

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 |

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| 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

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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 Zavera, 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

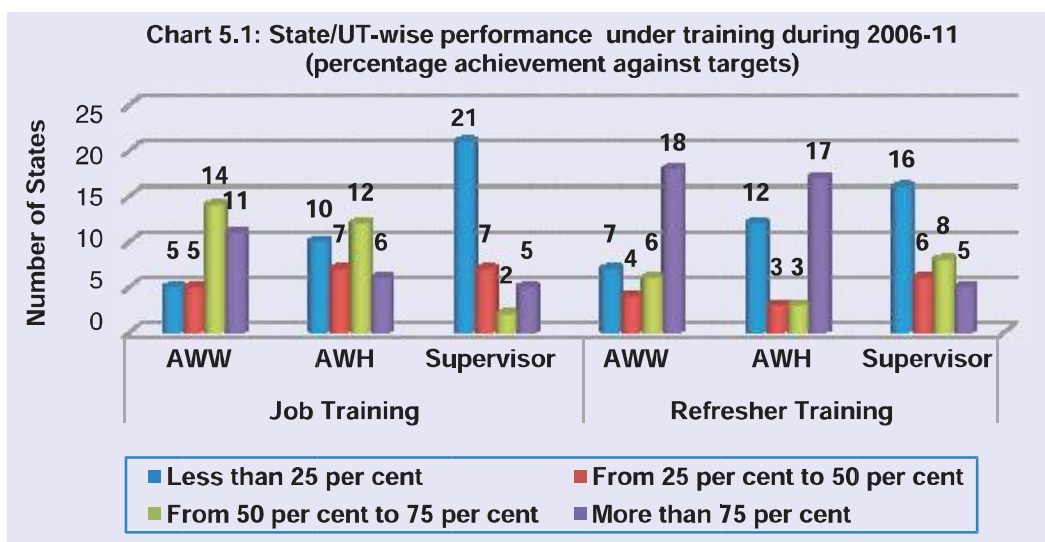
Under the Scheme, all State/UT Governments fix their annual training targets for ICDS functionaries. These targets were based on annual training calendar prepared by the operational training centres.

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 |

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| 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.

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- 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.***