were as under:

Table 4.2: Status of construction of AWC buildings

State	Audit observation
Andhra Pradesh	<ul style="list-style-type: none"> • Under Tsunami relief, World Bank allotted ₹ 5.00 crore to the State for 400 Anganwadi Centres (AWCs) to be constructed by September 2005. As per the information provided by the Department, 239 AWCs (60 <i>per cent</i>) were constructed as of March 2012, work was in-progress in respect of 141 AWCs (35 <i>per cent</i>) and work was yet to start for 20 AWCs (5 <i>per cent</i>). Audit observed that completion reports were not on record in respect of any of 239

⁴ 2001-02 to 2010-11 in case of Chhattisgarh, i.e. since State's formation

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State	Audit observation
	<p>AWCs stated to be complete.</p> <ul style="list-style-type: none"> • The Ministry sanctioned ₹ 0.38 crore in May 2008 under IGA Scheme for construction of 90 model AWCs. Out of this, 55 model AWCs were constructed as of March 2012, for 30 AWCs work was in-progress, while work was yet to commence for five AWCs. • Under Backward Region Grant Fund (BRGF), 2569 AWCs were taken up for construction during 2006-11 with scheduled date of completion by 31 March 2011. Out of this, 1445 AWCs (56 per cent) were constructed as of March 2012. The work was yet to commence for 209 AWCs (9 per cent) and was in-progress for 915 AWCs (35 per cent). • During 2006-11, the State Government sanctioned ₹ 19.49 crore for construction of 1,333 AWCs through the Zilla Parishads. Audit noted that scheduled date for completion of works was not indicated in the sanction order. The statements of expenditure, status of funds utilization and completion report issued by Project Director were not found on record.
Chhattisgarh	Out of 12,012 Anganwadi Centres (AWCs) to be constructed during 2001-02 to 2010-11 (since the formation of the State), 8,705 AWCs (72 per cent) were constructed. The work was yet to commence for 1904 AWCs (16 per cent) and was in progress for 1403 AWCs (12 per cent) even after a lapse of three to eight years of deposit of funds with the executing agencies (Rural Engineering Services and Janpad Panchayats).
Jharkhand	During 2008-09 and 2009-10, 10 AWCs were to be constructed in Scheduled Tribe area of one test checked district (Dumka). The Centres were to be constructed under National Rural Employment Programme (NREP) at a unit cost of ₹ 2.32 lakh by September 2009 and January 2010 respectively. However, only one AWC was constructed by January 2012. Further, due to delay in construction and mid way revision in design of AWCs the executing agency had raised the demand at a revised rate of ₹ 4.32 lakh per unit. This resulted in cost escalation of ₹ 19.97 lakh, while the AWCs remained incomplete.
Madhya Pradesh	<p>During 2006-11, construction of 5695 AWC buildings was sanctioned by the Department under State Plan through the Zilla Panchayats and the Janpad Panchayats.</p> <p>Out of this, 2049 AWCs (36 per cent) buildings were constructed as of December 2011 and the remaining were incomplete. An amount of ₹ 116.66 crore remained unspent with the executing agencies for a period of one to five years⁵.</p> <p>The Department stated (January 2012) that due to non-availability of land and/or death/change of Gram Panchayat Sarpanch, the construction of AWCs could not be completed.</p>
Odisha	Out of 31,824 Anganwadi Centre (AWC) buildings taken up for construction under various schemes of the State Government, 16,720

⁵ Year wise details of advance lying outstanding with executing agencies (₹ in crore):
2006-07 – 1.20, 2007-08 – 6.72, 2008-09 – 20.50, 2009-10 – 38.28, 2010-11 – 49.96

State	Audit observation
	AWCs (53 <i>per cent</i>) were constructed and the balance 15,104 buildings (53 <i>per cent</i>) were yet to be completed.
Rajasthan	<ul style="list-style-type: none"> • Out of 3,577 AWC buildings taken up for construction by the State Government during 2006-08, only 749 (21 <i>per cent</i>) were completed. • Under Devnarayan Yojana ₹ 3.80 crore were transferred to three Zilla Parishads (Karauli, Sawai Madhopur and Alwar) during 2009-11 for construction of 132 AWCs. However, only one AWC was completed as of November 2011.
Uttar Pradesh	<ul style="list-style-type: none"> • In July 2006, the State Government sanctioned ₹ 75 crore for construction of 5000 AWC buildings. The works were to be completed within three months from the release of funds. Out of these, 4751 AWC (95 <i>per cent</i>) buildings were completed as of March 2012 while 21 buildings were incomplete even after a lapse of five years. Construction work of the remaining 228 buildings (5 <i>per cent</i>) could not be started due to non-availability of funds. An amount of ₹ 3.42 crore allotted for these buildings remained deposited in the State treasury. • ₹ 15 crore released for the construction of 416 AWC buildings in 2007-08 was actually kept in Personal Ledger Account (PLA) and finally deposited in the receipt head in March 2010.

4.1.4.3 Construction of Anganwadi Centres (AWCs) in Northeast States

In view of the special conditions, the Ministry, since 2001-02, has been providing 100 *per cent* funding support to eight Northeast States for construction of AWCs. The State Government/local community were to provide the land for the construction.

The Ministry released ₹ 966.54 crore to these States for construction of 68,504 AWCs in eight Northeast States during the period 2001-11. Against this 44,724 AWCs were finally constructed as of February 2012 leaving a shortfall of 23,780 AWCs (35 *per cent*). A sum of ₹ 737.27 crore was utilised for this purpose leaving ₹ 229.27 crore (24 *per cent* of total release) as unutilised with these States. The State-wise details are given in **Annex 4.4**.

Audit noted that the Ministry failed to monitor the physical and financial progress of the construction of Anganwadi Centres (AWCs). The sanction letter issued to the States did not mention the stipulated date of completion of construction work and utilization of funds.

The only check applied by the Ministry was that of linking the release of second instalment of funds (50 *per cent* of sanctioned amount) to the States with utilization of first instalment of funds in accordance with the General Financial Rules. Audit, however, noted that in 16 out of 44 test-checked cases of release of second instalment of funds to the States, even this basic pre-condition was not followed.

Case study: Meghalaya

During the year 2006-07, the Ministry, against 961 sanctioned AWC buildings at an estimated cost of ₹ 16.82 crore, had released 50 *per cent* of grant amounting to ₹ 8.41 crore for construction of 480 AWCs. The State Department released ₹ 3.12 crore to District Programme Offices between February 2010 and March 2011 for construction of 178 AWCs under Phase V, i.e. after a delay of three to four years. Out of this, 69 AWCs were constructed and started operations, work was in progress for 13 AWCs and work was yet to commence for 96 AWCs as of 31 March 2011.

The State Department further released ₹ 3.21 crore to the District Programme Offices for construction of 302 AWCs between November 2011 and March 2012 under Phase VI. The work was yet to commence under Phase VI.

Thus, even after five years of receipt of funds from the Ministry for construction of AWCs, the work did not commence in respect of 398 AWCs (83 *per cent*). This indicated blocking of funds to the tune of ₹ 6.97 crore, further resulting in the failure of the State to claim remaining 50 *per cent* of the grant, which was linked to the utilization of first instalment of the grant.

The State Department stated (April 2012) that delay in construction of AWCs occurred due to their failure to complete registration of land donated for this purpose within reasonable time.

The status of construction of Anganwadi Centres (AWCs) buildings clearly indicates that adequate priority was not given to this aspect by the State Governments despite acute shortage of ICDS buildings for running AWCs in many States. The construction work, though taken up by the States, was characterized by delays, resulting in blocking of funds with the executing agencies. Further, benefits of Government investment could not reach the intended beneficiaries in time.

The Ministry stated (November 2012) that the issue relating to delay in physical progress and financial utilization was taken up with the NE States at the time of Review Meetings, and inspection visits. The Ministry was devising a new format to check any delay. As on 30 June 2012, out of 68,504 AWCs sanctioned, 46,330 had been constructed leaving 32.37 *per cent* shortfall. Similarly, out of ₹ 966.54 crore released ₹ 789.05 crore had been utilised leaving 18.36 *per cent* as unutilised funds.

Recommendation

- ***The Ministry should closely monitor the construction of AWC buildings taken up by State Governments so as to ensure availability of good quality buildings for the AWCs fulfilling the prescribed standards.***

4.2 Hygiene and sanitation at Anganwadi Centres (AWCs)

The hygiene of AWCs is paramount in view of the fact that beneficiaries were required to stay at AWCs for considerable time during the day. As per the Ministry's instructions (2011), child friendly toilet and drinking water facility were the basic minimum requirements for the effective functioning of an AWC.

Audit, however, noted that a large number of AWCs lacked essential infrastructure for maintenance of hygiene and sanitation as discussed below (State-wise details given in **Annex 4.5**):

- | Good practices | |
|---|--|
| <ul style="list-style-type: none"> • In 1415 AWCs (52.10 per cent of the test checked AWCs) no toilet was present. • Drinking water facility was not present at 880 AWCs (32.40 per cent of the test checked AWCs). | <ul style="list-style-type: none"> • In Chhattisgarh and Gujarat drinking water was available at all AWCs. • In Karnataka, Rajasthan and Uttar Pradesh more than 90 per cent AWCs had drinking water facilities. • In Gujarat, Meghalaya and Uttar Pradesh more than 75 per cent AWCs had toilet. |
- Despite the fact that hand pump/tube wells were the most prominent source of drinking water in AWCs, Audit found that water was generally not tested. Only in case of 242 Anganwadi Centres (AWCs) of Chhattisgarh, Meghalaya, Rajasthan and West Bengal it had been tested.
 - The sanitary block, required for waste disposal, was absent in 2160 AWCs (79.53 per cent of the test checked AWCs).

In six States⁶ about two-third or more AWCs had no toilet facilities. Similarly, in five States⁷ about half or more test-checked AWCs were devoid of drinking water facilities.

State-specific cases

Chhattisgarh: Out of 89 Anganwadi Centres (AWCs) having hand pump/tube well as source of drinking water, supply of water was poor in 65 AWCs for more than 1000 days during the period 2006-11 due to non-availability of water during the summer season.

Madhya Pradesh: In 28 AWCs hand pumps remained out of order up to 500 days during the period of audit and at nine AWCs these remained out of order for 500 to 1000 days. No alternative arrangement for drinking water was made at these AWCs.

⁶ Andhra Pradesh – 82 per cent, Bihar – 71 per cent, Jharkhand – 74 per cent, Odisha – 70 per cent, Rajasthan – 64 per cent and West Bengal – 69 per cent

⁷ Andhra Pradesh - 91 per cent, Bihar – 46 per cent, Haryana – 71 per cent, Odisha – 49 per cent and West Bengal – 48 per cent

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The inadequate infrastructural support to AWCs, required for maintaining hygiene and sanitation, adversely affected the quality of services available to beneficiaries under the Scheme. The absence of basic amenities such as toilet and drinking water at many Anganwadi Centres (AWCs) put the young children in unhygienic condition.

The Ministry stated (November 2012) that no guidelines were issued by the Central Government relating to construction and maintenance of AWCs. Therefore, the facilities relating to hygiene and sanitation were being ignored in the absence of requisite resources. However, in a joint letter to all the States, the Ministry of Women and Child Development and the Ministry of Drinking Water and Sanitation, insisted on making convergence initiatives meaningful by providing facilities of drinking water and toilets at AWCs. Further, under the scheme for restructuring and strengthening of ICDS, funds for construction of about 50 per cent Anganwadi buildings and enhancement in the existing rent norms had been agreed to. About two lakh AWCs were likely to be benefitted under this initiative. Further, as per the latest status 69 per cent AWCs had drinking water facility and 50 per cent AWCs had toilet facility.



Exhibit 4.13
An Anganwadi Centre functioning without toilet in Mahabubnagar District, Andhra Pradesh



Exhibit 4.14
An Anganwadi Centre situated adjacent to public drain and garbage dumping yard in Keonjhar district Odisha



Exhibit 4.15
Unhygienic
condition of
Anganwadi
Centre
Ajjampura VI in
Karnataka



Exhibit 4.16
An Anganwadi
Centre running
at a cattle shed
in Gujarat

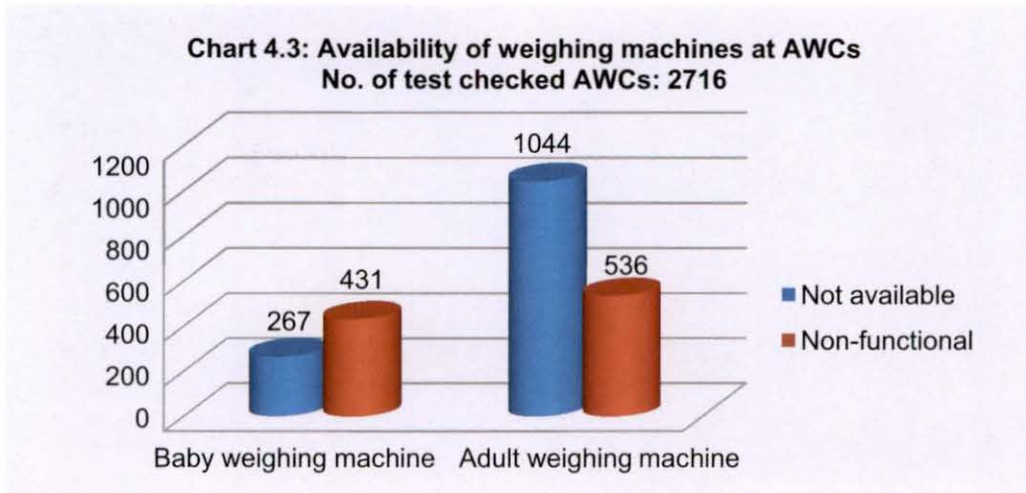
4.3 Availability of equipment

Nutrition and supplementary nutrition programme under ICDS scheme provides for growth monitoring and nutrition surveillance. Children below the age of three years are to be weighed once a month and children 3-6 years of age are to be weighed quarterly. Further, health-check up component under the scheme requires health care of children less than six years of age, antenatal care of expectant mothers and postnatal care of nursing mothers.

Baby weighing machines were not found functional in 26 per cent Anganwadi Centres (AWCs) and functional adult weighing machines were not available in 58.17 per cent AWCs as depicted in the chart below (State-wise details are in **Annex 4.6**):

Positive finding

In four audited States Gujarat: 100 per cent Karnataka: 99 per cent Madhya Pradesh: 95 per cent and Odisha: 93 per cent) more than 90 per cent AWCs had functional baby weighing machines.



In Andhra Pradesh only five *per cent* test checked AWCs and in Jharkhand 40 *per cent* test checked AWCs had functional baby weighing machines. In six States⁸ less than 50 *per cent* AWCs had functional adult weighing machines.

In the absence of weighing machines at AWCs, monitoring of supplementary nutrition component of the Scheme as an outcome indicator was improbable as discussed in paragraph 6.3.1 of this Report.

4.4 Non-availability of utensils for providing Supplementary Nutrition (SN)

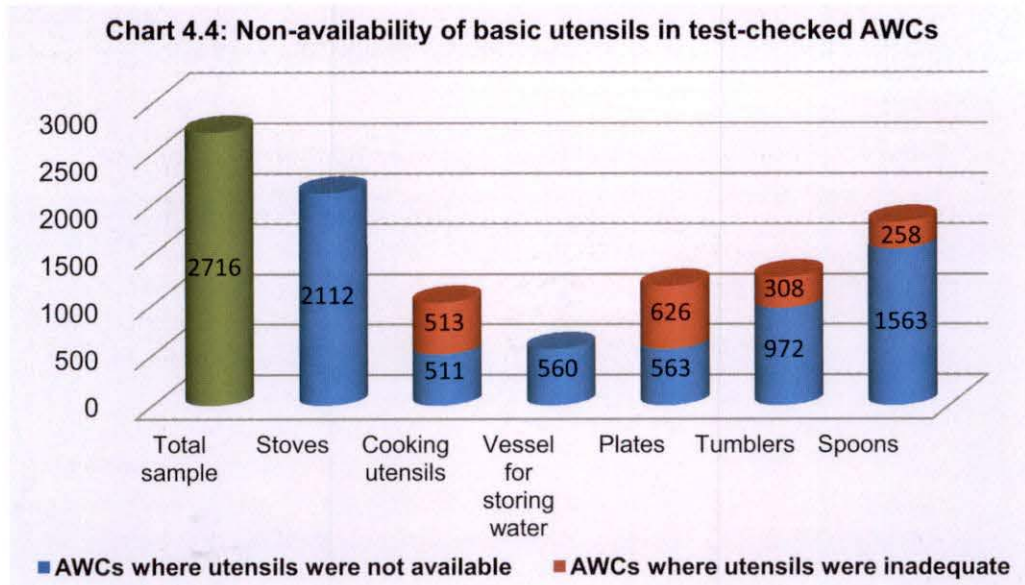
Under the ICDS Scheme, children in the age group of three to six years were to be served hot cooked meals in Anganwadi Centres (AWCs) and mini-AWCs. States/UTs were required to make arrangements for the same as a part of the supplementary nutrition component under the Scheme. As per the Ministry's instructions (October 2009), State Governments were allowed to incur expenditure of ₹ 5000 for each AWC for basic and necessary equipment and furniture.

Test check of sample of 2716 AWCs revealed that utensils required for preparation of foods at AWCs and serving them to the beneficiaries were not available at many Anganwadi Centres (AWCs) as depicted in the chart below (State-wise details are given in **Annex 4.7**):

Good practices in Gujarat

- State Government provided gas stoves, LPG cylinders and idli cookers at cost of ₹ 33.10 crore to its 49,926 AWCs.
- From 2009-10 onwards, State Government pays ₹ 200 per AWC towards the electricity bill.

⁸ Andhra Pradesh – 6 *per cent*, Gujarat – 0 *per cent*, Jharkhand – 34 *per cent*, Karnataka – 13 *per cent*, Odisha – 40 *per cent* and Uttar Pradesh – 0 *per cent*



Thus, non-availability of basic utensils at test-checked AWCs showed that the quality of supplementary nutrition provided to the beneficiaries was not commensurate with the requirements of the Scheme.

Recommendations

- **The Ministry may formulate a list of minimum essential equipment, furniture, utensils etc. mandatory for Anganwadi Centres (AWCs) and provide funding support for them with the freedom to States to augment them as per the local requirements.**
- **Funding support may also be given to existing Anganwadi Centres (AWCs) for replacement of inadequate and non-functional utensils and equipment.**

The Ministry stated (November 2012) that Audit recommendations in this regard had been noted for appropriate action.

4.5 Shortfall in expenditure on medicine kits

ICDS guidelines of March 2000 stipulated State/UT level procurement of medicine kits and distribution thereof to the AWCs. The decentralization of procurement of medicine kits for AWCs was done in order to streamline the process and make kits available in time to the AWCs. The Government of India provided funds at the rate of ₹ 600 per operational Anganwadi Centre (AWC) to the State/UT for procuring the medicine kits.

An analysis of the funds released to the States/UTs by the Ministry for the procurement of medicine kits and the expenditure reported by them in their Statements of Expenditure (SOEs) revealed significant shortfall in expenditure. The States which did not incur any expenditure on the

procurement of medicine kits and where the shortfall in the expenditure was more than 30 per cent are listed below (State-wise details are given in **Annex 4.8**):

Table 4.3: Shortfall in expenditure on procurement of medicine kits

Year	States where no fund was spent on procurement of medicine kits	States where shortfall was 30 to 99 per cent
2006-07	Gujarat, Haryana, Jharkhand (3)	Delhi-99 per cent, Karnataka- 95 per cent, Bihar-83 per cent, Punjab-79 per cent, Kerala-45 per cent (5)
2007-08	Assam, Haryana, Jharkhand, Madhya Pradesh (4)	Karnataka-85 per cent, Punjab-75 per cent, Himachal Pradesh-40 per cent, Maharashtra-35 per cent (4)
2008-09	Delhi, Goa, Haryana, Jharkhand, Madhya Pradesh, Punjab, Uttarkhand (7)	Uttar Pradeh-61 per cent, Karnataka-31 per cent (2)
2009-10	Bihar, Delhi, Goa, Haryana, Jharkhand, Manipur, Madhya Pradesh, Odisha, Uttarakhand, West Bengal (10)	Punjab- 35 per cent (1)
2010-11	Manipur, Andhra Pradesh, Odisha, Punjab (4)	Uttar Pradeh-50 per cent, Uttarakhand-39 per cent (2)

Test check in States revealed further shortcomings and delays in procurement of medicine kits for AWCs, as detailed below:

Table 4.4: Other state-specific findings on procurement of medicine kits

State	Audit observation	Amount (₹ in crore)
Bihar	As of March 2011, ₹ 58.17 lakh released for purchase of medicine kits were kept unutilised at three test checked DPOs.	0.58
Chhattisgarh	During 2007-08 to 2009-10, the department had not purchased any medicine kits resulting in non-utilisation of funds.	5.96
Gujarat	₹ 2.59 crore and ₹ 2.87 crore released during 2009-10 and 2010-11 respectively to District Panchayats for purchase of medicine kits remained parked in Personal Ledger Accounts of the Panchayats.	5.46
Haryana	<ul style="list-style-type: none"> • Instead of procuring medicine kits, the State Government purchased loose medicines and supplied it to AWCs in a piecemeal manner. None of the test checked AWC had complete set of prescribed medicines. For instance, out of the total requirement of 18.31 lakh mebendazole tablets in two test-checked districts, only four lakh tablets were supplied during 2006-07. No action was taken against the defaulting supplier. • For the year 2010-11, out of eight medicines for which three supply orders were placed in March 2011, only five types of medicines were supplied during August 2011 to February 2012. For the 	0.54

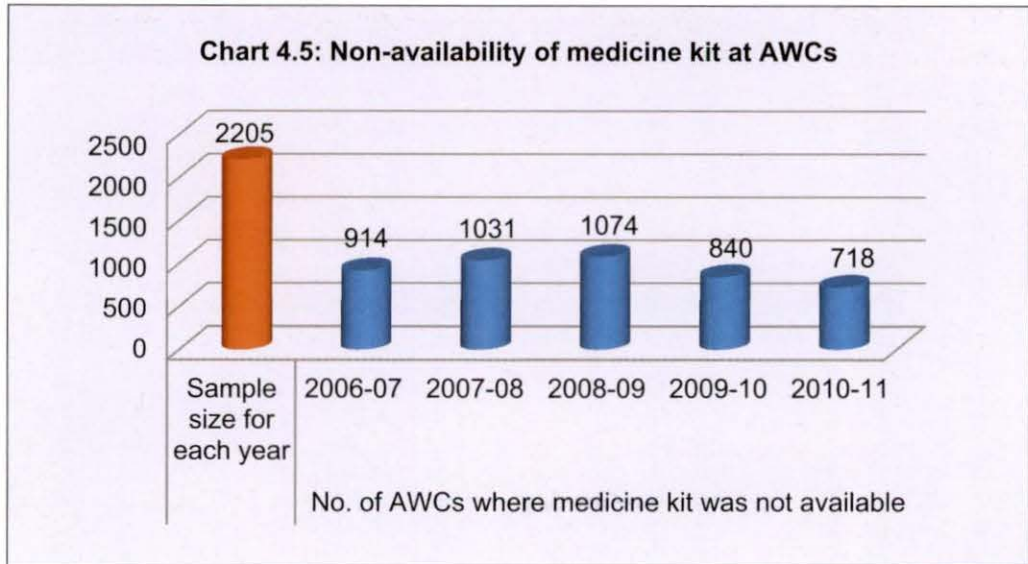
State	Audit observation	Amount (₹ in crore)
	remaining medicines, the vendor communicated in March 2011 its inability to supply due to production constraint. The Department failed to take cogent measures for alternate arrangements as of March 2012 and kept the unspent amount of ₹ 53.51 lakh in Fixed Deposit Receipts.	
Jharkhand	In March 2011, ₹ 2.15 crore was allocated for purchase of medicine kits. Of the three test checked districts, no medicine kit was supplied to Anganwadi Centres (AWCs) in Garhwa and in seven project areas of Dumka as of February 2012. ₹ 4.57 lakh provided to District Social Welfare Officer, Dumka for purchase of medicine kits in the year 2003-04 was lying idle. Further, as per the health department norms, the shelf-life of medicines should not be less than 18 months. However, the medicine kits supplied in February 2012 had expiry date of January 2013, thus leaving a shelf-life of 11 months.	2.15
Uttar Pradesh	<ul style="list-style-type: none"> During the years 2006-07 and 2007-08, number of operational Anganwadi Centres (AWCs) was 1,19,538 and 1,19,595 respectively. However, the State Government procured 1,25,030 and 1,34,956 kits respectively during these years. The excess procurement of 20,853 kits resulted in avoidable expenditure of ₹ 1.17 crore. Despite adequate procurement, no medicine kits were supplied to 58,686 AWCs and 14,686 Mini AWCs operational during the year 2010-11. 	1.17

Audit noted that the State Governments failed to procure medicine kits despite availability of funds. The Ministry annually released funds to the States for all components of ICDS (General) including medicine kits, but failed to review component-wise utilization of funds by the States, specially the procurement of medicine kits and supply thereof to the AWCs.

4.5.1 Non-availability of medicine kits

The failure of States to procure medicine kits on annual basis had a direct bearing on availability of the same at AWCs. The year-wise availability of medicine kits in AWCs of 11 test-checked States⁹ are given below (State-wise details in **Annex 4.9**):

⁹ Year-wise data was not available for Andhra Pradesh and West Bengal, where medicine kits were available in all test-checked AWCs at the time of Audit.



Audit found that in Jharkhand medicine kit was not available at any test-checked Anganwadi Centre (AWC) during the period 2006-11. In Gujarat and Chhattisgarh the kit was not available at any test-checked AWC during a period of four and three years respectively out of five year period of Audit.

Thus, the failure of the State Governments to procure and supply medicine kits to AWCs despite availability of funds exposed the young beneficiaries of the Scheme to the vulnerabilities of common ailments.

The Ministry stated (July 2012) that the States/UTs had repeatedly been asked to furnish reasons for not incurring expenditure on procurement of medicine kits. The issue had also been taken up during review meetings and State visits/inspection. It further stated (November 2012) that from the year 2012-13, the entire cost of programme components including the medicine kit had been included in the second instalment of the grant to enable the States to make procurement accordingly instead of procuring these items in a staggered manner.

Recommendation

- ***In addition to releasing funds for procurement of medicine kits to States/UTs, the Ministry should monitor the progress on timely utilization of funds and final supply of the kits procured to Anganwadi Centres (AWCs).***

4.6 Shortfall in expenditure on flexi fund for Anganwadi Centres

The Ministry issued instructions (May 2009) for providing ₹ 1,000 per annum per AWC as flexi fund effective from the year 2009-10. The aim was to widen the scope of the Scheme by providing flexibility for operational exigencies and meeting expenses arising out of unforeseen circumstances. The State Government/UT Administration was to

formulate State specific modalities for use of this fund so as to ensure accountability. The fund was to be operated by the Anganwadi Worker at her own discretion.

An analysis of the funds released to the States/UTs for providing flexi fund to the AWCs and the expenditure reported by them to the Ministry in the SOEs revealed significant shortfall in expenditure on this account. The States not disbursing flexi fund to any of the AWCs and where the shortfall in the expenditure on providing flexi fund was more than 30 per cent are listed below (State-wise details are given in **Annex 4.10**):

Table 4.5: Non-disbursement of funds for providing flexi funds to AWCs

Year	States which did not disburse any amount for providing flexi fund to AWCs	States where shortfall was 30 to 99 per cent
2009-10	Assam, Bihar, Delhi, Goa, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Manipur, Mizoram, Punjab, Tamil Nadu, Uttar Pradesh and Uttarakhand (14)	West Bengal-53 per cent, Madhya Pradesh-39 per cent (2)
2010-11	Bihar, Delhi, Goa, Himachal Pradesh, Jharkhand, Karnataka, Manipur, Mizoram, Odisha, Tamil Nadu and Uttar Pradesh (10)	West Bengal-97 per cent, Andhra Pradesh-79 per cent, Punjab-43 per cent, (3)

Test check of 2689 Anganwadi Centres (AWCs) further revealed that during the years 2009-11, flexi funds were provided to 1274 AWCs (47 per cent). These were not made available to remaining 1415 AWCs (53 per cent). The details in this regard are as under:

- In four States (Andhra Pradesh, Chhattisgarh, Gujarat and Haryana) flexi funds were provided to all 750 test-checked AWCs.
- In Chhattisgarh, Gujarat and Haryana proper accounts were maintained by test-checked AWCs for flexi fund. Proper accounts were not maintained for flexi fund at AWCs in Andhra Pradesh.
- In six States (Bihar, Jharkhand, Karnataka, Meghalaya, Uttar Pradesh and West Bengal) flexi funds were not made available to any of the 1,245 test-checked AWCs.
- In three States (Madhya Pradesh, Odisha and Rajasthan) flexi fund was provided to 524 out of 694 test-checked AWCs. However, 448 test-checked AWCs did not maintain proper accounts for flexi fund.

Thus, the State Governments' failure to provide flexi funds to all the Anganwadi Centres (AWCs) was not only in violation of the Scheme guidelines but also exposed those AWCs to the risks attached to unforeseen circumstances envisaged by the Ministry. The Ministry, on its part, failed to monitor utilization of grant provided for the purpose for which it was released.

The Ministry stated (July 2012) that the States/UTs had repeatedly been asked to furnish reasons for not incurring expenditure on disbursement of flexi fund to the AWCs. The issue had also been taken up during review meetings and State visits/inspection. It further stated (November 2012) that from the year 2012-13, the entire cost of programme components including the grant for disbursement of flexi funds had been included in the second instalment of the grant to enable the States to their disbursal.

Recommendation

- ***The Ministry may seek compliance from the State Governments so that funds released for distribution of flexi funds to AWCs are actually distributed to them.***

4.7 State specific findings on procurement

4.7.1 Excess payment to supplier in Uttar Pradesh

As per the direction of the State Government (September 2001), departments were allowed to purchase computer and peripherals through UP Electronics Corporation or National Informatics Centre Services Inc. (NICSI). The State Government authorised (August 2004) M/s Shretron India Ltd. to supply computers on rates quoted by it.

The State ICDS Directorate sanctioned (October 2009) the purchase of 820 computers, printers and UPSs for project offices at a cost of ₹ 6.08 crore. The items were supplied during November-December 2009. The gross rate, (inclusive of taxes, freight and agency commission of supplier), per computer, printer and UPS was ₹ 49,932, ₹ 16,315 and ₹ 7,884 respectively.

Audit noted that while the purchase order was placed with the supplier on 14 October 2009 and goods were supplied during November-December 2009, agreement with the firm was entered on 26 April 2010. Further, rates were decided without following the tendering process. As per the records of the department, tendering process was avoided in view of paucity of time and importance of work.

Test check of delivery challans and bills of the Original Equipment Manufacturer, M/s HCL Infosystems, revealed that these items were supplied at much lower cost than the prices charged by M/s Shretron India Ltd., as detailed in table 4.6.

Table 4.6: Details of the difference in the rates of computers and peripherals

(Price in ₹)

Item	Base price allowed to M/s Shretron	Price charged by M/s HCL	Difference in price
HCL Infiniti Pro BL 1280 Computer	49,932	31,000	18,932
Samsung Laser Printer	16,315	6,867	9,448
Neopower 800 VA UPS	7,884	2,670.50	5,213.50

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Thus, it was evident that against the total purchase value of ₹ 3.33 crore¹⁰, inclusive of taxes and duties, the Directorate paid ₹ 6.08 crore to the supplier, which resulted in excess payment of ₹ 2.75 crore to the supplier.

Audit also found that the Directorate's contention for not inviting tender for purchase of computers due to paucity of time was also unfounded. During test-check of records in sampled districts, it was noticed that in 31 out of 32 projects, computers, printers and UPSs were lying idle due to lack of electricity connection.

4.7.2 Wasteful expenditure on purchase of fax and photostat machines in Uttar Pradesh

The Department procured 337 fax machines at the rate of ₹ 7,770 per machine and 338 photostat machines at the rate of ₹ 49,782 per machine in January 2007 for supply to Child Development Project Officer (CDPO) offices at Tehsil levels. The total cost of the procurement was ₹ 1.94 crore.

Test-check of records in sample districts revealed that 41 fax machines and 41 photostat machines supplied to CDPO offices were lying idle till date due to lack of electricity or telephone connection or both.

The supply of fax and photostat machines without assessing the availability of electricity and telephone connection in the CDPO offices rendered the expenditure of ₹ 23.59 lakh wasteful.

4.7.3 Injudicious purchase of gas stove in Karnataka

The Department of Women and Child Development, Karnataka accorded the sanction and finalised the list of suppliers for purchase of gas stoves and pressure cookers for AWCs in March 2011. Simultaneously, it directed the Project Offices to procure 38,997 gas stoves and pressure cookers which were supplied during April and May 2011 at a cost of ₹ 11.24 crore.

¹⁰ Gross price charged by M/s HCL for one computer, printer and UPS: ₹ 40,537.50
Total cost of purchase of 820 computers, printers and UPSs: ₹ 3,32,40,750
Gross value of procurement: ₹ 3,32,81,288

Audit, however, noted that these gas stoves and pressure cookers could not be put to use at any of the test checked Anganwadi Centres (AWCs) for want of gas connections. The State Government went for procurement of these items without ensuring the required gas connections, rendering the expenditure unfruitful.

Recommendation

- ***The Ministry should ask the State Governments to make a reasonable assessment of the requirement of items and the availability of the infrastructure before bulk procurement for AWCs and project offices.***

The Ministry stated (November 2012) that the recommendations of the audit had been noted for appropriately taking up with the concerned states.

Human Resource and Training

5.1 Staffing pattern of ICDS projects

An ICDS project area, coterminous with the community development block in the rural areas and ward/slum with a population of one lakh in urban areas, is the lowest administrative unit for implementation of the Scheme. As per the Scheme guidelines, 100 Anganwadi Centres (AWCs) were to function under each ICDS Project (50 AWCs in tribal blocks). The Project is headed by a Child Development Project Officer (CDPO). CDPO was to supervise, coordinate and guide work of AWCs in the entire project. For this purpose, five-six supervisors were assisting a CDPO. The supervisors were responsible for providing continuous on-job guidance to and supervision of Anganwadi Workers (AWWs) by visiting each AWC at least once a month and organising monthly meeting of AWWs with village level health functionaries.

The delivery of services to the beneficiaries is provided through Anganwadi Centres (AWC) comprising an Anganwadi Worker (AWW) and an Anganwadi Helpers (AWH).

5.1.1 Staff availability

The data furnished by the Ministry on staff availability revealed shortfall in strength of persons-in-position vis-à-vis sanctioned strength in all cadres of key functionaries during the period 2006-11 as detailed below:

Table 5.1: Staff availability against sanctioned strength

Designation and Category	31 March 2007	31 March 2008	31 March 2009	31 March 2010	31 March 2011
CDPO/ACDPO					
Sanctioned strength	8,214	8,214	9,003	9,003	9,006
Persons-in-position	5,395	5,379	5,419	5,658	5,856
Vacancy	2,819	2,835	3,584	3,345	3,150
Percentage of vacancy	34.32	34.51	39.81	37.15	34.98
Supervisor					
Sanctioned strength	45,951	45,951	53,529	53,529	51,522
Persons-in-position	26,052	28,065	29,309	31,703	32,391
Vacancy	19,899	17,886	24,220	21,826	19,131
Percentage of vacancy	43.30	38.92	45.24	40.77	37.13
Anganwadi Worker					
Sanctioned strength	10,52,638	10,52,638	13,56,027	13,56,027	13,66,776
Persons-in-position	8,14,817	9,65,617	9,98,216	10,80,586	11,74,388
Vacancy	2,37,821	87,021	3,57,811	2,75,441	1,92,388
Percentage of vacancy	22.59	8.27	26.39	20.31	14.08

Designation and Category	31 March 2007	31 March 2008	31 March 2009	31 March 2010	31 March 2011
Anganwadi Helper					
Sanctioned strength	10,52,638	10,52,638	12,42,096	12,42,096	12,49,776
Persons-in-position	8,05,753	9,57,416	9,84,792	10,52,907	11,04,098
Vacancy	2,46,885	95,222	2,57,304	1,89,189	1,45,678
Percentage of vacancy	23.45	9.05	20.72	15.23	11.66

Audit found that vacancy against sanctioned posts in respect of staff essential for implementation of the Scheme led to a mismatch between the total number of operational projects and the number of personnel in-position of Child Development Project Officers(CDPOs) throughout the period of audit. Similarly, shortfall was found in respect of Anganwadi Centres (AWCs) and Anganwadi Workers (AWWs)/(Anganwadi Helpers (AWHs)). The details are given in the following table:

Table 5.2: Projects without CDPO, AWCs without AWW or AWH

Status as on	No. of functional ICDS projects	No. of CDPOs/ACDPOs available	No. of projects without CDPO ¹	No. of functional AWCs	No. of AWWs available	No. of AWCs without AWW	No. of AWHs available	No. of AWCs without AWH
31-03-07	5,829	5,395	434	8,44,743	8,14,817	29,926	8,05,753	38,990
31-03-08	6,070	5,379	691	10,13,337	9,65,617	47,720	9,57,416	55,921
31-03-09	6,120	5,419	701	10,44,269	9,98,216	46,053	9,84,792	59,477
31-03-10	6,509	5,658	851	11,42,029	10,80,586	61,443	10,52,907	89,122
31-03-11	6,722	5,856	866	12,62,267	11,74,388	87,879	11,04,098	1,58,169

The table indicates that at least 7.45 to 13.07 *per cent* projects were functioning without a CDPO/ACDPO during 2006-07 to 2010-11. Similarly, 3.54 to 6.96 *per cent* of AWCs did not have an AWW and 4.62 to 12.53 *per cent* were without an AWH.

The test-check at field level substantiated the vacancy position of the key ICDS functionaries/staff worked out from the Ministry's data. As of 31 March 2011:

- 45 out of 269 test checked projects were functioning without a CDPO (16.73 *per cent*),
- 2,446 out of 59,565 AWCs in 269 test checked projects were operating without an AWW (4.44 *per cent*), and
- 3,405 AWCs were operating without an AWH (5.72 *per cent*).

The State-wise details are given in **Annex 5.1**.

¹ Figures indicate minimum number of projects without CDPO/ACDPO. Under ICDS, there were projects with more than one CDPO/ACDPO. Hence, the actual number of projects without a CDPO/ACDPO would be higher.

The State/UT Governments failed to recruit ICDS staff contemporaneously with the expansion of the Scheme. The vacancy position against sanctioned strength had declined slightly by 31 March 2011. However, substantial number of ICDS staff was still required to be recruited/ engaged in all four cadres. The consistent absence of critical staff at operational projects indicated that the expansion of ICDS to more and more new areas was ineffective. The delivery of services under the Scheme had one-to-one concordance with the availability of critical service-providers. However, the same was not ensured by the Ministry at every operational project and the Anganwadi Centre (AWC).

The Ministry stated (November 2012) that it was regularly taking up the issue relating to filling up of vacancies at various levels under the ICDS Scheme with the States in review meetings. Minister, Women and Child Development had taken up with all the State Chief Ministers for expeditious filling up of these vacancies vide letter dated 18 July 2012. Being a centrally sponsored scheme implemented across the country, micro management at the Central level was not feasible. However, the Government has introduced a five-tier monitoring and supervision mechanism at all levels including District and State levels with specific responsibility to review vacancy position at all levels under the scheme and to take corrective measures. The Ministry had been consistently impressing upon the States to have a separate cadre for the ICDS staff. However, the response was not encouraging.

The reply of the Ministry may be seen in the light of the fact that it failed to ensure the availability of manpower, such as Child Development Project Officers (CDPOs) and Anganwadi Workers (AWWs), before planning for expansion of the Scheme. The deployment of personnel remained low in the operational projects and AWCs during the period 2006-11.

5.1.2 Shortfall of staff at District Programme Offices (DPOs) and Project Offices

In order to provide administrative support to the AWCs and monitor and supervise their functioning, ICDS Projects have been constituted at block level and DPOs have been set up at district level. As per the ICDS guidelines, the DPO was to be, *inter alia*, manned by one District Programme Officer, Office Superintendent, Statistical Assistant and clerks. Similarly, a Project was to be staffed with a Child Development Project Officer (CDPO)/ACDPO (Assistant Child Development Project Officer), Statistical Assistant/Assistant, clerks and a driver.

Audit noted that the staffing pattern of the District Programme Offices and the Projects had inter-State as well as intra-State variation. The

number of sanctioned posts under ministerial cadres varied among District Programme Offices and the Projects.

Further, test check at 65 DPOs and 254 Projects revealed that a large number of DPOs and Projects were functioning without essential administrative staff during the period 2006-11 despite having sanctioned posts, as summarised below (State wise data given in **Annex 5.2 A and B**):

- In 3 to 10 cases (5 to 15 *per cent*) the DPO was functioning without a District Programme Officer;
- In 14 to 21 cases (22 to 32 *per cent*) there was no Office Superintendent in the DPO;
- In 16 to 23 cases (25 to 35 *per cent*) the sanctioned post of Statistical Assistant was vacant at the DPO;
- 33 to 46 Projects (13 to 18 *per cent*) were functioning without a CDPO/ ACDPO;
- In 50 to 61 cases (20 to 24 *per cent*) there was no Statistical Assistant/Assistant in the Project;
- 21 to 30 Projects (8 to 12 *per cent*) were functioning without a clerk (Lower Division Clerk/Upper Division Clerk/Typist); and
- 50 to 62 Projects (20 to 24 *per cent*) had no driver (essential in view of operational requirement of by CDPOs/ACDPOs needing to visit Anganwadi Centres (AWCs) spread throughout the project area).

Thus, considerable number of DPOs and ICDS Projects were devoid of essential manpower required for efficient functioning of the scheme. The absence of necessary staff adversely affected the administration, monitoring and supervision of the Scheme. This resulted in shortcomings/lapses in maintenance of records, reporting of data and supervision of AWCs as discussed in subsequent chapters of the Report.

Recommendation

- ***The Ministry should standardise the sanctioned posts at DPOs and ICDS Projects to the extent possible and ensure the availability of essential workforce for efficient administration and supervision of AWCs under the Scheme.***

5.1.3 Data discrepancy

Audit noted a mismatch between data maintained by the Ministry on persons-in-position and the corresponding figures quoted by the State

Governments in their Statements of Expenditure (SOEs). A comparison of figures of persons-in-position as of 31 March 2011, as quoted in the SOE of 18 States and the corresponding figures maintained by the Ministry revealed the discrepancy between the two sets of data, as given below (State-wise details are given in **Annex 5.3**):

- The State-wise data on CDPOs/ACDPOs in-position as of 31 March 2011 reported by the Ministry exceeded by 11 *per cent* the figures indicated in their SOEs by nine States. The figure was less by eight *per cent* in the case of eight States.
- The data on Supervisors in-position reported by the Ministry exceeded by eight *per cent* the figures indicated in SOEs of seven States. The figure was less by seven *per cent* in the case of eight States.
- The data on Anganwadi Workers (AWWs) in-position reported by the Ministry exceeded by one *per cent* the figures indicated in their SOEs by four States. The figure was less by five *per cent* in the case of 14 States.

Similar discrepancy was noticed, in the figures of AWWs in-position as of 31 March 2011, between the data maintained by 35 District Programme Offices (DPOs) of nine States and the data provided by the State ICDS Cells in respect of those districts as given in **Annex 5.4**.

The discrepancy between data on actual strength of ICDS functionaries maintained by the Ministry, the State ICDS Cell and the District Programme Office (DPO) indicated absence of reconciliation of data at different levels of administration indicating generally the unreliability of data maintained.

Recommendation

- ***The Ministry should develop an effective Management Information System (MIS) for reporting physical and financial parameters of the Scheme so that database is properly maintained and updated at all levels of scheme implementation.***

The Ministry stated (November 2012) that Audit recommendation had been noted. It had revised the MIS at all levels for reporting on physical and financial parameters including manpower position.

5.1.4 State-specific findings on staff availability

Three State specific findings noticed by Audit are as under:

- In **Madhya Pradesh**, Audit noticed that during 2006-11, though ICDS staff was engaged on other State Government schemes

viz. Ladli Laxmi Yojana, Usha Kiran Yojana, Atal Bal Mission and other survey works, the entire expenditure of ₹ 1,127.86 crore on the salaries and honorarium of the ICDS functionaries was booked under the ICDS Scheme.

- In **Uttar Pradesh**, Audit noticed that Child Development Project Officers (CDPOs) and supervisors were engaged on other Government works like verification of ration shops, census and photo identity card in sample districts.
- In three test checked districts of **West Bengal**, 12 Drivers (Bardhaman-9, Jalpaiguri- 1 and Malda- 2) were posted in excess of the requirement. No vehicle was available in their respective offices. This resulted in payment of idle wages of ₹ 0.96 crore during the period April 1995 to October 2011.

The Ministry stated (November 2012) that the issues raised with regard to the staff availability in Madhya Pradesh, Uttar Pradesh and West Bengal would be taken up with the respective states for appropriate action.

5.2 Benefits to Anganwadi Workers (AWWs)/Anganwadi Helpers (AWHs)

The Ministry extended a number of benefits to AWWs/AWHs so as to improve their working conditions. Test-check, however, revealed that some of the benefits were not extended to the AWWs/AWHs by the State Governments, as detailed in subsequent paragraphs.

5.2.1 Non-formation of grievance redressal committee

As per the Ministry's instructions (August 2000), a grievance redressal committee was to be set up at district and State levels with representation of the AWWs and the AWHs. The committee was to regularly and expeditiously redress grievances and day-to-day problems faced by the AWWs/AWHs in the quarterly meetings.

Audit, however, observed that no grievance redressal committee was set up in Andhra Pradesh, Gujarat², and Jharkhand till April 2011. In Chhattisgarh, Haryana, Rajasthan and Uttar Pradesh, such committees were constituted. However, information on deliberations of the Committee was not available in Chhattisgarh, Haryana and Uttar Pradesh. No information regarding setting up of the said committee was received from Governments of Karnataka, Meghalaya and West Bengal.

² During exit conference (January 2012) Government of Gujarat stated that such committees were constituted at district level and two meetings were held in May and November 2011 by DPO Surat.

Case study: Follow-up action on complaints in Gujarat

Test check revealed that ICDS Director received 348 complaints during 2006-11 from AWWs/AWHs regarding alleged corruption by the CDPOs, poor quality of food, irregularities in recruitment from AWWs/AWHs/Members of Legislative Assembly/general public. Audit could not ascertain status regarding disposal of these complaints, as no control register was maintained to monitor follow up action thereagainst. Test check, however, revealed that out of 55 complaints on mental torture received from Anganwadi Workers (AWWs)/Anganwadi Helpers (AWHs) only six were disposed of and remaining 49 complaints were pending with respective District Development Officers (DDO). Similarly, 37 out of 46 and six out of 10 complaints regarding corruption and quality of food respectively were pending with DDOs.

Director stated (January 2012) that control register was not required to be maintained in his office. The large pendency of action on reported irregularities and casual reply tendered by the Director indicated lackadaisical approach of the Government towards redressing grievances of frontline ICDS functionaries.

The Ministry stated (November 2012) that the issue relating to non extension of benefits to AWWs/AWHs would be taken up with the States with specific reference to setting up and functioning of grievance redressal committees.

5.2.2 Award to ICDS functionaries

As per the ICDS guidelines, in order to appreciate commendable services of Anganwadi Workers (AWWs), annual National and State level cash awards³ along with citation were instituted from the year 2000-01.

Audit noted delays in awarding the AWWs rendering exemplary services at the national as well as State levels. At the Ministry level, nominations for giving awards for the period 2006-09 were finalised in 2012. However, awards were yet to be given (November 2012). The nominations for the period 2009-11 were awaited from 19 States/UTs as of July 2012. It is pertinent that last time the National level awards were given in February 2009, which pertained to the years 2004-06.

The status of distribution of State level awards in test-checked States is given below:

- No award was given during 2006-11 in six

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- Haryana and Meghalaya had given awards to required number of AWWs throughout the period 2006-11.
- In 2007-08, Gujarat Government introduced Mata Yashoda Award to one AWW and AWH comprising ₹ 51,000 and ₹ 31,000 respectively as a State level award.

³ ₹ 25,000 at National level and ₹ 5,000 at State level

States (Andhra Pradesh, Bihar, Jharkhand, Odisha, Uttar Pradesh and West Bengal).

- Award was distributed for the period up to 2008-09, but no award was given for 2009-11 in three States (Karnataka, Madhya Pradesh and Rajasthan).
- In Gujarat no award was given for 2006-07 and 2009-11 and in Chhattisgarh no award was given for 2006-07 and 2010-11.

The failure of the Ministry and the State Governments to distribute the awards in time to AWWs defeated the very purpose of motivating frontline ICDS functionaries.

The Ministry stated (November 2012) that all States would be requested to give awards to AWWs as per the scheme and recognize their voluntary services as a motivational factor.

5.2.3 Miscellaneous findings

Audit noted other instances where the State Governments failed to implement the GOI policy towards improving working condition of Anganwadi Workers (AWWs)/Anganwadi Helpers (AWHs) which are given below:

- AWW/AWH Welfare Fund was to be created out of the contributions made by AWWs/AWHs and the State Government to bring them under social security network. However, no such fund was created in 10 test checked States (Andhra Pradesh, Chhattisgarh, Haryana, Jharkhand, Madhya Pradesh, Meghalaya, Karnataka, Odisha, Uttar Pradesh and West Bengal).
- The Ministry introduced (December 2008) a Scheme to annually provide two sarees at the rate of ₹ 200 per saree and a name tag at the rate of ₹ 25 per badge to all AWWs/AWHs. Among the test checked States, the scheme was not introduced in Madhya Pradesh, Meghalaya, and West Bengal. In Rajasthan one saree was provided during 2010-11 against the norm of two sarees.
- The disbursement of honorarium for AWWs/AWHs was not regular in six States (Bihar, Chhattisgarh, Jharkhand, Odisha, Rajasthan and Uttar Pradesh). At times it was disbursed bi-monthly, quarterly and even half-yearly. The shortage of staff in ministerial cadre at ICDS Projects was one of the reasons for the same.
- The honorarium to AWWs/AWHs was revised from April 2008. It was noticed that in selected project Zabeera, district Damoh of Madhya Pradesh, the arrears on account of the enhanced honorarium was paid partly to 196 AWWs/AWHs.

Thus, it is evident that the State Governments failed to extend benefits to AWWs and AWHs as required by the various instructions of the Ministries. The Ministry on its part failed to take remedial measures so as to improve the working condition of frontline ICDS functionaries.

The Ministry stated (November 2012) that it was consistently taking up the matter with the State Governments to ensure that the benefits extended to the AWWs/AWHs permeate to the grass root level.

Recommendation

- **The Ministry should scrupulously monitor and seek compliance from States on its various orders relating to improvement of working conditions of AWWs and AWHs.**

5.3 Training under ICDS

Training is the most crucial element in the ICDS Scheme, as achievement of programme goals largely depend upon the efficiency of frontline functionaries in improving service delivery. Training under ICDS is implemented by National Institute of Public Cooperation and Child Development (NIPCCD) and Middle Level Training Centres (MLTCs) and Anganwadi Training Centres (AWTCs) run by the Non-Government Organisation (NGO)/State Government spread across the States with financial support from the Ministry. The pattern of training of ICDS functionaries is given in table 5.3:

Table 5.3: Pattern of training

Type of training	Trainee	Training provider	Duration (days)
Induction training (on initial engagement/appointment)	CDPO/ACDPO	NIPCCD	7
	Supervisor	MLTC	7
	AWW	AWTC	8
	AWH	AWTC	5
Job/ Orientation training (once during service period)	CDPO/ACDPO	NIPCCD	32
	Supervisor	MLTC	32
	AWW	AWTC	32
	AWH	AWTC	8
Refresher training (in-service, once in every two years)	CDPO/ACDPO	NIPCCD	7
	Supervisor	MLTC	7
	AWW	AWTC	7
	AWH	AWTC	5

5.3.1 State Training Action Plans (STRAPs)

Training is a continuous programme. As per the Ministry's instructions (April 2009) and previous references on training, all States/UTs were required to submit their annual State Training Action Plan (STRAP). The Ministry was to release funds to the States for training on the basis of STRAPs approved by it. Thus, STRAP of all States/UTs was to be approved by the Ministry before commencement of the financial year.

Audit noted that on very few occasions the States/UTs sent their STRAP to the Ministry before the commencement of financial year. Consequently, the Ministry could not approve their STRAP before the commencement of the financial year during the period 2006-11 as given in table 5.4:

Table 5.4: Status of receipt and approval of STRAP⁴

Year	Receipt of STRAP			Approval of STRAP		States which did not send their STRAP
	Received before start of financial year	Received during first quarter	Received after first quarter	Approved during first quarter	Approved after first quarter	
	Number of STRAP					
2006-07	3	26	3	25	7	3
2007-08	1	27	5	24	9	3
2008-09	1	25	7	10	22	3
2009-10	0	10	23	0	33	3
2010-11	0	25	6	18	13	4
Total	5	113	44	77	84	16

Thus, in 52 per cent cases, the State Training Action Plan (STRAP) was approved by the Ministry after the end of the first quarter of the financial year. In six cases (3 per cent) the STRAP was approved during the last quarter, rendering them futile for the purpose of planning the training activities.

The Ministry stated (July 2012) that delay in sending STRAP by the States occurred due to delayed validation of data by the training centres regarding backlogs in training of various categories. It further stated (November 2012) that the States/UTs were repeatedly asked to submit their STRAPs before commencement of the new financial year. Moreover, the delay in finalisation of the STRAP did not affect the training programme directly. The shortcoming in achievement of STRAP targets by some States/UTs was due to sub-optimal utilization of available training infrastructure.

The reply of the Ministry indicated inadequate database on training available with the State Governments and inadequacies in monitoring of progress of training through quarterly progress reports. Further, the Ministry's contention that the delay in finalisation of the STRAP does not affect the training programme directly is not acceptable. The delay in finalisation of the STRAP leads to delay in release of funds for training

⁴ a) During 2007-08 to 2009-10 Jammu and Kashmir sent separate STRAPS for Jammu and Kashmir regions

b) Date of approval of STRAP of Dadra and Nagar Haveli for 2008-09 was not available.

and revalidation of unspent balance. Further, the very purpose of preparation of the STRAP is to ensure the efficient use of available training infrastructure.

5.3.2 Training infrastructure

The status of training centres functioning throughout the country was as under:

Table 5.5: Status of training infrastructure under ICDS

Status as on	AWTC				MLTC			
	Sanctioned	Operational			Sanctioned	Operational		
		Run by NGOs	Run by the Government	Total		Run by NGOs	Run by the Government	Total
31 March 2007	661	389	113	502	43	23	6	29
30 September 2009	663	403	107	510	64	21	10	31
31 March 2011	NA	386	112	498	NA	17	11	28

[NA: Data not provided by the Ministry]

Table 5.5 indicates that the number of operational training centres was less than the number sanctioned under the Scheme which adversely affected the training needs of ICDS functionaries.

Besides, Audit found the following state-specific deficiencies regarding training infrastructure:

- In Andhra Pradesh, 6 out of 12 test-checked Anganwadi Worker Training Centres (AWTCs)/Middle Level Training Centres (MLTCs) were not equipped with white boards, flip charts, display boards and supporting equipment like printers and Xerox machine. Further, details of field visits of nodal officer, District Programme Officer, Child Development Project Officer and other officers were not on record in five test-checked AWTCs.
- In Chhattisgarh, no training was given by Regional Woman Training Centre (RWTC) Bilaspur during 2006-07 to 2009-10. No information on training given by RWTC, Jagdalpur was made available to Audit. In the State Resource Centre (SRC), Raipur 33 to 50 per cent supervisors were provided training.
- In Jharkhand, there was no Middle Level Training Centre (MLTC). No training was provided to Supervisors during 2006-11. Consequently, out of 694 Supervisors posted in the State, 365 Supervisors (52.59 per cent) did not receive the initial job training.

The Ministry stated (July 2012) that inadequate training infrastructure was due to closure of some inefficient training centres and non-availability of Non-Government Organizations (NGOs) interested in ICDS training. It further stated (November 2012) that State Governments were responsible for opening new training centres based on their requirements. Further, the state-specific observations had been taken up with the concerned States for appropriate remedial measures.

The reply of the Ministry should be viewed in light of the fact that training under ICDS is a continuous programme. The efficient implementation of the Scheme is the responsibility equally shared by the Central and the State Governments. The Ministry on its part failed to ensure availability of adequate training infrastructure.

5.3.3 Implementation of training programme

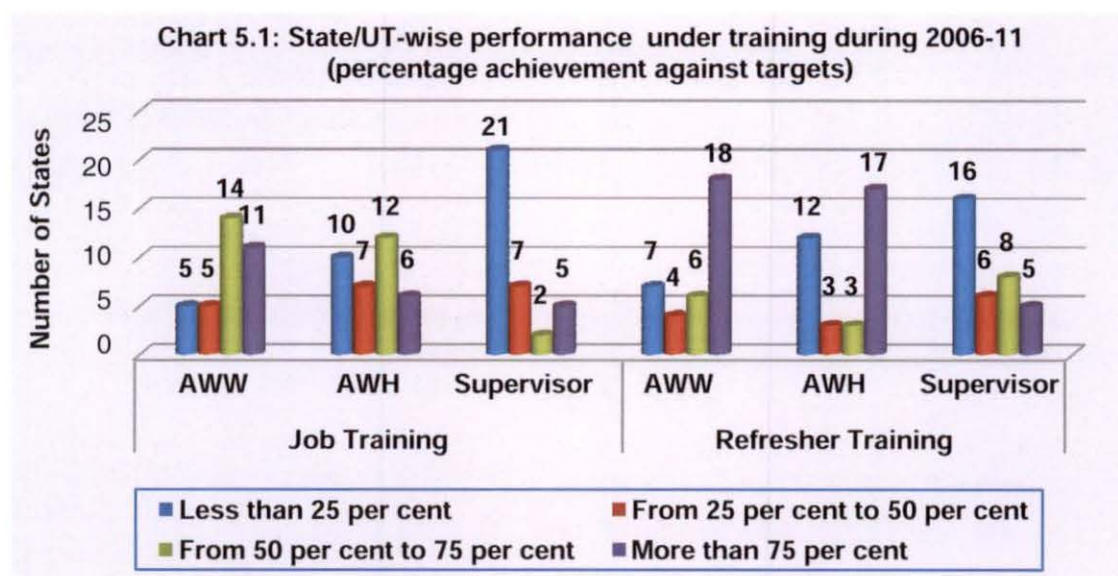
Under the Scheme, all State/UT Governments fix their annual training targets for ICDS functionaries. These targets were based on annual training calendar prepared by the operational training centres.

Audit found persistent shortfall in achievement against the targets fixed for the training of Supervisors, Anganwadi Workers (AWWs) and Anganwadi Helpers (AWHs) during 2006-11, as depicted in the following table (year-wise status given in **Annex 5.5**):

Table 5.6: Shortfall against target under various training programmes

Training type	ICDS functionary	Target	Achievement	Shortfall	Percentage Shortfall
Job/ Orientation	Supervisor	20,308	8,493	11,815	58.18
	AWW	5,65,986	3,83,711	1,82,275	32.20
	AWH	6,82,748	3,46,795	3,35,953	49.21
Refresher	Supervisor	48,146	26,089	22,057	45.81
	AWW	8,23,698	6,63,635	1,60,063	19.43
	AWH	7,33,054	5,38,117	1,94,937	26.59

The overall achievement vis-a-vis targets varied among States/UTs during 2006-11. Chart 5.1 illustrates the performance of States/UTs in four different strata of percentage achievement against targets fixed for training programmes (State wise details are given in **Annex 5.6**).



The Ministry stated (July 2012) that low achievement of targets under job training was due to delays in recruitment/engagement of ICDS functionaries. Further, from 2012-13 it had started the practice to fix the targets under job training on the basis of actual backlog.

5.3.4 Training by National Institute of Public Co-operation and Child Development (NIPCCD) and Food and Nutrition Board (FNB)

NIPCCD and its Regional Centres are responsible for training of Child Development Project Officers (CDPOs)/Assistant Child Development Project Officers (ACDPOs) and Trainers of Middle Level Training Centres (MLTCs). NIPCCD also conducts other skill development programmes. Besides, Food and Nutrition Board (FNB), the technical wing of the Ministry, was also engaged in nutritional orientation training of field personnel through 43 Community Food and Nutrition Extension Units (CFNEUs) located in different States/UTs.

The achievement of NIPCCD and FNB in providing training during 2006-07 to 2010-11 was as under (year wise details in **Annex 5.7**):

Table 5.7: Target and achievement of NIPCCD under training

Type of training	Target	Achievement	Shortfall	Percentage shortfall
NIPCCD				
Refresher training for CDPOs/ACDPOs	2,075	1,938	137	6.60
Orientation/refresher training of instructors of MLTCs/AWTCs	380	298	82	21.58
Job/refresher training of Supervisors	175	86	89	50.86

Type of training	Target	Achievement	Shortfall	Percentage shortfall
FNB				
Training of Trainers for CDPOs, Supervisors, health functionaries	12940	11060	1880	14.53
Orientation Courses for AWWs, AWHs and ASHAs	81000	74746	6254	7.72

Table 5.7 indicates that NIPCCD had almost achieved the targets fixed under all major training programmes of ICDS functionaries other than training of instructors of MLTCs and Anganwadi Workers Training Centres (AWTCs) and training of supervisors⁵. FNB also achieved targets of training other than training of trainers, where targets were reduced to half compared to previous three years during 2009-10 and one-fourth during 2010-11.

Positive Development

- There was no shortfall in training by NIPCCD in respect of Job training for CDPOs/ACDPOs and Other training programmes.
- FNB exceeded its target in respect of Nutritional Education Programme for AWWs and AWHs.

5.3.5 Fixation of targets for training

The Ministry was responsible for approving targets for training of Supervisors, Anganwadi Workers (AWWs) and Anganwadi Helpers (AWHs) under the State Training Action Plan (STRAP) and the National Institute Public Co-operation and Child Development (NIPCCD) was responsible for setting targets for training of Child Development Project Officers (CDPOs) and Assistant Child Development Project Officers (ACDPOs). Audit noted that there was no mechanism to set targets for training of various ICDS functionaries in accordance with requirements of different types of training.

(A) Job training: The Ministry and the NIPCCD were not in a position to verify annual targets with respect to requirements for job training. However, they did not maintain State-wise data on number of ICDS functionaries who were yet to receive job training at the end of a particular year. States/UTs were required to send data on number of untrained persons and number of new recruitments under each cadre through their Quarterly Progress Reports (QPRs). The Ministry, however, did not compile this data so as to link targets under STRAP to the requirement for training⁶. NIPCCD, on its part, neither developed

⁵ The NIPCCD gives training to supervisors only at its Guwahati Regional Centre. The supervisors generally receive training at MLTCs.

⁶ As an example among test-checked States, Audit found that in Meghalaya 1473 AWWs and 1215 AWHs were required to be given Job training during 2010-11. Against this, annual target under STRAP was fixed for 525 AWWs and 450 AWHs.

any mechanism to obtain requirements for training of CDPOs/ACDPOs from the States nor obtained QPR data from the Ministry.

(B) Refresher training: Refresher training was to be provided to each ICDS functionary once in two years. Hence, every year at least half of the workforce in position was required to receive refresher training. Audit found that year-wise targets under refresher training were very low vis-à-vis the requirements as given below (year wise details in **Annex 5.8**):

Table 5.8: Targets for refresher training vis-à-vis requirements during 2006-11

ICDS functionary	Requirement for refresher training	Targets for refresher training	Actual training provided	Targets as percentage of requirements	Actual training as percentage of requirements
CDPO/ACDPO	13,810	2,075	1,938	15.03	14.03
Supervisor	73,760	48,146	26,089	65.27	35.37
AWW	25,16,812	8,23,698	6,63,635	32.73	26.37
AWH	24,52,483	7,33,054	5,38,117	29.89	21.94

Thus, under refresher training, targets were disproportionately low with respect to the requirement of such training. Consequently, the shortfall against the requirement of such training was very high. With this pace, CDPOs/ACDPOs, Supervisors, Anganwadi Workers (AWWs) and Anganwadi Helpers (AWHs) would receive refresher training once in 14 years, six years, eight years and nine years respectively against the requirement of training once in two years.

The Ministry stated (July 2012) that from 2012-13, it had started fixing the targets under job training on the basis of actual shortfall. It further stated (November 2012) that the issue was being addressed in the Twelfth Plan wherein proposal had been made for establishment of State Training Institutes.

5.3.6 Monitoring of training

Under the ICDS training programmes, States/UTs were required to send data on number of untrained persons and number of new recruitments under each cadre through their Quarterly Progress Report (QPRs).

Audit noted that the Ministry did not compile State-wise data for their use in approval of State Training Action Plan (STRAP) sent by the States/UTs. Audit test checked the data provided by States/UTs through their QPRs for last quarter (January-March) of 2009-10 and

2010-11 related to job training of Supervisors, AWWs and AWHs⁷. The results of test check are discussed below:

- In 42 out of 66 cases for which data were available, number of untrained persons at the end of a particular year did not match the number of untrained persons at the beginning of the following year.
- In 86 out of 136 cases aggregate of persons trained during the year and number of untrained persons at the end of the year did not match with aggregate of untrained persons at the beginning of the year and number of fresh recruitments during the year.
- In 23 out of 161 cases number of persons trained during the year exceeded the aggregate of number of untrained persons at the beginning of the year and number of fresh recruitments during the year, which seems unlikely as the job training was to be provided only once to a staff during her/his whole career.

The monitoring of financial progress under training was also inadequate. The Ministry did not maintain records to monitor receipt of Utilization Certificates(UCs) from the States/UTs. The UCs received were simply kept on record and not analyzed to watch availability of unspent funds with the States/UTs.

5.3.7 Non-refund of unspent balance under UDISHA

The Ministry implemented Project 'Udisha' during 1999-2006 with the assistance of the World Bank so as to clear the backlogs of pre-service 'job' training. The Project ended on 31 March 2006.

During 2006-07, the Ministry decided that unspent balance available with the States/UTs under Udisha would be remitted back by them to the GOI by debit advice to the Reserve Bank of India. The unspent balance under the closed World Bank project was not made available for utilization under ICDS Training Programme during 2006-07.

Audit noted that 25 States/UTs had not refunded the unspent balance of ₹ 19.12 crore available with them under Project Udisha as of February 2009⁸. State-wise details are given in **Annex 5.9**.

⁷ In 77 cases the inconsistency in figures could not be examined, as one or more requisite data fields were left blank in test checked QPRs. For the last quarter of 2009-10, seven States/UTs (Goa, Jammu and Kashmir, Chandigarh, Daman and Diu, Dadra and Nagar Haveli, Lakshadweep and Puducherry) had not sent their QPRs. Similarly, for the last quarter of 2010-11, six States/UTs (Goa, Jammu and Kashmir, Daman and Diu, Dadra and Nagar Haveli, Lakshadweep and Puducherry) had not sent their QPRs.

⁸ The updated position was not available with the Ministry.

The Ministry had requested the States/UTs to refund the unspent balance through various letters between April 2006 and January 2009 without much success. It, however, failed to follow the instructions of its Integrated Finance Division to link the release of grant-in-aid to States/UTs for training purposes with the refund of unspent balances under Project Udisha. The Ministry also failed to follow up the case with States/UTs despite pointing out of the same by Audit in February 2009.

The Ministry stated (July 2012) that States/UTs had since been categorically advised to immediately refund the unspent balances failing which the same would be adjusted against the future releases under the training programme.

Under ICDS, most of the field functionaries delivering the services to the beneficiaries were not adequately trained as the training programme was suffering from bottlenecks discussed above. The failure to periodically train the field functionaries may result in deficient implementation of the Scheme and poor maintenance of records at the grass root level (discussed in subsequent chapters of this Report).

Recommendations

- ***The Ministry should maintain a database on training clearly indicating number of untrained personnel and training requirements under various categories.***
- ***States should be regularly advised to send their State Training Action Plan (STRAP) before commencement of the financial year.***
- ***The targets fixed under STRAP should be analysed with reference to requirements of training under various categories. The Ministry should analyse the achievements under training with requirements thereunder as well as targets fixed under STRAP.***
- ***The capacity of training infrastructure should be augmented to meet the requirement of continuous refresher training. New regional centres of National Institute of Public Co-operation and Child Development (NIPCCD), Middle Level Training Centres (MLTCs) and Anganwadi Workers Training Centres (AWTCs) should be opened, wherever required.***



Supplementary Nutrition

6.1 Supplementary Nutrition - Introduction

ICDS Scheme is India's policy response to child malnutrition. By providing supplementary feeding, the scheme attempts to bridge the protein-energy gap between the recommended dietary allowance (RDA) and average dietary intake (ADI) of children and pregnant and lactating women. Every beneficiary under SN is to be provided supplementary nutrition for 300 days a year. Out of ₹ 50,587 crore spent on ICDS scheme during the period 2006-11, ₹ 30,861 crore (61 per cent) was spent on providing nutrition.

6.2 Shortfall in expenditure on supplementary nutrition (SN)

The financial norms for providing SN were as under:

Table 6.1: Financial norms per beneficiary per day expenditure under SN

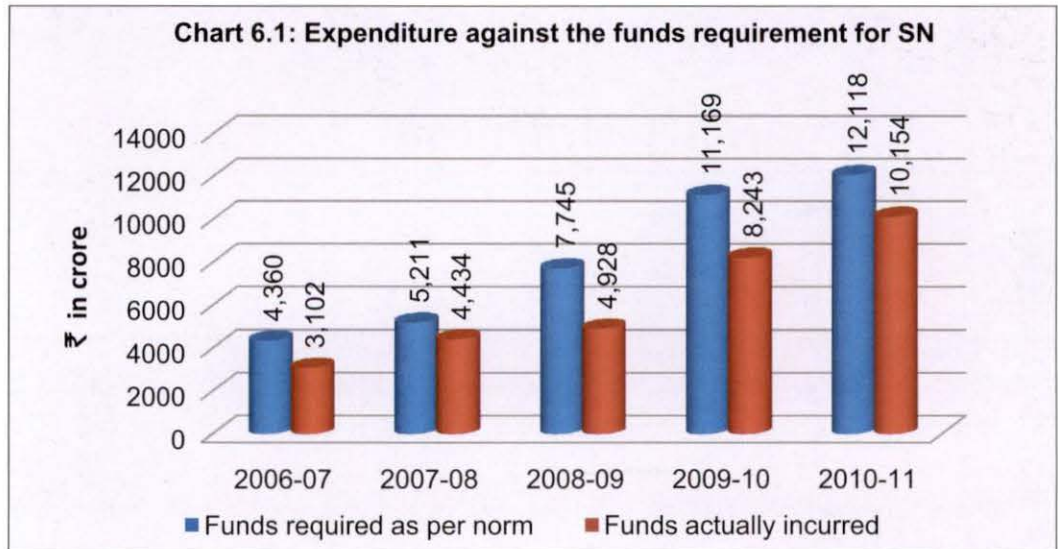
Category	With effect from October 2004	With effect from November 2008
Children aged 6-72 months	₹ 2.00	₹ 4.00
Severely malnourished children (6- 72 months)	₹ 2.70	₹ 6.00
Pregnant women and nursing mothers	₹ 2.30	₹ 5.00

Based on these norms, the Ministry stipulated that State Governments were required to spend ₹ 2.06 (weighted average) per beneficiary per day up to October 2008. The norms were revised to ₹ 4.21 per beneficiary per day with effect from November 2008.

Audit noted that the funds required for providing SN to all beneficiaries nationwide during 2006-11 worked out to ₹ 40,604 crore¹, against which, the cumulative expenditure of Central and State Governments was ₹ 30,861 crore (76 per cent). The year-wise shortfall ranged between 15 per cent and 36 per cent², absolute numbers of which are depicted in Chart 6.1:

¹ Under the Scheme 50 per cent of funds are provided by the Central Government, the rest 50 per cent is borne by State Governments. For Northeast States, Central Government provides 90 per cent of the funding requirements from the year 2009-10.

² 2006-07: 29 per cent, 2007-08: 15 per cent, 2008-09: 36 per cent, 2009-10: 26 per cent) and 2010-11: 16 per cent.



[Requirement of funds has been worked out on the basis of the number of beneficiaries for that year and the financial norms.]

Audit found that year wise shortfall in expenditure on Supplementary Nutrition (SN) against the prescribed norms varied among States (including Delhi) as detailed in **Annex 6.1**. The States which reported substantial shortfall are listed below:

Table 6.2: States having considerable shortfall in expenditure on SN against the financial norms

Year	States where shortfall was between 25 per cent to 50 per cent	States where shortfall was more than 50 per cent
2006-07	Himachal Pradesh, Madhya Pradesh, Gujarat, Bihar, Arunachal Pradesh, West Bengal, Chhattisgarh, Punjab, Uttarakhand and Delhi (10)	Odisha and Assam (2)
2007-08	Bihar, Odisha, Delhi, Punjab and Assam (5)	NIL
2008-09	Tripura, West Bengal, Chhattisgarh, Gujarat, Jammu and Kashmir, Madhya Pradesh, Uttar Pradesh, Odisha and Manipur (9)	Goa, Punjab, Arunachal Pradesh, Uttarakhand and Assam (5)
2009-10	Chhattisgarh, Nagaland, Assam, West Bengal, Rajasthan, Gujarat, Uttar Pradesh, Maharashtra, Madhya Pradesh, Odisha and Punjab (11)	Manipur, Arunachal Pradesh and Uttarakhand (3)
2010-11	Haryana, West Bengal, Uttarakhand, Bihar and Maharashtra (5)	Punjab and Assam (2)

The shortfall in the expenditure on SN in many States resulted in lower per beneficiary expenditure thereon. The actual expenditure per beneficiary per day on SN was less than the prescribed weighted average in 12 to 23 States during 2006-07 to 2010-11 (State wise year wise status is given in **Annex 6.2**). At the national level average daily expenditure per beneficiary on supplementary nutrition (SN) was ₹ 1.52 to ₹ 2.01 during 2006-09 and ₹ 3.08 to ₹ 3.64 during 2009-11.

The list of States with considerable shortfall in per beneficiary expenditure on SN is given in table 6.3.

Table 6.3: States with considerable shortfall in per capita expenditure on SN³

Year	Less than ₹ 1.00	Between ₹ 1.00 and ₹ 1.50
2006-07	Odisha (1)	Andhra Pradesh, Arunachal Pradesh, Bihar, Chhattisgarh, Delhi, Gujarat, Madhya Pradesh, Maharashtra, Punjab, Uttarakhand and West Bengal (11)
2007-08	NIL	Assam, Bihar, Delhi, Odisha and Punjab (5)
2008-09	Uttarakhand (1)	Arunachal Pradesh, Madhya Pradesh and Punjab (3)
	Less than ₹ 2.00	Between ₹ 2.00 and ₹ 3.00
2009-10	Arunachal Pradesh, Manipur and Uttarakhand (3)	Chhattisgarh, Gujarat, Madhya Pradesh, Maharashtra, Nagaland, Odisha, Punjab, Uttar Pradesh and West Bengal (9)
2010-11	Maharashtra, Punjab and Uttarakhand (3)	Bihar (1)

Shortfall in the expenditure on SN indicated that the beneficiaries had been receiving insufficient nutrition. Also, there were temporal breaks in providing SN (as given in paragraph 6.5.2 of this Report).

The reasons for shortfall in expenditure in test checked States were non-assessment of the requirement of funds, short provision of funds in the budget, short release of funds by the Ministry, inadequate allocation of State share, release of funds at the fag end of the financial year, delay in transfer of funds by the ICDS directorate, non-finalization of tenders for procurement of food material and non-availability of the targeted number of children in Anganwadi Centres (AWCs).

The Ministry stated (February 2012) that the responsibility of implementation of ICDS Scheme rest with the States/UTs. It further stated (November 2012) that the cost norms were revised in November, 2008 and some States actually took longer time to implement the revised financial norms which may be the reason for fall in average daily expenditure.

Audit noted that ICDS is a centrally sponsored scheme and the Ministry shares equal responsibility for ensuring that it is implemented effectively. The Ministry determines the policy, releases funds and is, therefore, responsible for monitoring.

Recommendation

- ***The Ministry should ascertain the reasons for shortfall in expenditure on SN and reach the prescribed norm.***

³ Figures in brackets indicate no. of states. Revised rates have been calculated from 2009-10

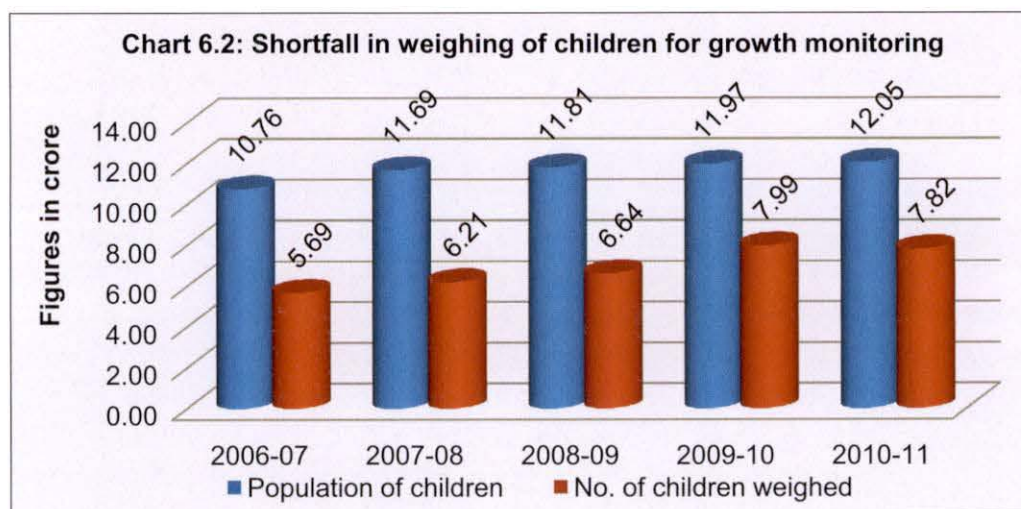
6.3 Growth monitoring

6.3.1 Shortfall in growth monitoring

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The scheme prescribes maintenance of growth chart/card for every child at Anganwadi Centres (AWCs) for assessing their growth using weight-for-age as an indicator. Children up to the age of three years are to be weighed monthly and children between the age three to six years are to be weighed quarterly. The growth charts are required to be analysed by Child Development Project Offices/health personnel to identify malnourished children for taking remedial measures.

Audit noted significant shortfall in growth monitoring under the scheme. 33 to 47 per cent⁴ children were not weighed during 2006-07 to 2010-11 as depicted in the chart below:



Test-check of records at the Ministry revealed shortfall of more than 50 per cent of the eligible beneficiaries in 11 States/UTs (Arunachal Pradesh, Assam, Goa, Jammu & Kashmir, Manipur, Meghalaya, Rajasthan, Uttar Pradesh, Uttarakhand, Delhi and Puducherry). Six States which fared better with shortfall less than 25 per cent were Andhra Pradesh, Haryana, Maharashtra, Odisha, Punjab and Tamil Nadu. State-wise details given in **Annex 6.3**.

Audit observed the following shortcomings at test checked Anganwadi Centres(AWCs) which were attributable to shortfall:

- The growth charts were not provided in any of the 309 test-checked AWCs of Uttar Pradesh and 57 to 201 AWCs (out of 280) of Madhya Pradesh during 2006-11.

⁴ 2006-07: 47 per cent, 2007-08: 47 per cent, 2008-09: 44 per cent, 2009-10: 33 per cent and 2010-11: 35 per cent.

- In four States growth charts, though available were not used by some AWCs during 2006-11 (Jharkhand: 76 to 119, Rajasthan: 124 to 131, Odisha: 10 to 11, and West Bengal: 3 to 4).
- In seven States (Jharkhand, Madhya Pradesh, Meghalaya, Odisha, Rajasthan, Uttar Pradesh and West Bengal), lack of adequate training to Anganwadi Workers (AWWs) affected the growth monitoring during the period 2006-11.
- Non availability of a functional baby weighing machine at 25.70 per cent AWCs could be attributed as a major reason for shortfall in growth monitoring under the Scheme (Andhra Pradesh, Meghalaya) (details in paragraph 4.3 of this Report).
- Growth charts maintained at Anganwadi Centres (AWCs) were not checked by the supervisor/Child Development Project Officer (CDPO) in any of the test-checked AWCs of Gujarat and Jharkhand, 162 to 222 AWCs in Madhya Pradesh, 46 to 50 in Rajasthan and 41 to 46 AWCs in West Bengal. Similarly, it was not checked by the visiting medical officer in any test checked AWC of Gujarat, Chhattisgarh, Jharkhand, Madhya Pradesh, Haryana, Bihar and West Bengal and 76 to 102 test checked AWCs of Odisha, 85 of Karnataka, and 211 to 212 of Rajasthan.

Positive developments

- In Gujarat, Chhattisgarh, Haryana, Bihar, Andhra Pradesh and Karnataka AWWs of every test checked AWC were trained for analysis of growth chart. In these States growth charts in all test checked AWCs were maintained by the AWWs.
- In Chhattisgarh, Haryana and Andhra Pradesh growth charts in all test checked AWCs were checked by the Supervisors/ CDPOs.

The shortfall in growth monitoring of children indicated that system of identification of target for interventions to mitigate the incidence of malnourishment among many children was not adequate.

The Ministry stated (July 2012) that shortfall in growth monitoring was on account of non-enrolment of children at AWCs and gaps in their attendance, as ICDS is a self selecting Scheme. It further stated (November 2012) that it was continuously reviewing with States/UTs to optimise coverage of beneficiaries.

The reply of the Ministry indicates the low reach of ICDS Scheme. This also indicates inadequate information, education and communication programme for community mobilisation under the scheme as discussed in Chapter 8 of this Report.

Recommendation

- **The Ministry should ensure availability of required equipment and adequate training to AWWs with a view to monitoring growth standard of beneficiaries. The maintenance of necessary database must be prescribed and monitored.**

6.3.2 Nutritional status of children

The scheme prescribes five-tier categorisation of children in accordance with their age-weight status, viz normal, grade-I, grade- II, grade-III and grade-IV. The children falling under grade III and IV are to be treated as severely malnourished and are required to be provided additional SN, regular health check up and referral to the health centres.

Year-wise nutritional status of the children who were ICDS beneficiaries is depicted below in table 6.4 (State-wise details are in **Annex 6.4**):

Table 6.4: Nutritional status of children (as per the Ministry's records)

(figures in crore)

Status as on	Total children weighed	Normal		Grade I and II (moderately malnourished)		Grade III and IV (severely malnourished)	
		Number	Per cent	Number	Per cent	Number	Per cent
31 March 2007	5.69	2.84	49.90	2.82	49.54	0.03	0.55
31 March 2008	6.21	3.21	51.64	2.97	47.84	0.03	0.52
31 March 2009	6.64	3.55	53.43	3.06	46.08	0.03	0.49
31 March 2010	7.99	3.89	48.74	3.21	40.18	0.89	11.08
31 March 2011	7.82	4.60	58.84	2.96	37.84	0.26	3.33

[Note: Figures for first three years do not contain data in respect of Bihar]

The analysis of State-wise data on nutritional status of children indicated the following:

- North-eastern States fared better in respect of the nutritional status of the children, where the percentage of normal children was satisfactory vis-à-vis the total weighed children as on 31 March 2011 (Arunachal Pradesh: 98 per cent, Assam: 69 per cent, Manipur: 86 per cent, Meghalaya: 71 per cent, Mizoram: 77 per cent, Nagaland: 92 per cent, Sikkim: 89 per cent and Tripura: 63 per cent).
- In five other States/UTs the percentage of normal children exceeded 70 per cent as of 31 March 2011, viz. Madhya Pradesh: 72 per cent, Maharashtra: 77 per cent, Uttarakhand: 75 per cent, Andaman & Nicobar Islands: 82 per cent, and Dadra & Nagar Haveli: 75 per cent.

- Total number of malnourished children (Grade I, II, III and IV) exceeded the 40 *per cent* mark in 10 States/UTs (Andhra Pradesh: 49 *per cent*, Bihar: 82 *per cent*, Haryana: 43 *per cent*, Jharkhand: 40 *per cent*, Odisha: 50 *per cent*, Rajasthan: 43 *per cent*, Uttar Pradesh: 41 *per cent*, Delhi: 50 *per cent*, Daman & Diu: 50 *per cent*, and Lakshadweep: 40 *per cent*).
- The number of severely malnourished children exceeded one *per cent* of total weighed children in eight States (Bihar: 26 *per cent*, Chhattisgarh: 2 *per cent*, Gujarat: 5 *per cent*, Karnataka: 3 *per cent*, Madhya Pradesh: 2 *per cent*, Maharashtra: 3 *per cent*, Uttarakhand: 1 *per cent*, and West Bengal: 4 *per cent*).
- There was substantial decrease in the malnourished children in six States (Gujarat: from 71 to 39 *per cent*, Karnataka: from 53 to 41 *per cent*, Maharashtra: from 45 to 23 *per cent*, Uttar Pradesh: from 53 to 41 *per cent*, Uttarakhand: 46 to 25 *per cent* and West Bengal: 53 to 37 *per cent*).

6.3.3 Discrepant data on nutritional status

Audit test-checked the data on number of severely malnourished children reported by the Ministry for 2009-10 and 2010-11 and noted the following instances of serious anomalies:

- In Madhya Pradesh out of 66.57 lakh children weighed, 29,750 children (0.44 *per cent*) were severely malnourished on 31 March 2009. The number of children weighed and incidence of severe malnourishment increased suddenly after a year. As on 31 March 2010, 139.19 lakh children were reported to be weighed, out of which 69.59 lakh (50 *per cent*) were reported severely malnourished. Again as on 31 March 2011, 73.97 lakh children were reported to be weighed, out of which 1.39 lakh (1.88 *per cent*) children were reported severely malnourished.
- In the case of Bihar, the number of severely malnourished children remained exactly the same at 16.64 lakh in two successive years 2010 and 2011⁵, whereas the number of total children weighed had increased from 46.22 lakh on 31 March 2010 to 64.16 lakh on 31 March 2011.

There was marked difference between the data reported by the Ministry and those submitted by the States through their Statements of Expenditure (SOEs). The detail on cases where the difference was substantial (more than 10,000) is given in table 6.5:

⁵ Information for 2006-09 in respect of Bihar was not available with the Ministry.

Table 6.5: Discrepancy in data on number of severely malnourished children

States	2009-10			2010-11		
	Figures reported by the Ministry to Audit	Figures mentioned in the SOE	Difference	Figures reported by the Ministry to Audit	Figures mentioned in the SOE	Difference
Assam	10,504	1,11,246	1,00,742	8,789	4,62,725	4,53,927
Bihar	16,64,418	9,62,532	(-) 7,01,886	16,64,418	9,62,532	(-) 7,01,886
Madhya Pradesh	69,59,462	34,302	(-)69,25,160	1,38,748	32,28,000	30,89,252
Maharashtra	Difference was not significant			1,59,969	82,26,289	80,66,320
West Bengal				2,11,593	2,49,161	37,568

The above facts indicated that the Ministry did not have fully reliable data on number of malnourished and severely malnourished children of the country. In the absence of reliable data capture, the targeting of malnourished and severely malnourished children could not be considered as effective.

The Ministry stated (November 2012) that data of some Anganwadi Centres (AWCs) on nutritional status of children belong to old growth standards and the remaining were as per new World Health Organisation (WHO) Child Growth Standards, resulting in increase/decrease in data over the period. The issue regarding discrepancy in data on nutritional status of children was being taken up with State Governments of Madhya Pradesh and Bihar.

The reply of the Ministry indicated that it was compiling data on child malnutrition adopting two different methods for the same database. Thus, the extent of malnourishment among children was not available with the Ministry.

Recommendation

- ***The Ministry should conduct periodical surveys on the nutritional status of children by engaging independent consultants so as to achieve better targeting of interventions to arrest the menace of malnourishment.***

6.3.4 Non-introduction of World Health Organisation (WHO) Growth Standards

The ICDS since its inception had been using Harvard standard⁶ for the purpose of monitoring growth among children. The Ministry decided (2008) to introduce the new WHO Growth standards⁷ under the scheme. As a first step the Ministry asked National Institute of Public Co-operation and Child Development (NIPCCD) to organise the training for the functionaries concerned. The Ministry also requested States/UTs to organise workshops for the functionaries including Anganwadi Workers (AWWs) and Anganwadi Helpers (AWHs). The new WHO standards provide reference values for assessing growth problems for identifying the child at risk. With these new standards the stakeholders, viz. parents, communities, child care workers, programme managers, healthcare advocates etc., know when the nutrition and care needs of children are being compromised. The use of this tool enables them to take timely corrective action at different levels.

The implication of the new growth standards, *inter alia*, included drastic increase in the number of severely malnourished children requiring additional SN, medical care and constant monitoring.

As per the information provided by the Ministry, new growth standard charts had been printed and distributed up to the Project level in all the States except in Haryana and Himachal Pradesh and partly in Delhi and Jammu and Kashmir. Test-check in sample States revealed that orders for implementation of WHO standards for growth monitoring were issued between 2008-09 and 2010-11.

Audit compared the state-wise data on nutritional status provided by the Ministry with the data of National Family Health Survey-3 (NFHS-3) for 28 States and Delhi. NFHS-3 was conducted by Ministry of Health and Family Welfare. It provides data on malnourishment of children in the age-group of zero to five years of age for the year 2005-06 using the

⁶ As per the Harvard standard, a child weighing 80 per cent and above of the median weight for his age group is treated as normal. It prescribes four types of malnourishment, viz. mild (Grade I: 70 to 79.999 per cent of the median), moderate (Grade II: 60 to 69.999 per cent of the median), severe (Grade III: 50 to 59.999 per cent of the median) and very severe (Grade IV: less than 50 per cent of the median).

⁷ The WHO growth standard adopts a prescriptive approach, describing how healthy children should grow. Its nutritional status indicator is expressed in standard deviation units (Z-scores) from the median of the reference population. Children whose weight-for-age is below minus two standard deviations (-2 SD) from the median of the reference population are classified as underweight. Children whose weight-for-age is below minus three standard deviations (-3 SD) from the median of the reference population are considered to be severely underweight.

WHO growth standards. The State-wise details in this regard are given in the table 6.6:

Table 6.6: Percentage of malnourished and severely malnourished children

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Name of the state/UT	Data as per NFHS – 3 (Status for 2005-06)		Data provided by the Ministry (status as on)			
	Malnourished	Severely malnourished	31-March-2007		31-March-2011	
			Malnourished	Severely malnourished	Malnourished	Severely malnourished
Andhra Pradesh	32.5	9.9	53.23	0.13	48.72	0.0
Arunachal Pradesh	32.5	11.1	9.13	0.01	2.00	0.0
Assam	36.4	11.4	40.12	1.40	31.32	0.4
Bihar	55.9	24.1	NA	NA	82.12	25.9
Chhattisgarh	47.1	16.4	54.14	1.18	38.47	1.9
Goa	25.0	6.7	41.41	0.15	34.11	0.0
Gujarat	44.6	16.3	70.69	0.85	38.77	4.5
Haryana	39.6	14.2	45.34	0.11	42.95	0.0
Himachal Pradesh	36.5	11.4	38.86	0.15	34.24	0.0
Jammu & Kashmir	25.6	8.2	32.61	0.78	31.12	0.0
Jharkhand	56.5	26.1	47.36	1.74	40.00	0.7
Karnataka	37.6	12.8	53.39	0.31	39.50	2.8
Kerala	22.9	4.7	38.80	0.07	36.92	0.0
Madhya Pradesh	60.0	27.3	49.61	0.75	28.49	1.8
Maharashtra	37.0	11.9	45.47	0.21	23.32	2.6
Manipur	22.1	4.7	10.06	0.19	13.83	0.2
Meghalaya	48.8	27.7	36.74	0.14	29.13	0.1
Mizoram	19.9	5.4	22.67	0.48	23.26	0.2
Nagaland	25.2	7.1	13.79	0.31	8.36	0.0
Odisha	40.7	13.4	56.54	0.82	50.43	0.7
Punjab	24.9	8.0	35.36	0.37	33.63	0.0
Rajasthan	39.9	15.3	54.09	0.27	43.13	0.3
Sikkim	19.7	4.9	27.17	0.08	10.72	0.8
Tamil Nadu	29.8	6.4	39.10	0.04	35.22	0.0
Tripura	39.6	15.7	14.83	0.19	36.89	0.3
Uttar Pradesh	42.4	16.4	53.36	1.09	40.93	0.2
Uttarakhand	38.0	15.7	45.71	0.23	24.93	1.1
West Bengal	38.7	11.1	52.75	0.68	36.92	4.0
Delhi	26.1	8.7	54.36	0.07	49.91	0.0
All India	42.5	15.8	50.10	0.55	41.16	3.3

[Percentage of malnourished children covers all malnourished children including severely malnourished]

Table 6.6 indicated that the percentage of severely malnourished children remained very low as per data provided by the Ministry as

compared to findings of NFHS-3. There was only a marginal increase in percentage of severely malnourished children from 0.55 *per cent* in 2006-07 to 3.33 *per cent* in 2010-11. This increase was, however, due to exceptionally high percentage of severely malnourished children in Bihar (25.94 *per cent*). The moderate increase in percentage of severely malnourished children was noticed in seven States (Chhattisgarh, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Uttarakhand and West Bengal).

This indicated that despite implementation of WHO growth standards, their use in growth monitoring at Anganwadi Centre (AWC) level had actually not taken off. For instance, Audit noted in Jharkhand that against the requirement of 4462, only 2450 charts were provided in Dhanbad whereas 760 charts provided for girls were short in Dumka district which was not commensurate with the Ministry's statement that Jharkhand had printed and distributed the Growth chart to all the Projects. The Ministry, on its part, failed to effectively monitor the same.

Thus, the Ministry's initiative to focus interventions under the ICDS scheme by detecting severe malnourishment at an early stage through the introduction of WHO growth standards remained unaccomplished.

The Ministry stated (July 2012 and November 2012) that States/UTs were in various stages of implementation of new WHO Growth Chart at all Anganwadi Centres (AWCs). It was pursuing with States/UTs for expediting implementation of new WHO Growth Chart at all AWCs. These charts had been rolled out in 6,305 projects and 7.67 lakh AWCs as of March 2012. The revised MIS format effective from March 2012 would capture information based on new growth charts.

The reply of the Ministry indicated that even after four years of introduction of WHO growth standards, the same were yet to be introduced in 41 *per cent* operational AWCs. The reply shows that in Haryana and Chandigarh the printing of charts was in progress, while status of introduction of these charts in AWCs was not known to the Ministry in respect of nine States/UTs⁸. In these circumstances, the Ministry would receive nutritional status of children on new standards from AWCs where these charts had been introduced and on old standards from the remaining AWCs. Consequently, a reliable database on the extent of malnourishment would not be available with the Ministry.

⁸ Bihar, Himachal Pradesh, Jammu and Kashmir, Jharkhand, Kerala, Maharashtra, Uttarakhand and West Bengal

Recommendation

- **The Ministry should ensure implementation of new growth standards throughout the country at the earliest so as to enable timely identification of children at risk for necessary intervention.**

Case study: Absence of special care for severely malnourished children in test checked districts of Jharkhand

- 10 out of 12 test-checked projects regularly reported the number of severely malnourished children in their Monthly Progress Reports (MPRs) to the Districts and the Directorate. However, the distribution of additional ration to them was not found in the distribution registers at 120 test-checked AWCs.
- Nagarutari project of Garhwa district, reported 27 severely malnourished children in the month of March 2011. However, the record of Malnutrition Treatment Centre (MTC), Nagarutari reported admission of nine malnourished children. None of the children was referred by the AWW/AWH. During June 2009 to November 2011, 193 malnourished children were admitted at MTC, out of which only 11 were referred by the AWW/AWH.
- 12 test-checked projects indicated 742 severely malnourished children in their MPR for March 2011. However, no visit of doctors at AWCs for their health check-ups was on record.

6.4 Cost and Nutrition Norms**6.4.1 Shortfall in implementation of revised nutrition norms**

In February 2009 the Ministry revised the nutritional norms under the SN so as to meet the gap between the Recommended Dietary Allowance (RDA) and Average Dietary Intake (ADI) as detailed below:

Table 6.7: Nutrition norms for SN

Beneficiaries	Prior to February 2009		After February 2009	
	Calorie	Protein	Calorie	Protein
Children(6 – 72 months)	300 calorie	8-10 gm.	500 calorie	12 – 15 gm.
Severely malnourished children(6 – 72 months)	600 calorie	16-20 gm.	800 calorie	20 – 25 gm.
Pregnant and lactating mothers	500 calorie	15-20 gm.	600 calorie	18 – 20 gm.

The test-check in four States revealed the following:

West Bengal: The quantum of supplementary food provided to the beneficiaries was to be reduced in view of the increase in the price of food stuff, while per beneficiary per day expenditure remained unchanged. In October 2010, 60 gm rice and 25 gm *dal* were provided to severely malnourished children, which were reduced to 45 gm and 20 gm respectively in January 2011.

Shortage in nutritional value for various categories of beneficiaries as of April 2011 was between 102 to 344 calories as indicated in the table below:

Table 6.8: Shortage in calories in West Bengal

Category of Beneficiaries	Stipulated quantity of energy	Actual quantity of energy provided	Shortfall
Children of 6 to 72 months	500 cal.	384 cal.	116 cal.
Severely malnourished children	800 cal.	456 cal.	344 cal.
Pregnant women and lactating mothers	600 cal.	498 cal.	102 cal.

Jharkhand: Take Home Ration (THR)⁹ under the new nutritional norms provided only 484 cal against the requirement of 500 cal for children in the age group of six months to three years. Similarly, for malnourished children, THR of 760.20 cal was provided against the norm of 800 cal.

Madhya Pradesh: No additional meal was given to 1138 malnourished children (3-6 year) in all selected Anganwadi Centres (AWCs) as per revised norms from February 2009.

Gujarat: In 160 selected AWCs, the department provided only 500 calories and 20 gm of protein to malnourished beneficiaries against the prescribed nutrition norms.

Audit noted that the Ministry had no information regarding implementation of revised nutrition norms by the State Governments.

The Ministry stated (July 2012) that affidavits were filed by the States on implementation of the revised nutrition and financial norms in the Supreme Court. This aspect was being monitored by the Commissioners appointed by the Court.

The reply of the Ministry indicated that despite the fact that State Governments had informed the Supreme Court on implementation of new norms; the Ministry had no information on actual implementation of the revised norms.

6.4.2 Shortfall in implementation of revised feeding norms

The revised norms effective from February 2009 (as against the old norms indicated in Table 6.7), *inter alia*, included serving of more than one meal to the children of the age group three to six years at the AWCs that included morning snacks and hot cooked food since children of this age group might not be able to consume 500 calories in one sitting. Further, ready-to-eat micronutrient fortified food was mainly provided to

⁹ For children in the age group six months to three years, SN is provided in the form of Take Home Ration (THR) where either dry or raw ration (wheat and rice) is given in the form that is palatable to the child.

the beneficiaries in place of hot cooked food. The children only in the age group of six months to three years were to be provided SN in the form of Take Home Ration (THR).

Test check in the 13 States revealed that the revised norms were implemented only in Gujarat whereas following shortcomings in the implementation of the new norms at the end of March 2011 were noticed in the remaining 12 states (The State-wise details are given in **Annex 6.5**):

- In 420 test-checked AWCs (17 *per cent*) the revised norms were yet to be implemented.
- In 2,192 test-checked AWCs (86 *per cent*) arrangements for serving more than one meal to the beneficiaries under age group of three to six years was not made.
- In 735 Anganwadi Centres (AWCs) (31 *per cent*) there was no provision of morning snacks. In 160 AWCs (6 *per cent*) hot cooked food was not served to the beneficiaries.
- In 260 AWCs (10 *per cent*) AWCs, SN was provided to the beneficiaries of three to six years age group in the form of THR.
- In 240 AWCs (10 *per cent*) there were instances of providing SN at the centre, instead of on the THR pattern, to the children of 6 months to 3 years age.

Case study: Surrender of funds for hot cooked food in Uttar Pradesh

Out of the total requirement of ₹ 1981.73 crore during 2006-11 for serving hot cooked food at all the AWCs, the State Government released 1060.79 crore to districts. The actual expenditure incurred on this was ₹ 861.86 crore (44 *per cent* of the requirement), while an amount of ₹ 198.93 crore was surrendered due to delay in release of funds at Directorate level and also delay in drawal of funds at the district level.

Audit further noted that the Ministry had no information on the implementation of the revised norms by the States.

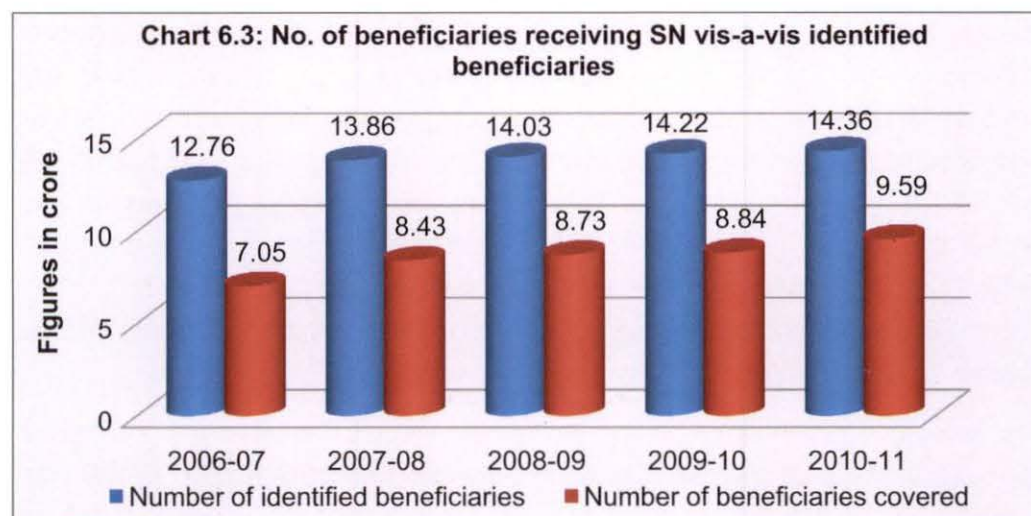
The instances indicated that the revised nutrition norms, introduced in view of slow pace of reduction in malnutrition ratio, were not completely implemented even two years after their introduction.

6.5 Coverage and quality of Supplementary Nutrition (SN)

6.5.1 Gaps in coverage of beneficiaries

Universalisation of ICDS envisaged coverage of all eligible beneficiaries throughout the year. Audit, however, noted from the records of the Ministry a gap of 33 to 45 *per cent* between the number of eligible

beneficiaries identified and those receiving the SN throughout the year during 2006-07 to 2010-11, as depicted in the chart below:



The State wise details against the relevant year are given in **Annex 6.6**. The following table gives list of States where more than 50 per cent of the eligible beneficiaries did not receive SN throughout the year:

Table 6.9: States where gap between eligible beneficiaries and actual beneficiaries was more than 50 per cent

Year	States
2006-07	Assam, Bihar, Goa, Jammu & Kashmir, Jharkhand, Kerala, Rajasthan, Tamil Nadu and West Bengal (9)
2007-08	Bihar, Goa, Gujarat, Jammu & Kashmir, Kerala, Rajasthan, Sikkim and Uttarakhand (8)
2008-09	Bihar, Goa, Jammu & Kashmir, Kerala & Rajasthan (5)
2009-10	Assam, Bihar, Goa, Haryana, Jammu & Kashmir, Kerala, Rajasthan and Uttarakhand (8)
2010-11	Bihar, Goa, Haryana, Jammu & Kashmir, Kerala, Rajasthan and Sikkim (7)

Ministry's records further revealed discrepancy between year-wise data on number of beneficiaries provided by the Ministry and those reported by the States through their Statements of Expenditure (SOEs), as detailed below (State wise details are given in **Annex 6.7**):

Table 6.10: Discrepancy in data on number of beneficiaries

Status as on	Data obtained from SOEs	Data reported by the Ministry	Difference
31 March 2007	7,17,56,851	7,04,08,586	13,48,265
31 March 2008	8,39,22,327	8,41,87,887	-2,65,560
31 March 2009	8,83,86,726	8,72,04,872	11,81,854
31 March 2010	9,59,28,025	8,82,96,000	76,32,025
31 March 2011	10,65,29,746	9,58,06,000	1,07,23,746

The figures on number of beneficiaries reported by the States in SOEs, through which their entitlement for funds was decided, substantially exceeded the figures reported by the Ministry during 2009-10 and

2010-11 (9 *per cent* and 11 *per cent* respectively). The Ministry failed to reconcile the two sets of data.

The Ministry stated (July 2012) that the ICDS is a self-selecting Scheme and it was not mandatory to reach an unwilling target group. However, the States/UTs were being requested from time to time to optimise the coverage of the beneficiaries in view of the revised population norms for the AWCs. As regards, the discrepancy in figures in number of the beneficiaries, the Ministry stated that figures reported by it indicate the position as on 31 March of the particular year, while the figures indicated in the SOE signified the average number of the SN beneficiaries in the quarter ending 31 March.

The reply of the Ministry on low coverage under the Scheme indicated low response of targeted beneficiaries to the services offered under the Scheme. The Ministry failed to provide reasons for the unwillingness of 33 to 45 *per cent* targeted beneficiaries to avail of the services offered under the Scheme. It had also not indicated the measures required to be taken to improve the coverage of the Scheme necessary for its universalisation. Audit noted shortfall in the implementation of Information, Education and Communication (IEC) activities which were aimed to create awareness about the scheme as discussed in Chapter 8 of this Report. As regards data discrepancy, the reply of the Ministry was not correct. As per the guidelines for central assistance for Supplementary Nutrition (SN) (December 2005), the States/UTs were required to indicate the number of SN beneficiaries on a particular date in their SOEs. Audit had identified the discrepancy between the number of beneficiaries, as on 31 March of the year, as reported by the Ministry and the data indicated in the SOEs.

6.5.2 Disruptions in delivery of service

The scheme guidelines envisaged provision of Supplementary Nutrition (SN) for 300 days in a year (25 days in a month) at AWCs. The Ministry informed Audit that during 2008-09 to 2010-11¹⁰ there was no disruption in feeding days in 26 States/UTs. Moderate disruptions were reported from five States (Assam: 108 to 168 days, West Bengal: 18 to 53 days), Himachal Pradesh: 24 to 40 days, Odisha: 12 to 24 days and Kerala: 12 days). Three States/UTs (Chhattisgarh, Jammu & Kashmir and Lakshadweep) did not send their reports.

The data provided by the Ministry, however, did not match with the findings of Audit of the test checked Anganwadi Centres (AWCs). The extent of disruptions in providing SN in eight States (Chhattisgarh, Gujarat, Karnataka, Madhya Pradesh, Odisha, Rajasthan, Uttar Pradesh

¹⁰ The Ministry failed to provide data for 2006-07 and 2007-08.

and West Bengal) is depicted below (State-wise details are in **Annex 6.8**):

Table 6.11: Disruption in providing SN at the AWCs as found in field audit

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Year	No. of test checked AWCs	No. of AWCs where SN was NOT provided	No. of AWCs where the provision of the SN was disrupted for			
			31-75 days	76-150 days	151-225 days	226-300 days
2006-07	1690	11	342	138	16	8
2007-08	1727	5	364	123	19	0
2008-09	1733	4	308	145	22	2
2009-10	1758	3	319	107	17	3
2010-11	1766	3	295	73	6	0

In Andhra Pradesh, number of feeding days at AWCs as reported by the State Government to Audit ranged between 180 to 252 days during 2006-11. In seven to ten *per cent* AWCs, average monthly feeding days remained below 21 days during 2006-07 to 2010-11.

In Jharkhand, shortfall of 12 to 251 days was noticed in 40 out of 120 test-checked Anganwadi Centres (AWCs).

Similarly, in Bihar, shortfall in average feeding days at AWCs was reported by the State Government. While in 2008-09 there was no shortfall, in the remaining years, shortfall ranged between 38 and 138 days (13 *per cent* to 46 *per cent*).

The reasons for disruption in providing SN were as under:

- Non/short supply of food grains/Ready to Eat Food (RTE);
- Delay in supply of Supplementary Nutrition;
- Delay in transportation of nutrition from Child Development Project Office godown to Anganwadi Centres (AWCs);
- Availing of leave intermittently by Anganwadi Workers (AWWs); and
- Non-availability of funds with AWWs for purchasing food grains.

The disruptions in providing SN at many AWCs and the claim of the Ministry to the contrary indicated its weak oversight over scheme implementation. Further, significant variation in the two sets of data eroded the credibility of the data provided by the Ministry to Audit.

Good practice

- In Odisha despite disruptions, some AWCs developed mutual dependency to provide supplementary nutrition as far as possible to children by borrowing from the neighbouring AWCs due to temporary non availability/ insufficiency of food stock.

Positive finding

- In Haryana, no disruption in providing SN was noticed at any of the test-checked AWC.

Recommendation

- ***The Ministry may take measures to improve the quality of reporting by the States. Suitable action may be taken to mitigate the reasons responsible for disruptions in providing the SN at AWCs.***

The Ministry stated (November 2012) that it had noted the recommendation of the Audit. It was in the process of revising Management Information System (MIS) at all levels for reporting on physical parameters. With the revision of MIS and proposed restructuring of the ICDS, the disruption in delivery of service would be checked.

6.5.3 Testing the quality of supplementary food

The scheme prescribed mandatory laboratory checks of the food materials being used for providing Supplementary Nutrition (SN) in order to ensure that the food material contain the required nutrition component. Test check of the quality of the supplementary food was to be done by the Food and Nutrition Board (FNB)¹¹ through its network of Quality Control Laboratories (QCLs) and Community Food and Nutrition Extension Units (CFNEUs) located in the States/UTs. Samples for this purpose were to be collected by the field units of FNB during the course of regular inspections of Anganwadi Centres (AWCs). ICDS functionaries were also required to send samples to QCLs.

Audit noted the following shortcomings in testing of food items by the FNB, supplied for consumption by beneficiaries in 13 test checked States:

- In 11 States (Andhra Pradesh, Bihar, Gujarat, Jharkhnad, Karnataka, Madhya Pradesh, Haryana, Rajasthan, Odisha, Uttar Pradesh and West Bengal) samples of supplementary foods were never sent by the ICDS functionaries to QCLs during the audit period. Community Food Nutrition Extension Units (CFNEUs) also failed to collect any sample for quality checking in these States. District Programme Officers of the test checked districts of Gujarat stated that due to non-availability of vehicle and non establishment of QCL in the State, sample of supplementary food could not be tested. In Odisha, the project officers stated that no instructions to that effect had been received from the district authority.

¹¹ FNB comprises of a technical wing at the Centre, four Regional Offices and four Quality Control Laboratories at Delhi, Mumbai, Kolkata and Chennai and 43 Community Food & Nutrition Extension Units located in 29 States/UTs.

- In Meghalaya, 196 to 590 samples of food items were sent to or collected from 87 to 108 test-checked AWCs for testing during 2006-11. However, satisfactory test reports of only 51 to 404 samples were received during the period of audit.
- In Chhattisgarh, against the requirement of 1270 samples, 912 samples were sent for testing during 2009-11 by three test-checked district/project offices. Out of the test reports received, 10 *per cent*, 12 *per cent* and 85 *per cent* tested samples were found to be substandard in Bastar, Raipur and Bilaspur districts respectively. Penalty was imposed on Self Help Groups (SHGs) for not supplying Ready To Eat (RTE) as per norms.

Though the Ministry had institutionalised the mechanism of testing of food supplied under the SN, yet it failed to ensure its actual implementation. In the absence of prescribed checks, it could not be verified whether the food items supplied to the beneficiaries conformed to the prescribed standards.

6.5.4 Supervision of the distribution of supplementary nutrition (SN)

(A) Supervision by the central team: The Community Food and Nutrition Extension Units (CFNEUs) of Food and Nutrition Board (FNB) are required to visit the Anganwadi Centres (AWCs) to oversee the supplementary nutrition in their areas of operation. During 2006-07 to 2010-11, against the target of 21,088 visits to AWCs, the CFNEUs made 21,513 visits to AWCs.

Audit noted that although CFNEUs achieved the targets set for visiting the AWCs, the total visits to AWCs were merely 0.41 *per cent* of operational AWCs during the period. Audit noted the following shortcomings in 2605 test-checked AWCs of States:

- No visit of CFNEU team was made in any of the test checked AWCs of eight States (Bihar, Jharkhand, Haryana, Madhya Pradesh, Odisha, Rajasthan, Uttar Pradesh and West Bengal).
- In Meghalaya 141 visits were conducted by CFNEU team during the five year period, whereas, in three States a total of 33 visits only were made (Andhra Pradesh: 14, Gujarat: 9 and Karnataka: 10).

(B) Supervision by project offices: As per the scheme the Child Development Project Officers (CDPOs)/supervisors were required to check the distribution of SN during their visit at AWCs and submit the inspection report to higher authorities with their comments. The scheme

also prescribes the involvement of local community in the distribution of SN.

Audit noted that 13,379 to 15,180 visits were conducted annually in 2,605 test-checked AWCs during 2006-07 to 2010-11 (The State-wise details in **Annex 6.9**). However, in half of these cases inspection reports were not submitted to the higher authorities.

Further, involvement of local community in the distribution of SN was noticed only in half of test-checked AWCs during 2006-07 to 2010-11. No community involvement in the distribution of SN was noticed in the test-checked AWCs of Gujarat, Jharkhand, Uttar Pradesh and West Bengal.

Good practices

- In Chhattisgarh, Gujarat and Meghalaya visit reports of supervisor/CDPOs were submitted to higher authorities in all test-checked cases.
- In Chhattisgarh, Haryana, Meghalaya and Odisha involvement of local community in distribution of SN was noticed at all test-checked AWCs.

6.5.5 Distribution of sub-standard and infested food

Audit revealed distribution of sub-standard food by the AWCs under the supplementary nutrition (SN) in the following states:

- **Andhra Pradesh:** A social audit conducted by the Council for Social Development, New Delhi at 154 AWCs of Anantapur District during September-November 2008, revealed that 'ready to cook mixes' were unpalatable. Audit also carried out the physical inspection and found that some of these items had sticky texture, which became inedible within minutes after preparation. In 18 test-checked AWCs children were reported to have fallen ill after consuming it. The supplier, M/S A P Foods¹², continued to supply these mixes till November 2011, despite reports about the beneficiaries disliking the food in two test-checked Projects.

Audit, further, found that there was no system of watching expiry of food items. The item wise date of manufacturing and date of expiry were not found entered either by the Child Development Project Officers (CDPOs) or the Anganwadi Workers (AWWs) in the Food Stock Registers.

- **Gujarat:** Instances of supply of flour after expiry of shelf life were noticed. On being returned, the supplier reprocessed it, changed the gunny bags and resupplied. The same was sent for testing after

¹² A Government of Andhra Pradesh Enterprise engaged in manufacturing and supplying fortified nutritious food to ICDS projects

20-22 days of receipt after their distribution to AWCs. Instances of supply of sub-standard flour having 15 gm of insects per 100 gm of flour were also noticed. All these contributed to disruption of SN.

- **Haryana:** Two supply orders for ₹ 2.69 crore were placed (April to June 2006) with a firm to supply ready-to-eat (RTE) 'multi-cereal energy mix food'. The supplies were to be tested at two stages, viz. pre-dispatch testing by the Government approved laboratories and post-dispatch testing by the District Level Committee, headed by the District Collector before supplying it to the AWCs.

Two out of the 19 projects to which the RTE food was supplied refused to accept the stuff observing that the same was not as per the norms prescribed in the supply order. The same was brought to the notice of the State ICDS Directorate. However, no further testing of food stuff accepted by the remaining 17 projects was done. This posed a question mark over the standard of serving of 14,516.20 quintal food costing ₹ 2.69 crore in these projects. The State ICDS Directorate failed to take cognizance of the rejection of food stuff by two projects for taking remedial measures.

The cases of distribution of substandard foods under the SN indicated that checks and balances for ensuring the quality of food stuff were not in place.

Recommendation

- ***The Ministry should consider constituting State level Food and Nutrition Board to ensure quality of food served to the beneficiaries.***

6.5.6 Shortfall in providing Recommended Dietary Allowance (RDA) for micronutrients

The norms for the SN had been prescribed only for energy (calories) and protein intake. In view of the impact of deficiency of micronutrients¹³ on development, immunity and growth of children, the Ministry decided (January 2006) to provide 50 per cent of RDA through 80 gram of ready-to-eat (RTE) energy food/raw food. The guidelines required RTE energy food/ instant foods to be fortified with micronutrients with the help of vitamin-mineral premix in required composition as per the norms prescribed. It also mandated the incorporation of green leafy vegetables, other vegetables, seasonal fruits, milk and egg in the feeding and the use of iodised salt or double fortified salt (with iron and iodine).

¹³ Calcium, Iron, Iodine, Zinc, Vitamin A, Riboflavin, Ascorbic acid, Folic Acid and Vitamin B-12.

Audit observed that these guidelines were implemented only in all the test-checked Anganwadi Centres (AWCs) of three States (Bihar, Chhattisgarh and Haryana). The following deficiencies in implementation of these guidelines were noticed in the remaining ten states (The State-wise details are given in **Annex 6.10**):

- In 579 to 650 AWCs (28 to 30 *per cent*) RTE energy food/raw food was not introduced under RDA during 2006-07 to 2010-11.
- In 754 to 905 AWCs (32 to 34 *per cent*) the RTE energy food/instant foods were not fortified with micronutrients.
- In three States (Andhra Pradesh, Jharkhand and West Bengal) ready to eat (RTE) energy food was not introduced in the test-checked AWCs. Further, in Madhya Pradesh RTE food was not fortified with micronutrients for the beneficiaries of the age group three to six years.
- In 1233 to 1263 AWCs (57 to 59 *per cent*), green leafy vegetables, other vegetables, seasonal fruits, milk and egg were not incorporated in the supplementary feeding of the target group during 2006-11.
- 146 out of 268 test-checked projects did not make attempt to provide foods fortified with micronutrients for meeting the norms of Recommended Dietary Allowance (RDA) as on 31 March 2011. Further, 250 test-checked projects did not conduct quality tests for the prescribed level of RDA for different micronutrients.

Positive developments

- In all test checked AWCs of Chhattisgarh, Gujarat, Meghalaya, Madhya Pradesh, Haryana, Bihar, Odisha, Karnataka and Uttar Pradesh, 80 gm RTE energy foods were introduced as part of RDA.
- In Chhattisgarh, Meghalaya, Haryana, Bihar, Karnataka Odisha and Uttar Pradesh the RTE energy food was fortified with micronutrients
- In Gujarat, Chhattisgarh, Meghalaya, Haryana, Bihar, Odisha and West Bengal green leafy vegetables, other vegetables, seasonal fruits, milk and egg were incorporated in the SN in the entire test checked AWCs.

Case studies

Target not achieved in delivery of fortified candy in Bihar

Under State Plan, there was a provision for supply of Fortified Candy at the rate of ₹ 0.20 (average) per candy to 40 children (3-6 years of age), 16 pregnant and lactating women and three adolescent girls *per centre* per day for 300 days in a year at each AWC. It was found that despite availability of ₹ 2.68

crore with the Directorate for this purpose, fortified candies were not delivered in any of AWCs of six test checked districts.

Micronutrients not provided in spite of budget provision in Jharkhand

Audit noted that provision of micronutrients was made (December 2009) for children, pregnant women/lactating mothers and adolescent girls at the rate of six paise, eight paise and four paise respectively per day per beneficiary in the new food module. In the absence of directions from the Department regarding items that were to be supplied under micronutrients, the AWCs did not provide (February 2012) any micronutrients to the beneficiaries.

The Ministry's initiative to control micronutrient deficiencies was not implemented uniformly throughout all the States. The Ministry failed to take measures to ensure compliance with its guidelines.

Recommendation

- ***The Ministry may take necessary steps to universalise micronutrient fortified ready to eat food as part of the recommended dietary allowance.***

6.5.7 Shortfall in supply of supplementary foods

Audit noted the following State-specific instances of shortfall in supply of food stuff for providing SN to the beneficiaries:

Andhra Pradesh: Against the requirement of 3.73 lakh MT, the A P Foods had supplied 3.23 lakh MT ready to eat (RTE) foods during 2006-11, resulting in shortfall of 0.50 lakh MT of food stuff (13.40 per cent of the requirement).

Uttar Pradesh: Against the requirement of 14.13 lakh MT of weaning food to be supplied as Take Home Ration (THR) to beneficiaries in 06 month to 03 year age group, delivery instructions for 12.96 lakh MT of food were issued during 2006-11, leaving a shortfall of 1.18 lakh MT (8.35 per cent of the requirement). Test check further revealed that there was excess supply in three districts during 2010-11, while in five districts the supply was lesser than the requirement.

Case study: Absence of relation between number of beneficiaries and supply in Uttar Pradesh

Supplement Nutrition (SN) food was supplied to the projects on the basis of average beneficiaries fixed uniformly per operational AWC¹⁴ irrespective of the number of beneficiaries availing the service. Further, Child Development Project Officers (CDPOs)/Supervisors responsible for issue of SN to AWCs were issuing bags of SN food on uniform basis without ascertaining the

¹⁴ Five bags per month of weaning food and nine bags of amylase rich energy food (AREF) up to September 2009 and nine bags per month of weaning food and seven bags per month AREF for children since October 2009.

availability of previous month's balance of stock. Among the test-checked projects, Audit noted excess supply of 0.34 lakh bags of weaning food in 11 projects over the requirement of 1.99 lakh bags during 2010-11, while there was a short supply of 0.36 lakh bags in 21 projects against the requirement of 4.78 lakh bags.

6.6 Wheat Based Nutrition Programme(WBNP)

Wheat Based Nutrition Programme was started in January 1986. Under the scheme, food grains (wheat/rice) are annually allocated from central reserves to the Ministry on Below Poverty Line (BPL) rates by the Department of Food and Public Distribution. This was subsequently allocated to the States/UTs for use in supplementary nutrition (SN). The purpose was to reduce the procurement cost of the SN and ensure the availability of more food grains for the beneficiaries.

6.6.1 Shortcomings in planning and coordination under WBNP

The Ministry was responsible for coordinating between Department of Food and Public Distribution and the States so as to ensure uninterrupted supply of supplementary nutrition (SN). It was required to provide firm annual requirements to the Department of Food and Public Distribution, which ultimately depended on annual requirements received from the States.

Audit noticed the following shortcomings in planning and coordination under the WBNP:

- The Ministry on the recommendation of Food Nutrition Board (FNB) adopted the norm of average quantity of 100 gm food grains per beneficiary per day from 2010-11. As per this norm, the Ministry worked out the requirement of 26.26 lakh MTs for 2010-11. However, actual demand received from the States was 16.75 lakh MTs.
- The Ministry did not analyse the pattern of consumption of food grains under the supplementary nutrition (SN) so as to increase its dependency on Wheat Based Nutrition Programme (WBNP) which is directly linked to reduction in the cost of the SN. The State-wise data on per beneficiary per day use of WBNP food grains for 2006-11 varied drastically as given in **Annex 6.11**.
- The Ministry could not send firm annual requirement to the Department of Food and Public Distribution for want of requisite information from the States. It could send only tentative requirement to the Department. During 2006-11, the Ministry sent requirement of 52.94 lakh MT of food grains, against which 42.17 lakh MT food grains were allocated.

- The Ministry's advice for introducing coarse grains such as *bajra*, *jowar*, maize and *ragi* under WBNP from 2009-10 on account of their superior nutritional value found no response from the States till 2010-11. In 2011-12, two States forwarded their request for coarse grains.

The above facts indicated that the Ministry failed to properly coordinate the implementation of WBNP so as to maximise the use of food grains available on BPL rates for providing supplementary nutrition (SN) under the ICDS scheme.

The Ministry stated (November 2012) that with a view to streamline the assessment of food grains required under WBNP, all States/UTs had been requested to furnish the basis of their requirements indicating number of SN days to be provided, quantity of SN to be provided and number of beneficiaries from 2010-11 onwards. In addition to this, a policy decision had also been taken where States/UTs would be allocated food grains only if at least 70 per cent of the allocated food grains had been lifted by the States.

6.6.2 Shortfall in allocation and off-take

The demand of food grains by the States, their allocation by the Ministry and the quantity actually lifted by the States is indicated in table 6.12:

Table 6.12: Allocation and off take of food grains under WBNP

Year	Food grains demanded by the States	Allocation to the States			Quantity utilised by the States out of the total allocation
		Allocated by the Ministry during the year	Revaluated quantity out of the previous year's allocation	Total quantity available for the year	
2006-07	Data not available	5.23	0.25	5.48	4.77
2007-08		5.44	0.55	5.99	5.02
2008-09	9.86	7.17	0.89	8.06	6.29
2009-10	11.69	9.26	0.03	9.29	8.28
2010-11	16.70	13.56	0.35	13.91	10.64
Total	38.25	40.66	2.07	42.73	35.00

The table indicated that the Ministry could allocate 78 per cent of food grains against the demand raised by the States during the period 2008-09 to 2010-11. In spite of lower allocation, the States could lift only 81 per cent of food grains available for off-take during 2008-09 to 2010-11. Thus, actual off-take by the States was merely 66 per cent of total demand placed by them¹⁵.

The reasons for poor off-take of food grains included late release of food grains by the Ministry¹⁶, non availability of stocks in Food Corporation of

¹⁵ The calculation of percentage is based on data of 2008-11.

India warehouse (Madhya Pradesh and Chhattisgarh), and non availability of funds with the States to procure food grains (Karnataka).

Audit further observed that only 19 to 26 States/UTs actually took the food grains available under WBNP. The details on non-participation of States/UTs under the programme are depicted in table 6.13:

Table 6.13: Non-participation of States/UTs in WBNP

Period	States/UTs which did not off-take food grains under WBNP
During the period of audit (2006-11)	Assam, Bihar, Chandigarh, Delhi, Daman & Diu, Lakshadweep, Puducherry
Four out of five years	2006-10: Goa, Sikkim, West Bengal; 2007-11: Meghalaya
Three out of five years	2006-09: Kerala, A & N Islands, Manipur, 2006-08 and 2009-10: Jharkhand,
Two out of five years	2006-07 and 2010-11: Arunachal Pradesh
One out of five years	2006-07: Jammu & Kashmir, 2007-08: D & N Haveli

Audit could not find reasons of non-participation of these States/UTs under WBNP from the records of the Ministry.

Case study: Impact of non-lifting of food grains under WBNP

West Bengal: The State Government did not opt for rice allocated by the Ministry under WBNP at Below Poverty Line (BPL) rate. The State Government continued to purchase rice from open market at very high rates as compared to the BPL rate¹⁷. During 2006-11, for Kolkata and the 18 districts, State Government purchased 2.94 lakh MT rice at rates varying from ₹ 10.60 per kg to ₹ 19.20 per kg whereas the BPL rate of rice was ₹ 5.65 per kg. This resulted in avoidable expenditure of ₹ 262.17 crore.

Chhattisgarh: Due to failure of the Ministry to ensure supply of rice under WBNP during 2007-08, the State Government procured 0.34 lakh MT of rice at a cost of ₹ 14.94 per kg, against the BPL rate of ₹ 5.65 per kg. This resulted in avoidable expenditure of ₹ 31.59 crore.

Wheat Based Nutrition Programme (WBNP) was aimed to fill up calorie and protein gap by providing SN to the beneficiaries under ICDS at BPL rates. However, due to deficiencies in its implementation, viz. lack of coordination with the Department of Food and Public Distribution for timely and sufficient allocation of food grains, shortfall in allocation by the Ministry to States and underutilisation/non-utilisation of food grains

¹⁶ Under the WBNP, the States were required to lift the quarterly allocation of food grains by 25th of the last month of the quarter. The Ministry released food grains (50,552 MT wheat and 38,181 MT rice for the last quarter of 2007-08 on 31 March 2008) which ultimately could not be collected by the States. Again an allocation of 30,274 MTs food grains were made on 23 March 2010.

¹⁷ The Ministry allocated 1,15,576 MT of rice in 2010-11. The State Government, however, could not lift the same due to non-finalisation of carrying contractors at district level.

by the States, full benefits could not be ensured to the targeted beneficiaries as envisaged in the scheme.

The Ministry stated (March 2012) that efforts were being made to persuade States/UTs to avail subsidised food grains under WBNP. The number of States/UTs availing food grains under the programme had increased from 19 in 2006-07 to 28 in 2011-12.

Recommendation

- ***The Ministry should streamline the implementation of WBNP by providing rational norms for firming up the requirement of food grains and timely issue of sanctions for allocation. The States/UTs should be impressed to off-take their quarterly allocation of food grains without fail and in a timely manner.***

6.7 State specific findings on financial irregularities

6.7.1 Suspected cartelisation in contract for supply of Amylase Rich Energy Food (AREF) in Uttar Pradesh

The State Government invited bids (August 2009) for supply of micronutrient fortified AREF to all projects divided in five zones (A, B, C, D and E) for a period of three years. It finalised the contract in a short time span of one month, i.e. by September 2009. A sum of ₹ 1993.56 crore was spent during the years 2009-10 and 2010-11 for supply of AREF in the State.

Audit observed that the evaluation of bids for finalising the contract was not done in a proper manner and the following evident facts were overlooked by the State Government:

- In each of the five zones the following five firms were found technically qualified:
 - i. M/s Great Value Foods
 - ii. M/s Health Care Energy Food Private Limited
 - iii. M/s Christy Friedgram Industry
 - iv. M/s Trikal Foods and Agro Products Private Limited
 - v. M/s PBS Foods Private Limited
- These five firms were found interconnected with each other. Same person occupied the position of Director in more than one firm. For instance Mr. Rajendra Singh Chaddha was director in two firms (Sl. No. i and ii); Mr. Ajai Rastogi and Mr. Prashant Kumar were directors in another two firms (Sl. no. iii and iv). Mr. Prashant Kumar was also a founder director of firm named at Sl. No. ii. Similarly, Mr. Sudhir Agrawal, resident of 510, Turab Nagar, Ghaziabad was director in the firm named at Sl. No. v,

while Mrs. Preeti Agrawal resident of the same address was director of firm named at Sl. No. iv.

- Firms named at Sl. No. i and iii furnished same VAT registration number in their technical bids for zone B.
- Firms named at Sl. No. i, iii and v had three different registered addresses of Delhi and Gurgaon, but had account in same branch of the bank in Jalandhar.
- In respect of experience certificate of having executed similar contracts during previous two years, the firms named at Sl. No. ii attached the certificate of firm named at Sl. No. i, the former being incorporated in 2007-08 with commencement of manufacturing activities in June 2009.

Thus, the ICDS Directorate failed to ensure public procurement in a fair and transparent manner. The apparent facts, as brought out above, were ignored. This eroded the bid evaluation process adopted by the Directorate leading to possible cartelisation.

6.7.2 Excess payment of ₹ 68.98 crore on Value Added Tax (VAT) in Andhra Pradesh

Test check revealed that instead of paying VAT at four *per cent* on food supplies to A P Foods for supply of Ready to Eat Food (RTE) and Hot Food Mixes, the Government paid the tax at the rate of 12.5 *per cent* till 2009-10 and 14.5 *per cent* from 2010-2011. The supplier was remitting the tax collected to the Sales Tax Department. This resulted in overpayment on account of VAT by ₹ 68.98¹⁸ crore during 2007-2011. The Director replied in April 2012 that the matter would be pursued with A.P Foods.

6.7.3 Non-recovery of advance from Matra Samities in Rajasthan

As per the orders (November 2005) of the Department of ICDS, an advance of ₹ 4000/- per AWC was sanctioned to Matra Samities for purchase of raw material for providing hot meal to 3-6 years children at local level. However, after the Samities expressed inability to prepare hot meal, the Department ordered (January 2009) recovery of the advance paid to them for deposit in the civil head.

Audit noticed that out of the advance of ₹ 93.00 lakh paid to these Samities, ₹ 38.08 lakh was yet to be recovered. The release of funds by the Department without reckoning the readiness of the Matra Samities to undertake the work led to blocking of funds.

¹⁸ 2007-2008: ₹ 11.33 crore; 2008-2009: ₹ 14.24 crore 2009-2010: ₹ 18.08 crore
2010-2011: ₹ 25.33 crore

6.7.4 Doubtful purchase of firewood/fuel in Meghalaya

The Ministry issued norms for procurement of firewood/fuel per beneficiary at the rate of ₹ 0.10 per day during 2006-07 to 2008-09 and ₹ 0.45 from 2009-10 onwards for preparation of hot cooked foods.

As per Rule 194 and 209 of Meghalaya Financial Rules, 1981 'all materials received should be examined or counted, measured as the case may be, when delivery is taken by a responsible government servant and recorded in the stock register'.

Test check revealed that 12 selected Child Development Project Officers of three districts purchased firewood/fuel worth ₹ 4.67 crore 2006-11. Scrutiny revealed that no bills, vouchers or cash memos in support of actual purchase of firewood/ fuel indicating rate, quantity and type of firewood/ fuel and actual expenditure on purchase were made available to audit. Thus, the actual purchase was rendered doubtful.

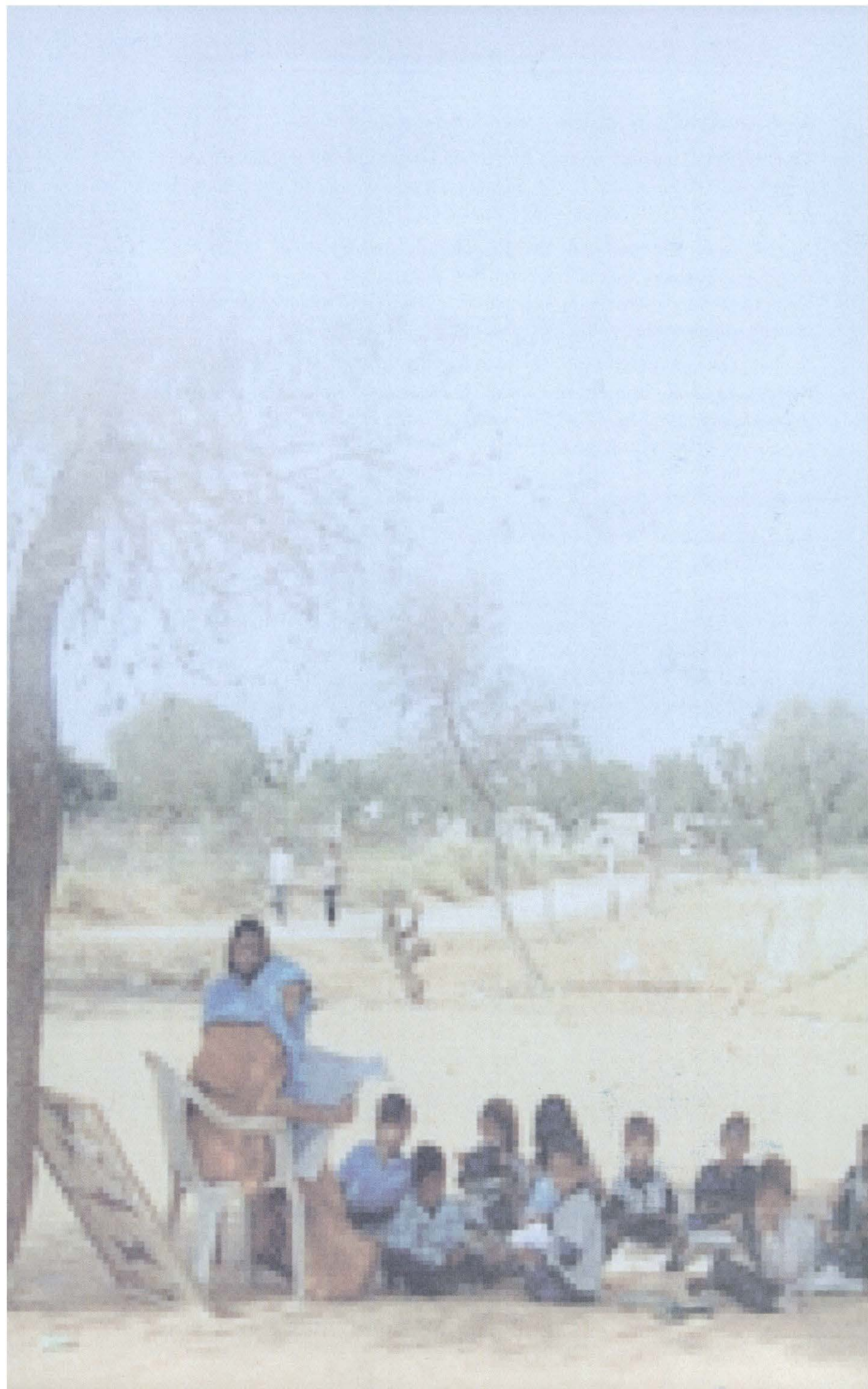
6.7.5 Suspected misappropriation of food stuff at Anganwadi Centre (AWC) in Odisha

Test check at Karlamunda project of Kalahandi district disclosed that out of 64.08 quintals (qtls) of supplementary nutrition (SN) food stuff issued to seven AWCs during 2009-11, only 26.75 qtls food stuff was accounted for by the recipient Anganwadi Centres (AWCs). This indicated suspected misappropriation of 37.33 qtls of food stuff (30.70 qtls of rice, 5.68 qtls of dal and 0.95 qtls of soya bean) with approximate value of ₹ 86,420.

The Department stated that non-accounting of food stuff in the stock registers might be due to oversight on the part of supervisor. Thus, the Department furnished reply in a casual manner without even inquiring to ascertain the exact reasons for discrepancies in accounts of food stuff.

Recommendations

- ***The Ministry should prepare a procurement manual for ICDS covering all its components and make its compulsory adoption by the States/UTs under all types of procurement from the Central grant.***
- ***The state-specific cases of irregularities, suspected misappropriation and suspected cartelisation should be inquired into and responsibilities fixed.***



Pre-school Education

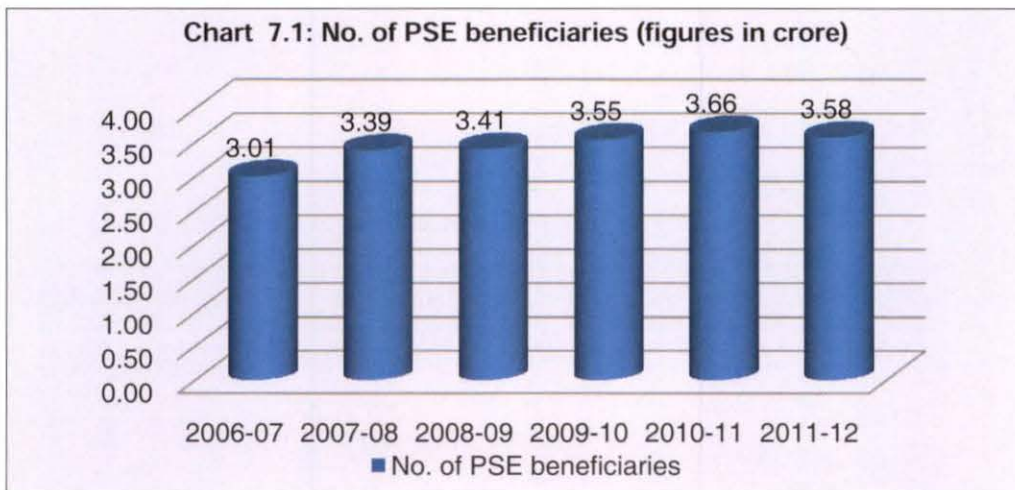
7.1 Pre-school education - Introduction

Pre-school education (PSE) is one of the crucial components of the the ICDS scheme. This aims at development of school readiness and a positive attitude towards school education among children of the age group of three to six years through non-formal and joyful play way activities at Anganwadi Centres (AWCs). The objective of the PSE is also to strengthen the goal of universalisation of primary education.

7.2 Coverage

The scheme mandates enrolment of all eligible children for PSE. The Hon'ble Supreme Court had also directed (December 2006) to universalize the PSE along with other services provided under ICDS.

The number of actual beneficiaries for PSE as per Ministry records at the national level during the period 2006-11 is depicted in the chart below:



Audit, however could not ascertain the extent of coverage as the figures of eligible beneficiaries were not available with the Ministry. This indicates inadequate monitoring of this component by the Ministry.

The Ministry stated (July 2012) that data on eligible beneficiaries under PSE were being maintained at the State, District, Project and AWC levels. The same would be maintained in the Ministry from 2012-13 under the revised Management Information System (MIS) formats effective from March 2012.

7.2.1 Coverage in the selected States

The State Governments are responsible for providing various services, including PSE envisaged under the scheme. Audit noted that there was shortfall in the coverage of beneficiaries for PSE in the selected States during the period of audit. Details of coverage of beneficiaries in four of the selected States are given in the table below:

Table 7.1: Details of PSE beneficiaries in states
(Figures in lakh)

Name of the State	No. of eligible beneficiaries ¹	No. of actual beneficiaries	Shortfall (per cent)
Andhra Pradesh	98.65	93.38	5.27 (6)
Gujarat	17.67	13.46	4.21 (24)
Haryana	32.95	21.22	11.73 (36)
Meghalaya	8.46	6.98	1.48 (18)

In Odisha, the percentage of shortfall during 2006-11 was up to 13.64 per cent. However, there was an overall declining trend in the shortfall in the state as a whole from 13.64 per cent in 2007-08 to 8.56 per cent in 2010-11. In Rajasthan, the shortfall ranged between 28 to 39 per cent. In Chhattisgarh, PSE was not provided to the beneficiaries in 1,003 out of 36,103 operational AWCs. Similarly, in West Bengal, 7,460 out of 1,09,888 AWCs did not provide PSE for at least 21 days in a month.

7.2.2 Coverage of beneficiaries in the test checked AWCs

The position of coverage of beneficiaries in test checked AWCs of selected States is given in table 7.2.

Table 7.2: Coverage of beneficiaries in AWCs

Name of the State	No. of beneficiaries enrolled	No. of actual beneficiaries	Shortfall (per cent)
Gujarat	31,379	22,578	8,801 (28)
Haryana	22,726	18,242	4,484 (20)
Meghalaya	25,357	21,811	3,546 (14)
Odisha	28,326	23,281	5,045 (19)
Rajasthan	40,689	31,505	9,184 (23)
Uttar Pradesh	1,04,044	71,664	32,380 (31)
West Bengal	36,782	30,647	5,635 (16)

In Andhra Pradesh, Bihar, Chhattisgarh, Jharkhand, and Karnataka, PSE was provided in all the test checked AWCs.

Audit noted that in Madhya Pradesh, none of the 280 test-checked AWCs provided PSE.

¹ State as a whole

7.2.3 Non- maintenance of records

Anganwadi Workers (AWWs) were required to maintain database of the PSE beneficiaries and necessary related records.

Audit noted that in six States (Bihar, Haryana, Meghalaya, West Bengal, Karnataka and Gujarat) database of the beneficiaries was maintained in all the test checked AWCs. However, in the remaining States 80 to 83 *per cent* AWCs did not maintain database of PSE beneficiaries.

Similarly, in 10 States (Andhra Pradesh, Bihar, Gujarat, Haryana, Jharkhand, Karnataka, Meghalaya, Rajasthan, Uttar Pradesh and West Bengal) records in connection with PSE were maintained in all the test checked AWCs. In the remaining States 22 *per cent* AWCs did not maintain records in this regard during 2006-11 as detailed in **Annex 7.1**.

In the absence of database and records, the extent of services provided under PSE could not be ascertained. This also indicates absence of monitoring by the Ministry and the States.

7.3 Shortfall in expenditure on Pre-school Education Kits

ICDS guidelines (July 2000) stipulated State/UT level procurement of PSE kits and distribution thereof to AWCs on yearly basis. The procurement was decentralised in order to streamline the process and make kits available in time to the AWCs. The Ministry provided funds at the rate of ₹ 500 per operational AWC (enhanced to ₹ 1,000 per kit with effect from 2009-10) to the State/UT for procuring the kits.

The Statement of Expenditure of 20 States available at the Ministry revealed significant under spending of funds on procurement of pre-school education kits during the period 2006-11. The details are given below (State-wise details are given in **Annex 7.2**):

Table 7.3: Shortfall in expenditure on procurement of pre-school education kits

Year	States where shortfall was 100 <i>per cent</i>	States with shortfall of 30 to 99 <i>per cent</i>
2006-07	Gujarat, Haryana, Jharkhand and West Bengal (4)	Delhi-98 <i>per cent</i> , Karnataka- 49 <i>per cent</i> , Bihar-83 <i>per cent</i> , Punjab-73 <i>per cent</i> , Kerala-31 <i>per cent</i> (5)
2007-08	Delhi, Goa, Haryana, Jharkhand, Madhya Pradesh and Punjab (6)	Manipur-36 <i>per cent</i> (1)
2008-09	Delhi, Goa, Haryana, Jharkhand, Madhya Pradesh, Punjab, Uttar Pradesh and Uttarakhand (8)	Karnataka-42 <i>per cent</i> and West Bengal-95 <i>per cent</i> (2)
2009-10	Bihar, Delhi, Goa, Jharkhand, Manipur, Madhya Pradesh, Odisha, Uttarakhand and Uttar Pradesh (9)	Assam-32 <i>per cent</i> , Punjab- 56 <i>per cent</i> and West Bengal-99 <i>per cent</i> (3)
2010-11	Andhra Pradesh, Delhi, Goa, Jharkhand, and Odisha (5)	Punjab-74 <i>per cent</i> , Uttarakhand-47 <i>per cent</i> and West Bengal-41 <i>per cent</i> (3)

It can be seen from the above details that Jharkhand, Delhi, Punjab, West Bengal, Goa and Uttarakhand consistently did not spend funds on procurement of pre-school education kits during the period.

Audit test check in sample States further revealed shortcomings and delays in procurement of PSE kits for AWCs, as detailed in table 7.4 below:

Table 7.4: State-specific findings on procurement of PSE kits
(₹ in crore)

State	Audit observation	Amount
Andhra Pradesh	<p>Pre-school kits were procured by the department for all sanctioned AWCs without taking into account the previous stocks available leading to excess procurement and rendering it unusable reportedly due to change in syllabus. As a result 9,263 excess kits worth ₹ 48.38 lakh were lying unused in the godowns (March 2012).</p> <p>The Department stated (March 2012) that the Pre-school kits were procured for all the sanctioned AWCs presuming that all the sanctioned AWCs would be operational at any time during the year. The reply establishes that procurements were made without proper assessment.</p>	0.48
Gujarat	Funds were provided at the rate of ₹ 2.36 crore to selected districts during 2008-11 for purchase of PSE kit in the AWCs. Test check in 16 projects revealed that PSE kits were procured once in two to five years. No procurement was made by two projects. While five project offices did not provide expenditure details on procurement of PSE kit. Non-procurement of kits resulted in parking of Government funds amounting to ₹ 11.38 crore (2008-11) in Personal Ledger Account (PLA) of District/Block Panchayats.	11.38
Haryana	Despite drawal of funds in advance during 2006-11, substantial delays of 11 to 28 months were noticed in the supply of kits at the AWCs. The delays were attributable to delayed processing of the cases by the Directorate and delay in printing of the kits by the suppliers. No kits were procured during 2008-09 due to delays in finalization of the contents of the kits by the Directorate.	
Jharkhand	Funds amounting to ₹7.65 crore were provided during 2006-11. However, no purchase order was issued till the date of audit (February 2012) and no PSE kits were distributed among AWCs during 2006-11. This resulted in the non-delivery of PSE components of the scheme.	7.65
Uttar Pradesh	<ul style="list-style-type: none"> • During the years 2006-07 and 2007-08 orders were placed for supply of kits in excess of operational AWCs². This resulted in excess procurement of 2297 and 6026 kits respectively during these years leading to avoidable expenditure of ₹ 38.57 lakh³. • Despite excess procurement, no kits were supplied to 50726 AWCs and 14686 Mini AWCs operational during the year 2010- 	0.39

² Operational AWCs:2006-07: 119538 and 2007-08: 119595

³ Avoidable expenditure: 2006-07- ₹ 10.01 lakh and 2007-08- ₹ 28.56 lakh

State	Audit observation	Amount
	11. <ul style="list-style-type: none"> • Agreements for supply of pre-school kits were executed mostly at the end of the year viz. in January 2007 and January 2008 during 2006-07 and 2007-08 respectively. This resulted in transfer of unutilized funds to the PLA of <i>UP Samaj Kalyan Nigam</i>. • Supplies were delayed in all the years (2006-11) which ranged between three to nine months. 	
Meghalaya	An amount of ₹ 68.94 lakh was drawn by the Directorate in March 2010 for procurement of PSE kits but transferred to '8443-Civil Deposit'. Audit noted that the kits were procured during August 2011 after a lapse of 17 months. Similarly, an amount of ₹ 71.97 lakh was earmarked for purchase of PSE kits for 2010-11 but the kits were not procured till March 2012.	
Madhya Pradesh	PSE kits were not provided to AWCs during 2007-10 despite provision of the required funds for procurement of PSE.	
Odisha	Against the requirement of ₹ 18.52 crore for procurement of 2.45 lakh PSE kits, ₹ 6.04 crore only was provided during 2006-11. This amount was sufficient for procurement of only 1.21 lakh kits leading to shortfall of 1.24 lakh kits.	
Rajasthan	During 2008-09 work order for supply of 48,363 PSE kits was issued (February 2009) for distribution to AWCs in 32 districts. However, only 42,838 kits were supplied by the firm in March 2009. This resulted in non supply of kits in 5525 AWCs. In Alwar district no kits were made available in 2575 AWCs.	

The fact that the State Governments failed to procure the required number of PSE kits despite availability of funds indicated that this important intervention was not implemented earnestly and deprived the beneficiaries of the intended use.

The Ministry stated (July 2012) that the States/UTs had repeatedly been asked to furnish reasons for not incurring expenditure on procurement of PSE kits. The issue had also been taken up during review meetings and State visits/inspection. It further stated (November 2012) that from the year 2012-13, the entire cost of programme components including the PSE kit had been included in the second instalment of the grant to enable the States to make procurement accordingly instead of procuring these items in a staggered manner.

7.4 Non-availability of Pre-school Education (PSE) kits in selected Anganwadi Centres (AWCs)

The failure of States to procure pre-school kits on annual basis had a direct bearing on availability of the same at AWCs. Audit found that in Jharkhand and Gujarat PSE kits were not available at any of the test-checked AWCs throughout the period of audit. Further in Madhya Pradesh, 40 to 217 out of 280 test-checked AWCs, Odisha, 97 to 160 AWCs out of 200 test checked AWCs; Rajasthan, 11 to 30 out of 240 test checked AWCs and in Uttar Pradesh, 29 to 130 out of 309 test

checked AWCs PSE kits were not available during the period of audit. The State-wise details of availability of pre-school kits in test checked AWCs are given in **Annex 7.3**.

Positive development

In Andhra Pradesh, Bihar, Chhattisgarh, Haryana, Karnataka, Meghalaya and West Bengal PSE kit was provided and used in the entire test checked AWCs during the audit period.

Recommendation

- ***Besides the release of funds for procurement of pre-school education kits to States/UTs, the Ministry should monitor progress on timely utilization of funds and adequate supply of these kits to AWCs.***

7.5 Activities under Pre-school Education (PSE)

The scheme prescribed a charter of duties to AWWs for achieving the objective of non-formal pre-school education by exposing the beneficiaries to various activities which include:

- Exercises for physical and motor development, language development like pre-conversations, story-telling, vocabulary building,
- Development of creativity and imagination, group activities, pre-writing activities like drawing and pattern-making, developing pre-number concepts such as differences between more and less, thick and thin, far and near, and
- Playing with dolls/toys, role play and sharing his/her possessions with other peers, personal hygiene, identification of objects etc.

Test check at 2699 AWCs revealed the following shortcomings in the implementation of the PSE:

- 575 to 819 AWCs did not organise the mandated activities while imparting PSE to the beneficiaries. The absence of these activities was predominant in Jharkhand and Madhya Pradesh (in all the sampled AWCs) whereas, in Uttar Pradesh the activities did not take place in more than half of the sampled AWCs.
- 787 AWCs did not have prescribed curriculum for PSE. In Andhra Pradesh, Chhattisgarh and Jharkhand no curriculum in the entire test checked AWCs was prescribed. However, in the states of Haryana, Meghalaya, Rajasthan, West Bengal, Karnataka and Gujarat the curriculum was prescribed.
- Anganwadi Workers (AWWs) of 467 AWCs located in Jharkhand, Odisha and Uttar Pradesh had not been trained for conducting the activities prescribed under pre-school education.

The state wise details are given in **Annex 7.4**.

7.6 Mainstreaming of beneficiaries for formal education

The key objective of imparting PSE to the beneficiaries under ICDS scheme was mainstreaming of the children after completion of non-formal PSE. The Anganwadi Workers (AWWs) were required to ensure that all the children from the AWC joined the formal education after completion of PSE. The Anganwadi Centres (AWCs) were also required to co-ordinate with the local primary school so that the transition of the Anganwadi pre-school children to the primary school was a natural process.

The AWWs were also required to maintain data/records pertaining to school ready children joining formal school.

Positive development

In Meghalaya and Gujarat all the eligible children joined the formal education

However, in selected States shortfall in the number of eligible PSE beneficiaries joining the formal education was noticed as explained in the succeeding paragraphs:

- In five States shortfall in the number of children who actually joined the formal education during 2006-11 ranged between seven and 30 *per cent*. The details are given below:

Table 7.5 Shortfall in beneficiaries joining formal education at the test checked AWCs

State	Eligible to join formal education	Joined formal education	Shortfall (<i>per cent</i>)
Andhra Pradesh	45119	38184	6935(15)
Chhattisgarh	8932	6705	2227(25)
Odisha	7063	5610	1453(21)
Rajasthan	7909	5500	2409(30)
Karnataka	16977	15728	1249(7)
Total	86000	71727	14273(17)

The analysis of the state-wise data revealed that the maximum shortfall was in Rajasthan (30 *per cent*), Chhattisgarh (25 *per cent*) and Odisha (21 *per cent*). The position of beneficiaries joining formal education was slightly better in Karnataka which reported a shortfall of only seven *per cent*.

In four States (Chhattisgarh, Odisha, Rajasthan and Karnataka) the information on the beneficiaries joining formal education was available at AWC or Project level. However, the information was not available at District Programme Office (DPO) or state level in these States.

Case study: Discrepancy in the number of PSE beneficiaries joining formal education in Karnataka

The State Nodal Department as well as the DPOs at Bellary, Chickmagalur, Mandya and Uttara Kannada did not maintain the data of eligible children in AWCs joining formal education. The AWCs in Mandya, Chamarajanagar and Uttara Kannada districts reported 100 *per cent* achievement in eligible children joining formal education, while information furnished by AWCs in Belgaum, Chickmagalur and Raichur showed huge mismatches between number of eligible children and those actually joining formal education. In these districts, the number of children joining formal education was either far in excess or far below those eligible to join formal education. The benefits of pre-school education component could not be assessed due to absence of linkages between the Anganwadi and the primary schools and non-maintenance of basic records under this component.

In the remaining States of Bihar, Haryana, Jharkhand, Madhya Pradesh, Uttar Pradesh, and West Bengal no related records or data on eligible and actual beneficiaries joining formal education at Anganwadi, Project, District and State level were available. In the absence of these records or data, mainstreaming of children after completion of non-formal PSE could not be ascertained in audit.

Recommendation

- ***The Ministry should examine and address the reasons for deficit in mainstreaming the Pre-school Education beneficiaries in the formal education. It should also augment the expenditure to the prescribed norm where shortfall was persistent and ensure transition of pre-school children to the primary school.***

Community Mobilisation

8.1 Information, Education and Communication

Information, Education and Communication (IEC) and the Nutrition and Health Education (NHED) are two components of ICDS aimed at sustained behaviour and attitudinal change of society for holistic development of child. The main objective of IEC is to create awareness and build up image of ICDS, stimulate demand for its services, affect and sustain behavioural and attitudinal changes in child caring, nutrition and health care practices and elicit sustained community participation. The State Government was to prepare annual implementation plan after assessing communication needs for a particular community/region and accordingly formulate IEC strategy.

8.1.1 Expenditure on IEC

As per the Scheme guidelines, a sum of ₹ 25,000 per operational project per year was provided up to the year 2008-09 for conducting IEC activities, which was revised to ₹ 1,000 per operational AWC per year from the year 2009-10¹.

Test check of Statements of Expenditure (SOEs) available in the Ministry revealed significant shortfall in expenditure incurred on conducting IEC activities vis-à-vis the funds released to the States/UTs on this account. The States which did not spend funds for the IEC and where the shortfall in the expenditure on this account was more than 40 *per cent* are listed in table 8.1. (State-wise details are given in **Annex 8.1**).

Table 8.1: Non-utilisation of funds for IEC activities

Year	States/UTs which did not spend any fund on IEC	States/UTs where shortfall was 40 to 99 <i>per cent</i>
2006-07	Assam, Gujarat, Jharkhand and Manipur (4)	West Bengal: 83 <i>per cent</i> , Tamil Nadu: 63 <i>per cent</i> , Delhi: 52 <i>per cent</i> and Punjab: 45 <i>per cent</i> (4)
2007-08	Goa, Himachal Pradesh, Jharkhand and West Bengal (4)	Karnataka: 93 <i>per cent</i> , Tamil Nadu: 62 <i>per cent</i> , Madhya Pradesh: 51 <i>per cent</i> , and Punjab: 46 <i>per cent</i> (4)
2008-09	Delhi, Goa, Jharkhand and West Bengal (4)	Karnataka: 95 <i>per cent</i> , Punjab: 56 <i>per cent</i> and Uttar Pradesh: 54 <i>per cent</i> (3)

¹ One project consists of about 100 to 200 AWCs

Year	States/UTs which did not spend any fund on IEC	States/UTs where shortfall was 40 to 99 per cent
2009-10	Delhi, Goa, Himachal Pradesh, Jharkhand, Manipur, Odisha, Uttar Pradesh, West Bengal (8)	Karnataka: 94 per cent, Punjab: 93 per cent, Haryana: 80 per cent, Uttarakhand: 57 per cent, and Madhya Pradesh: 55 per cent (5)
2010-11	Delhi, Goa, Manipur and West Bengal (4)	Punjab: 96 per cent, Odisha: 89 per cent, Haryana: 83 per cent, Andhra Pradesh: 63 per cent, Karnataka: 62 per cent, Kerala: 47 per cent and Madhya Pradesh: 42 per cent (7)

Test-check in sample States further revealed shortfall in expenditure under the State IEC budget. Against the budget of ₹ 149.72 crore for 2006-11 in 12 test-checked States², the actual expenditure was ₹ 71.24 crore and consequent 52 per cent shortfall in expenditure (State-wise details are given in **Annex 8.2**). In five States (Bihar: 13 per cent, Gujarat: 30 per cent, Haryana: 35 per cent, Uttar Pradesh: 42 per cent and Andhra Pradesh: 44 per cent), utilisation of funds under the IEC was less than half of the total provision made during the period 2006-11.

Further, in four test-checked States (Bihar: 81 per cent, Gujarat: 100 per cent, Karnataka: 77 per cent, and Uttar Pradesh: 89 per cent) expenditure on IEC was concentrated at the State level. This indicated that potential of IEC strategy was not fully tapped at the project and the AWC levels.

The Ministry stated (July 2012) that the States/UTs had repeatedly been asked to furnish reasons for not incurring expenditure under IEC. The issue had also been taken up during review meetings and State visits/inspection. It further stated (November 2012) that from the year 2012-13, the entire cost of programme components including the IEC had been included in the second instalment of the grant to enable the States to spend funds earmarked for IEC activities in time.

Case study: Improper utilisation of IEC funds in Uttar Pradesh

- During the period 2006-09, an amount of ₹ 3.89 crore meant for IEC was kept in the Personal Ledger Account (PLA) of UP Samaj Kalyan Nigam. Out of this deposit, ₹ 1.77 crore was spent in subsequent years while the balance of ₹ 2.12 crore was refunded in March 2010. The reasons for non utilization were stated to be the delays in release of funds; delay at the Directorate level in finalising the printing order etc.
- ₹ 0.50 crore during 2006-07 and ₹ 13.33 crore during 2010-11 were spent at the Directorate level on purchase of computers, printers and UPSs and printing/supply of mother and child card, growth chart, daily home visit diary, guidelines for Matri Samiti, and guidelines for Anganwadi Workers (AWWs). All these items were, however, not included in the list of

² All test-checked States other than West Bengal

activities permissible under IEC. Further, during 2008-09, ₹ 0.29 crore were diverted for printing and supply of pamphlets and application forms for a State Government scheme.

Recommendation

- **The Ministry should ask the States to prepare the annual IEC action plan in accordance with financial norms. Expenditure on IEC should be monitored so as to examine the reasons for shortfall.**

8.1.2 Shortfall in implementation of Information Education and Communication (IEC) activities

As per the Scheme guidelines, IEC activities were to be carried out through district and project level seminars, audio and visual media, folk media, village camps, Mahila Mandal/Mother's Group meetings, home visits and other local media such as posters, slides, flash cards, flip charts, periodical newsletters etc. Test-check of State IEC records revealed the following:

- **Andhra Pradesh:** No seminars/workshops were organized during 2009-2010 at field level in the test checked ICDS Projects³, though budget was allotted for IEC activities. Films/slides/overhead projectors were not supplied to any of the Projects in the State. Training was not imparted for exhibition of shows during the five year period 2006-2011. Mahila mandals were also not constituted in any of the 300 test-checked Anganwadi Centres (AWCs) as of March 2012.
- **Bihar:** IEC activities were not undertaken at AWC level because funds were not provided at districts and project levels, even though sufficient funds were available at the directorate level.
- **Madhya Pradesh:** No seminars/workshops were organized at district and project level and none of the AWC in seven test-checked districts received any IEC/publicity material.
- **Odisha:** During the period 2009-11, the services under IEC were totally neglected. No reasons for this were found on record.
- **Uttar Pradesh:** During the years 2006-07 and 2009-10, no funds were released to the districts for conducting IEC activities despite inclusion of activities such as folk media, puppet shows, songs, yatra, electronic media, seminar with Health and Education Departments and observing child health and nutrition month (June and December), ICDS day, breast feeding week in the approved IEC Action Plan. During 2008-09 and 2009-10, the IEC activities

³ ICDS Projects Makhtal and Bhadragiri

suffered due to delay in the finalisation of the IEC Action Plan by the State Government.

- **West Bengal:** The department did not prepare any yearly activity/implementation plans for IEC after assessment of communication needs for different regions. IEC material, films were not procured by the department. During the period 2006-11, allotment of ₹ 15.60 lakh was made only once (2006-07) for conducting IEC activities. Utilisation of the same could not be ascertained in audit in the absence of utilization certificates.

8.1.3 Utilisation of equipment and material for Information Education and Communication (IEC)

In 40 districts of eight States⁴, the IEC material was not received by any of the 1,637 test checked AWCs. No information regarding receipt and utilisation of the IEC material was available on record in 480 test checked AWCs of 12 districts in four States⁵. In Gujarat, IEC material was received and used in only one out of four sample districts during 2007-08 and 2010-11 and in three districts during 2008-09. IEC material was not received during the remaining period. In Rajasthan, IEC material was not received by 40 out of 240 sample AWCs.

8.1.4 Evaluation of the effectiveness of Information Education and Communication (IEC)

The Scheme guidelines provide for conducting periodic evaluation of various activities performed under IEC to assess the awareness, knowledge and impact among the community. During the period covered under audit, no evaluation was done to assess the effectiveness of IEC on the ICDS scheme in 10 selected States⁶. In respect of remaining three States⁷, no information was available on record.

Recommendations

- ***The impact evaluation of the IEC activities should be carried out periodically.***
- ***The compendium of IEC activities undertaken by the States, highlighting innovative and positive measures as well as gaps and areas for betterment, should be periodically circulated among the States.***

⁴ Andhra Pradesh, Bihar, Chhattisgarh, Haryana, Karnataka, Madhya Pradesh, Odisha and Uttar Pradesh

⁵ Jharkhand, Madhya Pradesh, Meghalaya and West Bengal

⁶ Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Karnataka, Madhya Pradesh, Rajasthan, Uttar Pradesh and West Bengal

⁷ Jharkhand, Meghalaya and Odisha

8.2 Nutrition and Health Education

Nutrition and Health Education (NHED) is the key element of the work of the Anganwadi Worker (AWW). NHED has the long term goal of capacity-building of women so that they can look after their own health, nutrition and development needs as well as that of their children and families. Under this programme, counselling sessions, home visits and demonstrations are to be carried out by the AWW. The entire responsibility of implementation and monitoring of NHED rests with State Governments.

The Scheme guidelines provided for at least two to three home visits daily by AWWs. Further, one meeting of mothers' group was to be conducted every month in each Anganwadi Centre (AWC). Test check in States revealed the following shortcomings in implementation of NHED:

8.2.1 Home visits

Audit found that AWWs were not visiting homes of beneficiaries as per the targets fixed. In selected districts of eight States there was a shortfall of 23 to 70 *per cent* during 2006-07 to 2010-11. Details of home visits undertaken by AWWs are given in table 8.2.

Good practice

In West Bengal, AWWs conducted 5.37 lakh visits against the target of 1.67 lakh, which accounted for more than three times of the target fixed.

Table 8.2: State –wise details on home visits by AWWs at test-checked AWCs
(Figures in lakh)

State	Home visits targeted in the selected AWCs	Home visits actually undertaken	Shortfall	Percentage shortfall
Andhra Pradesh	25.58	8.25	17.33	67.74
Chhattisgarh	9.00	3.64	5.36	59.55
Gujarat	12.00	9.22	2.78	23.16
Karnataka	7.47	4.75	2.72	36.41
Meghalaya	0.58	0.36	0.22	37.93
Odisha	3.46	1.04	2.42	69.94
Rajasthan	17.90	9.29	8.61	48.10
Uttar Pradesh	12.17	6.77	5.4	44.37
Total	88.16	43.32	44.84	50.86

The Child Development Projects Officers (CDPOs) of test-checked projects of Gujarat attributed the reasons for shortfall in household visits by the AWWs to frequent meetings, leave and training. The concerned project officers in Chhattisgarh stated that instructions would be issued to make the visits as per the norms.

8.2.2 Films and slideshows

- Odisha, Rajasthan and West Bengal had not targeted any film/slideshows. However, 146 shows were conducted in these States for imparting the NHED.
- Andhra Pradesh failed to organise even a single show, though 1190 shows were targeted.
- Film/slide shows were neither planned nor conducted in other eight States⁸.

8.2.3 Demonstration/orientation course

- Despite the fact that Rajasthan did not plan any orientation course, it actually conducted 104 courses during the period 2006-11.
- West Bengal conducted courses as per their plan and in respect of Karnataka, Meghalaya and Odisha achievement was more than 80 per cent of the targets set.
- Targets were set in Andhra Pradesh to conduct 1488 orientation courses. However, none was conducted.
- Short demonstration oriented courses were not targeted or conducted in six States⁹.

8.2.4 Mothers' meetings

- Six States¹⁰ failed in achieving their targets for mothers' meet and shortfall in their case ranged between 3 to 43 per cent.
- In Madhya Pradesh neither was any target fixed nor was any meeting held for the education of mothers.

Good practice

In six States (Andhra Pradesh, Bihar, Gujarat, Karnataka, Meghalaya and West Bengal) mothers' meetings, intended to educate mothers/ expecting mothers on child care were held as per targets fixed or more than that.

8.2.5 Other aspects of Nutrition and Health Education(NHED)

- In 12 States¹¹, NHED campaigns to educate community on the importance of 'infant and young child feeding practices (IYCF)' and the importance of vegetables, fruits, milk and egg in supplementary nutrition (SN) were organised. Benefits of immunisation and importance of micronutrients for growth, development and

⁸ Bihar, Chhattisgarh, Gujarat, Haryana, Karnataka, Meghalaya, Madhya Pradesh and Uttar Pradesh

⁹ Bihar, Chhattisgarh, Gujarat, Haryana, Madhya Pradesh and Uttar Pradesh

¹⁰ Chhattisgarh, Haryana, Jharkhand, Odisha, Rajasthan and Uttar Pradesh

¹¹ Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Jharkhand, Karnataka, Meghalaya, Odisha, Rajasthan, Uttar Pradesh and West Bengal

immunity of children were also shared in these campaigns. Besides, mothers were advised to give 'Take Home Ration (THR)' in small frequent meals to children.

- Maintenance of records in connection with the campaign under NHED was satisfactory in eight States¹² but five States¹³ had not maintained any records for NHED activities.
- Child Development Project Officers (CDPOs) in Gujarat stated that there was no such facility at districts/projects/AWCs level but Nutrition and Health Education activities were carried out by organizing Mahila Mandal meetings, Food recipe competition, celebrations of nutrition week. Similarly, in Haryana NHED activities were carried out through Mothers' Meet during the period 2006-11.
- In Jharkhand, nutrition days were organised once a month on the day of distribution of Take Home Ration (THR) among the women who came to receive the dry ration at Anganwadi Centres (AWCs). Audit noted that all eligible women (15 to 45 years) were not enrolled in the AWC. The NHED was not being implemented through home visits or joint visits with Auxiliary Nursing Midwives (ANMs). This resulted in inadequate coverage as unidentified eligible women remained deprived of the benefits of NHED.
- Other activities like special camps, demonstration of cooking and feeding were not held in any of the selected AWCs in the test checked projects of five States¹⁴.

The NHED initiative, despite the shortcomings pointed out above, played a perceptible role in educating the intended beneficiaries on nutrition and health aspects. It also helped to generate awareness on the importance of micronutrients for growth, development and immunity of children.

8.3 Village Health Nutrition Day

As per the scheme guidelines, Village Health Nutrition Day (VHND) is to be organized at each AWC once every month. VHND if organized regularly and effectively can bring about the much needed behavioural changes in the community. This can also induce health-seeking behaviour in the community leading to better health outcomes. This is to be planned jointly by the Medical Officer of the Primary Health Centre (PHC) and CDPOs. Medical Officer/ Auxiliary Nursing Midwife (ANM),

¹² Gujarat, Haryana, Karnataka, Meghalaya, Odisha, Rajasthan, Uttar Pradesh and West Bengal

¹³ Andhra Pradesh, Bihar, Chhattisgarh, Jharkhand and Madhya Pradesh

¹⁴ Andhra Pradesh, Chhattisgarh, Gujarat, Haryana and Meghalaya

Anganwadi Worker (AWW) and Accredited Social Health Activist (ASHA) are required to be present on this day for health check-ups, immunization of children and women. Registers for Ante Natal Care (ANC), Post Natal Care (PNC), health checkups etc. are to be maintained by the AWW with the help of ASHA.

Test-check at project offices and Anganwadi Centres (AWCs) revealed the following:

- **West Bengal:** Village Health and Nutrition Day (VHND) was not organized during the period from 2006-10 in the test-checked districts. During 2010-11, only 50,220 VHNDs (11 *per cent*) were conducted against the requirement of 4,75,152 in test checked districts.
- **Rajasthan:** Out of 2,400 VHNDs organised in test checked AWCs (40 in a district) during 2006-11, ANMs were not present in 1,209 VHNDs in four districts.
- **Odisha:** Against the requirement of 4,215 VHNDs in 198 test-checked AWCs in five test-checked districts during the period 2008-09 to 2010-11 only 2,178 VHNDs were actually organised.
- **Karnataka:** There was shortfall ranging from 20 to 21 *per cent* in conducting VHNDs in test-checked AWCs in Bellary and Uttara Kannada districts. Further, ANMs were not present on VHNDs in Chickmagalur and Uttara Kannda districts.
- **Gujarat:** State Nodal Directorate did not have information on the number of VHNDs targeted and actually organised, documentation of proceedings and planning of VHND by Auxiliary Nursing Midwife (ANM)/Medical Officer and Anganwadi Worker (AWW). The Department stated that the Health and Family Welfare Department was the nodal department for observance of VHNDs and maintenance of records. The reply of the Department should be seen in light of the fact that the VHNDs were organised at the AWCs. It provided an opportunity for convergence between the health and the nutrition services at the grass root level by imparting nutrition and health education to the ICDS beneficiaries. Thus, the maintenance of records of the VHNDs was desirable on the part of both the Women and Child Development Department and the Health Department.

The shortfall in VHNDs indicated lack of proper coordination between the supervisors and the Lady Health Visitors (LHVs), Medical Officer in charge of Public Health Centre and Child Development Project Officers. Further, the opportunity to spread awareness on nutritional and health aspects among the beneficiaries of the ICDS could not be fully exploited.

Financial Management

9.1 Funding pattern

Under the ICDS Scheme, funds are provided to the State Governments/UT Administration under two heads, viz. the ICDS (General (G)) and the Supplementary Nutrition (SN) (details of funding pattern are given in paragraph 1.5 of this report). The Ministry releases grants in four or more instalments in a year subject to furnishing of quarterly/annual Statements of Expenditure (SOEs) and Utilisation Certificates (UCs) by the States. The first two instalments are released on indicative basis (based on norms, number of beneficiaries, operational projects and operational AWCs). Subsequent instalments are released on the basis of SOEs as on 30th June and 30th September and the SOE of the previous year.

9.2 ICDS (Supplementary Nutrition)

9.2.1 Non-submission or delayed submission of Statements of Expenditure (SOEs) and Utilisation Certificates (UCs)

As per the Scheme guidelines, the States/UTs are required to furnish SOEs/UCs in respect of first and second instalment of grants (which are released on indicative basis) by 31st July and 31st October of the respective financial year. The third and fourth instalments of the grant are to be released after taking into account the expenditure figures against the previous releases.

Audit noted that the SOEs/UCs in respect of the SN component of the Scheme were not being sent by the States/UTs to the Ministry regularly. Analysis of records in the Ministry related to the release of funds to 28 States revealed that out of 560 quarterly SOEs /UCs due during the period 2006-11, 150 (27 *per cent*) SOEs/UCs had not been received in the Ministry. Thus, the Ministry had incomplete information on periodical progress on physical and financial indicators of the Scheme rendering the monitoring by the Ministry ineffective.

Audit also noted that out of the 410 quarterly SOEs/UCs which were received in the Ministry, 360 were received with a delay ranging from 10 days to 200 days. Delay in submission of SOEs by the States resulted in delayed release of funds by the Ministry to the States for the SN.

It was observed that out of 140 annual SOEs due during the period 2006-11, 55 (39 *per cent*) SOEs were not received in the Ministry.

However, the entitlement of the funds in such cases was calculated on the basis of details of the Statements of Expenditure (SOEs) of the fourth quarter of the previous year. The details of non-receipt of SOEs or late receipt of SOE are given in the **Annex 9.1**.

Further, Audit noted delays occurring at the Ministry's level in the release of funds to the States. An analysis of sanction letters of 29 test checked States during 2010-11 was made on the basis of date of receipt of SOEs and the date of issue of sanction letters by the Ministry. Out of 36 sanction letters issued by the Ministry during 2010-11, 10 were issued for release of first two instalments and the remaining 26 for release of last two instalments (i.e III and IV) of the year. It was seen that the time taken by the Ministry for release of funds for III and IV instalments after receipt of mandatory SOE/UC from the State Govt ranged from 20 to 141 days. Time taken at various stages in the Ministry for release of funds is detailed in **Annex 9.2**.

The Ministry (April 2012) stated that delay in release of funds primarily occurred due to delayed receipt of SOEs from the States/UTs.

Audit noted that delay in release of funds was attributable not only to the delayed receipt of SOEs but also delays in their processing by the Ministry for releasing third and fourth instalments.

9.2.2 Statements of Expenditure (SOEs)/Utilization Certificates (UCs) not indicating true and correct figures

A test check of the annual SOEs/UCs furnished by the States during 2006-11 revealed that there was mismatch between the amount indicated as received by the State and the amount actually released by the Ministry during the year. This resulted due to adjustment of unspent balance/ excess expenditure of the previous year by the Ministry, which was not communicated to the States. Due to this, the amount adjusted was not reflected by the State in the UCs. The cases noticed are given in the **Annex 9.3**. However, it was seen that the Ministry while examining the annual SOEs/UCs did not take notice of the discrepancy. This indicated that the examination of SOEs/UCs in the Ministry was perfunctory.

The Ministry stated (November 2012) that it had noted the observation of the Audit for bringing in improvement in the system through adequate manpower for dealing with the release of funds.

Recommendation

- ***The Ministry should ensure that the utilisation certificates are obtained from the States/UTs for actual release of funds and actual expenditure.***

9.3 ICDS General (G)

As per the Scheme, the funds for salaries of employees of State Cell, District Cell and Projects are required to be released by the Ministry on actual basis and honorarium to Anganwadi Worker (AWW)/Anganwadi Helper (AWH) and also for other components such as petrol, oil and lubricants, contingencies, monitoring, rent, medicine kits, pre-school kits, Information Education and Communication, flexi funds and uniforms are to be provided as per approved financial norms.

9.3.1 Unrealistic budgeting for payment of salaries

The requirement of funds for meeting operational cost of State Cell, District Cell and Projects is calculated at fixed rates for the staff of the operational projects assuming full sanctioned staff strength at the following rate per annum:

State ICDS Cell:	₹ 9.6 lakh (₹ 34.08 lakh w.e.f. April, 2009)
District Programme Office:	₹ 9 lakh (₹ 7.8 lakh w.e.f April, 2009)
Project Office:	₹ 13.14 lakh

During the period 2008-11, a sum of ₹ 1,753 crore was released towards the salaries of staff in State Cells, District Cells and Projects, against which the States reported utilisation of ₹ 2,853 crore. The year-wise break up is given in table 9.3 (the State-wise details are given in **Annex 9.4**).

Table 9.3: Funds released and actual expenditure on staff salaries

(₹ In crore)

Year	No. of States involved	Funds released	Actual Expenditure	Shortfall in release of funds	Percentage shortfall
2008-09	13	516.53	748.61	232.08	44.93
2009-10	15	609.54	996.25	386.71	63.44
2010-11	15	626.45	1108.13	481.68	76.89
Total		1752.52	2852.99	1100.47	62.79

Thus, the actual expenditure exceeded the funds released by the Ministry on salary component to the States by 45 to 77 *per cent*. The excess expenditure on salary was incurred despite the fact that out of sanctioned posts for the operational projects, 20 to 40 *per cent* posts were lying vacant. This indicates that the assessment of funds released was not done by the Ministry in a realistic manner.

The Ministry stated (July 2012) that during 2006-11, various State Governments revised the salary of their employees in view of the implementation of Sixth Pay Commission recommendations with effect from January 2006. This resulted in payment of huge arrears for these years. From the year 2011-12, it took into account the actual expenditure on salary, while working out the indicative requirements. The Ministry further stated (October 2012) that in order to meet the

shortage of funds under salary, the State Governments diverted the funds released to them for other components such as procurement of medicine kits, providing flexi funds to Anganwadi Centres (AWCs), procurement of pre-school education kit and Information Education and Communication (IEC) (shortfall in expenditure on these components are pointed out in Paragraph 4.5, 4.6, 7.3 and 8.1.1 of this Report).

Thus, the Ministry failed to assess the actual requirement of funds for salary and take into account the impact of the implementation of Sixth Pay Commission recommendations while assessing the requirement of funds under the Scheme. This resulted in shortfall in expenditure on other components of the Scheme, which affected the quality of service delivery under the Scheme.

9.3.2 Excess release of funds

9.3.2.1 Unspent balance not accounted for

Test check of files relating to release of funds for the period 2006-11 revealed that the unspent balance of the previous year available with the States were not taken into account correctly by the Ministry while releasing funds for the subsequent year. This led to excess release of funds to Jharkhand (₹13.64 crore in 2011-12). In a similar case, an excess expenditure of ₹ 11.15 crore incurred by Haryana during the year 2008-09 was incorrectly reimbursed by the Ministry to the State Government while releasing the funds for the year 2009-10.

The Ministry stated (November 2012) that after examination of the Statements of Expenditure (SOEs) of Jharkhand for the year 2011-12 and for the 1st quarter of 2012-13 an amount of ₹ 96.19 crore was found as unspent balance with the State Government as on 01 April 2012 which was being adjusted in the 3rd quarter release.

In the case of Haryana the Ministry stated that while calculating the release for the third instalment to the State the excess expenditure reported as ₹ 11.15 crore was reduced to ₹ 720.90 lakh and accordingly the third quarter release was made. Thus, the discrepancy was sorted out while releasing the third instalment in 2009-10. The reply of the Ministry was not tenable as it had twice adjusted the excess expenditure reported by the State.

9.3.2.2 Excess reimbursement of expenditure of ₹ 37.53 crore to States for opening of additional Projects and AWCs

During the expansion of ICDS Scheme, additional projects and AWCs in three phases were sanctioned to all the States/UTs. For opening of additional Projects and AWCs, non-recurring grant @ ₹ 91,700 (increased to ₹ 1,50,000 w.e.f. 1.4.2009) and ₹ 5,000 for setting up of a

project and Anganwadi Centre (AWC) respectively were approved for reimbursement to all States/UTs.

Test check of annual Statements of Expenditure (SOEs) for the years 2006-11 available at the Ministry revealed that four States claimed excess expenditure amounting to ₹ 37.53 crore on account of setting up of additional projects and AWCs beyond the norms as per details given below:

Table 9.4: Excess reimbursement on setting up of new AWCs

(₹ In crore)

State	No. of Projects sanctioned	No. of AWCs sanctioned	Funds required for setting up projects/ AWCs as per norms	Actual Amount reimbursed	Excess reimbursement
Assam	12	36737	17.65	49.69	32.04
Andhra Pradesh	5	685	0.41	4.65	4.24
Chhatisgarh	6	619	0.39	0.85	0.46
Tamil Nadu	Nil	11762	4.89	5.68	0.79
Total	23	49803	23.34	60.87	37.53

Thus, the Ministry failed to restrict the expenditure reported by the States in accordance with the financial norms leading to excess reimbursement.

The Ministry stated (November 2012) that the observations would be taken up with the respective states for corrective measures including reimbursement/adjustment of the amount.

Recommendation

- **The Ministry may assess the requirement of funds accurately so as to ensure minimum unspent balance with the States and to avoid excess expenditure.**

9.4 Other financial irregularities

9.4.1 Diversion of funds

Test-check of records in the States disclosed the following instances of irregular diversion of funds aggregating to ₹ 57.82 crore during 2006-11:

- In Haryana ₹ 38.6 crore received for supplementary nutrition (SN) was diverted during the period 2006-11 to Ladli Scheme, payment of honorarium to AWWs/AWHs and for purchase of furniture for new AWCs
- In Uttar Pradesh, during the year 2008-09 ₹ 1.00 crore received for Information, Education and Communication (IEC) activities was diverted to State sponsored scheme 'Mahamaya Garib Balika Ashirwad Yojna' for publicity and printing of pamphlets and application forms. In another case, ₹ 6.08 crore received for IEC

activities during the year 2010-11 were diverted for purchase of computers for DPO/CDPO offices.

- In Odisha, during the period 2006-10, an amount of ₹ 1.41 crore was diverted for various purposes like payment of pension, vehicle hire charges and other contingent expenditure.
- In Karnataka, funds aggregating to ₹ 1.10 crore were diverted during the period 2006-07 to 2010-11 by Child Development Project Officer (CDPO)/Deputy Directors in three districts for purchase of furniture and payment of salary of ICDS staff working in Zilla Panchayat.
- In Rajasthan, out of the amount of ₹ 43.07 crore received during the year 2008-09 for payment of arrears of honorarium, ₹ 9.63 crore were diverted to other items of ICDS (G).

The Ministry stated (November 2012) that the observations would be taken up with the respective States for corrective measures including reimbursement/adjustment of the amount.

Recommendation

- **States/UTs should ensure that the funds are utilised as per guidelines and there are no instances of diversion of Scheme funds.**

9.4.2 Parking of funds

In five sample States, ₹ 70.11 crore were retained in Civil Deposits/Personal Ledger Accounts/bank accounts/treasury accounts. This not only resulted in blocking of funds but also adversely affected the Scheme implementation. The cases are detailed below:

- In Madhya Pradesh, central assistance amounting to ₹ 16.87 crore was parked under Civil Deposits during 2006-11 to avoid lapse of budgetary provisions. However, ₹ 11.67 crore had lapsed up to March 2011 and ₹ 5.20 crore remained parked in civil deposits as of March 2011. The amount due to be spent on medicine kit, Pre-school Education (PSE) kit and furniture lapsed for want of decision to procure these items at State level purchase committee.
- In Uttar Pradesh, a sum of ₹ 24.91 crore meant for purchase of medicine kits, pre-school kits, furniture for AWCs, material for Information Education and Communication (IEC), weighing machines, computer hardware, construction of AWCs, and CDPO offices-cum-godowns was deposited in Personal Ledger Account of Uttar Pradesh Samaj Kalyan Nigam during March 2006-09 and

it was finally credited to treasury under the receipt head in March 2010 due to its non-utilisation.

- In Bihar, in 16 test checked project offices a sum of ₹ 21.16 crore was withdrawn from the treasuries on 31 March 2011 and kept in bank accounts.
- In Jharkhand, District Social Work Officer (DSWO), Dhanbad records revealed that during 2006-11 the funds pertaining to the supplementary nutrition (SN) were saved every year aggregating to ₹ 3.63 crore and deposited in the Treasury.
- In Andhra Pradesh, it was observed from the Undisbursed Pay Register (UDP) that an amount of ₹ 15.21 crore was lying in the Drawing and Disbursing Officer account of Women Development and Child Welfare Department, Hyderabad for a period ranging from 2 months to 12 months without disbursement to the concerned firms.

The instances of diversion of funds indicated insufficient internal controls which also led to non-achievement of programme objectives.

The Ministry stated (November 2012) that the observations would be taken up with the respective States for corrective measures including reimbursement/adjustment of the amount.

9.4.3 Non-Reconciliation of funds released

The figures relating to expenditure booked under the Major Head of accounts 3601 and 2235 furnished to Audit by the Pay and Accounts Office (Ministry of Women and Child Development) and Budget Section of the Ministry revealed variations as detailed below:

Table 9.5: Non-Reconciliation of funds

(₹ in crore)

Major Head	Year	Figures furnished by the Budget Section	Figures furnished by the PAO	Difference
3601	2007-08	5166.12	5161.07	5.05
	2006-07	19.38	15.49	3.99
2235	2007-08	10.32	06.77	3.55
	2008-09	18.85	19.13	0.28

This was due to non-reconciliation of the funds released by the Drawing and Disbursing Office (DDO) with the records of the Pay and Accounts Office, as required under Rule 66 of General Financial Rules. The Ministry stated that the figures change subsequently due to various reasons at different stages of appropriation account.

Further, comparison of the figures of state-wise release of funds for the period 2006-07 to 2010-11 with those accounted for by the respective State governments disclosed variations in the following cases:

Table 9.6: Funds as per State Govt. Records and Ministry's records

(*₹ In crore*)

States	Period	Funds received as per records of State Government	Funds received as per Ministry's records	Difference (+) excess/ (-) Shortfall
ICDS(G)+SN				
Chhattisgarh	2006-11	901.78	893.6	8.17
Haryana	2006-11	653.45	684.76	-31.31
Meghalaya	2006-11	233.85	240.56	-6.71
Madhya Pradesh	2006-11	1947.41	2126.14	-178.73
Total		3736.49	3945.06	-208.58
ICDS(G)				
Andhra Pradesh	2006-11	1619.33	1448.15	171.18
Karnataka	2006-11	926.74	921.47	5.27
Total		2546.07	2369.62	176.45

Further, in Chhattisgarh, Jharkhand, Gujarat, Karnataka, Madhya Pradesh, Odisha and Rajasthan there was considerable difference between the funds released by the State Nodal Department and those received by the District Programme Offices (DPOs). During 2006-11, figures of funds received by DPOs in three states were less by ₹ 104.23 crore, ₹ 39.52 crore and ₹ 1.92 crore respectively from the figures of the funds released by State Nodal Departments. On the contrary, funds received by DPOs in three other States were in excess by ₹ 72.18 crore, ₹ 55.88 crore and ₹ 4.31 crore respectively (the details are given in **Annex 9.5**). This indicated absence of system of reconciliation of the fund flow from State Nodal Department to DPOs in these States.

The Ministry stated (November 2012) that it would take adequate measures for proper reconciliation of accounts with Budget Section and Pay and Accounts Office of the Ministry.

9.4.4 Improper/non-maintenance of records

Audit noted that the Registers of grants-in-aid for the period 2006-11 for releasing ICDS (G) funds were not properly maintained in the Ministry. Further, in seven sample States, it was observed that some of these control registers and subsidiary books of accounts such as cash book, stock register, log books etc. were not maintained at all or were maintained improperly. Details of these cases are listed in **Annex 9.6**.

9.4.5 Non-receipt of reports on process indicators

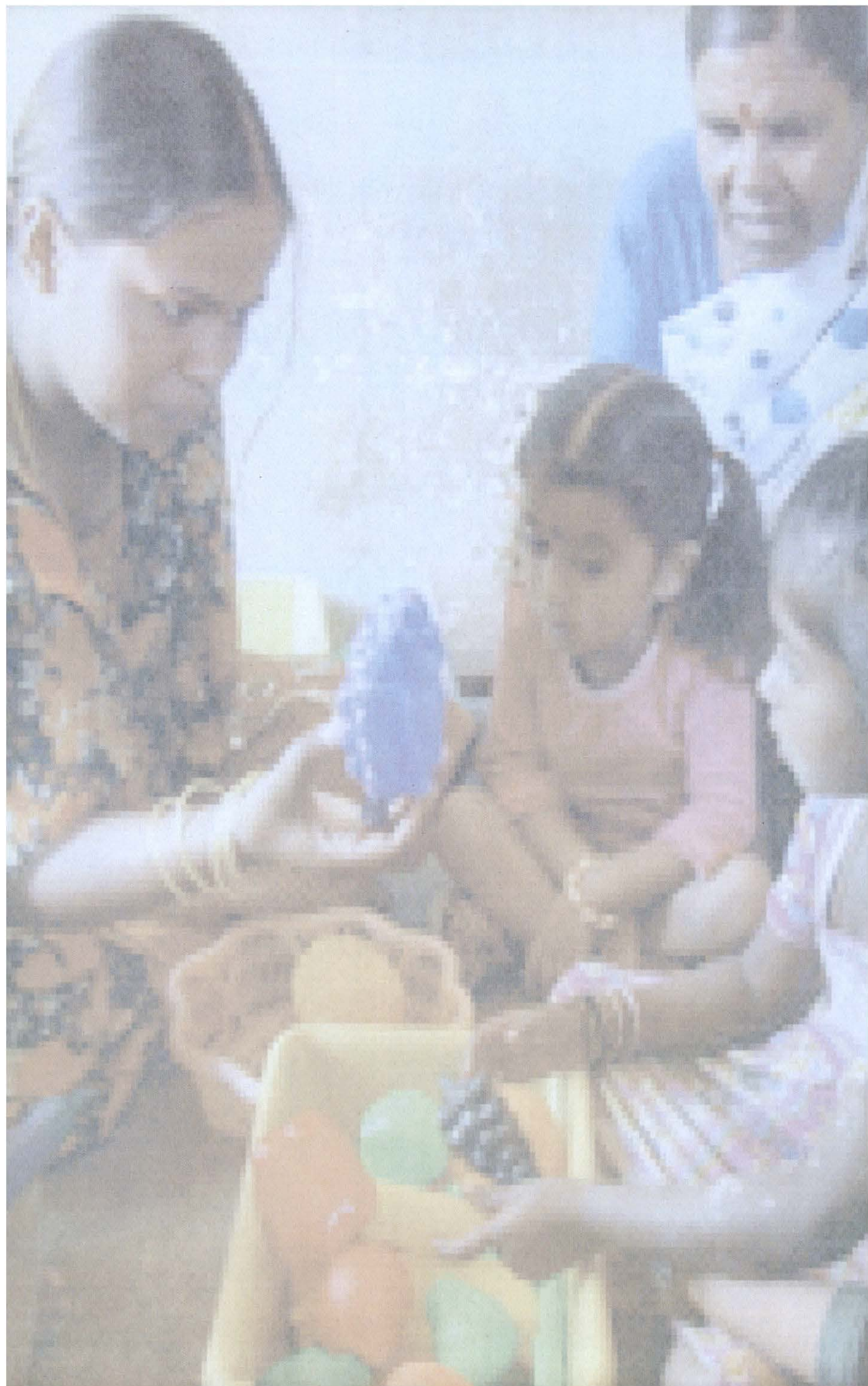
The Ministry prescribed a quarterly report on process indicators to be furnished by States/UTs for monitoring the flow of funds up to the Project level. Test check revealed that neither were these reports being regularly furnished by the States/UTs nor were being insisted upon by the Ministry during the period 2006-11. Further, few reports which were

received during the period in the Ministry were not being examined to take remedial measures.

Recommendation

- ***The States/UTs should ensure proper maintenance of accounts and prescribed records.***

Chapter - 9
Financial
Management



Monitoring and Evaluation

10.1 Monitoring and evaluation

The ICDS Scheme envisages an inbuilt system of its monitoring through regular reports and returns flowing upwards from Anganwadi Centre (AWC) to Project Headquarter, District Headquarter, State Headquarter and finally to the Ministry. The monitoring and supervision of the Scheme had a three-tier set up, viz. at the National, the State and the Community levels.

10.2 Monitoring at the National level

The overall structure of monitoring and evaluation of the ICDS Scheme at the National level is depicted in the following diagram:

Chart 10.1: Monitoring structure at the central level



10.3 Monitoring and evaluation by Central Monitoring Unit (CMU)

10.3.1 Setting up of CMU

The Monitoring and Evaluation (M & E) Unit of the Ministry was the sole monitor of the Scheme till 2006-07. In view of the expansion of the scheme, the Ministry decided in 2006-07, to set up a regular monitoring and supervision mechanism of ICDS Scheme through National Institute of Public Co-operation and Child Development (NIPCCD), an autonomous body of the Ministry. This set up was established in the form of a Central Monitoring Unit (CMU), in addition to the existing M&E Unit in the Ministry. The CMU was set up at National Institute of Public Co-operation and Child Development (NIPCCD) in January 2007 with the appointment of one consultant.

As per the scheme guidelines, NIPCCD was responsible for hiring a team of six professional consultants for CMU, each having expertise in

public health, nutrition, Management Information System (MIS), early childhood education, statistics and ICDS administration, on contractual basis for accomplishment of the desired task at the Central level.

Audit found that during most of the period during 2006-11, the operations of the Central Monitoring Unit (CMU) were managed without a professional consultant. A retired officer of the Ministry worked as a consultant during January 2007 to March 2009. Another consultant worked at CMU during April to October 2007. CMU was functioning without any consultant since April 2009.

NIPCCD at the State level was required to identify and engage academic institutions for providing monitoring inputs to the CMU on pre-decided parameters through their visits to the ICDS projects and the AWCs. However, 42 academic institutions were identified to act as selected institutions in 2008-09. Four regional centres of NIPCCD were also associated with the monitoring. The monitoring and supervision project in States finally became functional in October 2008.

The Ministry stated (November 2012) that though the financial sanction for setting up of the CMU was accorded in December 2006, the administrative approval for the same was given in February 2008. The efforts to engage consultants suffered due to low response of the suitable candidates for the post against the advertisement for the same and unwillingness of two selected candidates to join on account of meagre honorarium proposed for the post.

The reply of the Ministry should be viewed in light of the fact that after more than five years of setting up the CMU, the NIPCCD had proposed the enhancement of honorarium for consultants. This indicated administrative laxity on the part of the NIPCCD.

10.3.2 Shortfall in utilisation of funds by Central Monitoring Unit (CMU)

Audit found that NIPCCD failed to utilise funds approved by the Ministry for CMU. Against the budget of ₹ 1.40 crore approved for a period of twelve months in November 2006, NIPCCD could utilise ₹ 74.65 lakh up to 2009-10. During the first 41 months of functioning of the CMU, NIPCCD utilised merely 53 *per cent* of the budget earmarked for 12 months. Similarly, NIPCCD could utilise ₹ 24.27 lakh (18 *per cent* of budget of ₹ 1.38 crore) during the year 2010-11. The low achievement in funds utilisation was clearly reflected in physical achievements under monitoring and evaluation by the CMU as discussed in subsequent observations.

10.3.3 Concurrent monitoring and evaluation

A system of concurrent evaluation, of outcomes and nutritional status of children at the National and State levels at the end of every three to five years through external agencies/professional bodies of ICDS was to be established under the guidance of the Central Monitoring Unit (CMU).

Audit found that the CMU had not done any concurrent evaluation of ICDS on scheme outcomes and nutritional status of children till March 2012. The CMU had instead prepared concurrent evaluation reports on input indicators. The data for the same were sent by 42 State-level academic institutions selected by National Institute of Public Co-operation and Child Development (NIPCCD). The report focussed on issues such as infrastructure of Anganwadi Centres(AWCs), profile of ICDS functionaries, status of supplies, supervision by Child Development Project Officer (CDPO)/ Supervisor, status of community participation, ICDS delivery status etc. The CMU had mainly selected faculties of medical colleges (34), home science (5) and social sciences (3) to act as selected institution for concurrent evaluation. However, it failed to utilise their services for conducting concurrent evaluation of scheme outcomes and nutritional status of children.

In addition, data used for preparing the reports were not concurrent. Audit found that the evaluation report of January 2012 contained data used previously for preparing the report of July 2010. Similarly, report of July 2010 contained data of report of March 2009. Thus, the evaluation report published in January 2012 contained data as old as March 2009.

Further, evaluation report of January 2012 was stated to be based on data received from 433 projects and 2353 AWCs visited during October 2008 to December 2010. It was, however, found that out of 433 projects and 2353 AWCs, CMU had not received any report in respect of 153 projects and 869 AWCs from 18 selected institutions.

The Ministry stated (November 2012) that concurrent evaluation of the Scheme was not taken up by the CMU in order to avoid duplication with initiatives of the Planning Commission which started evaluation of the ICDS Scheme at the national level. Further, January 2012 Report of the CMU contained data on some new parameters such as World Health Organisation (WHO) Growth Standards, Pre-school Education (PSE) and Mother and Child Protection Card (MCPC) card and the Report was not entirely based on the old data. The practice of using old data in its Report is being discontinued by the CMU in view of the audit observation.

The reply should be viewed in light of the fact that the main objective of setting up of the CMU was to have internal and concurrent monitoring

on outcome indicators and provide reports thereagainst to the Ministry on continuous basis, while the Planning Commission had carried out external evaluation of the Scheme. Both were necessary for effective monitoring and evaluation of the Scheme and the notion of duplication of monitoring efforts was misconstrued. Further, though the CMU covered some process indicators such as type of supplementary nutrition (SN) provided, disruptions in SN, availability of WHO growth charts and their use, methods of PSE, monitoring and supervision methods etc in its Report, it failed to divulge information on the impact and effectiveness of the interventions made under the Scheme. By engaging professionals from the field of medicine, home science and social sciences the CMU was expected to report on nutritional aspects and achievements on outcome indicators.

10.3.4 Monitoring through progress reports

As per the guidelines on monitoring, the Central Monitoring Unit (CMU) was to periodically receive information from ICDS units and selected institutions. Reliability of the data received was to be verified by CMU through test checks/field visits.

Audit found that the CMU did not receive Monthly Progress Reports (MPRs), Quarterly Progress Reports (QPRs) and Annual Progress Reports (APRs) consistently from the States/UTs as detailed below:

- Against 420 MPRs due in each year from 35 States/UTs, CMU received 110 MPRs from 12 States in 2008-09, 81 MPRs from eight States in 2009-10 and 84 MPRs from nine States in 2010-11.
- CMU did not receive QPRs from any State/UT during 2008-09 to 2010-11.
- CMU received APRs from three States in 2008-09. No APR was received from any State/UT during 2009-10 and 2010-11.

CMU stated that cross checking of the data was being done by its consultants/officers of the Ministry and National Institute of Public Cooperation and Child Development (NIPCCD) during project visits. However, no documentation regarding cross checking of data to ensure veracity thereof was found on record.

The Ministry stated (November 2012) that despite several requests to the States/UTs, progress reports were not sent by a number of States on continuous basis. Further, it had taken note of audit observation to adopt a formal procedure for cross checking of data.

10.3.5 Follow up action on Central Monitoring Unit (CMU) reports

As a part of monitoring and supervision, NIPCCD faculty members visited 44 ICDS projects, 228 Anganwadi Centres (AWCs) under them and 22 Anganwadi Workers Training Centres (AWTCs)/Middle Level Training Centres (MLTCs) of 22 States/UTs between October 2009 and March 2010. A report, describing problems faced in the implementation of ICDS and suggestions to improve the status, was submitted to the Ministry in November 2010. The key findings of the report included inadequate infrastructural support including poor condition of building, non-availability of equipment and medicine kits, inadequate availability of reference materials and manuals, absence of qualified and experienced trainers, lack of training to functionaries etc.

Audit noted that the Ministry forwarded the report to the States/UTs concerned in February 2011 to take remedial measures. However, no corrective measure taken by the State/UT Governments so as to implement the recommendations mentioned in the Report was found on record. The Ministry also failed to take follow up action in this regard.

Besides, CMU had also prepared reports on AWTCs and MLTCs based on concurrent evaluation of the Scheme by external professionals under its guidance. However, any corrective measures having been taken by the Ministry so as to avoid recurrence of persisting shortcomings were not found on record.

The Ministry stated (November 2012) that introduction of five-tier monitoring and supervision scheme and revised Management Information System (MIS) would take care of shortcomings emerging out of the CMU reports.

The above observations clearly indicate that the CMU was not functioning with the strength of staff stipulated for it. Further, it was able to utilise only a small portion of funds earmarked for it, clearly suggesting under performance on all fronts of its formation.

Recommendations

- ***The Ministry should augment the capacity of the CMU so as to evolve it as a unit capable of supplementing the Ministry's task of monitoring and evaluation of the scheme. The role and responsibilities of the CMU should be made specific so as to avoid duplication of its efforts with other agencies involved in monitoring of the Scheme.***
- ***The Ministry may develop a system to periodically monitor the action taken on shortcomings emerging out of monitoring and evaluation reports.***

10.4 Inadequate monitoring by Monitoring and Evaluation Unit

The Monitoring and Evaluation (M & E) Unit in the Ministry was responsible for collection and analysis of the periodic work reports prepared by the States in the prescribed formats.

Audit noted that the unit was monitoring two components of the scheme, viz. supplementary nutrition (SN) and pre-school education (PSE). It monitored only the number of beneficiaries availing these two services. Impact assessment of the services was not being done. The data on nutritional status were compiled from the reports received from the State Governments. The Ministry had not made any evaluation of nutritional status of children at the National level. The task was assigned to the CMU. However, in view of the failure of the CMU to deliver, the Ministry was not able to monitor the Scheme on outcome indicators.

The monitoring of these two components remained concentrated on input-output indicators, viz. infrastructure support, manpower, number of beneficiaries, etc. Audit noted several instances of discrepancy between data (like number of sanctioned posts/AWCs/persons in position, expenditure figures) provided by the Ministry and those reported by the States and between two sets of data maintained by the Ministry (refer to paragraphs 3.4, 5.1.3, 6.3.3 and 6.5.1).

The Ministry was not monitoring other four components of the Scheme. The immunisation, health check-up and referral services were stated to be monitored by Ministry of Health and Family Welfare. State Governments were required to monitor nutrition and health education. The Ministry was not obtaining any report or returns from the Ministry of Health and Family Welfare and the State Governments on these components. The Ministry, thus, did not assess the effectiveness of delivery of services under these components of the Scheme.

The monitoring of the scheme by the Ministry remained restricted to its quantitative aspects. The monitoring on qualitative parameters like nutritional status of children and effectiveness of the scheme remained neglected even after three and half decades of its launch.

Recommendation

- ***The Ministry should develop outcome indicators under the scheme and periodically evaluate its achievement.***

10.4.1 Shortfall in reporting of data on Anganwadi Centres (AWCs)

Test check revealed that monitoring of the M & E section of the Ministry on two components of the Scheme, viz. the supplementary nutrition (SN) and the pre-school education (PSE), was not based on data received from all the operational AWCs. Audit noted shortfall in number

of AWCs in respect of which data were available on these two components vis-à-vis the total operational AWCs. Further, the database provided by the Ministry showed annual details on number of AWCs providing more than 21 days' services of the supplementary nutrition (SN) and the pre-school education (PSE). The status on the extent of services provided by remaining AWCs was not available with the Ministry. The number of reporting AWCs and the AWCs providing more than 21 days of the SN and the PSE in the month of March during the period 2006-11 is depicted in table 10.1:

Table 10.1: Number of AWCs in respect of which data was not available (As per Monthly Progress Report of March)

Year	No. of operational AWCs	AWCs in respect of which no data was available		AWCs in respect of which data on SN (21 days a month) was not available		AWCs in respect of which data on PSE (21 days a month) was not available	
		Number	Per cent	Number	Per cent	Number	Per cent
2006-07	8,44,743	21,160	2.50	91,954	10.89	41,759	4.94
2007-08	10,13,337	42,685	4.21	97,896	9.66	40,441	3.99
2008-09	10,44,269	41,693	3.99	1,08,664	10.41	55,920	5.35
2009-10	11,42,029	59,372	5.20	1,27,486	11.16	99,538	8.72
2010-11	12,62,267	59,342	4.70	1,50,381	11.91	1,32,825	10.52

The table shows that in respect of 0.21 lakh to 0.59 lakh operational AWCs (3 to 5 *per cent*), no data were available with the Ministry. Further, data on the SN were not available in respect of 0.92 lakh to 1.50 lakh AWCs (10 to 12 *per cent*) and data on the PSE were lacking in respect of 0.40 lakh to 1.33 lakh AWCs (4 to 11 *per cent*). The State-wise details are given in **Annex 10.1 and 10.2**.

The absence of complete database on the two most important components of the ICDS indicated shortcomings in the monitoring and evaluation of the Scheme being carried out by the Ministry.

The Ministry stated (July and November 2012) that due to enormous number of AWCs and also as some of the Child Development Project Officers/Anganwadi Workers (AWWs) were on leave or training and other factors like postal delay, some of the AWC's reports were not received by the CDPOs in time. This resulted in shortfall in reporting of data on AWCs.

10.5 Central Supervision Mission

The Ministry decided to launch two Central Supervision Missions under the ICDS in 2007-08 in view of envisaged expansion of the Scheme. The Mission, comprising of a core team of two officials from the Ministry, two faculty members of National Institute of Public Co-operation and Child Development (NIPCCD) and outside experts, was to visit selected States once in a year to analyse the impact of the scheme at the field level. The team was expected to pinpoint the areas of concern, both in

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programme implementation and in the social scenario in the States. Such areas of concern were to be the focus of monitoring till these were assessed to be rectified by a future supervision mission. The Mission was also required to give a report and its recommendations to strengthen the monitoring mechanism at the Centre.

Audit noted that the significant objectives set under guidelines remained unachieved for want of launch of the Central Supervision Mission during the period 2006-11. Central Monitoring Unit (CMU), on the other hand, stated that the Secretary and the Joint Secretary of the Ministry reviewed the implementation of ICDS with States at frequent intervals. It further informed that the reports prepared by the CMU /NIPCCD consultants on areas of concern and recommendations were discussed in these meetings.

The review of the implementation of the scheme by the higher officers of the Ministry and organisation of review meetings with States was an indispensable component of monitoring of the scheme. However, these were not a substitute of the Central Supervision Mission which was expected to pin point the areas of concern in the programme implementation and monitor the compliance on its recommendations at the highest level.

The Ministry stated (July 2012) that as the revision of monitoring mechanism under the Scheme was in the pipeline during 2010-11, the Central Supervision Mission under CMU could not be launched. It further stated (November 2012) that the audit comments had been noted.

Recommendation

- ***The Ministry should launch the first Central Supervision Mission as soon as possible with wide representation of members from administration, academicians, child health professionals, civil society and other stakeholders.***

10.6 State visits

The senior officials from the Ministry and the NIPCCD were required to visit the States and the Projects to have meetings with their counterparts in State Government to assess whether the performance was up to the mark. They had to monitor ICDS implementation on various aspects like provision of supplementary food, number of beneficiaries, availability of infrastructural facility, functional weighing scale, cooking utensils, etc. They were also required to see that children were weighed, immunized and their nutritional status recorded in the growth charts regularly.

Audit noted that the details of visits of the officials of the Ministry to ICDS projects conducted during the years 2006-07 to 2009-10 were not

documented. The Ministry did not provide any record to Audit in this regard.

During the year 2010-11, the officials of the Ministry visited 16 States. Besides, officials of Food and Nutrition Board (FNB) had also inspected various Anganwadi Centres (AWCs) in 27 States/UTs. The Ministry had compiled a report on the basis of visits of its officials during the year 2010-11. It was found that the FNB officials had reported only on AWC buildings, number of beneficiaries present as against registered and average number of beneficiaries available in the AWC. Other aspects of ICDS implementation were not monitored by the visiting officials. Thus, opportunity to obtain monitoring inputs on qualitative aspects of the scheme through direct interaction with the field ICDS functionaries and beneficiaries was hardly utilised for the purpose of determining future course of intervention under the scheme.

Recommendation

- ***The Ministry should streamline monitoring of ICDS projects and AWCs through visits by its officials thereby ensuring proper documentation of visit records. Subsequently, compliance/action taken report on findings of the visiting officials should also be properly documented, so as to facilitate effective follow up.***

The Ministry stated (November 2012) that audit recommendations had been noted.

10.7 State level monitoring

10.7.1 State Supervision Mission

As per the Scheme guidelines, the 42 academic institutions selected by National Institute of Public Co-operation and Child Development (NIPCCD) were to launch one or two State Supervision Mission per year. The State Supervision Mission was to primarily focus on coverage of beneficiaries, service delivery system, maintenance of records and registers and follow-up action. Based on the feedback received from the Consultants, the State Supervision Mission Team was to visit selected ICDS Projects, Anganwadi Centres (AWCs), Middle Level Training Centres (MLTCs) and Anganwadi Workers Training Centres (AWTCs).

Audit noted that the selected institutions did not launch any State Supervision Mission during 2008-09 to 2010-11. CMU stated that senior officers of the Ministry were visiting different States along with officials of NIPCCD. It was also stated that since the Monitoring and Evaluation (M & E) Unit of the Ministry was already launching the State Supervision Mission, therefore, such missions had not been launched by CMU to avoid duplicity.

The contention of the CMU was not tenable. As per the scheme guidelines, State Supervision Missions were to be launched by the selected institutions in their respective States and submit their report to the CMU. The visits of the officers of the Ministry/NIPCCD had no relationship with the launch of State Supervision Mission by the independent evaluators selected by the CMU itself.

10.7.2 Discrepancy in data

All the Monthly Progress Reports (MPRs) received from district cells are consolidated at the State level and a consolidated MPR (based on district cells MPRs) is submitted to the Ministry. Discrepancies were noticed in data in different set of reports as discussed below:

Karnataka: Details of beneficiaries under the Supplementary Nutrition component of the Scheme furnished by the State Nodal Department to Audit for the years 2008-09 to 2010-11 were found to be at variance with those furnished to GOI in the utilisation certificates for the corresponding period. The details are as given below:

Table 10.2: Discrepancy in data furnished by Karnataka State Nodal Department

Year	No. of Children (6 mths to 72 mths)		No. of Pregnant women and Lactating mothers	
	As per the information furnished to Audit	As per the utilization certificates furnished to GOI	As per the information furnished to Audit	As per the UC furnished by the Directorate to GOI
2008-09	3230482	3245029	801226	803920
2009-10	3411481	3472324	847913	850754
2010-11	3559320	3235495	885406	885406

West Bengal: Against 39,088 AWCs operational in five test checked districts, as of March 2011, the State records showed 39,596 AWCs, i.e. an excess of 508 AWCs. On it being pointed out, the department stated that some of the new AWCs were opened with the help of Anganwadi Worker (AWW) and Anganwadi Helper (AWH), working at nearby AWCs, pending recruitment of regular staff. But those AWCs could not be continued for a long time without regular staff and the state figure remained unchanged. The reply indicated lapses in system of updation of data, casting doubt over the reliability on the State level data.

The discrepancy in different set of reports indicated that actual figures were not intimated to the Ministry. Thus, the Ministry was unaware of the actual status of implementation of ICDS scheme. This concern was also highlighted in the evaluation report of the Scheme by the Planning Commission.

10.8 Monitoring at the Project and Anganwadi Centre (AWC) levels

10.8.1 Supervision by the Child Development Project Officer(CDPO)

As per the Scheme guidelines, the CDPOs/ACDPOS were required to undertake field visits to the AWCs for at least 18 days in a month with 10 night halts outside the headquarters.

Audit found that, in 193 test checked projects of 47 districts in 10 States¹, against the requirement of visit of 4.61 lakh days, CDPOs had visited AWCs only on 1.96 lakh days during 2006-07 to 2010-11. This resulted in a shortfall of 58 *per cent*. Further, in 37 districts of 9 States², 153 CDPOs did not make any night halt at AWCs during the period of audit. In case of 14 districts in five States³, 56 CDPOs had stayed at night at AWCs but that was merely 13 *per cent* of the required stay.

10.8.2 Role of the Supervisor

The Supervisor in an ICDS project plays a crucial role in monitoring and evaluation of the working of the centre at grass root level. She is required to make regular visits to the AWCs. A Supervisor is expected to visit each AWC at least once a month and liaise with Lady Health Visitor (LHV) for a joint visit to one AWC once a week and make at least one night halt every week in a village located at a distance of more than 5 kms from her circle headquarters.

Records of 271 projects in 67 districts of 13 States were checked. Audit found the following observations in this regard:

- Out of 2099 supervisors of 136 projects in 40 districts of nine⁴ States, 393 supervisors had not visited 25 AWCs in a month;
- 40 supervisors failed to visit even 10 AWCs in a month;
- 475 supervisors had not made weekly night halt at any AWC;
- 123 supervisors halted at AWCs in the night but not on a weekly basis;
- During 1.38 lakh visits in three States supervisors did not check the medicine stock; and

¹ Andhra Pradesh, Chhattisgarh, Gujarat, Karnataka, Madhya Pradesh, Meghalaya, Odisha, Rajasthan, Uttar Pradesh and West Bengal

² Andhra Pradesh, Gujarat, Haryana, Karnataka, Madhya Pradesh, Meghalaya, Rajasthan, Uttar Pradesh and West Bengal

³ Karnataka, Madhya Pradesh, Meghalaya, Odisha and Rajasthan

⁴ Gujarat-4, Haryana-4, Meghalaya-3, Madhya Pradesh-7, Odisha-5, Rajasthan-6, West Bengal-5, Karnataka-4 and Uttar Pradesh-2

- In two States, out of 180 supervisors (in 28 projects in 7 districts), 156 did not visit 25 AWCs in a month. In this case none of the supervisors had made weekly night halt at any AWC.

It was also noted that in 34 districts of eight States⁵, shortfall in visits by supervisors ranged from 30 to 39 *per cent* during 2006-07 to 2010-11. Further, supervisors failed to submit field visit reports in respect of nearly 25 *per cent* visits, to the CDPO. In five districts of Madhya Pradesh, only 55 *per cent* of the target of AWCs visits was achieved by the supervisors but data regarding submission of field visit reports were not found on record. In remaining States, either data were incomplete or not available.

The shortfall in supervision of the AWCs by the designated officers had deprived the Anganwadi Workers (AWWs) of the guidance required to improve the functioning of AWCs and the quality of service to be delivered.

The CDPOs of Andhra Pradesh, Madhya Pradesh and West Bengal, however, attributed the shortfall to the acute shortage in the cadre of supervisory staff (CDPO/ACDPO/Supervisor). In Bihar also deficient monitoring was attributed to 1428 posts of supervisors lying vacant as of March 2011.

10.8.3 Database of beneficiaries

Under the ICDS Scheme, a household survey of all the families was to be conducted by the AWWs especially covering the mothers and children in the age group of zero to six years. The household survey register, maintained at AWCs for this purpose, was to be updated monthly by the AWCs. Further, information collected by the AWW in household survey was to be revised by conducting door to door surveys once in five years. A central database of beneficiaries was to be maintained at the project/district levels.

Test check in 1858 sample AWCs and the projects revealed the following shortcomings in this regard:

- In Jharkhand, the survey register was not maintained in 26 AWCs out of 94 test-checked AWCs.
- In 1459 AWCs⁶, the household survey register was updated once in

Good practice

In 204 AWCs of three States (Rajasthan: 125, Odisha: 79 and Madhya Pradesh: 2) the Household survey Register was updated every month.

⁵ Chhatisgarh-2, Gujarat-4, Karnataka-5, Meghalaya-3, Odisha-5, Rajasthan-6, Haryana-4 and West Bengal-5

⁶ Andhra Pradesh: 270, Bihar: 240, Chhattisgarh: 60, Gujarat: 160, Madhya Pradesh: 250, Odisha: 77, Rajasthan: 105 and Uttar Pradesh: 297

three months to one year. In four AWCs⁷ the household survey register was updated every two months.

- In 56 AWCs⁸ the household survey register was not updated even once in a year.
- 156 out of 198 test-checked AWCs of Odisha, 209 out of 280 test-checked AWCs of Madhya Pradesh and 73 out of 240 test-checked AWCs of Rajasthan did not repeat door to door survey after five years of previous survey.

Further, a central database of the beneficiaries was not maintained by test-checked projects (Andhra Pradesh: 31, Bihar: 24, Chhattisgarh: 12, Madhya Pradesh: 27 out of 28, Odisha: 16 out of 20, Rajasthan: 2 out of 24, Uttar Pradesh: 32 and West Bengal: 20) in violation of guidelines.

The goal of targeting of beneficiaries through periodical household surveys by grass root level functionaries and monitoring thereof by the project remained unaccomplished.

10.8.4 Basic statistical information

An AWC was required to maintain basic statistical information such as birth, weight, maternal mortality rate, infant mortality rate, institutional delivery and enrolment of children for formal education after pre-school non formal education.

Test-check in sample AWCs revealed that this basic statistical information was not available at many AWCs as given below:

- In Chhattisgarh and Madhya Pradesh, survey registers were not maintained adequately and complete details of child population, live births, still births, adolescent girls, pregnant and lactating mother, etc. of the concerned AWCs were not recorded in the register.
- 109 test-checked AWCs of Rajasthan and 17 test-checked AWCs of Odisha did not maintain data on the enrolment of children in primary school.

Thus, the basic data essential for proper implementation of the scheme was not available with the AWCs.

10.8.5 Submission of reports

As per scheme guidelines, each AWC is required to submit progress reports at the end of every month (MPR), quarter (QPR), half-year (HPR) and year (APR) at the stipulated time to the project in-charge.

⁷ Rajasthan: 2 and Madhya Pradesh: 2

⁸ Andhra Pradesh: 40, Rajasthan: 5, Uttar Pradesh: 2 and Madhya Pradesh: 9

It was observed that in 225 selected projects of 55 districts in 11 States⁹, nearly 70 per cent of AWCs did not submit QPR, HPR and APR to the higher authorities. In comparison to this, position of submission of MPR was found satisfactory as 84 to 88 per cent of AWCs submitted MPR regularly.

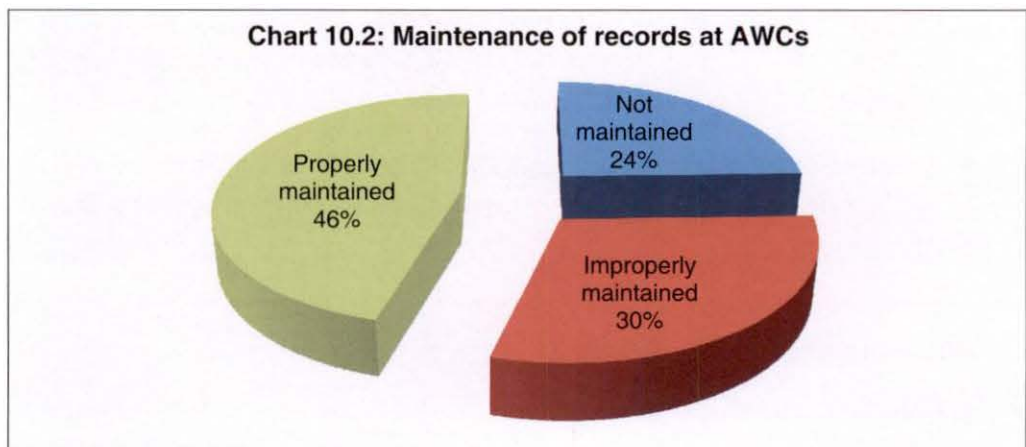
In Madhya Pradesh, 280 AWCs falling under 28 projects in 7 districts never submitted any QPR, HPR and APR. In five districts of Jharkhand (3) and Uttar Pradesh (2) no information regarding submission of reports was available on record for 20 projects selected. Year-wise details of 55 districts are given in **Annex 10.3**.

10.8.6 Maintenance of records

An Anganwadi Worker (AWW) is to maintain records and registers for the services provided at AWC. These records and registers help to assess reach and utilization of services; access to data related to nutrition and health indicators of women and children; facilitate supervision and training; and assess self-performance.

These records/registers also make available information and data required for monitoring and evaluation.

In 2713 test checked AWCs in 67 districts of 13 States, Audit noted that record maintenance was not satisfactory in all the selected AWCs. AWCs maintaining various registers/records properly ranged between 678 (25 per cent) and 1826 (67 per cent) during the period 2006-07 to 2010-11. The remaining AWCs either did not maintain the required records or the maintenance was improper. The extent of maintenance of records at AWCs is depicted in the following diagram.



Record maintenance was particularly poor in Gujarat, Jharkhand and Madhya Pradesh where none of the registers was maintained properly.

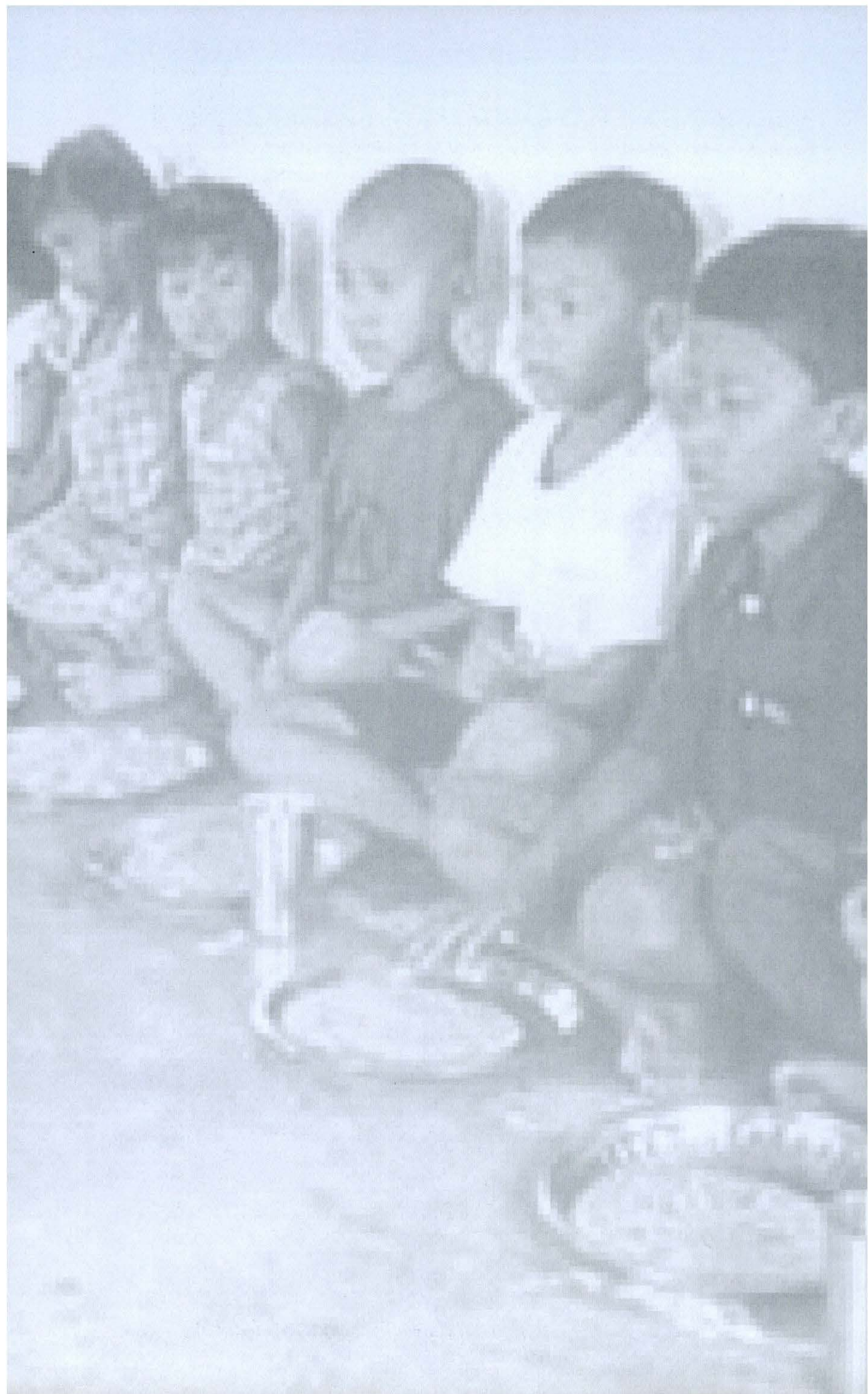
⁹ Andhra Pradesh: 6, Bihar: 6, Chhattisgarh: 3, Gujarat: 4, Haryana: 4, Karnataka: 7, Meghalaya: 3, Odisha: 5, Rajasthan: 6, Uttar Pradesh: 6 and West Bengal: 5

In Bihar also none of the records, other than Anganwadi Food Stock Register, was maintained properly in any of the AWCs visited. Detailed list of status of maintenance of registers in AWCs is given in **Annex 10.4**.

The Ministry stated (November 2012) that introduction of five-tier monitoring and supervision scheme and revised Management Information System (MIS) would take care of deficiencies pointed out at the State, District, Project and AWC levels including field visit of Child Development Project Officers (CDPOs) and Supervisors.

Recommendations

- ***The Ministry should develop a mechanism to monitor the field visits of CDPOs and Supervisors.***
- ***Necessary steps may be taken to improve documentation at the AWC level.***



Conclusion

The Integrated Child Development Services (ICDS) Scheme is India's flagship scheme for the nutritional and developmental needs of children below six years and pregnant and lactating mothers. The implementation of the Scheme was marked by various shortcomings and lapses. Despite high incidence of malnutrition and severe malnutrition among children, and Hon'ble Supreme Court's directions to ensure universalisation of services under the ICDS by the year 2008, the same was yet to be achieved. The Ministry failed to sanction the required number of Anganwadi Centres (AWCs) and the State Governments failed to operationalise even the sanctioned AWCs. The Ministry was not in a position to give assurance on coverage of habitations, especially those having predominantly Scheduled Castes/Scheduled Tribes/other weaker section population, under the Scheme.

There were delays in construction of AWC buildings depriving the beneficiaries of adequate infrastructure required for delivery of services under the Scheme even after more than three decades of its launch. Many operational AWCs were functioning in dilapidated/semi pucca/kachcha buildings or open/partially covered area not having adequate space. The absence of basic amenities like toilets and drinking water facility exposed children to unhygienic conditions. The necessary equipment, furniture and utensils required for providing services such as supplementary nutrition, pre-school education and growth monitoring, and medicine kits required to prevent outbreak of common seasonal diseases among children were not available at many centres. Thus, the quality of services available to the beneficiaries was seriously compromised on account of inadequate infrastructural and logistic support.

Further, failure of the Government to engage/train the required number of field functionaries resulted in many projects and AWCs functioning without essential/trained human resource. The consistent absence of critical staff at operational projects and AWCs was adversely affecting the expansion of ICDS Scheme. The inadequate training infrastructure and poor management of training programmes left an unbridgeable backlog in training of field functionaries, which has the potential of adversely affecting the delivery of services under the Scheme.

Chapter - 11
Conclusion

The delivery of services under the Scheme was inadequate. The State Governments did not spend required amount of funds under the Supplementary Nutrition component. Per beneficiary per day expenditure on providing nutrition to children remained low compared to stipulated norms. It further suffered from disruptions in services and inadequate quantity and quality of nutrition at many AWCs with gaps in calorie/micronutrients recommended under the Scheme and those actually provided to the beneficiaries. The Ministry failed to ascertain the extent of malnourishment in the country on World Health Organisation (WHO) Growth Standards for timely intervention to mitigate its consequences.

The Ministry did not have data on eligible beneficiaries of pre-school education making it impossible to ascertain the extent of its coverage. In sample AWCs, Audit noticed shortfall in coverage, non-availability of Pre-school Education (PSE) kits at many centres and absence of mandated activities while imparting PSE. Further, the mainstreaming of children to formal education after completion of PSE could not be ascertained due to non/improper maintenance of data at field level.

The community mobilisation towards services under the Scheme was inadequate with low utilisation of funds under information, education and communication (IEC). There were shortfalls in execution of activities under IEC and nutrition and health education and absence of impact evaluation thereof. Its effect was seen in low response of targeted beneficiaries to the services offered under the Scheme.

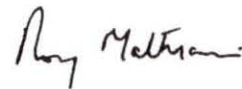
The financial monitoring under the Scheme was also weak. Many States did not submit their Statements of Expenditure and Utilisation Certificates in time. The Ministry failed to notice discrepancies in the financial statements submitted by States/UTs, correctly account for unspent balances lying with them and restrict the expenditure incurred by them to prescribed ceiling resulting in excess reimbursement of funds. Further, unrealistic budgeting leading to shortfalls in release of funds for salary of ICDS functionaries in accordance with the revision of their pay and allowances resulted in diversion of funds released to States/UTs for other components of the Scheme such as medicine kits, flexi funds for AWCs, PSE kits and IEC compromising the reach and quality of services provided under the Scheme.

The inadequate monitoring of the Scheme by the Ministry was a major bottleneck in Scheme implementation. The newly set up Central Monitoring Unit failed to deliver any of the assigned tasks, including concurrent evaluation of the Scheme. The Monitoring and Evaluation Unit of the Ministry did not have fully reliable data on most of the indicators of the Scheme, viz. the number of operational AWCs/Projects,

number of staff engaged under the Scheme, number of children suffering from malnutrition etc. The State visits of officers and corrective action on monitoring reports were not properly documented. The vacancy in supervisory staff resulted in deficient monitoring and supervision at field level.

Many of the weaknesses pointed out in the report have been persisting in the scheme and were conveyed to the Ministry through performance audit by the C & A G. The action taken by the Ministry, however, was insufficient to address the shortcomings.

Finally, given India's status on the key indicators for the well-being of its children, the ICDS Scheme requires appropriate strengthening for effective delivery of its services in order to build a sound and healthy future for the country.



(Roy Mathrani)

Director General of Audit
Central Expenditure

New Delhi

Dated: 16 January 2013

Countersigned



(Vinod Rai)

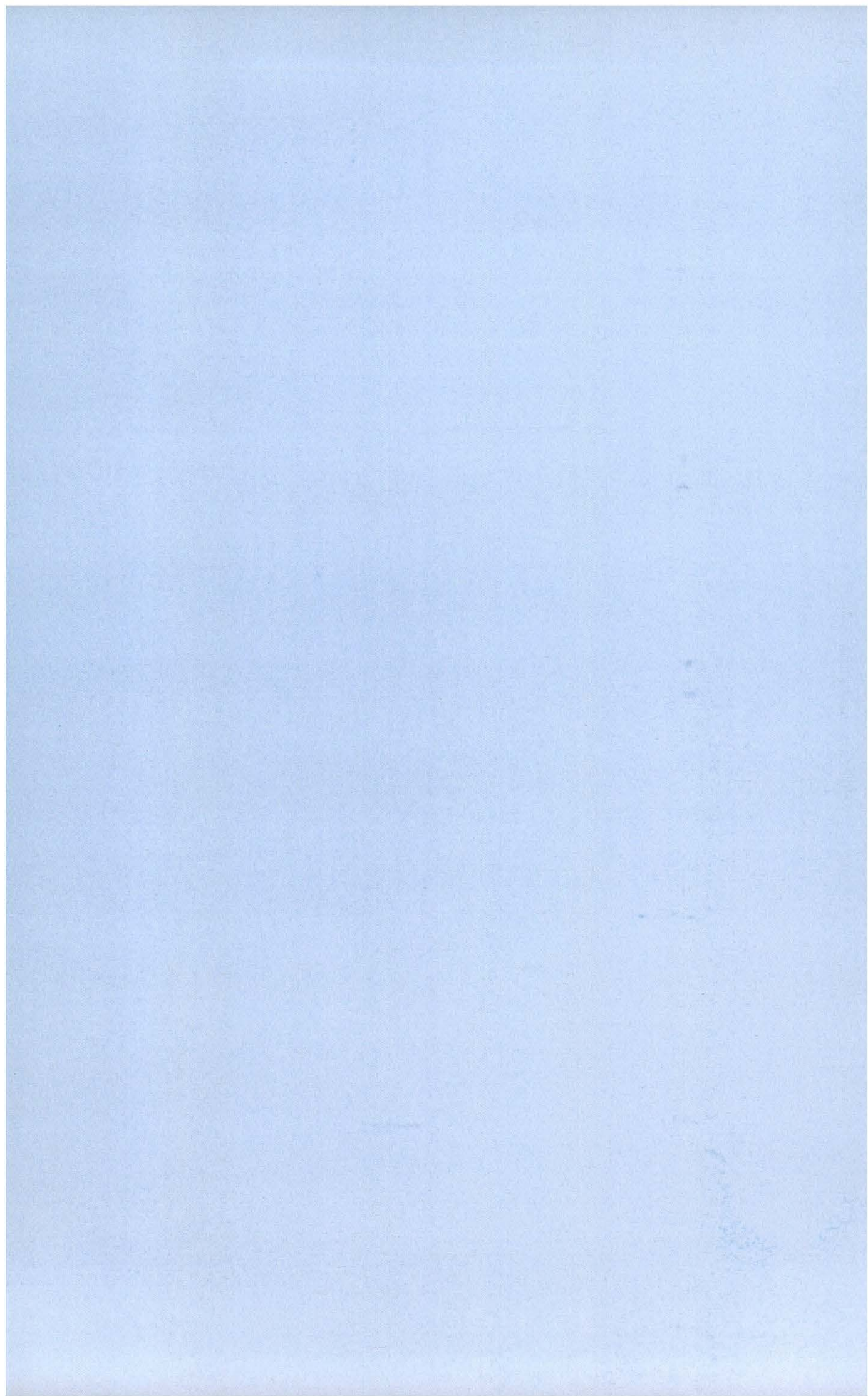
New Delhi

Dated: 17 January 2013

Comptroller and Auditor General of India



ANNEXES



Annex 1.1
(Refer to paragraph 1.6)

Statement showing state-wise position of funds released and expenditure reported under ICDS (G) during 2006-11

(₹ in crore)

State	2006-07		2007-08		2008-09		2009-10		2010-11	
	Fund released	Expenditure reported by States	Fund released	Expenditure reported by States	Fund released	Expenditure reported by States	Fund released	Expenditure reported by States (including State share)	Fund released	Expenditure reported by States (including State share)
Andhra Pradesh	218.78	224.04	260.16	240.02	277.49	338.21	363.07	400.07	366.39	368.52
Bihar	209.76	155.54	219.09	172.94	180.02	212.83	297.64	327.1	251.85	296.5
Chhattisgarh	45.61	70.46	94.98	83.68	89.92	122.89	143.94	143.81	120.65	162.33
Goa	3.98	4.27	5.07	4.6	4.07	6.33	8.39	8.28	8.03	8.02
Gujarat	127.33	114.88	110.51	115.56	166.97	158.68	159.87	210.82	189.33	222.5
Haryana	60.15	59.79	71.16	65.17	84.56	87.98	81.77	110.19	108.18	116.74
Himachal Pradesh	28.82	39.16	38.02	45.7	82.32	71.6	70.89	83.36	87.27	87.02
Jammu & Kashmir	54.11	54.74	80.01	51.84	45.58	85.3	83.29	83.83	147.52	105.97
Jharkhand	78.45	72.25	91.91	89.4	97.77	98.52	128.92	143.6	179.18	153.05
Karnataka	191.22	141.03	139.34	167.81	196.81	226.83	210.36	228.41	193.89	264.1
Kerala	81.16	89.02	96.88	112.9	150.45	138.57	142.87	141.89	127.52	165.82
Madhya Pradesh	130.02	168.4	264.58	215.68	295.35	246.18	205.18	343.47	311.73	382.11
Maharashtra	204.33	233.75	251.06	300.9	323	282.81	322.38	474.33	425.03	476.59
Odisha	121.97	120.95	151.3	132.85	171.76	183.32	225.04	207.92	216.78	246.41
Punjab	58.62	53.95	53.96	61.67	91.43	87.77	92.61	105.83	118.32	126.03
Rajasthan	138.09	121.77	128.85	137.08	195.78	203.4	225.5	204.67	170.14	245
Tamil Nadu	127.87	135.98	156.08	151.39	181.63	173.44	179.67	237.34	263.2	221.84
Uttarakhand	16.76	23.54	26.91	28.26	46.28	32.99	37.18	52.81	38.58	52.42

(₹ in crore)

State	2006-07		2007-08		2008-09		2009-10		2010-11	
	Fund released	Expenditure reported by States	Fund released	Expenditure reported by States	Fund released	Expenditure reported by States	Fund released	Expenditure reported by States (including State share)	Fund released	Expenditure reported by States (including State share)
Uttar Pradesh	247.68	315.64	371.89	347.74	546.56	485.69	515.43	559.5	486.31	628.01
West Bengal	171.83	195.78	238.45	230.33	337.99	333.91	370.16	373.62	307.17	408.99
Delhi	13.8	14.47	15.69	21.28	39.17	32.83	32.82	30.15	36.44	35.26
Puducherry	1.95	2.06	2.34	1.74	3.32	2.54	2.49	3.03	3.56	3.51
Andaman & Nicobar	1.74	1.86	2.42	2.37	2.99	2.96	2.92	2.92	3.25	3.29
Chandigarh	1.63	1.61	1.89	1.89	2.52	2.34	2.55	2.52	2.44	2.44
Dadra & Nagar Haveli	0.62	0.62	0.69	0.65	0.86	0.89	1.3	1.27	1.38	0.7
Daman & Diu	0.57	0.52	0.48	0.48	0.59	0.58	0.57	0.57	0.58	0.58
Lakshadweep	0.38	0.4	0.65	0.44	0.63	0.76	1.21	0.76	0.27	0.97
Arunachal Pradesh	31.46	24.84	33.03	21.57	34.09	27.59	31.79	35.21	63.92	47.21
Assam	160.77	104.42	85.83	106.04	260.34	198.68	238.5	190.11	364.02	295.25
Manipur	36.31	17.57	32.03	21.03	29.17	30.01	33.88	24.65	37.08	37.84
Meghalaya	21.15	13.14	12.89	13.23	18.73	16.12	21.02	25.61	24.83	24.48
Mizoram	15.73	8.87	12.1	10.73	16.14	16.17	20.89	16.94	23.16	21.32
Nagaland	24.71	14.56	16.98	14.89	25.4	25.14	50.25	25.3	22.64	45.78
Sikkim	7.83	2.86	5.53	0	8.96	4.86	6.84	6.48	5.03	7.25
Tripura	44.75	15.6	34.06	21.08	30.43	28.65	73.98	33.29	81.32	43.06
LIC	12	0	2	0	6.7	0	6.92	0	7.42	0
Total	2691.94	2618.34	3108.82	2992.94	4045.78	3967.37	4390.88	4839.66	4794.41	5306.91

[Source: Data provided by the Ministry]

ANNEX 1.4
(Refer to paragraph 1.6)

Statement showing state-wise and year-wise funds released and expenditure reported under Supplementary Nutrition during 2006-11

(₹ in crore)

State	2006-07		2007-08		2008-09		2009-10		2010-11	
	Funds released	Expenditure including State share	Funds released	Expenditure including State share	Funds released	Expenditure including State share	Funds released	Expenditure including State share	Funds released	Expenditure including State share
Andhra Pradesh	90.52	208.3	137.18	313.28	189.95	350.91	312.86	523.17	160.04	699.79
Bihar	118.29	246.82	191.93	303.96	153.46	530.27	406.95	922.64	483.36	570.53
Chhattisgarh	29.54	72.48	104.52	124.9	54.29	183.62	74.62	213.25	142.12	259.38
Goa	1.75	3.04	1.7	4.14	1.24	3.15	3.76	9.19	4.18	7.79
Gujarat	42.97	77.82	38.55	121.73	74.65	130.84	86.96	185.45	119.86	420.47
Haryana	28.3	72.74	52.17	136.03	51.43	115.13	68.84	145.71	52.12	110.07
Himachal Pradesh	6.3	19.47	10.18	25.86	22.83	45.43	29.39	59.39	24.66	49.78
Jammu & Kashmir	6.53	28.12	9.18	23.07	6.98	43.27	16.71	0	19.5	0
Jharkhand	111.54	143.4	69.98	166.45	65.46	188.97	168.94	533.09	234.39	359.97
Karnataka	94.08	191.17	92.98	215.37	109.36	246.45	263.25	566.42	235.85	545.87
Kerala	36.66	77.17	39.79	107.55	55.98	118.48	75.46	158.26	80.71	147.35
Madhya Pradesh	57.71	171.6	182.63	303.29	82.9	271.56	223.39	519.91	389.18	897.36
Maharashtra	84.43	287.14	167.7	361.3	206.46	388.37	203.5	486.61	203.5	735.09
Odisha	66.46	79.78	62.95	190.11	87.29	204.49	139.68	321.86	194.9	477.83
Punjab	31.38	40.17	16.91	43.11	22.83	45.6	17.48	88.26	44.03	70.91
Rajasthan	85.72	157.19	110.67	202.1	109.58	236.94	110.14	304.65	204.49	451.39
Tamil Nadu	34.52	62.35	35.22	142.54	54.28	137.52	132.68	265.58	123.96	381.09
Uttarakhand	13.48	25.1	23.68	46.28	12.02	10.63	7.4	14.88	13.04	29.61
Uttar Pradesh	419.02	794.21	479.69	1097.5	570.91	1087.8	867.78	1788.09	1382.67	2719.6

(₹ in crore)

State	2006-07		2007-08		2008-09		2009-10		2010-11	
	Funds released	Expenditure including State share	Funds released	Expenditure including State share	Funds released	Expenditure including State share	Funds released	Expenditure including State share	Funds released	Expenditure including State share
West Bengal	59.16	168.3	143.92	257.15	168.11	302.08	135.77	551.01	352.74	670.97
Andaman & Nicobar	0.94	3.88	0.67	4.19	1.09	4.44	1.45	5.12	1.07	4.29
Chandigarh	1.55	2.12	0.46	1.55	0.97	2.07	1.94	2.16	1.3	2.8
Dadra & Nagar Haveli	0.23	0.88	0.96	1.17	0.47	1.22	0.92	0.55	0.63	0
Daman & Diu	0.14	0.63	0	0.72	0.27	0.02	0.5	1.16	0.34	0.67
Lakshadweep	0.4	0.78	0.27	0.83	0.51	1.14	0.42	0	0.3	0
Delhi	6.94	16.92	5.16	29.88	14.17	48.65	41.72	68.79	40.04	89.6
Puducherry	0.55	3.44	2.01	3.96	0.83	4.46	1.4	4.62	3.96	6.43
Arunachal Pradesh	8.8	6.8	4.61	13.08	3.27	8.8	8.56	9.56	30.48	28.34
Assam	37.12	48	33.77	90.99	105.41	95.4	176.61	299.21	215.8	178.77
Manipur	9.14	17.78	9.26	22.95	11.29	23.72	14.78	24.22	44.5	44.5
Meghalaya	10.23	20.93	10.08	25.48	13.63	31.52	53.01	69.72	56.5	64.08
Mizoram	4.89	13.65	5.35	12.41	7.67	14.95	20.21	24.97	22.42	27.27
Nagaland	11.89	17.99	9.92	21.92	13.03	25.03	26.59	33.05	47.82	52.82
Sikkim	0.96	5.22	0.64	4.11	0.96	6.35	7.94	6.23	3.62	8.38
Tripura	7.08	17.12	7.6	14.87	7.74	19.06	28.52	36.18	34.64	40.89
Total	1519.22	3102.51	2062.29	4433.83	2281.32	4928.34	3730.13	8242.96	4968.72	10153.69

[Source: Data provided by the Ministry]

Annex 2.1
(Refer to paragraph 2.1.3)

Details on sample selection

Sl. No.	Name of State	Name of the District	No. of Districts	No. of sample projects	No. of AWCs
1.	Andhra Pradesh	Hyderabad-Ur, Kadapa, Mahabubnagar, Nizamabad, Srikakulam, Vizianagaram	6	31	310
2.	Bihar	Darbhanga, Jehanabad, Katihar, Munger, Rohtas, Saran,	6	24	240
3.	Chhattisgarh	Bastar, Bilaspur, Raipur	3	12	120
4.	Gujarat	Ahmedabad, Junagadh, Mehsana, Surat	4	16	160
5.	Haryana	Jind, Karnal, Rewari, Sonapat	4	16	160
6.	Jharkhand	Dumka, Dhanbad, Garhwa	3	12	120
7.	Karnataka	Belgaum, Bellary, Chamarajanagar, Chikmagalur, Mandya, Raichur and Uttara Kannada	7	26	260
8.	Madhya Pradesh	Anuppur, Damoh,, Dindori, Khandwa, Morena, Ratlam, Shajapur	7	28	280
9.	Meghalaya	East Khasi Hills, West Garo Hills, West Khasi Hills,	3	12	120
10.	Odisha	Cuttack Keonjhar, Kandhamal, Kalahandi, Nayagarh	5	20	200
11.	Rajasthan	Alwar, Banswara, Bikaner, Chittorgarh, Dausa, Pali	6	24	240
12.	Uttar Pradesh	Bijnor, Deoria, Firozabad, Ghazipur Gorakhpur, Kannauj, Lakhimpur Kheri, Mahoba	8	32	320
13.	West Bengal	Bardhaman, Jalpaiguri, Malda, Paschim Medinipur, South 24 Parganas	5	20	200
Total			67	273	2730

Annex 2.2
(Refer to paragraph 2.3)

Gist of audit findings under performance audit of ICDS in Arunachal Pradesh and Jammu and Kashmir

(A) Jammu & Kashmir – Reported in CAG Report 2009-10

1 Supplementary Nutrition

- Supplementary nutrition not provided to all the beneficiaries despite allocation of sufficient funds to cover the targeted beneficiaries.
- Shortfall in achievement of the target due to non-receipt of required quantity of nutrition items from the suppliers approved by the Provincial Level Purchase Committee.
- Provision of supplementary nutrition in test checked districts ranged between 66 to 275 days during 2005-08 due to non-availability of nutrition items for the full 300 days with them.
- No nutrition was provided to AWCs on some test checked Districts due to non-availability of stocks/non-finalisation of rate contract.
- In the seven out of 15 test-checked CDPOs, average coverage of beneficiaries in the centres ranged between 119 and 997 which was significantly lower than the prescribed coverage.

2 Health check-ups and referral services

- Necessary basic survey data to identify cases relating to health care for children below six years of age, antenatal care of expectant mothers and post natal care of nursing mothers, regular health checkups, immunization, management of malnutrition was not maintained in some of the test-checked CDPOs/AWCs.
- No data of intended beneficiaries referred to health centres/District hospitals, etc. as malnourished or for general check-ups was maintained at AWC level during 2005-08. The centres also did not maintain record of referral slips/cards.
- Growth surveillance of children was to be monitored by recording serial height and weight of each child. General check-ups, every three to six months, to be conducted to detect evidence of disease were also not done.
- In absence of data relating to referral services and basic growth surveillance, the achievement of the objective of scheme could neither be tracked by the department nor verified in audit.

3 Nutrition and Health Education

- Targets for conducting nutrition and health education sessions and home visits during 2005-09 were fixed by the Department in Jammu Division. However, in 17 AWCs (Jammu Division) test-checked, no basic record of home visits undertaken by AWWs was maintained to enable verification of the correctness of figures incorporated in their monthly progress reports.

- No film shows were conducted, due to non-availability of projectors/ slides or due to equipment being out of order, though envisaged in the programme guidelines. Survey had, however, been conducted in Kashmir division.

4 Training Programmes

- The Department, although in possession of adequate funds, could not utilize these on the envisaged programmes.
- Regarding training to be provided to the ICDS functionaries, out of 140 CDPOs, only 64 per cent had undergone job training and only 31 per cent had undergone refresher courses. It was also seen that only 38 per cent of supervisors were imparted training out of the targeted number of 974 during 2005-09.
- The target for job training and refresher course in respect of AWWs during 2005-09 was not achieved and shortfall was 33 per cent. As a result, the envisaged committee of beneficiaries could not be involved in creating social change.
- The orientation for Village Council Members to be held as per ICDS guidelines had neither been targeted nor undertaken at any level.

5 **Co-ordination:** Though committees were set up at village and project levels, no such committees had been formed at State and district level. Similarly, Village Primary Health Centres and project level co-ordination committees were not set up nor had the State Nutrition Council been established, as envisaged.

6 Field visits/supervision

- In five test checked projects, the shortfall in required visits of CDPOs and Supervisors ranged between 29 and 94 per cent during 2005-09.
- The joint visits by Supervisors with Health staff were also not undertaken. No visits were undertaken by any officer from Administrative Department.
- The shortfall in visits was attributed to by the CDPOs to shortage of CDPOs and supervisory staff, non-availability of vehicles etc.
- The required number of visits had, however, been conducted in Kashmir Division. In test-checked offices field supervision was carried out as per the norms.

7 **Non-formal pre-school education:** None of the test-checked AWCs in Jammu Division had maintained any records to show that the children identified/admitted(2005-08) into the centres had continued their studies and that AWCs had established any links with elementary school to assess whether the establishment of centres had helped the children in increasing communication skills, etc.

8 **Monitoring and Evaluation:** There was lack of monitoring of almost all the components of the scheme both at the State and District level.

(B) Arunachal Pradesh– Reported in CAG Report 2009-10

1 **Population coverage:** There were 5950 children in the age group six months to six years and 1400 expectant and nursing mothers in a tribal project. It was noticed that 42 per cent of the eligible children in 2005-06 and 43 per cent in 2006-07 were

- left uncovered. The coverage of expectant and nursing mothers declined from 61 per cent in 2005-06 to 47 per cent in 2009-10.
- 2 **Interruption in SN:** Nutrition supplement was provided for 5 to 98 days in 2005-06, 18 to 106 days in 2006-07, 22 to 123 days in 2007-08, 30 to 108 days in 2008-09 and 15 to 71 days in 2009-10 against stipulated 300.
 - 3 **Quality Control:** As per scale laid down by the Dietary Committee, rice and dal for khitcheri items were to be mixed in the ration of 4:1, but it was noticed that in some projects, rice and dal were mixed in the ratio of 24:1 to 6:1 and in some projects in the ratio of 3:1 to 2:1. Thus, the Dietary Committee advice was not followed affecting the implementation of the programme adversely.
 - 4 **Non-functioning of AWCs:** The nutrition programme was implemented during 2009-10 and virtually all the 190 centres remained non-functional. This non-functioning of the centres resulted in payment of idle honorarium of ₹ 21.38 lakh to the AWWs and AWHs.
 - 5 **Short supply of SN food items:** There was short supply of SN food items worth ₹ 2.16 crore during 2006-09 in 16 test-checked Projects.
 - 6 **Shortfall in training:** Against the target for imparting training to 3844 AWWs and 2650 AWHs, training was imparted to only 1260 AWWs(33 per cent) and 300 AWHs(11 per cent).
 - 7 **Outlay and requirement of funds:** ₹ 39.37 crore only was released against the actual requirement of ₹ 71.50 crore indicating a shortfall of ₹ 32.13 crore.
 - 8 **Irregular Expenditure:** The excess creation of 54 projects and 1586 AWCs in violation of population norms resulted in excess expenditure of ₹ 28.09 crore towards payment of salaries and honorarium to the functionaries.
 - 9 **Construction of AWC building:** State Government received ₹ 29.75 crore during 2005-10 as a special case for construction of 1787 buildings for AWCs. 305 AWCs were constructed during 2005-06 at a total cost of ₹ 381.25 lakh @1.25 lakh per centre. Out of these, 10 AWCs were physically verified and it was noticed that construction of buildings of four AWCs were of bamboo structure, sub-standard and not as per the specification.

Annex 3.1
(Refer to paragraph 3.3)

Statement showing State-wise and year-wise number of sanctioned and operational Projects

State/UT	31 March 2007		31 March 2008		31 March 2009		31 March 2010		31 March 2011	
	Sanctioned	Operational	Sanctioned	Operational	Sanctioned	Operational	Sanctioned	Operational	Sanctioned	Operational
Andhra Pradesh	385	376	385	385	387	385	387	385	387	387
Arunachal Pradesh	85	79	85	85	93	85	98	93	98	93
Assam	223	196	223	223	228	223	231	223	231	231
Bihar	545	394	545	394	545	394	545	544	545	544
Chhattisgarh	163	158	163	158	343	163	220	163	220	163
Goa	11	11	11	11	11	11	11	11	11	11
Gujarat	260	256	260	260	336	260	336	336	336	336
Haryana	137	128	137	137	148	137	148	137	148	140
Himachal Pradesh	76	72	76	76	76	76	78	76	78	78
Jammu & Kashmir	140	129	140	129	140	129	140	141	141	141
Jharkhand	204	204	204	204	204	204	204	204	204	204
Karnataka	185	185	185	185	185	185	185	185	185	185
Kerala	163	163	163	163	258	163	258	163	258	258
Madhya Pradesh	367	347	367	367	453	367	453	453	453	453
Maharashtra	451	397	451	416	553	451	553	495	553	553
Manipur	38	34	38	38	42	38	42	42	42	42
Meghalaya	41	39	41	41	41	41	41	41	41	41
Mizoram	23	23	23	23	27	23	27	23	27	27
Nagaland	56	54	56	56	59	56	59	56	59	59
Odisha	326	326	326	326	326	326	338	326	338	326
Punjab	148	142	148	148	154	148	154	148	154	154

State/UT	31 March 2007		31 March 2008		31 March 2009		31 March 2010		31 March 2011	
	Sanctioned	Operational	Sanctioned	Operational	Sanctioned	Operational	Sanctioned	Operational	Sanctioned	Operational
Rajasthan	278	271	278	278	304	278	304	280	304	304
Sikkim	11	10	11	11	13	11	13	11	13	13
Tamil Nadu	434	434	434	434	434	434	434	434	434	434
Tripura	54	53	54	54	54	54	54	56	56	56
Uttar Pradesh	897	835	897	890	897	897	897	897	897	897
Uttarakhand	99	99	99	99	105	99	105	99	105	105
West Bengal	416	363	416	411	576	414	576	414	576	414
A & N Islands	5	5	5	5	5	5	5	5	5	5
Chandigarh	3	3	3	3	3	3	3	3	3	3
Delhi	50	34	50	50	55	50	95	55	95	55
Dadra & Nagar Haveli	2	1	2	2	2	2	2	2	2	2
Daman & Diu	2	2	2	2	2	2	2	2	2	2
Lakshadweep	1	1	1	1	9	1	9	1	9	1
Puducherry	5	5	5	5	5	5	5	5	5	5
Total	6284	5829	6284	6070	7073	6120	7012	6509	7015	6722

[Source: Data provided by the Ministry]

Annex- 3.2
(Refer to paragraph No. 3.3)

Statement showing State-wise and year-wise number of sanctioned and operational AWCs

State/UT	31 March 2007		31 March 2008		31 March 2009		31 March 2010		31 March 2011	
	Sanctioned	Operational	Sanctioned	Operational	Sanctioned	Operational	Sanctioned	Operational	Sanctioned	Operational
Andhra Pradesh	73944	61761	73944	70534	91307	73022	91307	79546	91307	83483
Arunachal Pradesh	4277	3037	4277	4277	6028	4277	6225	6028	6225	6028
Assam	37082	25447	37082	36849	59695	36849	62153	52275	62153	55642
Bihar	81088	57767	81088	80211	91968	80211	91968	80211	91968	80211
Chattisgarh	34937	26801	34937	29373	64390	34915	64390	36211	64390	39137
Goa	1112	1012	1112	1112	1212	1112	1262	1212	1262	1258
Gujarat	44179	38391	44179	43195	48617	43761	50226	47726	50226	49697
Haryana	17192	16359	17192	17192	25699	17444	25699	17444	25699	21240
Himachal Pradesh	18248	7354	18248	18248	18925	18248	18925	18248	18925	18356
Jammu & Kashmir	25483	16409	25483	16409	28577	18797	28577	23375	28577	25793
Jharkhand	32097	22304	32097	31468	38186	32134	38186	38135	38296	38186
Karnataka	54260	51111	54260	54260	63377	54665	63377	62521	63377	63366
Kerala	32115	27980	32115	32115	33115	32225	33115	32232	33115	33026
Madhya Pradesh	69238	56737	69238	68367	90999	69155	90999	81610	90999	90999
Maharashtra	84867	74528	84867	76198	110486	82625	110486	86187	110486	106231
Manipur	7621	4501	7621	7621	11510	7621	11510	9654	11510	9883
Meghalaya	3388	3162	3388	3195	5115	3337	5115	3825	5115	5112
Mizoram	1682	1592	1682	1682	1980	1682	1980	1980	1980	1980

State/UT	31 March 2007		31 March 2008		31 March 2009		31 March 2010		31 March 2011	
	Sanctioned	Operational	Sanctioned	Operational	Sanctioned	Operational	Sanctioned	Operational	Sanctioned	Operational
Nagaland	3194	2770	3194	3194	3455	3194	3455	3455	3455	3455
Odisha	41697	36527	41697	41697	71134	41785	72873	56498	72873	69572
Punjab	20169	14730	20169	20169	26656	20169	26656	26648	26656	26656
Rajasthan	48372	41985	48372	48363	61119	50939	61119	50923	61119	57511
Sikkim	988	886	988	984	1233	984	1233	1003	1233	1173
Tamil Nadu	47265	45726	47265	47265	54439	50433	54439	54439	54439	54439
Tripura	7351	6114	7351	7351	9878	7373	9878	8895	9906	9906
Uttar Pradesh	150727	128859	150727	146769	187517	150868	187517	150986	187517	173533
Uttarakhand	9664	7747	9664	8909	23159	9151	23159	10713	23159	16003
West Bengal	92152	56774	92152	88086	117170	89015	117170	91247	117170	111404
A & N Islands	672	621	672	672	720	672	720	696	720	697
Chandigarh	370	329	370	370	500	370	500	370	500	420
Delhi	6106	4425	6106	6106	6606	6106	11150	6606	11150	6606
Dadra & Nagar Haveli	219	138	219	219	253	253	253	253	267	267
Daman & Diu	107	97	107	102	107	102	107	102	107	102
Lakshadweep	87	74	87	87	107	87	107	87	107	107
Puducherry	688	688	688	688	788	688	788	688	788	788
Total	1052638	844743	1052638	1013337	1356027	1044269	1366624	1142029	1366776	1262267

[Source: Data provided by the Ministry]

Annex 3.3
(Refer to paragraph 3.4)

Variations in the number of Sanctioned projects and AWCs

State	No. of Sanctioned projects			No. of Sanctioned AWCs		
	As per States	As per Ministry	Discrepancy	As per States	As per Ministry	Discrepancy
Andhra Pradesh	387	406	-19	No discrepancy		
Bihar	544	545	-1	91,677	91,968	-291
Jharkhand	204	224	-20	38,432	38,296	136
Karnataka	185	204	-19	No discrepancy		
Maharashtra	No discrepancy			108,363	110,486	-2123
Manipur	42	43	-1	11,531	11510	21
Nagaland	59	60	-1	No discrepancy		
Odisha	No discrepancy			71,134	72873	-1739
Punjab	154	155	-1	No discrepancy		
Uttar Pradesh	No discrepancy			188,259	187517	742
Uttarakhand	No discrepancy			20,067	23159	-3092
West Bengal	416	576	-160	116,390	117170	-780
Total	1991	2213	-222	645,853	652,979	(-)8025 (+)899

[Source: Information prepared on the basis of records provided by the Ministry]

Annex 3.4
(Refer to Paragraph 3.4)

Variations in the number of Operational Projects and AWCs

State	No. of Operational Projects			No. of Operational AWCs					
	As per States	As per Ministry	Discrepancy	As per States	As per Ministry	Discrepancy			
Andhra Pradesh	385	387	-2	77341	86164	-8823			
Assam	No discrepancy			56681	57656	-975			
Delhi	55	94	-39	6606	10570	-3964			
Goa	No discrepancy			1212	1262	-50			
Gujarat				49335	50149	-814			
Haryana				18458	25171	-6713			
Himachal Pradesh				18252	18651	-399			
Jammu & Kashmir				26043	26400	-357			
Jharkhand				38432	38186	246			
Karnataka				63346	63376	-30			
Kerala				33096	33082	14			
Maharashtra				101072	106231	-5159			
Madhya Pradesh				90869	90999	-130			
Odisha				326	338	-12	67566	69183	-1617
Uttar Pradesh				No discrepancy			166073	186447	-20374
Uttarakhand				No discrepancy			15441	17568	-2127
West Bengal	414	416	-2	111404	116390	-4986			
Total	1180	1235	-55	941227	997485	(-)56518 (+)260 =(-)56258			

[Source: Information prepared on the basis of records provided by the Ministry]

Annex 4.1
(Refer to paragraph 4.1.1)

State wise details on type of AWC building

State	No. of test checked AWCs	ICDS Building		Rented building		AWCs housed neither in ICDS nor in rented building	
		Number	Per cent	Number	Per cent	Number	Per cent
Haryana	145	29	20.00	2	1.38	114	78.62
Uttar Pradesh	311	28	9.00	55	17.68	228	73.31
West Bengal	200	37	18.50	32	16.00	131	65.50
Odisha	200	69	34.50	16	8.00	115	57.50
Rajasthan	239	129	53.97	43	17.99	67	28.03
Madhya Pradesh	280	121	43.21	87	31.07	72	25.71
Bihar	236	19	8.05	173	73.31	44	18.64
Karnataka	260	199	76.54	24	9.23	37	14.23
Meghalaya	120	103	85.83	0	0.00	17	14.17
Chhattisgarh	120	83	69.17	26	21.67	11	9.17
Andhra Pradesh	310	71	22.90	220	70.97	19	6.13
Jharkhand	120	36	30.00	79	65.83	5	4.17
Gujarat	160	119	74.38	35	21.88	6	3.75
Total	2701	1043	38.62	792	29.32	866	32.06

[Source: Data compiled from records of sample Projects/AWCs]

Annex 4.4
(Refer to paragraph 4.1.4.3)

Status of construction of AWCs in Northeast States

State	Sanctioned AWC	AWCs actually constructed	Shortfall	Percentage of shortfall	Amount released	Amount utilized	Amount unutilised	Percentage of unutilised funds
					₹ in crore			
Arunachal Pradesh	6,225	3,002	3,223	51.78	73.14	44.94	28.20	39
Assam	39,748	29,748	10,000	25.16	548.94	473.76	75.18	14
Manipur	3,524	1,401	2,123	60.24	51.82	30.00	21.82	42
Meghalaya	2,985	1,624	1,361	45.59	30.21	23.05	7.16	24
Mizoram	1,980	1,688	292	14.75	31.45	26.34	5.11	16
Nagaland	3,455	2,370	1,085	31.4	55.36	36.38	18.98	34
Sikkim	709	451	258	36.39	11.76	2.20	9.56	81
Tripura	9,878	4,440	5,438	55.05	163.86	100.60	63.26	39
Total	68,504	44,724	23,780	34.71	966.54	737.27	229.27	24

[Source: Data provided by the Ministry]

Annex 4.5
(Refer to paragraph 4.2)

State wise details on non-availability of basic facilities at AWCs

State	No. of test checked AWCs	AWCs not having basic facilities of					
		Toilet		Sanitary block		Drinking water facilities	
		Number	Per cent	Number	Per cent	Number	Per cent
Andhra Pradesh	310	255	82.26	310	100.00	282	90.97
Bihar	236	167	70.76	216	91.53	109	46.19
Chhattisgarh	120	54	45.00	120	100.00	0	0.00
Gujarat	160	38	23.75	160	100.00	0	0.00
Haryana	160	77	48.13	99	61.88	114	71.25
Jharkhand	120	89	74.17	120	100.00	40	33.33
Karnataka	260	88	33.85	221	85.00	20	7.69
Madhya Pradesh	280	136	48.57	196	70.00	68	24.29
Meghalaya	120	18	15.00	7	5.83	45	37.50
Odisha	200	140	70.00	154	77.00	98	49.00
Rajasthan	239	153	64.02	210	87.87	7	2.93
Uttar Pradesh	311	63	20.26	187	60.13	1	0.32
West Bengal	200	137	68.50	160	80.00	96	48.00
Total	2716	1415	52.10	2160	79.53	880	32.40

[Source: Data compiled from records of sample Projects/AWCs]

Annex 4.6
(Refer to paragraph 4.3)

State wise details on non-availability of basic equipment at AWCs

State	No. of test checked AWCs	Baby weighing machine				Adult weighing machine			
		Non-functional	Not available	Total	Per cent	Non-functional	Not available	Total	Per cent
Andhra Pradesh	310	211	84	295	95.16	184	108	292	94.19
Bihar	236	27	12	39	16.53	32	10	42	17.80
Chhattisgarh	120	20	0	20	16.67	42	0	42	35.00
Gujarat	160	0	0	0	0.00	0	160	160	100.00
Haryana	160	20	2	22	13.75	61	18	79	49.38
Jharkhand	120	63	8	71	59.17	36	43	79	65.83
Karnataka	260	0	2	2	0.77	3	222	225	86.54
Madhya Pradesh	280	11	3	14	5.00	78	40	118	42.14
Meghalaya	120	6	25	31	25.83	17	15	32	26.67
Odisha	200	6	9	15	7.50	23	97	120	60.00
Rajasthan	239	61	20	81	33.89	46	20	66	27.62
Uttar Pradesh	311	0	67	67	21.54	0	311	311	100.00
West Bengal	200	6	35	41	20.50	14	0	14	7.00
Total	2716	431	267	698	25.70	536	1044	1580	58.17

[Source: Data compiled from States' records]

Annex 4.7
(Refer to paragraph 4.4)

State wise details on non-availability of utensils required to provide supplementary nutrition at AWCs

State	No. of test checked AWCs	Stoves	Vessel for storing water	Cooking utensils		Plates		Tumblers		Spoons	
		Not available	Not available	Not available	Not adequate	Not available	Not adequate	Not available	Not adequate	Not available	Not adequate
Andhra Pradesh	310	157	12	12	15	6	54	83	60	51	67
Bihar	236	236	236	12	224	0	236	236	0	236	0
Chhattisgarh	120	98	32	34	47	21	62	32	45	75	44
Gujarat	160	0	0	0	0	0	0	0	0	0	0
Haryana	160	155	16	27	3	32	0	22	0	25	0
Jharkhand	120	120	46	10	94	10	26	8	34	120	0
Karnataka	260	158	11	3	2	8	3	24	1	170	1
Madhya Pradesh	280	257	16	52	15	39	15	24	35	110	23
Meghalaya	120	0	6	5	28	6	58	6	59	7	67
Odisha	200	196	36	5	6	50	45	66	1	143	20
Rajasthan	240	225	22	30	11	9	34	34	31	148	20
Uttar Pradesh	310	310	0	310	0	300	10	300	10	300	10
West Bengal	200	200	127	11	68	82	83	137	32	178	6
Total	2716	2112	560	511	513	563	626	972	308	1563	258

[Source: Data compiled from records of sample Projects/AWCs]

Annex 4.8
(Refer to paragraph 4.5)

Non-utilisation of funds released for purchase of medicine kits

(₹ in crore)

State	Amount released by the Ministry	Actual Expenditure	Shortfall in expenditure	Percentage shortfall
2006-07				
Gujarat	2.30	0.00	2.30	100
Haryana	0.86	0.00	0.86	100
Jharkhand	1.62	0.00	1.62	100
Delhi	0.27	0.00	0.26	99
Karnataka	3.07	0.15	2.92	95
Bihar	3.61	0.60	3.01	83
Punjab	0.88	0.19	0.70	79
Kerala	1.68	0.93	0.75	45
Total	14.29	1.87	12.43	87
2007-08				
Assam	2.21	0.00	2.21	100
Haryana	1.03	0.00	1.03	100
Jharkhand	1.93	0.00	1.93	100
Madhya Pradesh	3.46	0.00	3.46	100
Karnataka	3.21	0.47	2.74	85
Punjab	1.21	0.31	0.90	75
Himachal Pradesh	1.09	0.66	0.43	40
Maharashtra	4.69	3.07	1.63	35
Total	18.84	4.50	14.34	76
2008-09				
Delhi	0.37	0.00	0.37	100
Goa	0.07	0.00	0.07	100
Haryana	1.04	0.00	1.04	100
Jharkhand	1.94	0.00	1.94	100
Madhya Pradesh	4.08	0.00	4.08	100
Punjab	1.21	0.00	1.21	100
Uttarakhand	0.66	0.00	0.66	100
Uttar Pradesh	9.08	3.56	5.52	61
Karnataka	3.27	2.26	1.01	31
Total	21.71	5.82	15.90	73
2009-10				
Bihar	4.92	0.00	4.92	100
Delhi	0.40	0.00	0.40	100
Goa	0.07	0.00	0.07	100
Haryana	1.04	0.00	1.04	100
Jharkhand	2.29	0.00	2.29	100

(₹ in crore)

State	Amount released by the Ministry	Actual Expenditure	Shortfall in expenditure	Percentage shortfall
Manipur	0.57	0.00	0.57	100
Madhya Pradesh	4.45	0.00	4.45	100
Odisha	3.49	0.00	3.49	100
Uttarakhand	0.79	0.00	0.79	100
West Bengal	6.54	0.00	6.54	100
Punjab	1.56	1.01	0.55	35
Total	26.12	1.01	25.11	96
2010-11				
Manipur	0.58	0.00	0.58	100
Andhra Pradesh	4.50	0.00	4.50	100
Odisha	3.82	0.00	3.82	100
Punjab	1.56	0.01	1.55	99
Uttar Pradesh	9.96	5.01	4.95	50
Assam	3.32	1.83	1.49	45
Uttarakhand	0.85	0.51	0.33	39
Total	24.60	7.37	17.22	70

[Source: Data extracted from State-wise Statements of Expenditure available at the Ministry]

Annex 4.9
(Refer to paragraph 4.5.1)

State-wise details of non-availability of medicine kits

Name of the State	No. of sample AWCs	No. of AWCs where medicine kit was not available				
		2006-07	2007-08	2008-09	2009-10	2010-11
Bihar	236	198	165	232	222	108
Chhattisgarh	120	0	120	120	120	0
Gujarat	160	160	160	160	0	160
Haryana	160 ¹	0	0	0	0	0
Jharkhand	120	120	120	120	120	120 ²
Karnataka	260	86	70	20	32	9
Madhya Pradesh	280	123	213	252	130	84
Meghalaya	120	4	0	14	13	26
Odisha	200	138	119	134	194	200
Rajasthan	238	22	11	20	9	11
Uttar Pradesh	311	63	53	2	0	0
Total	2205	914	1031	1074	840	718

[Source: Data compiled from records of sample Projects/AWCs]

¹ All test checked AWCs were provided with Kits with incomplete items

² The medicine-kits were procured in 2010-11, but were supplied to test checked AWCs in November 2011 and February 2012

Annex 4.10
(Refer to paragraph 4.6)

Non-utilisation of funds released for disbursing flexi fund to AWCs

(₹ in crore)

State	Total operational AWCs in the State	Amount released by the Ministry	Actual Expenditure	Non-utilisation of funds	Percentage non-utilisation
2009-10					
Assam	55,642	5.56	0.00	5.56	100.00
Bihar	80,211	8.02	0.00	8.02	100.00
Delhi	6,606	0.66	0.00	0.66	100.00
Goa	1,212	0.12	0.00	0.12	100.00
Himachal Pradesh	18,248	1.82	0.00	1.82	100.00
Jharkhand	38,130	3.81	0.00	3.81	100.00
Karnataka	62,381	6.24	0.00	6.24	100.00
Kerala	32,230	3.22	0.00	3.22	100.00
Manipur	9,652	0.97	0.00	0.97	100.00
Mizoram	1,980	0.20	0.00	0.20	100.00
Punjab	26,656	2.67	0.00	2.67	100.00
Tamil Nadu	54,439	5.44	0.00	5.44	100.00
Uttar Pradesh	1,51,393	15.14	0.00	15.14	100.00
Uttarakhand	10,663	1.07	0.00	1.07	100.00
West Bengal	1,08,961	10.90	5.08	5.82	53.38
Madhya Pradesh	77,109	7.71	4.71	3.00	38.91
Total		73.55	9.79	63.76	86.69
2010-11					
Bihar	80,211	8.02	0.00	8.02	100.00
Delhi	6,606	0.66	0.00	0.66	100.00
Goa	1,212	0.12	0.00	0.12	100.00
Himachal Pradesh	18,352	1.84	0.00	1.84	100.00
Jharkhand	38,432	3.84	0.00	3.84	100.00
Manipur	9,883	0.99	0.00	0.99	100.00
Mizoram	1,980	0.20	0.00	0.20	100.00
Odisha	67,566	6.76	0.00	6.76	100.00
Tamil Nadu	54,439	5.44	0.00	5.44	100.00
Uttar Pradesh	1,66,073	16.61	0.00	16.61	100.00
Karnataka	63,346	6.33	0.01	6.33	99.89
West Bengal	1,11,404	11.14	0.36	10.78	96.77
Andhra Pradesh	77,341	7.73	1.63	6.10	78.92
Punjab	26,656	2.67	1.52	1.14	42.82
Total		72.35	3.52	68.83	95.13

[Source: Data extracted from State-wise Statements of Expenditure available at the Ministry]

Annex 5.1
(Refer to paragraph 5.1.1)

Staff position: Absence of CDPOs/ACDPOs, AWWs and AWHs as on 31 March 2011

Name of the State	No. of sample projects	No. of projects without a CDPO/ACDPO	No. of AWCs in sample projects	AWCs where AWW was not posted	AWCs where AWH was not posted
Andhra Pradesh	31	NA	6718	476	595
Bihar	24	2	3696	29	45
Chhattisgarh	12	4	3148	396	454
Gujarat	16	3	2085	76	109
Haryana	16	4	2508	74	83
Jharkhand	12	3	3028	76	95
Karnataka	26	2	9827	412	537
Madhya Pradesh	24	9	5457	90	117
Meghalaya	12	0	1448	1	40
Odisha	20	2	3238	130	164
Rajasthan	24	5	5245	267	137
Uttar Pradesh	32	6	6786	117	359
West Bengal	20	5	6381	302	670
Total	269	45	59565	2446	3405

[Source: Data compiled from records of sample Projects]

Annex 5.2(A)
(Refer to paragraph 5.1.2)

**Staff position at District Programme Office:
Absence of essential manpower despite having sanctioned strength as on 31 March of respective year**

Name of the State	No. of sample districts	District Programme Officer					Office Superintendent					Statistical Assistant				
		31 March 2007	31 March 2008	31 March 2009	31 March 2010	31 March 2011	31 March 2007	31 March 2008	31 March 2009	31 March 2010	31 March 2011	31 March 2007	31 March 2008	31 March 2009	31 March 2010	31 March 2011
Andhra Pradesh	5	0	0	0	0	NA	0	0	0	0	NA	0	0	0	0	NA
Bihar	6	0	0	0	0	1	2	2	2	3	4	2	2	3	4	5
Chhattisgarh	3	0	0	1	0	0	1	1	1	1	1	2	1	1	1	1
Gujarat	4	2	1	0	0	0	2	2	3	2	2	0	0	0	0	0
Haryana	4	0	0	0	0	0	0	0	1	1	1	0	0	0	0	0
Jharkhand	3	2	1	1	0	1	2	2	2	2	2	1	1	2	2	2
Karnataka	7	0	0	0	0	0	3	3	3	3	3	1	1	1	2	2
Madhya Pradesh	6	0	0	0	0	0	0	2	2	1	2	0	2	2	2	2
Meghalaya	3	1	1	1	1	1	0	0	0	0	0	0	0	0	0	0
Odisha	5	0	0	1	1	1	0	0	2	0	1	3	3	2	2	2
Rajasthan	6	0	0	1	0	1	0	0	0	0	0	2	2	1	4	4
Uttar Pradesh	8	5	3	2	1	2	3	3	3	3	3	4	4	4	5	3
West Bengal	5	0	0	0	0	0	1	0	0	2	2	1	2	2	2	2
Total	65	10	6	7	3	7	14	15	19	18	21	16	18	18	24	23

[Source: Data compiled from records of sample District Programme Offices]

Annex 5.2(B)
(Refer to paragraph 5.1.2)

Staff position at ICDS Projects:

Absence of essential manpower despite having sanctioned strength as on 31 March of respective year

Name of the State	No. of sample projects	CDPO/ACDPO					Assistant/Statistical Assistant					UDC/LDC/Typist					Driver				
		31 March 2007	31 March 2008	31 March 2009	31 March 2010	31 March 2011	31 March 2007	31 March 2008	31 March 2009	31 March 2010	31 March 2011	31 March 2007	31 March 2008	31 March 2009	31 March 2010	31 March 2011	31 March 2007	31 March 2008	31 March 2009	31 March 2010	31 March 2011
Andhra Pradesh	16	5	5	0	NA	NA	0	0	0	NA	NA	5	5	5	NA	NA	3	3	4	NA	NA
Bihar	24	2	6	0	1	2	11	12	13	12	11	4	5	4	3	2	7	6	6	4	5
Chhattisgarh	12	5	3	1	4	4	0	0	0	1	1	0	0	0	0	1	5	6	6	5	4
Gujarat	16	3	4	3	2	3	0	0	0	0	0	1	1	1	2	2	3	4	4	4	5
Haryana	16	0	0	0	0	4	6	6	6	6	6	0	1	1	3	2	6	6	5	3	3
Jharkhand	12	2	5	4	4	3	6	9	9	10	10	0	1	0	2	2	1	1	1	1	0
Karnataka	26	3	2	3	1	2	6	7	8	7	7	1	1	2	3	1	1	1	2	3	3
Madhya Pradesh	24	2	4	5	6	9	10	11	10	10	11	2	1	4	3	3	2	3	2	4	5
Meghalaya	12	1	1	1	0	0	0	0	0	0	0	1	1	1	0	0	0	0	0	0	0
Odisha	20	3	4	4	5	2	7	8	7	6	7	0	1	0	1	0	8	8	9	9	8
Rajasthan	24	4	4	5	6	5	3	5	5	5	7	0	0	0	0	1	3	4	5	4	3
Uttar Pradesh	32	2	5	3	6	6	0	0	0	0	0	16	11	12	9	7	15	15	15	15	11
West Bengal	20	2	3	4	4	5	1	1	1	1	1	0	0	0	0	0	3	3	3	3	3
Total	254	34	46	33	39	45	50	59	59	58	61	30	28	30	26	21	57	60	62	55	50

[Source: Data compiled from records of sample Projects]

Annex 5.3

(Refer to paragraph 5.1.3)

Discrepancy in data on persons-in-position as of 31 March 2011 between the data maintained by the Ministry and that reported by the States

State	No. of CDPOs/ACDPOs in position				No. of Supervisor in position				No. of AWWs in position			
	As per Ministry	As per SOE	Difference	Percentage difference	As per Ministry	As per SOE	Difference	Percentage difference	As per Ministry	As per SOE	Difference	Percentage difference
Andhra Pradesh	408	399	9	2.26	2131	2202	-71	-3.22	77781	77540	241	0.31
Assam	202	197	5	2.54	1294	1294	0	0.00	55642	56681	-1039	-1.83
Gujarat	285	283	2	0.71	1830	1181	649	54.95	46100	45450	650	1.43
Haryana	122	123	-1	-0.81	605	604	1	0.17	17445	21669	-4224	-19.49
Himachal Pradesh	81	77	4	5.19	362	362	0	0.00	17912	18132	-220	-1.21
Jammu and Kashmir	140	147	-7	-4.76	747	856	-109	-12.73	25185	25954	-769	-2.96
Jharkhand	128	132	-4	-3.03	698	758	-60	-7.92	36341	38310	-1969	-5.14
Karnataka	327	335	-8	-2.39	2028	2008	20	1.00	61336	61961	-625	-1.01
Kerala	224	258	-34	-13.18	1198	1132	66	5.83	32981	33067	-86	-0.26
Maharashtra	495	468	27	5.77	3263	3196	67	2.10	93632	96092	-2460	-2.56
Manipur	38	48	-10	-20.83	274	298	-24	-8.05	7621	9883	-2262	-22.89
Madhya Pradesh	302	372	-70	-18.82	2528	2726	-198	-7.26	75994	85860	-9866	-11.49
Odisha	291	298	-7	-2.35	1883	1751	132	7.54	64742	64464	278	0.43
Punjab	106	104	2	1.92	711	729	-18	-2.47	25921	26004	-83	-0.32
Tamil Nadu	412	256	156	60.94	1436	1634	-198	-12.12	48138	46021	2117	4.60
Uttar Pradesh	660	641	19	2.96	4224	4207	17	0.40	159985	166717	-6732	-4.04
Uttarakhand	105	65	40	61.54	292	293	-1	-0.34	10521	14791	-4270	-28.87
West Bengal	398	398	0	0.00	2389	2383	6	0.25	104449	105305	-856	-0.81
Aggregate of discrepancies	2754	2490	264	10.60	13196	12255	941	7.68	236761	233475	3286	1.41
	1572	1713	-141	-8.23	8817	9496	-679	-7.15	724965	760426	-35461	-4.66

[Source: Data extracted from the records provided by the Ministry
 (+) indicating the Ministry's figures exceeding the State's figures.
 (-) indicating the State's figures exceeding the Ministry's figures.]

Annex 5.4

(Refer to paragraph 5.1.3)

Difference between corresponding data on AWWs-in-position as of 31 March 2011 maintained by the State ICDS Cell and that reported by the DPOs

Name of the State	No. of test-checked Districts involved	Figures as per the State ICDS Cell	Figures as provided by the DPO	Difference
Bihar	1	2,307	2,194	(+) 113
	3	5,140	5,663	(-) 523
Chhattisgarh	1	3,059	3,213	(-) 154
Karnataka	4	11,482	11,422	(+) 60
	2	4,569	4,664	(-) 95
Madhya Pradesh	4	6,341	6,498	(-) 157
Meghalaya	1	970	966	(+) 4
Odisha	2	4,238	4,170	(+) 68
	1	1,744	1,781	(-) 37
Rajasthan	4	7,735	8,149	(-) 414
Uttar Pradesh	7	21,789	19,196	(+) 2593
	1	881	1264	(-) 383
West Bengal	4	29,853	29,638	(+) 215

[Source: Data compiled from records of sample District Programme Offices

(+) indicating State ICDS Cell's figures exceeding the DPO's figures.

(-) indicating DPO's figures exceeding the State ICDS Cell's figures.]

Annex 5.5
(Refer to paragraph 5.3.3)

Shortfall against target under various training programmes

Year	Training type	ICDS functionary	Target	Achievement	Shortfall	Percentage Shortfall
2006-07	Job/ Orientation	Supervisor	5,231	1,605	3,626	69.32
		AWW	1,38,867	66,304	72,563	52.25
		AWH	1,85,968	58,167	1,27,801	68.72
	Refresher	Supervisor	8,373	4,370	4,003	47.81
		AWW	1,94,242	1,29,630	64,612	33.26
		AWH	1,89,129	83,380	1,05,749	55.91
2007-08	Job/ Orientation	Supervisor	3,696	1,893	1,803	48.78
		AWW	1,10,441	87,171	23,270	21.07
		AWH	1,97,097	1,36,490	60,607	30.75
	Refresher	Supervisor	8,352	4,811	3,541	42.40
		AWW	1,47,719	1,23,102	24,617	16.66
		AWH	98,933	64,580	34,353	34.72
2008-09	Job/ Orientation	Supervisor	3,361	1,109	2,252	67.00
		AWW	1,02,749	83,255	19,494	18.97
		AWH	1,18,767	59,044	59,723	50.29
	Refresher	Supervisor	8,864	6,602	2,262	25.52
		AWW	1,79,280	1,29,811	49,469	27.59
		AWH	1,30,903	1,29,553	1,350	1.03
2009-10	Job/ Orientation	Supervisor	3,659	1,850	1,809	49.44
		AWW	88,060	67,595	20,465	23.24
		AWH	89,220	40,593	48,627	54.50
	Refresher	Supervisor	14,760	5,949	8,811	59.70
		AWW	1,69,238	1,49,958	19,280	11.39
		AWH	1,63,102	1,05,798	57,304	35.13
2010-11	Job/ Orientation	Supervisor	4,361	2,036	2,325	53.31
		AWW	1,25,869	79,386	46,483	36.93
		AWH	91,696	52,501	39,195	42.74
	Refresher	Supervisor	7,797	4,357	3,440	44.12
		AWW	1,33,219	1,31,134	2,085	1.57
		AWH	1,50,987	1,54,806	Nil	Nil
2006-11 (Total)	Job/ Orientation	Supervisor	20,308	8,493	11,815	58.18
		AWW	5,65,986	3,83,711	1,82,275	32.20
		AWH	6,82,748	3,46,795	3,35,953	49.21
	Refresher	Supervisor	48,146	26,089	22,057	45.81
		AWW	8,23,698	6,63,635	1,60,063	19.43
		AWH	7,33,054	5,38,117	1,94,937	26.59

[Source: Data compiled from records of the Ministry]

Annex 5.6
(Refer to paragraph 5.3.3)

Table: State/UT-wise overall performance under training during 2006-11

State/UT	JOB TRAINING								
	AWWs			AWHs			Supervisors		
	Target	Trained	Per cent	Target	Trained	Per cent	Target	Trained	Per cent
Andhra Pradesh	39,146	30,282	77.36	35,114	24,208	68.94	2,070	886	42.8
Arunachal Pradesh	4,894	2,135	43.62	5,112	0	0.00	100	50	50.0
Assam	34,650	22,638	65.33	32,092	13,030	40.60	1,648	813	49.3
Bihar	65,884	31,799	48.27	45,245	27,734	61.30	1,295	122	9.4
Chhattisgarh	23,345	14,324	61.36	36,250	18,873	52.06	425	10	2.3
Goa	600	160	26.67	40	0	0.00	25	0	0.0
Gujarat	20,440	11,096	54.29	19,650	13,067	66.50	925	755	81.6
Haryana	9,030	4,295	47.56	7,150	4,857	67.93	258	86	33.3
Himachal Pradesh	15,073	3,703	24.57	24,413	0	0.00	651	53	8.1
Jammu & Kashmir	14,385	7,218	50.18	21,140	6,694	31.67	850	183	21.5
Jharkhand	18,270	17,249	94.41	17,200	13,038	75.80	0	0	N
Karnataka	26,565	18,402	69.27	17,950	18,886	105.21	325	63	19.3
Kerala	12,626	8,259	65.41	16,966	8,487	50.02	318	331	104.0
Madhya Pradesh	21,210	20,200	95.24	32,560	32,152	98.75	1,881	430	22.8
Maharashtra	31,570	30,320	96.04	73,250	39,373	53.75	2,500	2,099	83.9
Manipur	4,865	3,255	66.91	2,050	0	0.00	446	0	0.0
Meghalaya	2,485	2,090	84.10	2,200	1,414	64.27	204	25	12.2
Mizoram	1,225	1,055	86.12	950	590	62.11	17	0	0.0
Nagaland	1,724	1,715	99.48	4,050	1,240	30.62	96	67	69.7
Odisha	22,713	16,724	73.63	17,097	7,543	44.12	800	723	90.3
Punjab	12,495	8,876	71.04	4,050	4,123	101.80	250	104	41.6
Rajasthan	26,740	19,209	71.84	32,510	13,377	41.15	812	260	32.0
Sikkim	790	740	93.67	1,250	801	64.08	53	18	33.9
Tamilnadu	16,719	15,347	91.79	29,382	23,452	79.82	475	469	98.7
Tripura	4,270	2,630	61.59	4,600	2,562	55.70	325	9	2.7
Uttar Pradesh	92,011	54,601	59.34	1,45,129	29,998	20.67	2,845	853	29.9
Uttarakhand	4,900	3,348	68.33	8,230	2,921	35.49	525	83	15.8
West Bengal	33,600	29,605	88.11	43,500	36,787	84.57	0	0	N
A & N Islands	463	193	41.68	0	0	NA	90	0	0.0
Chandigarh	161	168	104.35	197	71	36.04	18	1	5.5
Daman & Diu	0	0	NA	0	0	NA	0	0	N
D & N Haveli	168	0	0.00	217	0	0.00	22	0	0.0
Delhi	2,836	2,075	73.17	2,991	1,517	50.72	59	0	0.0
Lakshadweep	13	0	0.00	63	0	0.00	0	0	N
Puducherry	120	0	0.00	150	0	0.00	0	0	N
Total	5,65,986	3,83,711	67.80	6,82,748	3,46,795	50.79	20,308	8,493	41.8

State/UT	REFRESHER TRAINING								
	AWWs			AWHs			Supervisors		
	Target	Trained	Per cent	Target	Trained	Per cent	Target	Trained	Per cent
Andhra Pradesh	1,84,234	1,64,966	89.54	1,77,151	1,35,913	76.72	9,544	6,461	67.70
Arunachal Pradesh	3,045	720	23.65	3,850	1,620	42.08	125	50	40.00
Assam	31,460	12,995	41.31	19,800	0	0.00	400	0	0.00
Bihar	58,483	50,125	85.71	76,243	58,416	76.62	25	10	40.00
Chhattisgarh	14,480	11,593	80.06	32,500	17,337	53.34	1,700	1,228	72.24
Goa	1,160	100	8.62	1,520	288	18.95	25	0	0.00
Gujarat	24,788	31,878	128.60	15,450	18,907	122.38	1,588	730	45.97
Haryana	19,440	23,005	118.34	20,470	23,112	112.91	2,225	1,237	55.60
Himachal Pradesh	8,388	6,719	80.10	5,688	5,688	100.00	316	97	30.70
Jammu & Kashmir	12,600	4,212	33.43	12,213	5,283	43.26	900	139	15.44
Jharkhand	9,600	8,121	84.59	8,800	2,953	33.56	0	0	NA
Karnataka	20,060	23,516	117.23	11,473	19,100	166.48	3,250	2,163	66.55
Kerala	21,920	22,884	104.40	19,625	22,391	114.09	3,631	1,526	42.03
Madhya Pradesh	55,200	50,162	90.87	44,158	47,211	106.91	1,652	1,080	65.38
Maharashtra	59,480	35,649	59.93	50,000	44,089	88.18	2,750	2,123	77.20
Manipur	4,600	2,246	48.83	400	300	75.00	351	10	2.85
Meghalaya	1,480	940	63.51	1,450	732	50.48	325	279	85.85
Mizoram	680	400	58.82	200	0	0.00	450	0	0.00
Nagaland	4,220	3,760	89.10	3,500	2,650	75.71	185	4	2.16
Odisha	52,680	35,902	68.15	14,004	12,125	86.58	6,075	620	10.21
Punjab	7,720	9,475	122.73	8,850	14,589	164.85	759	661	87.09
Rajasthan	49,824	18,057	36.24	8,075	0	0.00	3,272	1,846	56.42
Sikkim	1,285	1,385	107.78	1,385	1,376	99.35	111	36	32.43
Tamilnadu	69,293	65,207	94.10	86,521	83,972	97.05	1,175	1,064	90.55
Tripura	9,965	7,991	80.19	4,200	980	23.33	380	30	7.89
Uttar Pradesh	54,520	43,542	79.86	88,566	8,768	9.90	3,132	2,942	93.93
Uttarakhand	5,600	6,615	118.13	9,082	7,674	84.50	475	0	0.00
West Bengal	33,600	19,226	57.22	3,750	624	16.64	3,150	1,722	54.67
A & N Islands	666	95	14.26	830	156	18.80	21	0	0.00
Chandigarh	560	520	92.86	500	400	80.00	24	14	58.33
Daman & Diu	0	0	NA	0	0	NA	0	0	NA
D & N Haveli	0	0	NA	0	0	NA	0	0	NA
Delhi	2,600	1,629	62.65	2,800	1,463	52.25	130	17	13.08
Lakshadweep	67	0	0.00	0	0	NA	0	0	NA
Puducherry	0	0	NA	0	0	NA	0	0	NA
Total	8,23,698	6,63,635	80.57	7,33,054	5,38,117	73.41	48,146	26,089	54.19

[Source: Data compiled from records of the Ministry]

Annex 5.7
(Refer to paragraph 5.3.4)

Target (T) and achievement (A) of NIPCCD under training

Type of training	2006-07		2007-08		2008-09		2009-10		2010-11		Total	
	T	A	T	A	T	A	T	A	T	A	T	A
Job training for CDPOs/ACDPOs	425	271	250	260	325	323	225	331	200	192	1425	1377
Refresher training for CDPOs/ACDPOs	250	274	375	392	575	523	500	412	375	337	2075	1938
Orientation/refresher training of instructors of MLTCs/AWTCs	100	26	120	87	60	15	40	109	60	61	380	298
Job/refresher training for Supervisors	0	0	0	0	0	0	75	0	100	86	175	86
Other training programmes	610	525	1035	952	715	1023	1335	2330	2505	1742	6200	6572

Target (T) and achievement (A) of Food and Nutrition Board (FNB) under training

Type of training	Number	2006-07		2007-08		2008-09		2009-10		2010-11		Total	
		T	A	T	A	T	A	T	A	T	A	T	A
Training of Trainers (TOT) of CDPOs, ACDPOs, senior Supervisors, health functionaries who act as trainers for grassroot level functionaries	Courses	172	151	172	166	172	160	88	83	43	41	647	601
	Participants	3,440	2,265	3,440	3,269	3,440	3,200	1,760	1,521	860	805	12,940	11,060
Orientation Courses for Grassroot level functionaries such as AWWs, AWHs and ASHAs	Courses	516	492	516	496	516	490	552	545	600	530	2,700	2,553
	Participants	15,480	13,991	15,480	14,056	15,480	14,700	16,560	16,082	18,000	15,917	81,000	74,746
Nutritional Educational Programme for AWWs, AWHs	Courses	4,620	4,888	4,620	4,652	4,620	4,520	3,672	3,702	4,000	4,071	21,532	21,833
	Participants	NA	NA	1,38,600	1,38,600	1,38,600	1,35,600	1,10,160	1,28,794	1,20,000	1,42,132	5,07,360	5,45,126

[Source: Data compiled from records of the Ministry/NIPCCD]

Annex 5.8
(Refer to paragraph 5.3.5)

Targets for refresher training vis-à-vis requirements

Year	ICDS functionary	Actual strength	Requirement for refresher training	Targets for refresher training	Actual training provided	Targets as percentage of requirements	Actual training as percentage of requirements
2006-07	CDPO/ACDPO	5395	2698	250	274	9.27	10.16
	Supervisor	26,052	13,026	8,373	4,370	64.28	33.55
	AWW	8,14,817	4,07,409	1,94,242	1,29,630	47.68	31.82
	AWH	8,05,753	4,02,877	1,89,129	83,380	46.94	20.70
2007-08	CDPO/ACDPO	5379	2690	375	392	13.94	14.58
	Supervisor	28,065	14,033	8,352	4,811	59.52	34.28
	AWW	9,65,617	4,82,809	1,47,719	1,23,102	30.60	25.50
	AWH	9,57,416	4,78,708	98,933	64,580	20.67	13.49
2008-09	CDPO/ACDPO	5419	2710	575	523	21.22	19.30
	Supervisor	29,309	14,655	8,864	6,602	60.49	45.05
	AWW	9,98,216	4,99,108	1,79,280	1,29,811	35.92	26.01
	AWH	9,84,792	4,92,396	1,30,903	1,29,553	26.58	26.31
2009-10	CDPO/ACDPO	5568	2784	500	412	17.96	14.80
	Supervisor	31,703	15,852	14,760	5,949	93.11	37.53
	AWW	10,80,586	5,40,293	1,69,238	1,49,958	31.32	27.75
	AWH	10,52,907	5,26,454	1,63,102	1,05,798	30.98	20.10
2010-11	CDPO/ACDPO	5856	2928	375	337	12.81	11.51
	Supervisor	32,391	16,196	7,797	4,357	48.14	26.90
	AWW	11,74,388	5,87,194	1,33,219	1,31,134	22.69	22.33
	AWH	11,04,098	5,52,049	1,50,987	1,54,806	27.35	28.04
Total	CDPO/ACDPO	NA	13810	2075	1938	15.03	14.03
	Supervisor		73,760	48,146	26,089	65.27	35.37
	AWW		25,16,812	8,23,698	6,63,635	32.73	26.37
	AWH		24,52,483	7,33,054	5,38,117	29.89	21.94

Source: Data compiled from records of the Ministry]

Annex 5.9
(Refer to paragraph 5.3.7)

Non-refund of unspent balance under Udisha by 25 States/UTs

Name of the State/UT	Unspent balance available with States/UTs (₹ in lakh)
Andhra Pradesh	3.37
Arunachal Pradesh	3.73
Assam	350.00
Bihar	177.00
Goa	1.51
Jammu & Kashmir	264.01
Jharkhand	25.59
Karnataka	3.47
Maharashtra	9.08
Manipur	10.62
Meghalaya	14.23
Odisha	40.64
Punjab	10.12
Sikkim	0.03
Tamil Nadu	133.01
Uttar Pradesh	209.42
West Bengal	170.28
A & N Islands	9.44
Chhattisgarh	109.97
Gujarat	52.07
Haryana	1.50
Himachal Pradesh	23.84
Uttarakhand	9.32
Rajasthan	266.82
Delhi	13.03
Total	1,912.10

[Source: Data compiled from records of the Ministry]

(Refer to paragraph 6.2)

Expenditure on Supplementary Nutrition by States

(₹ in crore)

States/UTs	2006-07			2007-08			2008-09		
	Funds required for SN*	Expenditure during the year	Percentage shortfall	Funds required for SN*	Expenditure during the year	Percentage shortfall	Funds required for SN*	Expenditure during the year	Percentage shortfall
Andhra Pradesh	227.40	208.30	8.39	292.66	313.28	(-) 7.04	405.05	350.91	13.36
Arunachal Pradesh	10.64	6.80	36.09	13.07	13.08	(-) 0.05	26.51	8.80	66.79
Assam	165.36	48.00	70.97	184.68	90.99	50.73	481.10	95.40	80.17
Bihar	369.18	246.82	33.14	433.54	303.96	29.88	625.41	530.27	15.21
Chhattisgarh	122.22	72.48	40.69	141.43	171.88	(-) 21.53	288.28	183.62	36.30
Delhi	29.93	16.92	43.45	50.18	29.88	40.45	52.24	44.90	14.05
Goa	3.04	3.04	0.01	3.33	4.14	24.42	6.69	3.15	53.00
Gujarat	114.52	77.82	32.04	137.86	121.73	11.70	220.56	130.84	40.68
Haryana	82.18	72.74	11.49	83.22	136.03	(-) 63.46	101.43	115.13	(-) 13.51
Himachal Pradesh	26.38	19.47	26.18	29.33	25.86	11.83	40.60	45.43	(-) 11.89
Jammu & Kashmir	22.81	28.12	(-) 23.30	27.02	23.07	14.62	74.35	43.27	41.80
Jharkhand	119.16	143.40	(-) 20.34	129.56	166.45	(-) 28.47	215.90	188.97	12.47
Karnataka	207.44	191.17	7.84	228.55	215.37	5.76	308.25	246.45	20.04
Kerala	61.76	77.17	(-) 25.00	73.89	107.55	(-) 46.00	103.66	118.48	(-) 14.29
Maharashtra	335.91	287.14	14.51	397.20	361.30	9.03	499.89	388.87	22.20
Manipur	18.30	17.79	2.80	23.56	22.95	2.59	47.20	23.72	49.74
Meghalaya	17.58	20.93	(-) 19.04	22.77	25.48	(-) 11.92	34.04	31.52	7.39
Mizoram	9.84	13.65	(-) 38.78	10.41	12.41	(-) 19.18	13.65	14.95	(-) 9.51
Madhya Pradesh	251.51	171.60	31.77	324.77	303.29	6.61	458.67	271.56	40.79
Nagaland	23.38	17.99	23.07	22.89	21.92	4.25	29.39	25.03	14.81
Odisha	192.14	79.78	58.47	307.31	190.12	38.13	381.48	204.49	46.39
Punjab	68.25	40.17	41.14	74.94	43.11	42.47	105.24	45.60	56.66
Rajasthan	195.34	157.19	19.52	209.05	202.10	3.32	298.32	236.94	20.57
Sikkim	2.15	5.22	(-) 143.04	3.17	3.47	(-) 9.41	6.34	5.40	14.90
Tamil Nadu	65.99	62.35	5.52	88.42	142.54	(-) 61.20	127.87	137.52	(-) 7.54
Tripura	18.71	17.12	8.50	18.02	14.87	17.44	26.08	19.06	26.91
Uttar Pradesh	989.43	794.21	19.73	1190.68	1097.50	7.82	1970.41	1139.74	42.15
Uttarakhand	33.51	25.10	25.09	48.03	46.28	3.66	52.39	10.63	79.70
West Bengal	281.76	168.30	40.26	331.28	257.15	22.37	437.72	302.08	30.98
Total	4065.81	3090.76	23.98	4900.83	4467.76	8.83	7438.69	4962.71	33.29

₹ in crore)

States/UTs	2009-10			2010-11		
	Funds required for SN*	Expenditure during the year	Percentage shortfall	Funds required for SN*	Expenditure during the year	Percentage shortfall
Andhra Pradesh	631.93	523.17	17.21	654.90	699.79	(-) 6.85
Arunachal Pradesh	29.25	9.56	67.30	32.35	38.48	(-) 18.90
Assam	437.42	299.21	31.59	724.52	191.35	73.58
Bihar	1020.28	922.64	9.57	1020.28	570.53	44.08
Chhattisgarh	291.17	213.25	26.76	310.75	259.38	16.52
Delhi	91.19	68.79	24.56	81.07	89.60	(-) 10.52
Goa	7.50	7.50	0	7.79	7.79	0
Gujarat	387.69	246.91	36.31	451.44	420.47	6.86
Haryana	155.78	145.71	6.46	148.24	110.07	25.75
Himachal Pradesh	66.02	59.39	10.03	63.05	49.78	21.04
Jammu & Kashmir	NA	NA	NA	NA	NA	NA
Jharkhand	404.64	532.09	(-) 31.49	434.71	359.97	17.19
Karnataka	508.80	566.42	(-) 11.32	543.07	545.87	(-) 0.50
Kerala	164.86	158.26	4.00	153.49	147.35	4.00
Maharashtra	809.64	486.61	39.89	1462.28	735.09	49.72
Manipur	50.11	24.22	51.65	53.41	52.50	1.70
Meghalaya	57.43	59.72	(-) 3.99	56.79	64.08	(-) 12.84
Mizoram	22.67	24.97	(-) 10.14	24.35	20.26	16.78
Madhya Pradesh	888.41	519.91	41.47	1188.35	897.36	24.48
Nagaland	45.71	33.05	27.70	48.50	52.82	(-) 8.90
Odisha	611.76	327.53	46.46	614.59	477.83	22.25
Punjab	176.22	88.26	49.91	184.23	70.91	61.51
Rajasthan	477.29	304.65	36.17	527.43	451.39	14.41
Sikkim	5.82	6.23	(-) 6.93	5.87	8.38	(-) 42.75
Tamil Nadu	258.87	265.58	(-) 2.59	288.85	381.09	(-) 31.93
Tripura	40.48	36.18	10.63	44.72	40.89	8.56
Uttar Pradesh	2961.59	1788.10	39.62	3134.79	2719.60	13.24
Uttarakhand	95.58	14.88	84.42	43.41	29.61	31.79
West Bengal	824.50	551.01	33.17	972.60	670.98	31.01
Total	11522.60	8283.77	28.10	13275.81	10163.27	23.45

* Calculated on the basis of actual quarterly beneficiaries and actual financial norms. Negative shortfall indicate more expenditure than the norm

[Source: Data extracted from State-wise Statements of Expenditure available at the Ministry]

Annex 6.2
(Refer to paragraph 6.2)

State wise per beneficiary per day expenditure in ₹

States/UTs	2006-07	2007-08	2008-09	2009-10	2010-11
Andhra Pradesh	1.42	2.06	2.24	3.43	4.27
Arunachal Pradesh	1.31	2.07	1.32	1.3	5.03
Assam	3.00	1.26	1.8	4.27	NA
Bihar	1.42	1.3	2.29	3.99	2.46
Chhattisgarh	1.11	2.64	2.65	2.99	3.46
Delhi	1.09	1.36	2.26	3.06	4.73
Goa	1.89	2.41	1.87	3.90	3.93
Gujarat	1.43	1.85	1.5	2.72	3.61
Himachal Pradesh	1.51	1.64	2.86	3.76	3.89
Haryana	1.72	3.38	2.95	3.97	3.07
Jammu & Kashmir	2.08	1.7	2.33	NA	NA
Jharkhand	2.53	2.6	2.27	5.52	3.5
Karnataka	1.73	1.85	2.04	4.44	4.4
Kerala	2.57	2.71	3.03	3.93	4.07
Maharashtra	1.23	1.83	1.98	2.4	1.97
Manipur	2.08	2.31	2.28	1.9	NA
Meghalaya	2.42	2.15	2.35	4.17	4.38
Mizoram	2.81	2.44	2.83	4.6	3.7
Madhya Pradesh	1.38	1.92	1.41	2.32	3.58
Nagaland	1.69	2.13	2.21	2.8	4.31
Odisha	0.93	1.41	1.7	2.41	3.48
Punjab	1.19	1.06	1.1	2	1.6
Rajasthan	1.77	2.23	2.25	3.45	3.5
Sikkim	4.18	2.18	3.4	5.02	5.89
Tamil Nadu	1.77	3.1	2.65	3.65	5.15
Tripura	2.09	1.63	1.93	3.77	3.57
Uttar Pradesh	1.55	1.74	1.74	2.34	3.63
Uttarakhand	1.46	1.98	0.52	0.42	1.58
West Bengal	1.38	1.77	2.2	2.97	3.18
Total	1.52	1.84	2.01	3.08	3.64

[Source: Data extracted from State-wise Statements of Expenditure available at the Ministry]

Annex 6.3
(Refer to paragraph 6.3.1)

Details of Growth monitoring by States

(Figures in la

States/UTs	2006-07			2007-08			2008-09		
	Total population of the children	Total children weighed	Shortfall (in per cent)	Total population of the children	Total children weighed	Shortfall (in per cent)	Total population of the children	Total children weighed	Shortfall (in per cent)
Andhra Pradesh	55.42	47.71	7.71(14)	59.73	50.19	9.53(16)	58.52	51.88	6.64(11)
Arunachal Pradesh	1.69	0.47	1.22(72)	1.9	0.46	1.44(76)	1.95	0.66	1.29(66)
Assam	35.11	9.48	25.63(73)	44.81	13.68	31.13(69)	41.38	16.96	24.42(59)
Bihar	96.42	NA	NA	96.42	NA	NA	96.42	NA	NA
Chhattisgarh	25.45	16.55	8.9(35)	27.69	18.04	9.65(35)	29.27	18.91	10.36(35)
Goa	1.1	0.48	0.62(57)	1.16	0.49	0.67(58)	1.16	0.52	0.64(55)
Gujarat	30.01	35.48	(-) 5.47	42.14	30.4	11.74(28)	43.52	34.21	9.31(21)
Haryana	20.84	19.03	1.81(9)	21.67	19.39	2.28(11)	21.79	20.64	1.15(5)
Himachal Pradesh	5.88	3.42	2.46(42)	6.33	4.24	2.09(33)	6.49	4.45	2.04(31)
Jammu & Kashmir	11.44	1.6	9.84(86)	11.44	1.61	9.83(86)	11.76	1.98	9.79(83)
Jharkhand	36.05	6.52	29.54(82)	40.87	9.98	30.89(76)	42.48	21.1	21.38(50)
Karnataka	49.66	28.07	21.59(43)	50.5	29.88	20.62(41)	49.46	31.95	17.51(35)
Kerala	27.07	16.8	10.27(38)	27.84	17.89	9.95(36)	29.36	18.5	10.86(37)
Madhya Pradesh	74.72	50.67	24.05(32)	89.25	60.93	28.32(32)	88.73	66.57	22.17(25)
Maharashtra	83.63	73.43	10.2(12)	82.77	75.87	6.9(8)	83.42	77	6.42(8)
Manipur	3.6	1.8	1.81(50)	3.86	1.91	1.95(51)	3.85	1.91	1.94(50)
Meghalaya	3.53	1.58	1.95(55)	3.43	1.39	2.04(60)	3.62	1.83	1.79(49)
Mizoram	1.55	1.05	0.5(32)	1.12	1.29	(-) 0.17	1.3	1.07	0.23(18)
Nagaland	3.49	0.97	2.52(72)	3.27	1.78	1.49(46)	3.21	1.82	1.39(43)
Odisha	44.94	40.49	4.46(10)	45.72	42.08	3.64(8)	46.04	43.01	3.02(7)
Punjab	18.62	17.96	0.65(4)	21.05	19.53	1.52(7)	21.15	20.16	0.99(5)
Rajasthan	78.54	26.05	52.49(67)	86.33	31.95	54.39(63)	94.42	38.33	56.09(59)
Sikkim	0.57	0.31	0.27(46)	0.59	0.36	0.23(40)	0.56	0.35	0.21(38)
Tamil Nadu	47.52	39.56	7.95(16)	42.12	40.56	1.56(4)	41.92	40.74	1.18(3)
Tripura	3.27	1.43	1.84(56)	4.28	2	2.27(53)	4.96	2.23	2.74(55)
Uttar Pradesh	228.36	78.11	150.25(66)	249.65	88.66	160.99(64)	253.5	86.41	167.09(66)
Uttarakhand	8.49	3.18	5.31(63)	8.69	3.53	5.17(59)	8.79	4.23	4.55(52)
West Bengal	70.24	42.92	27.31(39)	83.2	48.71	34.49(41)	81.22	52	29.22(36)
A & N Islands	0.43	0.24	0.19(45)	0.26	0.22	0.05(17)	0.27	0.25	0.02(9)
Chandigarh	0.83	0.36	0.48(57)	0.73	0.66	0.07(10)	0.76	0.76	0
Delhi	6.68	2.61	4.08(61)	8.97	2.48	6.49(73)	9.07	2.56	6.51(72)
D & N Haveli	0.14	0.1	0.04(26)	0.19	0.15	0.04(20)	0.19	0.16	0.03(16)
Daman & Diu	0.08	0.03	0.05(65)	0.13	0.08	0.04(34)	0.1	0.08	0.03(30)
Lakshadweep	0.08	0.06	0.02(23)	0.06	0.06	0.01(11)	0.07	0.07	0
Puducherry	0.71	0.31	0.41(57)	0.67	0.3	0.37(55)	0.66	0.28	0.37(56)
Total	1076.18	568.82	507.37(47)	1168.84	620.73	548.11(47)	1181.38	663.58	517.79(44)

(Figures in lakh)

States/UTs	2009-10			2010-11		
	Total population of the children	Total children weighed	Shortfall (in per cent)	Total population of the children	Total children weighed	Shortfall (in per cent)
Andhra Pradesh	57.57	52.75	4.82(8)	57.94	50.21	7.73(13)
Arunachal Pradesh	2.16	0.65	1.51(70)	2.23	0.63	1.6(72)
Assam	47.59	18.25	29.33(62)	50.33	19.09	31.25(62)
Bihar	96.42	46.22	50.2(52)	96.42	64.15	32.27(33)
Chhattisgarh	30.41	19.53	10.88(36)	28.7	20.13	8.57(30)
Goa	1.22	0.55	0.67(55)	1.21	0.56	0.65(54)
Gujarat	41.09	35.91	5.18(13)	43.35	38.71	4.64(11)
Haryana	21.85	20.6	1.25(6)	21.67	20.49	1.18(5)
Himachal Pradesh	6.19	4.32	1.87(30)	6.38	4.48	1.9(30)
Jammu & Kashmir	11.76	1.98	9.79(83)	11.76	1.98	9.79(83)
Jharkhand	45.13	25.56	19.58(43)	45.67	27.19	18.49(40)
Karnataka	50.14	31.49	18.65(37)	51.94	33.3	18.64(36)
Kerala	27.97	18.81	9.17(33)	28.12	18.61	9.51(34)
Madhya Pradesh	89.1	139.19	(-) 50.09	91.51	73.97	17.55(19)
Maharashtra	83.48	76.55	6.93(8)	82.89	61.3	21.59(26)
Manipur	3.85	1.91	1.94(50)	3.85	1.91	1.94(50)
Meghalaya	3.83	1.88	1.95(51)	3.94	1.74	2.2(56)
Mizoram	1.35	1.29	0.06(4)	1.39	1.26	0.13(9)
Nagaland	3.23	1.91	1.32(41)	3.23	1.91	1.32(41)
Odisha	47.17	43.67	3.5(7)	46.28	42.42	3.85(8)
Punjab	23.22	20.94	2.27(10)	22.93	21.24	1.68(7)
Rajasthan	95.24	40.23	55.01(58)	88.41	39.19	49.22(57)
Sikkim	0.33	0.34	0	0.58	0.4	0.19(32)
Tamil Nadu	42.99	41.77	1.22(3)	43.23	41.98	1.24(3)
Tripura	3.61	2.41	1.2(33)	3.95	1.97	1.97(50)
Uttar Pradesh	259.07	90.12	168.95(65)	264.45	131.21	133.24(50)
Uttarakhand	9.3	3.6	5.71(61)	10.04	4.5	5.55(55)
West Bengal	80.2	52.1	28.1(35)	80.67	53.07	27.6(34)
A & N Islands	0.27	0.2	0.08(28)	0.26	0.18	0.08(31)
Chandigarh	0.85	0.77	0.08(9)	0.84	0.84	0
Delhi	9.77	2.7	7.06(72)	9.56	3.1	6.46(68)
Dadra & N Haveli	0.18	0.15	0.03(18)	0.17	0.14	0.03(15)
Daman & Diu	0.1	0.08	0.03(26)	0.1	0.06	0.05(45)
Lakshadweep	0.07	0.07	0	0.01	0.01	0.01(42)
Puducherry	0.66	0.29	0.37(56)	0.69	0.33	0.37(53)
Total	1197.37	798.75	398.62(33)	1204.74	782.29	422.45(35)

[Source: Data compiled from records of the Ministry]

Annex 6.4
(Refer to paragraph 6.3.2)

State wise Nutritional Status of Children

(figures in lakh)

States/UTs	2006-07						
	Total children weighed	Normal		Grade I & II (moderately malnourished)		Grade III & IV (severely malnourished)	
		Number	Per cent	Number	Per cent	Number	Per cent
Andhra Pradesh	47.71	22.31	46.77	25.34	53.10	0.06	0.13
Arunachal Pradesh	0.47	0.43	90.87	0.04	9.12	0.00	0.01
Assam	9.48	5.68	59.88	3.67	38.72	0.13	1.40
Bihar	NA	NA	NA!	NA	NA!	NA	NA!
Chhattisgarh	16.55	7.59	45.86	8.76	52.96	0.20	1.18
Goa	0.48	0.28	58.59	0.20	41.26	0.00	0.15
Gujarat	35.48	10.40	29.31	24.78	69.83	0.30	0.85
Haryana	19.03	10.40	54.66	8.61	45.23	0.02	0.11
Himachal Pradesh	3.42	2.09	61.14	1.33	38.71	0.01	0.15
Jammu & Kashmir	1.60	1.08	67.39	0.51	31.83	0.01	0.78
Jharkhand	6.52	3.43	52.64	2.97	45.62	0.11	1.74
Karnataka	28.07	13.08	46.61	14.90	53.08	0.09	0.31
Kerala	16.80	10.28	61.20	6.51	38.73	0.01	0.07
Madhya Pradesh	50.67	25.53	50.39	24.76	48.86	0.38	0.75
Maharashtra	73.43	40.04	54.53	33.23	45.26	0.16	0.21
Manipur	1.80	1.61	89.94	0.18	9.86	0.00	0.19
Meghalaya	1.58	1.00	63.26	0.58	36.61	0.00	0.14
Mizoram	1.05	0.81	77.33	0.23	22.19	0.01	0.48
Nagaland	0.97	0.84	86.21	0.13	13.48	0.00	0.31
Odisha	40.49	17.60	43.46	22.56	55.72	0.33	0.82
Punjab	17.96	11.61	64.64	6.29	34.99	0.07	0.37
Rajasthan	26.05	11.96	45.91	14.02	53.82	0.07	0.27
Sikkim	0.31	0.22	72.83	0.08	27.09	0.00	0.08
Tamil Nadu	39.56	24.09	60.90	15.45	39.06	0.02	0.04
Tripura	1.43	1.22	85.17	0.21	14.64	0.00	0.19
Uttar Pradesh	78.11	36.43	46.64	40.83	52.27	0.86	1.09
Uttarakhand	3.18	1.73	54.29	1.45	45.48	0.01	0.23
West Bengal	42.92	20.28	47.25	22.35	52.07	0.29	0.68
A & N Islands	0.24	0.17	72.94	0.06	26.43	0.00	0.63
Chandigarh	0.36	0.23	64.76	0.13	35.24	0.00	0.00
Delhi	2.61	1.19	45.64	1.41	54.28	0.00	0.07
Dadra & N Haveli	0.10	0.02	19.08	0.08	79.79	0.00	1.14
Daman & Diu	0.03	0.02	60.20	0.01	39.80	0.00	0.00
Lakshadweep	0.06	0.03	52.12	0.03	47.19	0.00	0.69
Puducherry	0.31	0.17	54.65	0.14	45.34	0.00	0.00
Total	568.82	283.86	49.90	281.82	49.54	3.14	0.55

Annex 6.4 (continued)
(figures in lakh)

States/UTs	2007-08						
	Total children weighed	Normal		Grade I & II (moderately malnourished)		Grade III & IV (severely malnourished)	
		Number	Per cent	Number	Per cent	Number	Per cent
Andhra Pradesh	50.19	24.15	48.11	25.59	50.97	0.46	0.91
Arunachal Pradesh	0.46	0.42	91.92	0.04	8.08	0.00	0.00
Assam	13.68	8.34	60.97	5.17	37.77	0.17	1.26
Bihar	NA	NA	NA!	NA	NA!	NA	NA!
Chhattisgarh	18.04	8.30	46.01	9.61	53.24	0.13	0.74
Goa	0.49	0.29	58.43	0.20	41.45	0.00	0.12
Gujarat	30.40	11.73	38.58	18.46	60.74	0.21	0.68
Haryana	19.39	10.72	55.31	8.65	44.63	0.01	0.06
Himachal Pradesh	4.24	2.63	61.88	1.61	38.01	0.00	0.12
Jammu & Kashmir	1.61	1.08	67.17	0.52	32.05	0.01	0.78
Jharkhand	9.98	5.04	50.54	4.74	47.51	0.19	1.95
Karnataka	29.88	14.17	47.43	15.63	52.31	0.08	0.27
Kerala	17.89	10.89	60.88	6.99	39.06	0.01	0.07
Madhya Pradesh	60.93	32.34	53.07	28.23	46.32	0.37	0.61
Maharashtra	75.87	43.32	57.10	32.42	42.73	0.13	0.17
Manipur	1.91	1.64	86.17	0.26	13.59	0.00	0.24
Meghalaya	1.39	0.88	63.40	0.51	36.50	0.00	0.10
Mizoram	1.29	0.99	76.64	0.30	23.05	0.00	0.30
Nagaland	1.78	1.58	88.88	0.15	8.51	0.05	2.62
Odisha	42.08	19.12	45.45	22.64	53.80	0.32	0.75
Punjab	19.53	12.52	64.07	6.97	35.67	0.05	0.25
Rajasthan	31.95	14.48	45.31	17.41	54.49	0.06	0.20
Sikkim	0.36	0.28	77.96	0.08	21.83	0.00	0.21
Tamil Nadu	40.56	24.81	61.17	15.74	38.80	0.01	0.03
Tripura	2.00	1.37	68.34	0.63	31.32	0.01	0.33
Uttar Pradesh	88.66	41.32	46.60	46.66	52.63	0.68	0.77
Uttarakhand	3.53	1.91	54.12	1.61	45.60	0.01	0.28
West Bengal	48.71	24.12	49.53	24.34	49.97	0.24	0.50
A & N Islands	0.22	0.15	69.75	0.06	29.68	0.00	0.57
Chandigarh	0.66	0.43	64.49	0.23	35.42	0.00	0.09
Delhi	2.48	1.27	51.24	1.21	48.67	0.00	0.09
Dadra & N Haveli	0.15	0.04	25.30	0.11	73.47	0.00	1.23
Daman & Diu	0.08	0.04	50.22	0.04	49.78	0.00	0.00
Lakshadweep	0.06	0.03	52.57	0.03	46.83	0.00	0.59
Puducherry	0.30	0.17	56.45	0.13	43.55	0.00	0.00
Total	620.73	320.56	51.64	296.94	47.84	3.23	0.52

Annex 6.4 (continued)
(figures in lakh)

States/UTs	2008-09						
	Total children weighed	Normal		Grade I & II (moderately malnourished)		Grade III & IV (severely malnourished)	
		Number	Per cent	Number	Per cent	Number	Per cent
Andhra Pradesh	51.88	25.97	50.06	25.87	49.85	0.04	0.08
Arunachal Pradesh	0.66	0.66	100.00	0.00	0.00	0.00	0.00
Assam	16.96	11.08	65.31	5.78	34.10	0.10	0.58
Bihar	NA	NA	NA!	NA	NA	NA	NA!
Chhattisgarh	18.91	8.71	46.07	10.07	53.25	0.13	0.68
Goa	0.52	0.32	62.17	0.20	37.77	0.00	0.06
Gujarat	34.21	14.15	41.38	19.83	57.97	0.22	0.66
Haryana	20.64	11.53	55.87	9.10	44.08	0.01	0.05
Himachal Pradesh	4.45	2.81	63.07	1.64	36.83	0.00	0.10
Jammu & Kashmir	1.98	1.36	68.88	0.61	31.06	0.00	0.06
Jharkhand	21.10	11.98	56.80	8.91	42.23	0.20	0.97
Karnataka	31.95	15.35	48.03	16.51	51.66	0.10	0.31
Kerala	18.50	11.51	62.19	6.99	37.75	0.01	0.06
Madhya Pradesh	66.57	36.86	55.37	29.41	44.19	0.30	0.44
Maharashtra	77.00	46.75	60.72	30.15	39.15	0.10	0.13
Manipur	1.91	1.64	86.17	0.26	13.59	0.00	0.24
Meghalaya	1.83	1.15	62.58	0.68	37.29	0.00	0.13
Mizoram	1.07	0.79	73.86	0.28	25.94	0.00	0.20
Nagaland	1.82	1.71	93.79	0.11	6.16	0.00	0.05
Odisha	43.01	19.95	46.38	22.71	52.81	0.35	0.81
Punjab	20.16	13.05	64.75	7.06	34.99	0.05	0.26
Rajasthan	38.33	18.27	47.67	19.75	51.52	0.31	0.81
Sikkim	0.35	0.28	78.53	0.07	21.40	0.00	0.07
Tamil Nadu	40.74	25.42	62.38	15.32	37.59	0.01	0.03
Tripura	2.23	1.46	65.41	0.77	34.39	0.00	0.20
Uttar Pradesh	86.41	41.01	47.46	44.37	51.35	1.03	1.19
Uttarakhand	4.23	2.11	49.94	2.11	49.81	0.01	0.25
West Bengal	52.00	26.51	50.97	25.22	48.50	0.27	0.53
A & N Islands	0.25	0.18	73.60	0.06	25.92	0.00	0.49
Chandigarh	0.76	0.48	63.35	0.28	36.47	0.00	0.18
Delhi	2.56	1.21	47.39	1.35	52.58	0.00	0.04
Dadra & N Haveli	0.16	0.04	27.08	0.11	72.52	0.00	0.40
Daman & Diu	0.08	0.04	47.23	0.04	52.72	0.00	0.05
Lakshadweep	0.07	0.04	61.13	0.03	38.64	0.00	0.23
Puducherry	0.28	0.17	60.28	0.11	39.71	0.00	0.01
Total	663.58	354.56	53.43	305.75	46.08	3.28	0.49

Annex 6.4 (continued)
(figures in lakh)

States/UTs	2009-10						
	Total children weighed	Normal		Grade I & II (moderately malnourished)		Grade III & IV (severely malnourished)	
		Number	Per cent	Number	Per cent	Number	Per cent
Andhra Pradesh	52.75	26.68	50.58	26.03	49.34	0.04	0.08
Arunachal Pradesh	0.65	0.65	100.00	0.00	0.00	0.00	0.00
Assam	18.25	11.79	64.61	6.35	34.81	0.11	0.58
Bihar	46.22	11.47	24.83	18.10	39.16	16.64	36.01
Chhattisgarh	19.53	9.20	47.08	10.20	52.23	0.13	0.68
Goa	0.55	0.34	62.63	0.20	37.30	0.00	0.06
Gujarat	35.91	16.30	45.39	19.35	53.88	0.26	0.74
Haryana	20.60	11.62	56.41	8.96	43.51	0.01	0.07
Himachal Pradesh	4.32	2.71	62.83	1.60	37.10	0.00	0.08
Jammu & Kashmir	1.98	1.36	68.88	0.61	31.06	0.00	0.06
Jharkhand	25.56	14.62	57.20	10.74	42.03	0.20	0.77
Karnataka	31.49	15.48	49.17	15.91	50.53	0.09	0.30
Kerala	18.81	11.76	62.51	7.04	37.42	0.01	0.06
Madhya Pradesh	139.19	41.29	29.67	28.30	20.33	69.59	50.00
Maharashtra	76.55	48.32	63.12	28.14	36.76	0.09	0.12
Manipur	1.91	1.64	86.17	0.26	13.59	0.00	0.24
Meghalaya	1.88	1.24	65.61	0.65	34.27	0.00	0.12
Mizoram	1.29	0.94	72.79	0.35	27.05	0.00	0.17
Nagaland	1.91	1.75	91.64	0.16	8.29	0.00	0.07
Odisha	43.67	20.86	47.78	22.48	51.49	0.32	0.74
Punjab	20.94	13.54	64.64	7.39	35.27	0.02	0.09
Rajasthan	40.23	21.88	54.39	18.05	44.86	0.30	0.75
Sikkim	0.34	0.28	82.31	0.06	17.64	0.00	0.05
Tamil Nadu	41.77	26.53	63.52	15.23	36.46	0.01	0.02
Tripura	2.41	1.69	69.88	0.72	29.88	0.01	0.23
Uttar Pradesh	90.12	44.00	48.83	45.76	50.78	0.36	0.39
Uttarakhand	3.60	2.63	73.22	0.95	26.46	0.01	0.32
West Bengal	52.10	26.37	50.63	25.44	48.83	0.28	0.55
A & N Islands	0.20	0.16	82.08	0.03	15.77	0.00	2.15
Chandigarh	0.77	0.49	62.94	0.28	36.88	0.00	0.17
Delhi	2.70	1.37	50.70	1.33	49.28	0.00	0.01
Dadra & N Haveli	0.15	0.04	27.69	0.11	71.94	0.00	0.37
Daman & Diu	0.08	0.04	47.23	0.04	52.72	0.00	0.05
Lakshadweep	0.07	0.04	61.13	0.03	38.64	0.00	0.23
Puducherry	0.29	0.18	62.08	0.11	37.92	0.00	0.00
Total	798.75	389.27	48.74	320.95	40.18	88.52	11.08

Annex 6.4 (continued)
(figures in lakh)

States/UTs	2010-11						
	Total children weighed	Normal		Grade I & II (moderately malnourished)		Grade III & IV (severely malnourished)	
		Number	Per cent	Number	Per cent	Number	Per cent
Andhra Pradesh	50.21	25.75	51.28	24.42	48.63	0.04	0.08
Arunachal Pradesh	0.63	0.62	98.00	0.01	2.00	0.00	0.00
Assam	19.09	13.11	68.68	5.89	30.86	0.09	0.46
Bihar	64.15	11.47	17.88	36.04	56.17	16.64	25.94
Chhattisgarh	20.13	12.38	61.53	7.35	36.50	0.40	1.97
Goa	0.56	0.37	65.89	0.19	34.06	0.00	0.04
Gujarat	38.71	23.70	61.23	13.24	34.21	1.76	4.56
Haryana	20.49	11.69	57.05	8.79	42.90	0.01	0.05
Himachal Pradesh	4.48	2.95	65.76	1.53	34.18	0.00	0.06
Jammu & Kashmir	1.98	1.36	68.88	0.61	31.06	0.00	0.06
Jharkhand	27.19	16.31	60.00	10.68	39.30	0.19	0.70
Karnataka	33.30	20.15	60.50	12.21	36.66	0.95	2.84
Kerala	18.61	11.74	63.08	6.86	36.83	0.02	0.08
Madhya Pradesh	73.97	52.89	71.51	19.69	26.61	1.39	1.88
Maharashtra	61.30	47.01	76.68	12.70	20.71	1.60	2.61
Manipur	1.91	1.64	86.17	0.26	13.59	0.00	0.24
Meghalaya	1.74	1.24	70.87	0.50	28.95	0.00	0.18
Mizoram	1.26	0.97	76.74	0.29	23.06	0.00	0.20
Nagaland	1.91	1.75	91.64	0.16	8.29	0.00	0.07
Odisha	42.42	21.03	49.57	21.09	49.71	0.31	0.72
Punjab	21.24	14.10	66.37	7.13	33.59	0.01	0.05
Rajasthan	39.19	22.29	56.87	16.78	42.80	0.13	0.33
Sikkim	0.40	0.35	89.28	0.04	9.86	0.00	0.86
Tamil Nadu	41.98	27.20	64.78	14.78	35.20	0.01	0.02
Tripura	1.97	1.25	63.11	0.72	36.54	0.01	0.35
Uttar Pradesh	131.21	77.51	59.07	53.42	40.72	0.28	0.21
Uttarakhand	4.50	3.38	75.07	1.07	23.74	0.05	1.19
West Bengal	53.07	33.48	63.08	17.48	32.93	2.12	3.99
A & N Islands	0.18	0.15	82.30	0.03	16.62	0.00	1.08
Chandigarh	0.84	0.53	62.71	0.31	37.04	0.00	0.25
Delhi	3.10	1.56	50.09	1.55	49.87	0.00	0.03
Dadra & N Haveli	0.14	0.11	75.22	0.04	24.52	0.00	0.26
Daman & Diu	0.06	0.03	49.60	0.03	50.22	0.00	0.18
Lakshadweep	0.01	0.01	59.83	0.00	40.17	0.00	0.00
Puducherry	0.33	0.21	63.80	0.12	36.20	0.00	0.00
Total	782.29	460.27	58.84	296.00	37.84	26.02	3.33

[Source: Data provided by the Ministry]

Annex 6.5
(Refer to paragraph 6.4.2)

Status of implementation of revised Supplementary Norms in test checked AWCs as on March 2011

State	Total No. of AWCs selected	No. of AWCs where revised feeding norms were not implemented	No. of AWCs where hot cooked food was not served to the children of the age group three to six years	No. of AWCs where instances of SN provided on the pattern of THR to the children of the age group three to six years of age were noticed	No. of AWCs where arrangement for serving more than one meal to the beneficiaries under age group of three to six years was not made	No. of AWCs where arrangement of providing morning snack was not made	No. of AWCs where the SN was not provided on the THR pattern to the children of six months to three years
Andhra Pradesh	310	300	0	0	310	260	40
Bihar	240	0	0	0	240	0	0
Chhattisgarh	120	0	0	120	0	0	0
Haryana	160	0	0	0	160	0	0
Jharkhand	120	120	120	0	120	120	0
Karnataka	260	0	0	0	160	160	0
Madhya Pradesh	280	0	0	0	280	0	0
Meghalaya	120	0	0	120	120	81	0
Odisha	198	0	0	20	198	3	0
Rajasthan	240	0	40	0	95	111	0
Uttar Pradesh	309	0	0	0	309	0	0
West Bengal	200	0	0	0	200	0	200
Total	2557	420	160	260	2192	735	240

[Source: Data compiled from records of sample Projects/AWCs]

Annex 6.6
(Refer to paragraph 6.5.1)

Coverage of SN Beneficiaries

(figures in la

Name of the state	2006-07			2007-08			2008-09		
	Eligible	Actually given SN	Shortfall (per cent)	Eligible	Actually given SN	Shortfall (per cent)	Eligible	Actually given SN	Shortfall (per cent)
Andhra Pradesh	65.84	41.04	24.8(38)	70.9	50.79	20.11(28)	70.18	53.95	16.23(23)
Arunachal Pradesh	1.89	1.69	0.2(11)	2.13	2.09	0.04(2)	2.19	2.17	0.02(1)
Assam	40.05	10.31	29.74(74)	51.85	38.46	13.39(26)	48.91	27.11	21.8(44)
Bihar	115.75	41.74	74.01(64)	115.78	42.18	73.6(64)	115.78	42.18	73.6(64)
Chhattisgarh	31.05	20.96	10.09(32)	33.93	23.62	10.31(30)	35.83	24.96	10.88(30)
Delhi	7.8	5.15	2.65(34)	10.59	6.08	4.5(43)	10.63	6.81	3.81(36)
Goa	1.24	0.54	0.7(56)	1.3	0.57	0.73(56)	1.31	0.6	0.7(53)
Gujarat	35.75	20.42	15.33(43)	49.82	24.53	25.29(51)	51.52	28.82	22.7(44)
Himachal Pradesh	6.9	4.26	2.64(38)	7.46	5.33	2.13(29)	7.59	5.22	2.37(31)
Haryana	24.66	14.06	10.61(43)	25.67	13.38	12.28(48)	25.83	13	12.83(49)
Jammu & Kashmir	13.84	5.23	8.61(62)	13.84	5.87	7.96(58)	14.4	5.1	9.3(65)
Jharkhand	43.15	20.88	22.27(52)	50.07	28.46	21.61(43)	51.39	30.21	21.18(41)
Karnataka	58.2	37.52	20.67(36)	59.57	39.01	20.56(35)	58.97	40.59	18.38(31)
Kerala	30.94	11.27	19.67(64)	31.93	14.01	17.93(56)	33.62	13.84	19.78(59)
Maharashtra	97.57	59.1	38.48(39)	95.55	65.53	30.02(31)	96.77	68.21	28.56(29)
Manipur	4.29	3.15	1.15(27)	4.52	3.69	0.83(18)	4.52	3.7	0.81(18)
Meghalaya	4.14	3.42	0.72(17)	4.01	3.48	0.53(13)	4.24	3.88	0.36(8)
Mizoram	1.86	1.55	0.31(17)	1.41	1.56	0.14	1.64	1.52	0.11(7)
Madhya Pradesh	88.84	47.25	41.59(47)	106.51	53.12	53.39(50)	105.3	65.03	40.27(38)
Nagaland	4.02	3.49	0.52(13)	3.83	3.5	0.33(8)	3.74	3.49	0.25(7)
Odisha	52.76	44.94	7.82(15)	53.65	48.23	5.42(10)	53.92	48.94	4.98(9)
Punjab	22.15	11.19	10.96(49)	24.96	13.5	11.47(46)	25.04	13.64	11.4(45)
Rajasthan	92.41	32.52	59.88(65)	101.71	37.1	64.61(64)	110.48	38.26	72.21(65)
Sikkim	0.65	0.46	0.19(29)	0.66	0.29	0.38(57)	0.62	0.38	0.25(40)
Tamil Nadu	56.14	23.85	32.29(58)	50.57	27.01	23.56(47)	50.2	28.22	21.98(44)
Tripura	3.82	2.72	1.1(29)	5.11	3.29	1.82(35)	5.94	3.42	2.52(42)
Uttar Pradesh	276.5	193.46	83.04(30)	300.15	223.24	76.91(26)	305.88	232.35	73.53(24)
Uttarakhand	9.94	6.58	3.36(34)	10.11	4.78	5.33(53)	10.27	5.82	4.44(43)
West Bengal	80.73	35.33	45.41(56)	95.96	59.17	36.79(38)	93.6	60.62	32.99(35)

(figures in lakh)

Name of the state	2009-10			2010-011		
	Eligible	Actually given SN	Shortfall (per cent)	Eligible	Actually given SN	Shortfall (per cent)
Andhra Pradesh	69.16	50.71	18.45(27)	70.61	53.79	16.82(24)
Arunachal Pradesh	2.44	2.44	0	2.5	2.5	0
Assam	55.74	23.62	32.12(58)	58.83	30.65	28.18(48)
Bihar	115.78	42.18	73.6(64)	115.78	42.18	73.6(64)
Chhattisgarh	36.11	23.8	12.31(34)	34.51	24.93	9.58(28)
Delhi	11.4	7.49	3.91(34)	11.15	7.19	3.96(36)
Goa	1.38	0.64	0.74(54)	1.38	0.67	0.71(51)
Gujarat	48.38	28.17	20.21(42)	51.62	38.59	13.03(25)
Himachal Pradesh	7.39	5.16	2.23(30)	7.45	5.15	2.31(31)
Haryana	25.9	12.21	13.69(53)	25.6	11.95	13.65(53)
Jammu & Kashmir	21.35	5.1	16.25(76)	14.4	5.1	9.3(65)
Jharkhand	54.72	32.57	22.14(40)	55.45	33.68	21.78(39)
Karnataka	60.28	43.1	17.18(29)	61.81	44.1	17.71(29)
Kerala	32.24	13.52	18.72(58)	32.48	12.57	19.91(61)
Maharashtra	96.48	67.11	29.36(30)	96.09	74.09	22.01(23)
Manipur	4.52	3.7	0.81(18)	4.52	3.7	0.81(18)
Meghalaya	4.46	4.01	0.44(10)	4.59	4.1	0.48(11)
Mizoram	1.71	1.5	0.21(12)	1.75	1.59	0.16(9)
Madhya Pradesh	105.91	72.85	33.06(31)	109.2	81.03	28.17(26)
Nagaland	3.79	3.08	0.7(19)	3.79	3.59	0.19(5)
Odisha	55.14	50.17	4.97(9)	54.65	49.16	5.49(10)
Punjab	27.41	13.94	13.47(49)	27.08	14.48	12.6(47)
Rajasthan	111.6	36.55	75.05(67)	104.62	39.18	65.45(63)
Sikkim	0.42	0.41	0.01(2)	0.65	0.16	0.49(75)
Tamil Nadu	51.43	28.67	22.76(44)	51.29	29.84	21.45(42)
Tripura	4.97	3.08	1.89(38)	5.54	3.81	1.73(31)
Uttar Pradesh	313.18	243.53	69.65(22)	321.05	251.92	69.13(22)
Uttarakhand	10.77	3.95	6.82(63)	11.67	6.93	4.74(41)

[Source: Data compiled from records of the Ministry]

Annex 6.7
(Refer to paragraph 6.5.1)

Discrepancy in data on number of beneficiaries

(figures in lakh)

Name of the state	2006-07			2007-08			2008-09		
	Data obtained from SOEs	Data reported by Ministry	Difference	Data obtained from SOEs	Data reported by Ministry	Difference	Data obtained from SOEs	Data reported by Ministry	Difference
Andhra Pradesh	48.64	41.04	7.60	50.80	50.79	0.01	52.11	53.95	1.84
Arunachal Pradesh	1.73	1.69	0.03	2.10	2.09	0.01	2.21	2.17	0.04
Assam	29.55	10.31	19.24	30.78	38.46	7.68	40.09	27.11	12.98
Bihar	57.75	41.74	16.01	77.00	42.18	34.82	77.00	42.18	34.82
Chhattisgarh	21.66	20.96	0.70	23.57	23.62	0.05	24.02	24.96	0.93
Delhi	5.15	5.15	0.00	7.29	6.08	1.20	6.81	6.81	0.00
Goa	0.53	0.54	0.01	0.57	0.57	0.00	0.56	0.60	0.05
Gujarat	19.18	20.42	1.25	24.53	24.53	0.00	28.82	28.82	0.00
Himachal Pradesh	4.28	4.26	0.01	5.24	5.33	0.09	5.28	5.22	0.06
Haryana	14.06	14.06	0.00	13.38	13.38	0.00	13.00	13.00	0.00
Jammu & Kashmir	4.50	5.23	0.73	4.50	5.87	1.37	6.20	5.10	1.10
Jharkhand	18.89	20.88	1.99	20.61	28.46	7.85	27.63	30.21	2.58
Karnataka	37.61	37.52	0.09	39.01	39.01	0.00	40.59	40.59	0.00
Kerala	10.39	11.27	0.89	13.77	14.01	0.23	13.56	13.84	0.29
Maharashtra	77.36	59.10	18.26	65.66	65.53	0.13	65.32	68.21	2.88
Manipur	2.84	3.15	0.30	3.93	3.69	0.24	3.93	3.70	0.23
Meghalaya	3.42	3.42	0.00	3.95	3.48	0.47	4.47	3.88	0.58
Mizoram	1.62	1.55	0.07	1.70	1.56	0.14	1.76	1.52	0.23
Madhya Pradesh	43.13	47.25	4.11	54.09	53.12	0.97	64.01	65.03	1.02
Nagaland	3.77	3.49	0.28	3.77	3.50	0.27	3.76	3.49	0.28
Odisha	31.06	44.94	13.88	49.85	48.23	1.62	48.80	48.94	0.14
Punjab	11.19	11.19	0.00	13.50	13.50	0.00	13.67	13.64	0.04
Rajasthan	31.83	32.52	0.70	34.56	37.10	2.54	38.17	38.26	0.09
Sikkim	0.42	0.46	0.05	0.53	0.29	0.24	0.53	0.38	0.15
Tamil Nadu	11.72	23.85	12.13	15.33	27.01	11.69	17.24	28.22	10.98
Tripura	2.72	2.72	0.00	3.03	3.29	0.25	3.29	3.42	0.13
Uttar Pradesh	170.01	193.46	23.45	209.23	223.24	14.01	217.61	232.35	14.74
Uttarakhand	6.58	6.58	0.00	7.78	4.78	2.99	6.69	5.82	0.87
West Bengal	46.00	35.33	10.67	59.17	59.17	0.00	56.74	60.62	3.88
Total	717.57	704.09	13.48	839.22	841.88	2.66	883.87	872.05	11.82

(figures in lakh)

Name of the state	2009-10			2010-11		
	Data obtained from SOEs	Data reported by Ministry	Difference	Data obtained from SOEs	Data reported by Ministry	Difference
Andhra Pradesh	50.75	50.71	0.04	54.58	53.79	0.79
Arunachal Pradesh	2.44	2.44	0.00	2.55	2.50	0.05
Assam	36.45	23.62	12.83	55.17	30.65	24.52
Bihar	77.00	42.18	34.82	77.00	42.18	34.82
Chhattisgarh	23.74	23.80	(-) 0.06	24.99	24.93	0.06
Delhi	7.49	7.49	0.00	6.44	7.19	(-) 0.75
Goa	0.64	0.64	0.00	0.66	0.67	(-) 0.01
Gujarat	30.23	28.17	2.06	38.77	38.59	0.18
Himachal Pradesh	5.26	5.16	0.09	4.95	5.15	(-) 0.19
Haryana	12.21	12.21	0.00	11.95	11.95	0.00
Jammu & Kashmir	NA	5.10	NA	NA	5.10	NA
Jharkhand	32.08	32.57	(-) 0.49	34.19	33.68	0.51
Karnataka	43.32	43.10	0.22	42.15	44.10	(-) 1.95
Kerala	13.95	13.52	0.43	12.55	12.57	(-) 0.02
Maharashtra	67.34	67.11	0.23	124.17	74.09	50.08
Manipur	4.18	3.70	0.47	4.45	3.70	0.75
Meghalaya	4.77	4.01	0.76	4.88	4.10	0.77
Mizoram	1.81	1.50	0.31	1.81	1.59	0.21
Madhya Pradesh	74.69	72.85	1.84	83.40	81.03	2.37
Nagaland	3.80	3.08	0.72	4.08	3.59	0.49
Odisha	49.09	50.17	(-) 1.08	49.09	49.16	(-) 0.07
Punjab	14.28	13.94	0.33	14.68	14.48	0.20
Rajasthan	36.49	36.55	0.07	46.59	39.18	7.42
Sikkim	0.41	0.41	0.00	0.48	0.16	0.32
Tamil Nadu	24.24	28.67	(-) 4.43	24.64	29.84	(-) 5.20
Tripura	3.19	3.08	0.11	3.82	3.81	0.01
Uttar Pradesh	254.08	243.53	10.55	249.08	251.92	(-) 2.84
Uttarakhand	11.78	3.95	7.83	6.93	6.93	0.00
West Bengal	73.57	59.68	13.89	81.26	81.43	(-) 0.16
Total	959.28	882.96	81.42	1065.30	958.06	112.34

(Figures in red are negative)

[Source: Data extracted from State-wise Statements of Expenditure available at the Ministry]

Annex 6.8
(Refer to paragraph 6.5.2)

Disruption in delivery of SN at the test checked AWCs

State	Year	Total no. of AWCs selected	No. of AWCs where the provision of the SN was disrupted for			
			(31-75) days	(76-150) days	(151-225) days	(226-300) days
Chhattisgarh	2006-07	120	28	5	0	0
	2007-08	119	26	4	1	0
	2008-09	120	17	0	0	0
	2009-10	120	17	0	0	0
	2010-11	120	19	5	1	0
Gujarat	2006-07	150	90	22	0	0
	2007-08	160	83	14	0	0
	2008-09	160	74	27	0	0
	2009-10	160	85	15	0	0
	2010-11	160	95	7	0	0
Karnataka	2006-07	258	2	2	0	0
	2007-08	258	0	1	0	0
	2008-09	259	0	0	0	0
	2009-10	260	1	0	0	0
	2010-11	260	0	0	0	0
Madhya Pradesh	2006-07	280	62	34	1	6
	2007-08	280	39	27	8	0
	2008-09	280	40	25	11	0
	2009-10	280	44	17	5	0
	2010-11	280	50	18	2	0
Odisha	2006-07	146	33	34	13	1
	2007-08	161	58	29	4	0
	2008-09	165	42	35	1	0
	2009-10	189	31	10	5	3
	2010-11	197	30	1	1	0
Rajasthan	2006-07	240	47	20	1	0
	2007-08	240	48	28	2	0
	2008-09	240	53	19	1	0
	2009-10	240	45	28	4	0
	2010-11	240	35	21	2	0
Uttar Pradesh	2006-07	309	31	8	0	0
	2007-08	309	56	6	1	0
	2008-09	309	32	7	0	0
	2009-10	309	33	7	0	0
	2010-11	309	22	7	0	0
West Bengal	2006-07	187	49	13	1	1
	2007-08	200	54	14	3	0
	2008-09	200	50	32	9	2
	2009-10	200	63	30	3	0
	2010-11	200	44	14	0	0

[Source: Data compiled from records of sample Projects/AWCs]

Annex 6.9
(Refer to paragraph 6.5.4)

Supervision of distribution of SN by Supervisor/CDPO at test checked AWCs

State	Year	No. of AWCs selected	No. of AWCs where local community was involved in the distribution of SN	Total visits by Supervisor/ CDPO	No. of reports on visits submitted by Supervisor/ CDPO
Gujarat	2006-07	160	0	2081	2003
	2007-08	160	0	2025	1953
	2008-09	160	0	2518	2452
	2009-10	160	0	2218	2105
	2010-11	160	0	2118	2007
Chhattisgarh	2006-07	120	120	1219	1219
	2007-08	120	120	1166	1166
	2008-09	120	120	1243	1243
	2009-10	120	120	1139	1139
	2010-11	120	120	1278	1278
Jharkhand	2006-07	81	0	18	NA
	2007-08	103	0	43	NA
	2008-09	105	0	76	NA
	2009-10	117	0	137	NA
	2010-11	120	0	192	NA
Meghalaya	2006-07	120	120	1227	1203
	2007-08	120	120	1589	1573
	2008-09	120	120	1439	1411
	2009-10	120	120	1577	1554
	2010-11	120	120	1628	1591
Madhya Pradesh	2006-07	280	280	115	0
	2007-08	280	280	156	0
	2008-09	280	280	192	0
	2009-10	280	280	185	0
	2010-11	280	280	190	0
Haryana	2006-07	160	160	2172	0
	2007-08	160	160	2173	0
	2008-09	160	160	2141	0
	2009-10	160	160	2210	0
	2010-11	160	160	2028	0
Bihar	2006-07	240	220	NA	NA
	2007-08	240	220	NA	NA
	2008-09	240	220	NA	NA
	2009-10	240	220	NA	NA
	2010-11	240	220	NA	NA
Rajasthan	2006-07	240	227	1688	1555
	2007-08	240	232	1791	1655
	2008-09	240	233	1755	1636
	2009-10	240	233	1747	1637
	2010-11	240	234	1863	1750

State	Year	No. of AWCs selected	No. of AWCs where local community was involved in the distribution of SN	Total visits by Supervisor/ CDPO	No. of reports on visits submitted by Supervisor/ CDPO
West Bengal	2006-07	187	0	1314	290
	2007-08	200	0	1334	350
	2008-09	200	0	1378	375
	2009-10	200	0	1290	337
	2010-11	200	0	1286	303
Andhra Pradesh	2006-07	290	22	21	0
	2007-08	300	22	25	0
	2008-09	310	23	21	0
	2009-10	310	23	13	0
	2010-11	310	23	15	0
Odisha	2006-07	147	146	800	224
	2007-08	161	160	846	232
	2008-09	167	166	825	247
	2009-10	190	189	1138	367
	2010-11	199	198	1877	453
Karnataka	2006-07	258	80	2178	0
	2007-08	258	80	2092	0
	2008-09	259	80	1975	0
	2009-10	260	80	1939	0
	2010-11	260	80	2050	0
Uttar Pradesh	2006-07	196	0	542	295
	2007-08	196	0	606	328
	2008-09	196	0	639	338
	2009-10	196	0	667	329
	2010-11	196	0	659	328
Year wise total	2006-07	2479	1375	13379	6789
	2007-08	2538	1394	13836	7257
	2008-09	2557	1402	14192	7702
	2009-10	2593	1425	14250	7468
	2010-11	2605	1435	15180	7710

[Source: Data compiled from records of sample Projects/AWCs]

Annex 6.10
(Refer to paragraph 6.5.6)

Shortfall in providing Recommended Dietary Allowance for micronutrients at test checked AWCs

State	Year	No. of AWCs test checked	No. of AWCs where RTE energy food was NOT introduced	No. of AWCs where micronutrients fortified food was not used	No. of AWCs where vegetables, fruits, milk and egg was not incorporated in the SN
Gujarat	2006-07	160	0	160	0
	2007-08	160	0	160	0
	2008-09	160	0	0	0
	2009-10	160	0	0	0
	2010-11	160	0	0	0
Jharkhand	2006-07	81	81	NA	NA
	2007-08	103	103	NA	NA
	2008-09	105	105	NA	NA
	2009-10	117	117	NA	NA
	2010-11	120	120	NA	NA
Meghalaya	2006-07	120	0	10	0
	2007-08	120	0	0	0
	2008-09	120	0	0	0
	2009-10	120	0	0	0
	2010-11	120	0	0	0
Madhya Pradesh	2006-07	280	0	280	280
	2007-08	280	0	280	280
	2008-09	280	0	280	280
	2009-10	280	0	280	280
	2010-11	280	0	280	280
Rajasthan	2006-07	240	20	4	95
	2007-08	240	20	4	88
	2008-09	240	20	4	89
	2009-10	240	20	4	99
	2010-11	240	20	4	104
West Bengal	2006-07	187	187	147	0
	2007-08	200	200	160	0
	2008-09	200	200	160	0
	2009-10	200	200	200	0
	2010-11	200	200	200	0
Andhra Pradesh	2006-07	290	290	290	290
	2007-08	300	300	300	300
	2008-09	310	310	310	310
	2009-10	310	310	310	310
	2010-11	310	310	310	310

State	Year	No. of AWCs test checked	No. of AWCs where RTE energy food was NOT introduced	No. of AWCs where micronutrients fortified food was not used	No. of AWCs where vegetables, fruits, milk and egg was not incorporated in the SN
Odisha	2006-07	151	1	1	1
	2007-08	164	1	1	1
	2008-09	200	0	0	0
	2009-10	190	0	0	0
	2010-11	199	0	0	0
Karnataka	2006-07	258	0	0	258
	2007-08	258	0	0	258
	2008-09	259	0	0	259
	2009-10	260	0	0	260
	2010-11	260	0	0	260
Uttar Pradesh	2006-07	309	0	0	309
	2007-08	309	0	0	309
	2008-09	309	0	0	309
	2009-10	309	0	0	309
	2010-11	309	0	0	309
Year wise total	2006-07	2076	579	892	1233
	2007-08	2134	624	905	1236
	2008-09	2183	635	754	1247
	2009-10	2186	647	794	1258
	2010-11	2198	650	794	1263

[Source: Data compiled from records of sample Projects/AWCs]

Annex 6.11
(Refer to paragraph 6.6.1)

Utilisation of Food Grains under WBNP by States

Name of the State	2006-07			2007-08			2008-09		
	No of beneficiaries	Quantity used by the State (in Metric Tons)	Quantity used per beneficiary per day (in grams)	No of beneficiaries	Quantity used by the State (in Metric Tons)	Quantity used per beneficiary per day (in grams)	No of beneficiaries	Quantity used by the State (in Metric Tons)	Quantity used per beneficiary per day (in grams)
Andhra Pradesh	4103963	40486	33	5078607	45368	30	5395143	59223	37
Arunachal Pradesh	-	-	-	208685	0	0	216853	0	0
Chhattisgarh	2096058	51677	82	2362082	65000	92	2495513	91755	123
D & N Haveli	13955	142	34				20052	22	4
Gujarat	2042347	20000	32	2453136	47355	64	2881760	59249	69
Haryana	1405833	1000	2	1338053	700	2	1300085	735	2
Himachal Pradesh	426287	6385	50	532941	4091	26	522133	6409	41
Jammu & Kashmir	-	-	-	587246	NA	NA	509948	NA	NA
Jharkhand							3020561	0	0
Karnataka	3752367	50259	45	3901032	39295	34	4058805	66366	55
Kerala									
Madhya Pradesh	4724630	93396	66	5311957	38412	24	6502932	29282	15
Maharashtra	5909641	18777	11	6553012	10978	6	6820883	13026	6
Manipur	341873	0	0						
Mizoram	154963	639	14	155741	755	16	152213	690	15
Nagaland	349376	8000	76	349988	6200	59	348798	5175	49
Odisha	4494394	70602	52	4823199	80850	56	4894185	115899	79
Punjab	1118886	7647	23	1349839	5024	12	1363679	3653	9
Rajasthan	3252132	4447	5	3710225	1954	2	3826488	3525	3
Tamil Nadu	2384946	8999	13	2701479	7513	9	2821798	13050	15
Tripura	271947	3399	42	328632	3203	32	342322	5373	52
Uttar Pradesh	19345747	84847	15	22324080	136514	20	23235096	150296	22
Uttarakhand	658106	5933	30	478173	8794	61	582454	5660	32
Total	56847451	476635	28	64548107	502006	26	71311701	629388	29

Name of the State	2009-10			2010-11		
	No of beneficiaries	Quantity used by the State (in Metric Tons)	Quantity used per beneficiary per day (in grams)	No of beneficiaries	Quantity used by the State (in Metric Tons)	Quantity used per beneficiary per day (in grams)
A & N Islands	21046	66	10	20013	171	28
Andhra Pradesh	5070799	73465	48	5378590	75572	46
Arunachal Pradesh	243726	0	0			
Chhattisgarh	2379715	75548	106	2492705	51557	69
D & N Haveli	17920	117	22	18071	38	7
Gujarat	2817156	61181	72	3858783	68725	59
Haryana	1220749	815	2	1195064	26077	73
Himachal Pradesh	516294	8374	54	514571	7075	46
Jammu & Kashmir	509948	2800	18	509948	1008	7
Jharkhand				3367760	0	0
Karnataka	4309811	74715	58	4410336	58248	44
Kerala	1352278	13709	34	1256958	16714	44
Madhya Pradesh	7285441	117794	54	8103403	202553	83
Maharashtra	6711341	24614	12	7408807	81256	37
Manipur	370339	9742	88	370339	7763	70
Mizoram	149708	785	17	159087	2020	42
Nagaland	308442	16673	180	359483	9805	91
Odisha	5016766	121807	81	4915625	134386	91
Punjab	1394399	3720	9	1448014	12753	29
Rajasthan	3655230	4165	4	3917833	20628	18
Tamil Nadu	2866558	13970	16	2983586	34920	39
Tripura	308277	6575	71	381024	9010	79
Uttar Pradesh	24352738	195480	27	25192054	240525	32
Uttarakhand	395054	1724	15	692706	3208	15
Total	71273735	827839	39	78954760	1064012	45

[Source: Data compiled from records of the Ministry]

Annex 7.1
(Refer to paragraph 7.2.3)

Test checked AWCs not providing PSE

State	Total sample	AWCs where data base was not maintained					AWCs where record in connection with PSE was not maintained				
		2006-07	2007-08	2008-09	2009-10	2010-11	2006-07	2007-08	2008-09	2009-10	2010-11
Andhra Pradesh	310	300	310	310	310	280	0	0	0	0	0
Bihar	240	0	0	0	0	0	0	0	0	0	0
Chhattisgarh	120	120	120	120	120	120	120	120	120	120	120
Jharkhand	120	81	103	105	117	120	0	0	0	0	0
Madhya Pradesh	280	280	280	280	280	280	280	280	280	280	280
Odisha	200	126	138	144	164	170	7	6	4	3	2
Rajasthan	240	234	235	236	237	237	0	0	0	0	0
Uttar Pradesh	309	309	309	309	309	309	0	0	0	0	0
Total	1819	1450	1495	1504	1537	1516	407	406	404	403	402

[Source: Data compiled from records of sample Projects/AWCs]

Annex 7.2
(Refer to paragraph 7.3)

Utilisation of funds by the States for purchase of PSE kits

(₹ in crore)

State	Amount released by the Ministry	Actual expenditure	Shortfall in expenditure	Percentage of shortfall
2006-07				
Gujarat	1.92	0	1.92	100
Haryana	0.72	0	0.72	100
Jharkhand	1.35	0	1.35	100
West Bengal	2.75	0	2.75	100
Delhi	0.22	0.0042	0.21	98.10
Bihar	3	0.5	2.5	83.45
Punjab	0.74	0.2	0.54	72.68
Karnataka	2.56	1.3	1.26	49.36
Kerala	1.4	0.96	0.44	31.36
2007-08				
Delhi	0.3	0	0.3	100
Goa	0.05	0	0.05	100
Haryana	0.86	0	0.86	100
Jharkhand	1.6	0	1.6	100
Madhya Pradesh	2.88	0	2.88	100
Punjab	1.09	0	1.09	100
Manipur	0.38	0.25	0.13	35.86
2008-09				
Delhi	0.3	0	0.3	100
Goa	0.07	0	0.07	100
Haryana	0.87	0	0.87	100
Jharkhand	1.62	0	1.62	100
Madhya Pradesh	3.4	0	3.4	100
Punjab	1.09	0	1.09	100
Uttar Pradesh	7.57	0	7.57	100
Uttrakhand	0.55	0	0.55	100
West Bengal	4.44	0.22	4.22	95.11
Karnataka	2.72	1.58	1.14	42.13

(₹ in crore)

2009-10				
Bihar	8.2	0	8.2	100.00
Delhi	0.66	0	0.66	100.00
Goa	0.12	0	0.12	100.00
Jharkhand	3.81	0	3.81	100.00
Manipur	0.95	0	0.95	100.00
Madhya Pradesh	7.42	0	7.42	100.00
Odisha	5.89	0	5.89	100.00
Uttar Pradesh	15.14	0	15.14	100.00
Uttarakhand	1.19	0	1.19	100.00
West Bengal	10.9	0.03	10.87	99.68
Punjab	2.57	1.14	1.43	55.67
Assam	5.4	3.68	1.72	31.81
2010-11				
Andhra Pradesh	7.38	0	7.38	100.00
Delhi	0.66	0	0.66	100.00
Goa	0.12	0	0.12	100.00
Jharkhand	3.65	0	3.65	100.00
Odisha	6.17	0	6.17	100.00
Punjab	2.57	0.67	1.9	74.09
Uttarakhand	1.34	0.72	0.62	46.66
West Bengal	11.14	6.52	4.62	41.47

[Source: Data extracted from State-wise Statements of Expenditure available at the Ministry]

Annex 7.3
(Refer to paragraph 7.4)

State-wise details of non-availability of PSE kits at test checked AWCs

Name of the State	No. of sample AWCs	No. of AWCs where PSE kit was NOT available				
		2006-07	2007-08	2008-09	2009-10	2010-11
Gujarat	160	160	160	160	160	160
Jharkhand	120	81	103	105	117	120
Madhya Pradesh	280	40	215	217	189	84
Odisha	200	121	97	98	113	160
Rajasthan	240	11	30	20	16	17
Uttar Pradesh	309	130	63	29	39	45
Total	1309	543	668	629	634	586

[Source: Data compiled from records of sample Projects/AWCs]

Annex 7.4
(Refer to paragraph 7.5)

State-wise details on activities in PSE

State	Total sample	No. of AWCs where activities for PSE were not conducted for							No. of AWCs where curriculum for PSE activities was not prescribed	No. of AWCs where AWW did not have knowledge of prescribed charter of activities for PSE	No. of AWCs where AWW was not imparted training for conducting the activities under PSE
		Physical and motor development	Language development etc.	Development of creativity and imagination	Group activities	Pre-writing activities	Developing pre-number concepts	Playing with dolls/ toys, etc.			
Andhra Pradesh	310	40	40	40	40	40	40	40	310	0	0
Bihar	240	0	0	0	0	0	0	NA	0	0	0
Chhattisgarh	120	0	0	0	0	0	0	0	120	0	0
Haryana	160	0	0	0	0	0	0	0	0	0	0
Jharkhand	100	100	100	100	100	100	100	100	120	120	120
Meghalaya	120	0	0	0	0	0	0	0	0	0	0
Madhya Pradesh	280	280	280	280	280	280	280	280	82	52	16
Odisha	200	0	0	0	0	0	0	0	4	40	46
Rajasthan	240	2	5	9	2	81	6	6	0	4	12
West Bengal	200	0	0	0	0	0	0	0	0	0	7
Karnataka	260	2	2	0	1	0	2	2	0	0	0
Uttar Pradesh	309	151	229	151	309	229	231	231	151	164	158
Gujarat	160	0	0	0	0	0	160	0	0	0	0
Total	2699	575	656	580	732	730	819	619	787	390	467

[Source: Data compiled from records of sample Projects/AWCs]

Annex 8.1
(Refer to paragraph 8.1.1)

Non-utilisation of funds released for IEC activities

(₹ in lakh)

State	Operational projects	Amount released by the Ministry	Actual Expenditure	Shortfall in expenditure	Percentage shortfall
2006-07					
Assam	219	54.75	0.00	54.75	100
Gujarat	259	64.75	0.00	64.75	100
Jharkhand	204	51.00	0.00	51.00	100
Manipur	38	9.50	0.00	9.50	100
West Bengal	363	90.75	15.60	75.15	83
Tamil Nadu	434	108.50	40.48	68.02	63
Delhi	30	7.50	3.58	3.92	52
Punjab	142	35.50	19.38	16.12	45
Total		422.25	79.04	343.21	81
2007-08					
Goa	11	2.75	0.00	2.75	100
Himachal Pradesh	76	19.00	0.00	19.00	100
Jharkhand	204	51.00	0.00	51.00	100
West Bengal	416	104.00	0.00	104.00	100
Karnataka	185	46.25	3.37	42.88	93
Tamil Nadu	434	108.50	40.77	67.73	62
Madhya Pradesh	367	91.75	45.41	46.34	51
Punjab	148	37.00	20.08	16.92	46
Total		460.25	109.63	350.62	76
2008-09					
Delhi	50	12.50	0.00	12.50	100
Goa	11	2.75	0.00	2.75	100
Jharkhand	204	51.00	0.00	51.00	100
West Bengal	414	103.50	0.00	103.50	100
Karnataka	185	46.25	2.10	44.15	95
Punjab	148	37.00	16.43	20.57	56
Uttar Pradesh	897	224.25	102.95	121.30	54
Total		477.25	121.48	355.77	76

(₹ in lakh)

State	Operational AWCs	Amount released by the Ministry	Actual Expenditure	Shortfall in expenditure	Percentage shortfall
2009-10					
Delhi	6606	66.06	0.00	66.06	100
Goa	1212	12.12	0.00	12.12	100
Himachal Pradesh	18248	182.48	0.00	182.48	100
Jharkhand	38130	381.30	0.00	381.30	100
Manipur	9834	98.34	0.00	98.34	100
Odisha	67566	675.66	0.00	675.66	100
Uttar Pradesh	151393	1513.93	0.00	1513.93	100
West Bengal	108961	1089.61	0.00	1089.61	100
Karnataka	59342	593.42	38.50	554.92	94
Punjab	25436	254.36	18.74	235.62	93
Haryana	17192	171.92	34.65	137.27	80
Uttarakhand	10663	106.63	45.65	60.98	57
Madhya Pradesh	74180	741.80	332.74	409.06	55
Total		5887.63	470.28	5417.35	92
2010-11					
Delhi	6606	66.06	0.00	66.06	100
Goa	1212	12.12	0.00	12.12	100
Manipur	9587	95.87	0.00	95.87	100
West Bengal	111404	1114.04	0.00	1114.04	100
Punjab	25436	254.36	11.38	242.98	96
Odisha	59755	597.55	63.00	534.55	89
Haryana	21267	212.67	36.11	176.56	83
Andhra Pradesh	72652	726.52	271.69	454.83	63
Karnataka	60026	600.26	227.13	373.13	62
Kerala	32986	329.86	173.70	156.16	47
Madhya Pradesh	78799	787.99	454.31	333.68	42
Total		4797.30	1237.32	3559.98	74

[Source: Data extracted from State-wise Statements of Expenditure available at the Ministry]

Annex 8.2
(Refer to paragraph 8.1.1)

Budget and Expenditure under IEC during 2006-07 to 2010-11

(₹ in crore)

State	Budget	Expenditure			Percentage utilisation
		State level	District level	Total	
Andhra Pradesh	17.58	NA	NA	7.80	44.37
Bihar	19.04	2.05	0.48	2.53	13.29
Chhattisgarh	6.49	1.48	4.80	6.28	96.76
Gujarat	10.96	3.33	0.00	3.33	30.38
Haryana	4.84	0.10	1.59	1.69	34.92
Jharkhand	4.09	NA	NA	3.23	78.97
Karnataka	13.73	9.64	2.85	12.49	90.97
Meghalaya	1.07	0.23	0.36	0.59	55.14
Madhya Pradesh	15.60	NA	NA	7.87	50.45
Odisha	4.08	0.35	2.10	2.45	60.05
Rajasthan	12.40	3.33	2.98	6.31	50.89
Uttar Pradesh	39.84	14.91	1.76	16.67	41.84
Total	149.72	35.42	16.92	71.24	47.58

[NA: State and District-wise breakup not available]

[Source: Data compiled from records of State nodal department]

Annex 9.1
(Refer to paragraph 9.2.1)

State wise receipt of Quarterly/Annual SOEs

Name of the state	Quarterly SOEs during 2006-11			Range of delay		Annual SOEs during 2006-11		
	Total due	Total received	Shortfall	No. of Quarterly SOEs	Delay in days	Total due	Total received	Shortfall
Andhra Pradesh	20	14	6	14	13 to 183	5	4	1
Arunachal Pradesh	20	10	10	9	15 to 188	5	5	0
Assam	20	10	10	8	40 to 197	5	3	2
Bihar	20	15	5	15	17 to 156	5	5	0
Chhattisgarh	20	17	3	18	12 to 134	5	3	2
Delhi	20	15	5	15	14 to 165	5	3	2
Goa	20	16	4	16	10 to 174	5	4	1
Gujarat	20	15	5	14	24 to 85	5	4	1
Haryana	20	16	4	15	13 to 40	5	3	2
Himachal Pradesh	20	19	1	14	13 to 201	5	1	4
Jammu & Kashmir	20	5	15	5	15 to 101	5	0	5
Jharkhand	20	19	1	18	16 to 134	5	2	3
Karnataka	20	16	4	15	10 to 62	5	3	2
Kerala	20	20	0	20	23 to 179	5	2	3
Madhya Pradesh	20	14	6	12	10 to 94	5	5	0
Manipur	20	3	17	1	1	5	5	0
Meghalaya	20	18	2	13	14 to 137	5	3	2
Mizoram	20	19	1	7	11 to 104	5	1	4
Nagaland	20	12	8	11	11 to 147	5	2	3
Odisha	20	19	1	15	11 to 106	5	2	3
Punjab	20	16	4	16	13 to 101	5	4	1
Rajasthan	20	18	2	17	10 to 97	5	3	2
Sikkim	20	9	11	7	30 to 108	5	3	2
Tamil Nadu	20	15	5	15	20 to 154	5	3	2
Tripura	20	11	9	9	16 to 83	5	2	3
Uttarakhand	20	17	3	17	13 to 198	5	1	4
Uttar Pradesh	20	17	3	10	10 to 131	5	4	1
West Bengal	20	15	5	14	30 to 122	5	5	0
Total	560	410	150	360		140	85	55

[Source: Data compiled from records of the Ministry]

Annex 9.2
(Refer to paragraph 9.2.1)

Delay in issue of sanctions at Ministry level

Name of the state	III rd instalment					IV instalment				
	Date of receipt of SOE	Date on which proposal sent to IFD for concurrence	Date of return from IFD after concurrence	Date of issue of sanction	Delay in no. of days	Date of receipt of SOE	Date on which proposal sent to IFD for concurrence	Date of return from IFD after concurrence	Date of issue of sanction	Delay in no. of days
Assam	20.01.2011	04.02.2011	08.02.2011	09.02.2011	20	Fourth instalment was not released to these States				
Bihar	20.09.2010	14.12.2010	15.12.2010	08.02.2011	141					
Chhattisgarh	27.01.2011	15.02.2011	21.02.2011	30.03.2011	63					
Delhi	17.08.2010	04.10.2010	18.10.2010	19.10.2010	63					
Gujarat	28.02.2011	10.03.2011	14.03.2011	29.03.2011	30					
Haryana	24.02.2011	10.03.2011	14.03.2011	29.03.2011	34					
Himachal Pradesh	25.11.2010	16.12.2010	20.12.2010	22.12.2010	28					
Jharkhand	18.10.2010	10.12.2010	14.12.2010	08.02.2011	113	09.03.2011	11.03.2011	14.03.2011	29.03.2011	20
Karnataka	17.08.2010			19.10.2010	63	10.02.2011	10.03.2011	14.03.2011	29.03.2011	48
Kerala	26.10.2010	18.11.2010	23.11.2010	29.11.2010	35	02.02.2011	11.03.2011	14.03.2011	29.03.2011	56
Madhya Pradesh	10.08.2010	08.10.2010	11.10.2010	19.10.2010	70	12.01.2011	10.03.2011	14.03.2011	29.03.2011	76
Meghalaya	12.10.2010	22.10.2010	25.10.2010	10.11.2010	28	Fourth instalment was not released to these States				
Mizoram	29.10.2010	03.12.2010	07.12.2010	14.12.2010	47					
Odisha	06.08.2010	08.10.2010	11.10.2010	19.10.2010	74	11.01.2011	10.03.2011	14.03.2011	29.03.2011	77
Rajasthan	01.12.2010	16.12.2010	24.12.2010	08.02.2011	70	09.02.2011	10.03.2011	14.03.2011	30.3.2011	50
Tamil Nadu	16.12.2010	03.02.2011	04.02.2011	08.02.2011	54	Fourth instalment was not released to the State				
Uttar Pradesh	13.07.2010	04.10.2010	18.10.2010	19.10.2010	97	20.01.2011	10.03.2011	16.03.2011	30.03.2011	70
West Bengal	18.10.2010	03.12.2010	07.12.2010	12.12.2011	52	25.01.2011	11.03.2011	14.03.2011	29.03.2011	64

[Source: Data compiled from records of the Ministry]

Annex 9.3
(Refer to paragraph 9.2.2)

State wise details of amount released as shown in Utilisation Certificates

(₹ in crore)

Name of the State	Year	During the year	Previous years adjustment (+) unspent, (-) Short release	Net amount released	Amount shown by the State Govt as received in the UC	Discrepancy
Andhra Pradesh	2006-07	90.52	3.22	93.74	90.52	3.22
Assam	2006-07	37.12	9.01	46.13	43.35	2.78
	2007-08	33.77	28.09	61.85	33.77	28.09
	2008-09	105.41	16.36	0.00	105.41	-105.41
	2009-10	176.61	74.07	0.00	176.61	-176.61
Bihar	2008-09	153.46	22.49	175.95	153.46	22.49
Chhattisgarh	2008-09	54.29	31.05	85.34	91.81	-6.47
Delhi	2006-07	6.94	3.18	10.12	6.94	3.18
	2007-08	5.16	1.66	6.82	5.16	1.66
Gujarat	2008-09	74.64	-12.67	61.98	74.64	-12.67
	2009-10	86.96	-3.44	83.52	70.34	13.18
Himachal Pradesh	2006-07	6.30	0.70	7.00	6.30	0.70
	2007-08	10.18	1.01	11.18	10.18	1.01
Jharkhand	2007-08	69.98	-5.20	64.78	109.82	-45.04
	2008-09	65.46	0.00	65.46	92.05	-26.60
	2010-11	234.39	-62.41	0.00	277.50	-277.50
Karnataka	2006-07	94.08	10.21	104.28	94.08	10.21
	2007-08	92.98	8.70	101.68	92.98	8.70
Madhya Pradesh	2006-07	57.71	7.29	65.00	57.71	7.29
	2008-09	82.90	10.19	93.09	82.90	10.19
Manipur	2008-09	11.29	-0.64	10.65	14.10	-3.45
	2009-10	14.78	-1.21	0.00	20.40	-20.40
	2010-11	44.50	-8.23	0.00	44.50	-44.50
Mizoram	2006-07	4.89	0.00	4.89	6.19	-1.30
Odisha	2008-09	87.29	23.34	0.00	87.29	-87.29
	2009-10	139.68	8.39	0.00	163.76	-163.76
	2010-11	194.90	-15.69	0.00	194.90	-194.90
Punjab	2006-07	31.38	0.29	31.67	31.38	0.29
Rajasthan	2008-09	109.58	18.05	127.63	120.00	7.63
Sikkim	2006-07	0.96	0.09	1.05	0.96	0.09
	2009-10	7.94	-2.53	0.00	4.44	-4.44
	2010-11	3.62	0.78	0.00	8.88	-8.88
Tamil Nadu	2006-07	34.52	8.15	42.67	34.52	8.15
	2007-08	35.22	11.49	46.71	35.22	11.49
Tripura	2006-07	7.08	0.15	7.23	8.54	-1.31
West Bengal	2006-07	59.16	4.26	63.42	82.30	-18.88
	2007-08	143.92	-20.73	123.19	143.92	-20.73

[Source: Data compiled from records of the Ministry]

Annex 9.4
(Refer to paragraph 9.3.1)

Shortfall in salary released by the Ministry and salary claimed by the States

(₹ In crore)

State	2008-09			2009-10			2010-11		
	Expenditure reported by the States on salary on State Cell, District and Projects	Funds released by the Ministry	Shortfall	Expenditure reported by the States on salary on State Cell, District and Projects	Funds released by the Ministry	Shortfall	Expenditure reported by the States on salary on State Cell, District and Projects	Funds released by the Ministry	Shortfall
Andhra Pradesh	71.11	52.75	18.36	78.14	47.45	30.69	80.94	47.45	33.49
Assam	48.40	30.02	18.38	54.05	27.76	26.29	46.10	28.11	17.99
Himachal Pradesh	35.72	19.90	15.82	19.37	17.35	2.02	24.83	18.65	6.18
Haryana	Data not available			42.80	10.69	32.11	48.77	11.00	37.77
Jharkhand	29.21	27.80	1.41	32.20	25.84	6.36	39.97	25.83	14.14
Karnataka	59.55	27.01	32.54	51.82	24.15	27.67	60.79	24.22	36.57
Kerala	32.27	22.77	9.50	35.86	20.57	15.29	49.24	31.80	17.44
Maharashtra	93.83	62.32	31.51	133.52	65.06	68.46	149.91	67.90	82.01
Madhya Pradesh	82.22	52.01	30.21	71.67	56.76	14.91	87.04	56.76	30.28
Odisha	50.57	45.45	5.12	60.88	40.83	20.05	68.56	40.82	27.74
Punjab	28.57	21.07	7.50	37.39	19.71	17.68	39.21	19.71	19.50
Rajasthan	58.50	39.41	19.09	67.27	38.57	28.70	69.63	38.57	31.06
Tamil Nadu	75.98	59.82	16.16	75.11	53.81	21.30	76.79	53.80	22.99
Uttar Pradesh	No shortfall in funds released			130.32	110.39	19.93	150.59	111.23	39.36
West Bengal	82.68	56.20	26.48	105.85	50.60	55.25	115.76	50.60	65.16
Total	748.61	516.53	232.08	996.25	609.54	386.71	1108.13	626.45	481.68

[Source: Data compiled from records of the Ministry]

Annex 9.5
(Refer to paragraph 9.4.3)

Non-reconciliation of funds (State to Districts)

(₹ In crore)

State	District	Difference between state figures and District figures (- short receipts and + excess receipt of funds during the period 2006-11)
Chhattisgarh	Bastar	-1.64
	Bilaspur	-0.28
	Total	-1.92
Jharkhand	Dumka	-4.03
	Dhanbad	-2.84
	Garhwa	-97.86
	Total	-104.73
Karnataka	Belgaum	33.94
	Bellary	19.48
	Chikmagalur	6.27
	Uttara Kannada	12.09
	Mandya	-6.22
	Raichur	-1.50
	Chamarajnagar	8.12
	Total	72.18
Madhya Pradesh	Anuppur	-15.86
	Damoh	-3.18
	Ratlam	-22.85
	Dindori	-14.64
	Khandwa	17.02
	Total	-39.52
Odisha	Keonjhar	68.24
	Kandhamal	-1.12
	Kalahandi	-15.56
	Nayagarh	1.73
	Cuttack	2.59
	Total	55.88
Rajasthan	Pali	2.84
	Dausa	-0.62
	Alwar	-0.24
	Banswara	-4.52
	Chittorgarh	6.85
	Total	4.31

[Source: Data compiled from records of State Nodal Department]

Annex 9.6
(Refer to paragraph 9.4.4)

State-wise non-maintenance of records

State	Audit findings
Andhra Pradesh	Cash Book was improperly maintained in two projects out of test checked six projects in Mahabubnagar district and in two projects out of six test checked projects in Vizianagaram district.
Gujarat	DPOs maintained grant registers but entries of receipt and disbursement of grants, date of release of grant to CDPOs were not recorded in the registers on many occasions. Similarly, at project level grant registers were either not maintained (CDPO Mandvi and Kamrej) or its maintenance was not proper (CDPO Bardoli and Mahuva had not shown expenditure details in the grant registers). Due to non/improper maintenance of grant registers, audit could not verify correctness of accounts.
Jharkhand	In Garhwa district, Cash Books were improperly maintained in all four test checked projects.
Karnataka	Cash Book was not maintained for any of the test checked projects in Raichur district, stock register of old articles was improperly maintained for two projects of Chickmagalur district and all the four projects of Uttara Kannada district.
Odisha	In seventeen out of 24 test checked projects in five districts Keonjhar, Kandhmal, Kalahandi, Nayagarh and Cuttack, Cash Books were improperly maintained.
Uttar Pradesh	In Firozabad district, vouchers were not properly maintained in one test checked project, in two test checked projects log books were not maintained and in two test checked projects it was improperly maintained. Stock registers were not properly maintained in all four test checked projects. In Kannauj district, log books were not maintained in three test checked projects and one test checked project it was improperly maintained. Stock registers were not properly maintained in all four test checked projects.
West Bengal	In Malda district, vouchers were not properly maintained in two out of four test checked projects. In Paschim Midnapore district Stock Register was improperly maintained.

Annex 10.1
(Refer to paragraph 10.4.1)

Statement showing State-wise and year-wise no. of operational AWCs and AWCs providing Supplementary Nutrition

State/UT	2006-07		2007-08		2009-09		2009-10		2010-11	
	Operational AWCs	AWCs providing SN	Operational AWCs	AWCs providing SN	Operational AWCs	AWCs providing SN	Operational AWCs	AWCs providing SN	Operational AWCs	AWCs providing SN
Andhra Pradesh	61761	55798	70534	61971	73022	69962	79546	58568	83483	73936
Arunachal Pradesh	3037	2562	4277	4058	4277	4210	6028	6028	6028	6028
Assam	25447	1978	36849	35768	36849	7893	52275	10199	55642	14881
Bihar	57767	50637	80211	43740	80211	43740	80211	80211	80211	80211
Chhattisgarh	26801	23260	29373	27889	34915	32781	36211	31318	39137	34019
Goa	1012	1012	1112	1112	1112	1112	1212	1209	1258	1258
Gujarat	38391	33117	43195	40260	43761	42735	47726	40576	49697	48162
Haryana	16359	16359	17192	17444	17444	17444	17444	17444	21240	18458
Himachal Pradesh	7354	7354	18248	18248	18248	18248	18248	18248	18356	18353
Jammu & Kashmir	16409	14769	16409	16409	18797	15774	23375	15774	25793	15774
Jharkhand	22304	21042	31468	28538	32134	31157	38135	33820	38186	35351
Karnataka	51111	50981	54260	53589	54665	54612	62521	61895	63366	63131
Kerala	27980	27732	32115	31974	32225	32149	32232	32097	33026	33013
Madhya Pradesh	56737	53388	68367	61738	69155	66293	81610	69757	90999	77439
Maharashtra	74528	69018	76198	76198	82625	82459	86187	86187	106231	91254
Manipur	4501	3657	7621	7639	7621	7621	9654	7621	9883	7621
Meghalaya	3162	3113	3195	3195	3337	3318	3825	3768	5112	3877
Mizoram	1592	1056	1682	1549	1682	1488	1980	1980	1980	1941

State/UT	2006-07		2007-08		2009-09		2009-10		2010-11	
	Operational AWCs	AWCs providing SN	Operational AWCs	AWCs providing SN	Operational AWCs	AWCs providing SN	Operational AWCs	AWCs providing SN	Operational AWCs	AWCs providing SN
Nagaland	2770	2770	3194	3242	3194	3194	3455	3455	3455	3455
Odisha	36527	28417	41697	30579	41785	37191	56498	53332	69572	60902
Punjab	14730	14730	20169	20169	20169	20169	26648	26119	26656	26656
Rajasthan	41985	38173	48363	46927	50939	47354	50923	48152	57511	53931
Sikkim	886	741	984	701	984	845	1003	853	1173	821
Tamil Nadu	45726	45726	47265	50433	50433	50433	54439	54439	54439	54439
Tripura	6114	6017	7351	7315	7373	7351	8895	9135	9906	9906
Uttar Pradesh	128859	120139	146769	143266	150868	147394	150986	149883	173533	158784
Uttarakhand	7747	6888	8909	3885	9151	6690	10713	8515	16003	10134
West Bengal	56774	46442	88086	69377	89015	73740	91247	75108	111404	99164
A & N Islands	621	621	672	672	672	672	696	696	697	697
Chandigarh	329	329	370	370	370	370	370	420	420	420
Delhi	4425	3971	6106	6090	6106	6076	6606	6606	6606	6606
Dadra & N Haveli	138	138	219	219	253	253	253	253	267	267
Daman & Diu	97	92	102	102	102	102	102	102	102	102
Lakshadweep	74	74	87	87	87	87	87	87	107	107
Puducherry	688	688	688	688	688	688	688	688	788	788
Total	844743	752789	1013337	915441	1044269	935605	1142029	1014543	1262267	1111886

[Source: Data provided by the Ministry]

Annex 10.2
(Refer to paragraph 10.4.1)

Statement showing State-wise and year-wise no. of operational AWCs and AWCs providing Pre-school education (PSE)

State/UT	2006-07		2007-08		2008-09		2009-10		2010-11	
	Operational AWCs	AWCs providing PSE	Operational AWCs	AWCs providing PSE	Operational AWCs	AWCs providing PSE	Operational AWCs	AWCs providing PSE	Operational AWCs	AWCs providing PSE
Andhra Pradesh	61761	60654	70534	78757	73022	72798	79546	71227	83483	76056
Arunachal Pradesh	3037	2546	4277	4058	4277	4210	6028	6028	6028	6028
Assam	25447	24446	36849	34793	36849	34145	52275	37739	55642	48824
Bihar	57767	39331	80211	39331	80211	39331	80211	39331	80211	39331
Chhattisgarh	26801	25588	29373	28165	34915	33893	36211	33266	39137	35100
Goa	1012	1012	1112	1112	1112	1112	1212	1209	1258	1258
Gujarat	38391	36089	43195	41968	43761	42735	47726	44014	49697	49134
Haryana	16359	16359	17192	17444	17444	17444	17444	17444	21240	18457
Himachal Pradesh	7354	7354	18248	18248	18248	18248	18248	18248	18356	18371
Jammu & Kashmir	16409	16409	16409	16409	18797	18797	23375	18797	25793	18797
Jharkhand	22304	20646	31468	28587	32134	30939	38135	35523	38186	35456
Karnataka	51111	50976	54260	53552	54665	54612	62521	62052	63366	62814
Kerala	27980	27585	32115	31800	32225	32148	32232	32221	33026	32952
Madhya Pradesh	56737	54393	68367	67607	69155	68662	81610	70890	90999	77507
Maharashtra	74528	73924	76198	76198	82625	82459	86187	86187	106231	91254
Manipur	4501	3833	7621	7639	7621	7621	9654	7621	9883	7621
Meghalaya	3162	3160	3195	3195	3337	3250	3825	3632	5112	3747

State/UT	2006-07		2007-08		2008-09		2009-10		2010-11	
	Operational AWCs	AWCs providing PSE	Operational AWCs	AWCs providing PSE	Operational AWCs	AWCs providing PSE	Operational AWCs	AWCs providing PSE	Operational AWCs	AWCs providing PSE
Mizoram	1592	957	1682	1549	1682	1488	1980	1971	1980	1941
Nagaland	2770	2687	3194	3242	3194	3194	3455	3455	3455	3455
Odisha	36527	35763	41697	40983	41785	41583	56498	55452	69572	64091
Punjab	14730	14730	20169	20169	20169	20193	26648	26656	26656	26656
Rajasthan	41985	41692	48363	50209	50939	49348	50923	50409	57511	54694
Sikkim	886	845	984	982	984	984	1003	941	1173	1168
Tamil Nadu	45726	45726	47265	50433	50433	50433	54439	54439	54439	54439
Tripura	6114	6018	7351	7315	7373	7351	8895	9135	9906	9906
Uttar Pradesh	128859	126478	146769	145607	150868	147063	150986	149151	173533	164822
Uttarakhand	7747	2658	8909	8611	9151	9095	10713	10636	16003	14135
West Bengal	56774	54901	88086	86829	89015	87123	91247	86053	111404	102714
A & N Islands	621	621	672	672	672	671	696	696	697	697
Chandigarh	329	329	370	370	370	370	370	420	420	420
Delhi	4425	4425	6106	6090	6106	6106	6606	6606	6606	6606
Dadra & N Haveli	138	138	219	219	253	253	253	253	267	267
Daman & Diu	97	92	102	102	102	102	102	102	102	102
Lakshadweep	74	74	87	87	87	87	87	87	107	107
Puducherry	688	545	688	564	688	501	688	600	788	515
Total	844743	802984	1013337	972896	1044269	988349	1142029	1042491	1262267	1129442

[Source: Data provided by the Ministry]

Annex 10.3
(Refer to paragraph 10.8.5)

Year-wise break up of progress reports

Year	No. of districts	No. of Project Offices test checked	No. of AWCs under test checked Projects	No. of AWCs sending regular MPR	No. of AWCs not sending MPR	No. of AWCs not sending Quarterly Progress Reports	No. of AWCs not sending Half yearly Progress Reports	No. of AWCs not sending Annual Progress Reports
2006-07	55	225	15698	13132	2558	10545	10549	10699
2007-08	55	225	18825	16260	2558	12862	12759	13016
2008-09	55	225	19053	16491	2558	13029	13190	13183
2009-10	55	225	20969	18387	2579	14416	14470	14570
2010-11	55	225	21594	18984	2607	14762	14916	13847

[Source: Data compiled from records of sample Projects/AWCs]

Annex 10.4
(Refer to paragraph 10.8.6)

Details on maintenance of registers at AWCs

Name of Register	No. of AWCs			States involved
	Not maintained	Improperly maintained	Properly maintained	
Anganwadi Survey Register	20	1361	1332	Bihar, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Uttar Pradesh
Register of services for Pregnant and Lactating Mothers	236	1029	1448	Bihar, Gujarat, Haryana, Jharkhand, Madhya Pradesh
Register of Services for Children	312	899	1502	Andhra Pradesh, Bihar, Gujarat, Jharkhand, Madhya Pradesh,
Register of Immunisation, IFA and Vitamin A supplementation	291	1061	1361	Andhra Pradesh, Bihar, Gujarat, Jharkhand, Madhya Pradesh, Uttar Pradesh
Birth and Death Register	288	1189	1236	Andhra Pradesh, Bihar, Gujarat, Jharkhand, Madhya Pradesh, Uttar Pradesh, West Bengal
Anganwadi Food Stock Register	23	864	1826	Andhra Pradesh, Gujarat, Jharkhand, Madhya Pradesh,
Medicine Stock Register	936	861	916	Bihar, Chhattisgarh, Gujarat, Haryana, Jharkhand, Madhya Pradesh, Rajasthan, Uttar Pradesh
Other Stock Register	647	413	1653	Bihar, Gujarat, Jharkhand, Madhya Pradesh,
Mahila Mandal Register	1190	845	678	Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Jharkhand, Madhya Pradesh, West Bengal
Supervision cum visitors' book	569	812	1332	Bihar, Gujarat, Jharkhand, Madhya Pradesh,
Daily Diary	1114	587	1012	Bihar, Gujarat, Haryana, Jharkhand, Madhya Pradesh, Rajasthan
Growth Chart Register	320	888	1505	Bihar, Gujarat, Jharkhand, Madhya Pradesh, Uttar Pradesh
Mother and Child Care Register	1598	311	804	Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Haryana, Jharkhand, Madhya Pradesh, Uttar Pradesh
Miscellaneous Register	1784	124	805	Andhra Pradesh, Bihar, Chhattisgarh, Gujarat, Jharkhand, Madhya Pradesh, Rajasthan, Uttar Pradesh
Total	9328	11244	17410	

[Source: Data compiled from records of sample Projects/AWCs]

