

CHAPTER - 2 MINISTRY OF HUMAN RESOURCE DEVELOPMENT

Department of Education

2. National Programme of Nutritional Support to Primary Education

Highlights

The National Programme of Nutritional Support to Primary Education was designed to encourage the enrolment and retention of primary school children. The programme envisaged allocation of foodgrains to the state governments to enable them to supply cooked meals to the primary school children which in addition to attracting and retaining the children, was also expected to improve their nutritional status. The programme was introduced in August 1995. Even though around Rs 4000 crore have been spent on the programme, it has not succeeded. There have been many failures in the conception, the execution and monitoring of the scheme. Some of the highlights of the audit review are as follows:

In targeting and coverage, great deal of confusion persisted. The Central Government and the state governments/union territory administrations worked with different sets of figures of coverage of students which continued to remain unreconciled. While the Central Government claimed total achievement of targets, figures obtained from the implementing units showed glaring lapses. The targets were lower than the goal of the programme. The claim of blanket coverage of Districts and Blocks did not mean that the benefits reached the beneficiaries. Beneficiary-calculation in terms of actual delivery of food materials showed that against the claim of complete coverage, the ground reality was that 58 *per cent* of students remained deprived of the benefit at the end of 1998-99 even after four years of the implementation of the scheme. The Central support parameter of 80 *per cent* attendance was not followed by a majority of state governments/union territory administrations thereby allowing access to food without the need to continue schooling.

The envisaged institutional arrangements required to be developed locally for providing cooked food within two years of commencement of the programme did not take place. The programme objective of providing cooked meal to enrolled primary school children has not been fulfilled. Only 2.18 crore out of 11.50 crore children could be provided cooked/processed food by the end of March 1999. The quality of food was not checked and cases of adulteration in grains distributed were noticed. The conditionality of ploughing back the savings to the state governments due to transfer of their own programmes to this centrally sponsored programme, into other elementary educational programmes was not fulfilled.

Cases of large scale losses, misutilisations and misappropriations of foodgrains were noticed in the samples test checked. Of particular significance were cases of misappropriation by transporters (Rs 5.80 crore), unauthorised retention of profit margin by reducing stock (Rs 6.84 crore), substitution of quality (Rs 4.20 crore), market sale of foodgrains and utilisation of sale proceeds for parties and picnics (Rs 14.63 lakh), dumping of foodgrains eventually leading to damage (Rs 2.39 crore).

The Programme had envisaged universalisation of primary education. The resources allocated for this programme were far less than the total requirement in order to achieve the said objective. The Department was unable to pay the Food Corporation of India for the quantity of foodgrains issued under the programme. Consequently the FCI (Food Corporation of India), held up the supply to the states which led to the state governments lifting less and less. It has now come to such a pass that the programme is becoming irrelevant. The allocation to the states fell short of the requirement and the lifting by the states of the allocated quantity has also declined. In fact, in 1998-99 Arunachal Pradesh, Assam, Bihar, Jammu & Kashmir and Delhi lifted less than 10 *per cent* of the quantity of foodgrain allocated.

No efforts have been made in the scheme to demarcate clearly the areas of responsibility with the supply chain of the commodity to the schools. There is no proper mechanism of transportation and distribution network. There is no accountability attached. Consequently the programme has lost focus. Community participation did not materialise, as assumed. The system of supervision, monitoring and evaluation was

ineffective. The proposed Management Information System to link the nodal points of the programme in a comprehensive network did not take off. No monitoring by independent agencies was carried out.

The ultimate failure of the programme was in not achieving either of the goals placed before it. Enrolment trend showed decrease instead of increase in the states of Bihar, Goa, Gujarat, Haryana, Jammu & Kashmir, Karnataka, Kerala, Mizoram, Orissa, Punjab, Tamil Nadu, Pondicherry, Andaman & Nicobar Islands and Chandigarh. Retention level worsened as drop out rate shot up. Nutrition level could not be ensured as even the projected quantity of foodgrains actually reaching the beneficiaries dropped to 1.17 Kgms. per student per month during 1995-99.

2.1 Introduction

2.1.1 Background

Though the idea of 'Food for Learning', was mooted in 1982 but the National Programme-Nutritional Support to Primary Education was launched on 15 August 1995 to maximise enrolment, retention and reduce drop-out rate in primary schools

The National Programme of Nutritional Support to Primary Education, launched on 15 August 1995 took off as a follow on of a host of precursor programmes built around the need of providing food as a supplement to nutrition and an incentive for primary education, thereby linking education to the poverty alleviation. In the 1950s, many states introduced 'mid-day meal' programmes with the assistance of international agencies. During 1958-59, an Expanded Nutrition Programme was introduced jointly by FAO (Food and Agricultural Organisation), WHO (World Health Organisation), UNICEF (United Nations International Children's Educational Fund) and Government of India, which was subsequently expanded into Applied Nutrition Programme. In 1982, the idea of 'Food for Learning' with FAO commodity assistance was mooted. In 1983, the Department of Education of the Government of India prepared a Scheme in pursuance of the guidelines of the World Food Programme. The proposal did not receive uniform acceptance from the state governments. In 1984-85 a programme for Central Government assistance for mid-day meals for children in primary schools throughout the country was again considered. This programme prescribed the broad rationale of nutritional support to primary education as an anti-poverty measure that would maximise enrolment, reduce dropout rate and alleviate food burden of the family while investing in the human resource of the future. The Planning Commission prepared a set of guidelines for implementation of the Scheme during the Seventh Five Year Plan. The programme, however, could not take off due to constraint of resources. This was again revived in 1988 in the pre-school format of the ICDS (Integrated Child Development Services). By 1990-91, 17 States (**Annex.-1**) were running their own mid-day meal programme out of their own resources. But by the time the Central Programme was introduced in August 1995, eight of them had discontinued the programme and three States/UTs had introduced their own programme. Thus, there were 12 States/UTs already operating the programme when the Central Programme was introduced. No data relating to coverage under State Programme are available. The parameters of central assistance were yet to develop. The programme was finally introduced as a central scheme through the Budget Speech of the Finance Minister in March 1995. A committee under the chairmanship of the Education Secretary was set up on 19 April 1995 to work out a scheme to operationalise the decision of the Central Government to participate in a phased expansion of the mid-day meal schemes. The Committee submitted its report in May 1995 and the Programme was launched on 15 August, 1995.

The states own programmes were reviewed by audit in **Delhi, Sikkim, Tamil Nadu, Tripura** and **Pondicherry** in the past. Serious shortcomings relating to uncovered schools, low calorific value of the food, non-availability of drinking water, lax supervision, control and monitoring etc. were pointed out in the performance reviews. It would be seen from the following that the shortcomings in extension of the programme persisted which contributed to adverse impact on the objectives.

2.1.2 Objectives of the Programme

The objectives of the Programme of Nutritional Support to Primary Education are two fold:

- to enhance enrolment, ensure retention and reduce drop out rate while supporting the nutritional requirement of primary school (class I to V) children;
- to hasten the process of universalisation of elementary education through wider coverage and by way of

augmenting the efforts of the state governments/union territory administrations.

It may be noted that the second objective was merely a consequence of the first rather than an Independent objective. The first objective has two parts viz.

- (1) to enhance enrolment, ensure retention and reduce drop-out-rate and
- (2) provide nutritional support to primary school children.

2.1.3 Strategy

The programme strategy devolved on three major linkages:

- nutritional support to primary education would be a continuation of the ICDS efforts at the pre-school stage;
- it would be part of the total package of poverty alleviation programme;
- it would be an intervention into the existing mid day meal scheme of the state governments to provide commodity support to the scheme and an incentive to the beneficiaries, and those states should shift the expenditure saved to other programmes in elementary education.

2.2. Scope of review

The programme is implemented by the state governments and the Union Territories. The intervention of the Central Government is designed to fulfil the commodity requirement through the Food Corporation of India. Thus, the scope of the audit review covers scrutiny of allocation, lifting and distribution of foodgrains. It also includes an examination of the actual implementation of the Programme by the state governments in accordance with the stipulated guidelines and whether the programme eventually delivered the results expected. The review also included an assessment of the quality of programme management. The review covers the period 1995-96 to 1998-99. The programme introduced in August 1995 was to acquire universal coverage by March 1998.

2.2.1 Audit objectives

The following specific audit objectives were determined before the commencement of the performance audit.

- Impact on enrolment, retention and drop out.
- Extent of programme achievement.
- Estimation of beneficiaries and allocation of foodgrains
- Lifting and distribution of foodgrains
- Payment of charges
- Quality of foodgrains distributed
- Coverage of beneficiaries
- Lapses in lifting, distribution and coverage of beneficiaries
- Extent of community participation

2.2.2 Review methodology

The programme did not follow a projectised format. The District Collector was entrusted with the responsibility of arranging and lifting of foodgrains and distributing to the schools through local committees. The local bodies were to provide institutional arrangement for the supervision and eventual switch over from distribution of foodgrains to provisioning of cooked meals to the students. The sphere of audit included the schools funded and administered by the state governments and the designated offices in the Collectorates. The Accountants General of the respective

states selected the samples based on representative coverage.

2.2.3 Constraints

Quality of data left much to be desired. The data given by the states were often at variance with those given by the Ministry of Human Resource Development.

Audit had to rely on the limited data corroboration opportunity that was available through cross verification of information and random sampling of cases.

2.3 The Programme : Parameters of Central support

- Centre's share is limited to the cost of implementing the nutritional support of Primary Education by providing the required amount of foodgrains at FCI godowns at central issue prices applicable to Revamped Public Distribution System.
- Each State may have its own specific scheme with appropriate infrastructure and delivery system within the foodgrains that the State would be entitled to under the option offered by Government of India.
- On-going programmes of nutrition support were also eligible for central support subject to these parameters.
- State to supplement central effort by ensuring transport and delivery of the foodgrains at the village/school and with arrangements for cooking and serving and supply of micro nutrients in case of hot meal variant.
- Central support was conditional on States conforming to the parameters approved by the Government of India and satisfactory arrangement being made for the implementation of the programme.
- The broad principles of allocation of foodgrains were:
 - district would be the unit of allocation;
 - allocation by Government of India would be made once in every quarter
 - the initial allocation would be for a quarter based on the data on 1993-94 enrolment and average eighty *per cent* attendance;
 - from the second quarter of the commencement of the scheme in a state, quarterly allocation would be based on the off-take figures received from FCI and utilisation certificates and enrolment data received from the states.
- Department of Education was the nodal agency for implementation of the programme in Government of India; the state governments were to designate an appropriate department, preferably Department of Education to be the nodal agency.

2.4 Allocation of resources

2.4.1 Budgetary constraints

The Programme has been suffering from budgetary constraints. There has been no linkage between the quantity of foodgrains allocated for the scheme and the financial provision in the budget. This has hampered the progress of the scheme significantly. The following table gives the figures of requirement of funds for the targeted coverage, Budget Estimates and Revised Estimates in each year :

Financial Allocation

(Rs in crore)

	Requirement	Budget Estimates	Revised Estimates
1995-96	--	--	611.79
1996-97	1400.00	1400.00	800.00
1997-98	2300.00	960.00	1070.00
1998-99	2700.00	1092.15	1600.15

Note: The scheme was introduced in August 1995; the provisions of funds in 1995-96 were made in Revised Estimates.

Owing to the continued paucity of funds, the Central Government is now looking at different options to downsize/off load the scheme.

2.4.2 Payments to FCI

Ministry made payments to FCI against supply of foodgrains without its cross verification with the quantity lifted by the States/UTs

(a) As the Ministry did not cross-check the veracity of the claims made by FCI regarding the supplies of foodgrains to states/union territory administrations with the statements from them, it is not possible to conclude if all the payments were actually due to FCI. The year-wise details of payments made to the FCI were as under:

(Rs in crore)

Year	Bills received from FCI	Payments made to FCI against these bills
1995-96	407.03	441.21
1996-97	895.41	537.67
1997-98	1714.00	1004.09
1998-99	1349.10	1574.84
Revolving Fund	300.00	300.00
Total	4665.54	3857.81

(b) In 1995-96, the Department made excess payment of Rs 34.18 crore as transport charges to FCI to avoid savings in the resources allotted to the programme. The Ministry stated in May 1999 that as no claims for reimbursement of transportation charges were received during 1995-96 from DRDAs, all the payments were made to FCI as "On Account" payments. The reply was not tenable as transportation charges were payable to DRDAs and not to FCI. Therefore, the payment of Rs 34.18 crore in excess of FCI claims (Rs 441.21 crore as against the claim of Rs 407.03 crore) in 1995-96 was incorrect.

2.5 Commodity support

2.5.1 Lower allocation

The Department of Education did not intend to cover all targeted beneficiaries as 2.14 kgms to 2.85 kgms foodgrains were allocated against 3 kgms per student per month as envisaged under the programme

The scheme had student beneficiaries of 3.34 crore, 5.57 crore, 9.10 crore and 9.79 crore during the years 1995-96, 1996-97, 1997-98 and 1998-99 respectively. The Ministry was required to make the allocation of foodgrains at the rate of 3 Kgms per student per month for 10 academic months in a year, whereas the actual year-wise allocation and lifting

by the state governments/union territory administrations was as under:

Year	No. of students/beneficiaries	Quantity of foodgrains allocated	No. of students that could be covered @ 3 kg. per student per month for 10 academic months in a year	Quantity of foodgrains that would be available for each student per month for 10 academic months in a year on the basis of allocation of foodgrains	Lifting	Quantity of foodgrains that could be provided per month for 10 academic months in a year to the students on the basis of lifting of foodgrains
	(In crore)	(In tonne)	(In crore)	(In kilogram)	(In tonne)	(In kilogram)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1995-96	3.34	713347	2.38	2.14	536016	1.60
1996-97	5.57	1585652	5.29	2.85	1112489	2.00
1997-98	9.10	2567636	8.56	2.82	1808827	1.99
1998-99	9.79	2715274	9.05	2.77	1147047	1.17

Thus, the Department never intended to cover all beneficiaries targeted by it, if all students were to have been provided with the full quota. Assuming that all students were provided the foodgrains or cooked meal, the quantity allocated was sufficient for supply of only 2.14 to 2.85 Kgms foodgrains, to each student per month for 10 academic months in a year during the years 1995-99.

The state governments' inability to lift even the low allocation further reduced the per capita availability of foodgrains for the students to 1.17 Kgms. per month. The performance during the last year i.e. 1998-99 was the poorest, during which the foodgrains lifted were just adequate for supply of 1.17 Kgms to each student.

What is more, the entire quantity lifted was not actually utilised for the purpose of providing nutritional support to the students, since large quantities of foodgrains were diverted/lost. Thus, the actual availability of foodgrains was lower than even the average worked out on the basis of foodgrains actually lifted.

2.5.2 Short lifting of foodgrains

The State Governments did not lift the allocated foodgrains in full. It was 70 per cent in the beginning against allocation which slipped to 47 per cent in 1998-99

Under the programme, the state governments/union territory administrations were to lift the foodgrains from the nearest godown/depot of the FCI in accordance with the allocations made by the Government of India on the basis of total number of students in primary schools registering at least 80 *per cent* attendance at the rate of 3 Kgms per student per month for 10 academic months in a year. The District Collectors were responsible for transportation of foodgrains to schools for distribution as per requirement of each school in their respective districts. Columns 3 and 6 of the table in sub-paragraph 5.1 would reveal the position of lifting of foodgrains with reference to allocation during 1995-99. The state-wise details of allocation and lifting of foodgrains as furnished by the Ministry are given in **Annex - 2**.

The following table shows the percentage of short lifting against the foodgrains allocated:

Sl. No.	Name of States	Percentage of shortfall in lifting against allocation of foodgrains			
		1995-96	1996-97	1997-98	1998-99
1.	Andhra Pradesh	--	12.41	5.89	27.74
2.	Arunachal Pradesh	45.68	100.00	79.57	94.96
3.	Assam	9.25	71.85	60.00	92.98
4.	Bihar	53.70	71.41	76.19	92.89
5.	Gujarat	37.14	46.08	76.53	63.90
6.	Haryana	--	12.92	22.07	41.49
7.	Himachal Pradesh	5.65	4.73	11.80	39.76
8.	Jammu & Kashmir	44.77	29.51	51.72	92.68
9.	Karnataka	23.38	32.47	15.94	44.02
10.	Kerala	--	--	3.19	10.48
11.	Madhya Pradesh	10.96	20.33	25.76	N.A.
12.	Maharashtra	26.66	21.73	13.36	19.63
13.	Manipur	13.16	67.79	13.41	36.82
14.	Meghalaya	10.56	33.47	27.82	71.64
15.	Mizoram	5.75	--	--	30.00
16.	Nagaland	33.00	--	--	3.00
17.	Orissa	35.00	23.00	14.00	--
18.	Punjab	17.00	19.00	59.00	70.00
19.	Rajasthan	11.00	45.00	24.00	N.A.
20.	Sikkim	6.60	36.00	16.00	53.00
21.	Tamil Nadu	--	6.00	10.00	37.00
22.	Tripura	20.00	25.00	48.00	N.A.
23.	Uttar Pradesh	16.25	4.00	3.55	40.52
24.	West Bengal	26.59	23.00	12.00	69.00
25.	A & Nicobar Islands	41.00	60.00	20.00	30.00
26.	Chandigarh	68.39	72.00	63.00	74.68
27.	Dadra & Nagar Haveli	--	60.00	10.36	30.78
28.	Delhi	84.00	48.00	57.00	91.00
29.	Pondicherry	78.00	20.00	2.50	31.00
Average percentage		30.14	37.14	30.24	53.14
N.A. = Not Available -- = Represents no shortfall					

The state-wise, year-wise details of foodgrains allocated to them and lifting thereof alongwith the percentage of

shortfall in lifting the foodgrains are given in **Annex-3**.

It would be seen from the above table that there was a declining trend in the lifting of foodgrains by almost all the state governments/union territory administrations year after year.

The nation-wide average lifting of foodgrains by the state governments/union territory administrations at the start of the scheme was only 70 *per cent* which slipped to 47 *per cent* in 1998-99.

Further investigation into the reasons for persistent short lifting brought out that the district authorities could not, in most cases, compile the enrolment and attendance data, which constitute the basis for calculating the requirement of foodgrains for allotment.

2.5.3 Other observations

(a) Unreliable lifting figures

Uttar Pradesh Government reported during 1995-96 to 1998-99, against the actual release of 978761 tonne of foodgrains by FCI, lifting of 986115 tonne which was evidently improbable.

(b) Allotment in excess of mandate

FCI issued to **Uttar Pradesh** 5541 tonne of foodgrains valued at Rs 2.56 crore in excess of allotment by Government of India to the State Government.

(c) Non-lifting

Five states/UTs to whom 45769 tonne of foodgrains were allocated did not lift at all

As per the information furnished by the Ministry, the state governments and union territory administrations of **Lakshadweep** (in 1995-99), **Arunachal Pradesh** (in 1996-97), **Jammu & Kashmir**, **Andaman & Nicobar Islands** and **Pondicherry** (in 1997-99) did not lift at all any of the 45769 tonne foodgrains allocated to them during the periods mentioned against each of them.

2.6 Transportation of foodgrains

The foodgrains were to be lifted from the nearest godown of FCI by the DRDAs under the supervision of the District Collector for onward transportation to the beneficiary schools for distribution among the students.

2.6.1 The transportation charges on lifting of foodgrains are reimbursable by the Ministry to the concerned DRDAs. The review brought out a host of irregularities in the functioning of the transportation arrangements. It also brought to light cases of undercutting, over billing, damages and misappropriations in transportation resulting loss of Rs 19.59 crore as detailed below:

2.6.1.1 Tamil Nadu

Excess transportation charges - Rs 1.07 crore

The reimbursement of transportation charges was to be restricted to the actuals subject to the ceiling of Rs 25 per quintal and from June 1997 Rs 50 per quintal. Sample-check of the records of 12 out of 29 regions revealed that the Ministry admitted the claims of Rs 2.54 crore without restricting them to the actual expenditure of Rs 1.47 crore. This resulted in the payment of excess transportation charges of Rs 1.07 crore during the period June 1997 to March 1998.

2.6.1.2 Himachal Pradesh

(a) Transportation cost deposited in Saving Bank Account

Director, Primary Education Society, instead of reimbursing the amount of transportation cost to DRDAs deposited Rs 27.43 lakh in bank account

The Government of India reimbursed Rs 31.67 lakh towards transportation cost of foodgrains for the period August 1995 to March 1997 to the Director, Primary Education Society, instead of reimbursing it to the DRDAs. The Director, instead of releasing the amount to the concerned DRDAs deposited the entire amount in Saving Bank Account of the **Himachal Pradesh** Primary Education Society. Out of Rs 31.67 lakh only Rs 4.24 lakh was paid to two District Collectors of Kullu and Solan for discharging transport claims at the direction of the Government of India and the balance of Rs 27.43 lakh continued to remain in the bank account.

(b) Excess reimbursement of transportation charges -Rs 6.58 lakh

The Department reimbursed excess transportation charges of Rs 6.58 lakh to 5 DRDAs of Bilaspur, Chamba, Sirmour, Solan and Una districts on the basis of the claims lodged for transportation of 26268 quintals of rice during August 1995 to March 1997 without verifying that the amounts had already been paid to them. Excess payment had not been recovered as of December 1999.

(c) Reimbursement of transportation charges without reference to the actual cost

In 3 districts of Bilaspur, Mandi and Sirmour, actual transportation charges were less than the ceiling of Rs 25/- and Rs 50/- per quintal. Yet the DRDAs were paid at the uniform rate of Rs 25/- and Rs 50/- per quintal without restricting the reimbursement to the actual expenditure on transportation. This resulted in excess payment of Rs 4.16 lakh between May 1996 and March 1998.

(d) Reimbursement of transportation charges on allocated quantity - Rs 3.95 lakh

The Ministry had reimbursed transportation charges to DRDAs on the allocated quantity of foodgrains of 1.27lakh quintals of rice against 1.11 lakh quintals of rice actually transported between August 1995 and March 1997. This resulted in excess payment of Rs 3.95 lakh.

2.6.1.3 Reimbursement of cost of printing ration cards: Karnataka

Government of **Karnataka** spent Rs 50.77 lakh on printing of ration cards, which was not covered for the reimbursement under the provisions of the scheme. The amount was reimbursed as transport cost without verification.

2.6.1.4 Irregular payment of the profit margin and commission - Rs 2.56 crore: Assam

The STATFED (State Co-op. Marketing and Consumer's Federation Ltd.) in **Assam** apart from the transportation charges of foodgrains from FCI to schools also claimed additional transportation cost, profit margin and commission amounting to Rs 3.80 crore, of which Rs 2.56 crore was paid as of April 1999. This was not admissible.

2.6.2 Misappropriation of 1.40 lakh quintal of foodgrains valued at Rs 12.64 crore by transporting and Government distributing agencies

1.40 lakh quintals of foodgrains costing Rs 12.64 crore were misappropriated by transporters and distributing agencies

During 1995-98 the transport contractors and agents lifted 1.40 lakh quintal of foodgrains, in the test-checked districts of five states from FCI godowns but did not deliver at the distributing point and misappropriated the foodgrains costing Rs 12.64 crore, which deprived 4.66 lakh students of the benefits of the programme. The state-wise position is given below:

(a) In **Assam**, the intermediaries between the transporters and the district authorities unauthorisedly retained 250 gms. to 500 gms. of foodgrains as profit margin from the quota of 3 Kgms. (not provided for in the scheme) which resulted in loss of 75534 quintals of foodgrains valued at Rs 6.84 crore which did not reach the beneficiaries.

(b) In **Arunachal Pradesh**, 5531 quintals of rice valued at Rs 46.89 lakh lifted from FCI godowns could not be distributed in schools as the same was not delivered to the concerned blocks by the district nominees concerned. No action was taken against the district nominees by the Collectors.

(c) In **Maharashtra**, the foodgrains were got lifted through private transport contractors who lifted 41551 quintals of foodgrains worth Rs 3.73 crore from FCI in three test checked districts (Pune, Sholapur, and Thane) during 1995-96 to 1997-98 but instead of delivering it at the point of distribution misappropriated the entire quantity, denying the benefits of the programme to 13.25 lakh students in these districts. Besides, no action had been taken to recover Rs 3.73 crore being the cost of foodgrains from the contractors.

(d) In **Nagaland**, 3133 quintals of rice valued at Rs 32.90 lakh lifted by the stockists/carriage contractors were not delivered by them during 1996-97 to 1998-99. No action had been taken to recover the cost.

(e) (i) In **Uttar Pradesh**, the Head Masters of 1131 primary schools in 38 blocks of eight districts reported that 12695 quintals of foodgrains valued at Rs 1.18 crore shown to have been distributed were not actually distributed among the children by the State Government during 1995-96 to 1998-99.

(ii) Officials of the Food and Supply Department of **Uttar Pradesh** misappropriated 1219 quintals worth Rs 9.41 lakh in 1997-98. Action against the persons responsible for misappropriation had not been taken.

2.6.3 Damage to foodgrains

15380 quintals of inedible and adulterated foodgrains costing Rs 1.22 crore were delivered to the schools

Foodgrains costing Rs 2.39 crore in two states - **Maharashtra** (Rs 1.22 crore) and **Nagaland** (Rs 1.17 crore) could not be distributed as the same was damaged.

(a) During 1996-97 in Thane District of **Maharashtra**, 15380 quintals of inedible adulterated foodgrains valued at Rs 1.22 crore were delivered by the contractor to the schools. The responsibility had not been established for supply of adulterated foodgrains.

14600 quintals of rice costing Rs 1.17 crore damaged in contractor's godown was sold at reduced rates resulting in loss of Rs 62.05 lakh. Sale proceeds of Rs 54.75 lakh was utilised for purchase of sports goods, annual picnics, sports, tea and snacks etc.

(b) The Government of **Nagaland**, instead of transporting foodgrains through DRDAs, appointed agents for transporting foodgrains. The agents lifted 14,600 quintals of rice from FCI godown at Dimapur during December 1995 to March 1996 and kept the stock in their own godowns upto 17 months, where the whole stock of rice was damaged due to poor storage system which was later found unfit for human consumption. The State authorities stated that the rice received could not be distributed due to non-finalisation of the implementation of scheme in the State of **Nagaland**. The damaged foodgrains were later sold at a reduced rate involving loss of Rs 62.05 lakh.

Rs 54.75 lakh received from the discounted sale of damaged rice valued at Rs 1.17 crore were further misused by the designated officers (DCs/ACs) in utilising the same for the purchase of sports goods, annual picnic, sports, tea and snacks etc. in the year 1998-99.

The Additional Director of School Education of the state government did not report the loss to the Government of India.

2.7 Distribution of foodgrains

The programme aimed at providing nutritious and wholesome cooked meal/processed food having a calorific value equivalent to 100 gms. of wheat/rice on school days free of cost to all children in primary classes (I to V) in government, local bodies and government aided schools for ten academic months during a year. However, in the interim period the foodgrains at the rate of 3 kg. per student per month was to be distributed to those students, who had minimum attendance of 80 *per cent* during the month.

The programme does not provide any control mechanism for distribution of foodgrains/cooked food to the students and simply envisages that scheme would be overseen by the committee of local bodies such as village panchayats. It was noticed in audit that Government's reliance on the local institutions was misplaced inasmuch as in ten states no committees were formed. In the absence of committees, the distribution of foodgrains was seriously impaired. The following lapses in distribution were noticed in the States:

2.7.1 Diversions

Utilisation of foodgrains for non-scheme purposes - Rs 31.07 crore

During test check of the records of districts of the 12 states/union territories in audit it was observed that 38274.45 tonne of foodgrains valued at Rs 31.07 crore were utilised for various other purposes not covered under the scheme.

The details of such diversions of the food grains by various state governments are given below:

In four states, 25707.70 tonne of foodgrains costing Rs 21.62 crore were distributed among the students of classes other than class I to V

(a) In **Kerala**, 189020 quintals of foodgrains costing Rs 16.90 crore were distributed among the students of class VI and class VII during the festivals of Onam, Christmas and Ramzan at the rate of 5 kg. per student ignoring the provisions of the scheme.

In **Gujarat** (55000 quintals) and in **Tamil Nadu** (12838 quintals) totalling 67838 quintals of foodgrains valued at Rs 4.70 crore were distributed among the students of class VI to class VIII, who were not eligible under the scheme.

In **Himachal Pradesh** 219 quintals of foodgrains valued at Rs 2.17 lakh was distributed to 297 students of pre-primary schools not covered under the scheme during August 1995 to February 1999.

In six states, 4389 quintals of foodgrains were distributed in private schools

(b) Distribution of foodgrains to the children of private schools

The foodgrains were to be distributed among the students of the primary classes in government/local bodies and government aided schools only, but in the following states 4389 quintals valued at Rs 26.81 lakh were diverted to private schools against the provisions of the scheme.

Sl. No.	Name of the State	No. of districts	Quantity of foodgrains (In qtls.)	Cost of foodgrains (Rs in lakh)
1	Kerala	Two	39.94	00.35
2.	Madhya Pradesh	One	28.20	00.28
3.	Mizoram	One	335.61	2.86
4.	Meghalaya	One	559.95	5.58
5.	Rajasthan	Four	2860.00	11.98
6.	Uttar Pradesh	Two	564.94	5.76
	Total		4388.64	26.81

(c) Diversion/Distribution of foodgrains for flood relief purpose 1996-99

21789.39 quintals of foodgrains costing Rs 1.97 crore were diverted for flood relief works

In **Assam**, 21789.39 quintals of foodgrains costing Rs 1.97 crores were diverted to flood relief works in three districts

of **Assam** during 1997-98 and 1998-99, even when unspent balance of Rs 218.66 crore was available with the State Government under 'Calamity Relief Fund' and 'National Fund for Calamity Relief'. This has not been replenished as of December 1999.

In **Bihar**, 1585.32 quintals of foodgrain costing Rs 8.92 lakh was utilised for relief works which was not covered under the scheme.

(d) Utilisation of foodgrains valued at Rs 7.12 crore for programmes not covered under the scheme.

In three states, 97904 quintals of foodgrains costing Rs 7.12 crore were utilized for non-targeted programmes

In the following states, 97904 quintals of foodgrains costing Rs 7.12 crore meant for children of primary classes of government, local bodies and government aided schools were also utilised for other programmes in violation of the provisions of the scheme as shown below:

Sl. No.	Name of the State	Names of districts test checked in audit	Quantity of foodgrains (In qtls.)	Cost of foodgrains (Rs in lakh)	Purpose for which utilized
1.	Kerala	Idukki, Wayanad, Malappuram, Thiruvananthapuram, Kollam, Kottayam, Kasargod, Palakkad	48524.88	382.35	Teachers' training and other non-targeted programmes
2.	Orissa	Cuttack, Ganjam, Koraput, Kalahandi, Khurda	25304.82	136.79	Other programmes non-targeted
3.	Tamil Nadu	Virudhunagar	24074.65	193.00	Other programmes non-targeted
	Total		97904.35	712.14	

2.7.2 Substitution of superior quality by inferior quality foodgrains

In Tamil Nadu, 15324 tonne of superfine rice was lifted but common variety of rice was distributed among children. The cost differential of Rs 4.20 crore retained by the state government

During 1997-99 the Government of **Tamil Nadu** distributed 15324 tonne of common variety of rice in primary schools instead of the fine variety of rice lifted from FCI for the purpose by **Tamil Nadu** Civil Supply Corporation. The reasons for lifting of foodgrains through Civil Supply Department instead of DRDAs were not on record. The cost differential between the superfine rice lifted from FCI and the common variety distributed was Rs 4.20 crore. Efforts of audit to find out the manner of utilisation of the superfine rice diverted by depriving of primary school children did not yield any result as no separate account of this swapping operation was kept. The details of substitution are as follows:

District	Period	Quantity of fine rice lifted by Tamil Nadu Civil Supplies Corporation Limited	Quantity of common rice substituted	Differential cost between fine and common variety of rice
		(Tonne)	(Tonne)	(Rs in crore)
Dharmapuri	April 1997 to March 1998	7963.223	4406.297	2.36
	June 1998 to November 1998	1822.956	3601.690	
Cuddalore	July 1997 to March 1998	5062.776	2336.544	0.92

	June 1998 to November 1998	1179.252	1165.868	
Virudhunagar	April 1997 to March 1998	5487.787	3814.050	0.92
	Total	21515.994	15324.449	4.20

2.7.3 Dumping of foodgrains

In five states, 1.26 crore children were deprived of the benefit of the scheme as the foodgrains lifted by the agencies were dumped in stores

In five States of **Andhra Pradesh, Assam, Bihar, Uttar Pradesh and Tamil Nadu**, the agencies responsible for lifting the foodgrains from the FCI depots and delivering it at the distribution point, accumulated huge stocks in their godowns at the end of each year during the period 1995-96 to 1998-99 as the foodgrains lifted by them were not delivered to the assigned schools. The details of such accumulation of foodgrains were as under:

Year	Quantity of foodgrains kept in stock as on 31st March of each year (In qtls.)						No. of students deprived of scheme's benefit @ 3 kg. per child per month for ten academic month
	Andhra Pradesh	Assam	Bihar (10 district)	Uttar Pradesh	Tamil Nadu	Total	
1995-96	126000	4796.88	33224.00	22121.45	31168.25	217310.58	724369
1996-97	288000	6381.18	39406.00	129022.47	32224.66	495034.31	1650115
1997-98	748000	10697.19	99027.00	232755.05	626879.90	1717359.14	5724530
1998-99	658000	1823.54	65786.00	198361.46	421969.85	1345940.85	4486470
Total	1820000	23698.79	237443.00	582260.43	1112242.66	3775644.88	12585484

The stocking of foodgrains by the lifting agencies deprived 1.26 crore students of the benefits of the scheme. It will also be seen that the total holding of foodgrains in stock was 37.76 lakh quintals valued at Rs 305.10 crore, at the rate of Rs 808 per quintal. It will also be pertinent to mention here that while all the beneficiaries could not be covered due to resource crunch, large quantity of foodgrains were lying in stock. Since no verification of stock was carried out, the actual physical balance was not readily ascertainable.

2.7.4 Excess distribution of foodgrains

The foodgrains were to be distributed to the students for ten academic months, but in **Andhra Pradesh** foodgrains in two districts were distributed for 11 months. As a result, 1699 tonne of rice costing Rs 1.80 crore was distributed in violation of the provisions of the scheme.

2.7.5 Non-distribution of foodgrains 1393 quintals - Rs 14.63 lakh - Nagaland

1393 quintals of rice lifted for students of 32 schools in Nagaland was not distributed

In four districts of **Nagaland**, 32 schools out of 62 government primary schools test-checked only 85 quintals out of 1478 quintals rice lifted from FCI were distributed during November 1995 to March 1999. The Department could not explain why 1393 quintals of rice worth Rs 14.63 lakh was not distributed by the district authorities. It was seen in audit that a meagre quantity i.e. one or two bags of rice was received by the schools once or twice in the year. This was utilised for annual picnics and sports feasts, while in some other schools, the rice was sold and proceeds thereof were

used to provide tea and snacks to the students.

22 government primary schools with 1675 eligible students had received no foodgrains at all since the implementation of programme in November 1995. No reason for such poor coverage was explained by the Department.

2.7.6 Empty gunny bags - Loss of Rs 30.90 crore

Empty gunny bags valued at Rs 30.90 crore remained unaccounted, resulting in loss to Government exchequer

In the absence of any instructions from Government of India, a loss of Rs 30.90 crore was incurred due to non-disposal of empty gunny bags in 13 states/union territories viz. **Assam** (Rs 45.32 lakh), **Gujarat** (Rs 86.80 lakh), **Haryana** (Rs 40.93 lakh), **Karnataka** (Rs 2.51 crore), **Manipur** (Rs 16.50 lakh), **Orissa** (Rs 23.87 lakh), **Punjab** (Rs 0.91 lakh), **Sikkim** (Rs 6.46 lakh), **West Bengal** (Rs 68.38 lakh), **Uttar Pradesh** (Rs 25.24 crore), **Chandigarh** (Rs 0.63 lakh), **Delhi** (Rs 23.25 lakh) and **Dadra and Nagar Haveli** (Rs 2.12 lakh).

2.8 Distribution of processed/cooked food

According to the programme, the local bodies such as Nagar Palikas and Panchayats in the implementing states were expected to develop institutional arrangements for providing cooked food within a period of two years from the date of commencement of programme in local area.

By the time the National Programme was introduced **Gujarat, Kerala, Orissa, Tamil Nadu** and **Pondicherry** were providing cooked food whereas **Goa, Sikkim, Karnataka, Tripura** and **Delhi** were providing processed food, **Assam** and **Maharashtra** were distributing milk to the children in their primary schools. After switching over to National Programme, **Gujarat, Kerala, Orissa, Tamil Nadu** and **Pondicherry** continued to serve cooked food whereas **Assam, Goa, Karnataka, Maharashtra, Sikkim** and **Tripura** switched over to distribution of foodgrains in place of processed food and milk. However **Delhi** continued serving the processed food.

Besides, **Jammu & Kashmir** and **Haryana** which initially provided cooked food under the National Programme, switched over to the distribution of foodgrains from January 1997 and July 1996 respectively due to the inconvenience faced in converting foodgrains into cooked meals. The remaining States adopted distribution of foodgrains under the National Programme.

Out of 9.79 crore enrolled children, 2.18 crore children could be provided the cooked food even after three years of the start of the programme

Thus, even after four years of the start of the National Programme i.e. by the end of 1998-99, cooked food could be provided only in five States/UT - **Gujarat, Kerala, Orissa, Tamil Nadu** and **Pondicherry**. Against 9.79 crore of enrolled children planned to be covered within the period of two years, only 2.18 crore constituting a mere 22.4 per cent could be provided cooked food by the end of 1998-99 and 7.61 crore children remained deprived of the benefit of the scheme.

2.8.1 (a) Supply of sub-standard food valuing - Rs 95.41 lakh

In Orissa, the sub standard food valuing Rs 95.41 lakh supplied by Orissa Consumer Co-operation Federation was distributed among the children

In **Orissa**, cooked food of inferior quality was served in Kalhandi, Ganjam and Bhadrak districts due to supply of 4061 quintals costing Rs 95.41 lakh of inferior mung dal by **Orissa** Consumer Co-operation Federation during 1995-96 to 1998-99 as shown below. It is clear that there was no system to check the quality and control the distribution of sub-standard dal.

Name of the District	Period	Quantity of inferior mung dal supplied (In quintals)	Value of mung dal (In Rs)
Kalahandi	1995-96	267.30	538609
	1998-99	406.00	963438
Ganjam	1997-98	2577.55	6116526
Bhadrak	1997-98	810.00	1922130
Total		4060.85	9540703

In Ganjam district, the chemical analysis report of eight samples drawn out of 2577 quintals of mung dal, the articles fell below the prescribed norms and contained damaged and foreign material up to 23 *per cent*. The value of this quantity paid for at the rate of standard dal worked out to Rs 14.06 lakh. By feeding the children with substandard food material the nutritional requirement was seriously compromised.

(b) Fictitious distribution - loss Rs 1.89 lakh

In the Kasipur Block of Rayagada district, rice, dal and oil valued at Rs 1.89 lakh was stated to have been issued to 21 primary schools during February 1996 to April 1997 and two primary schools during February 1996 to May 1998 while the schools were non-functional. The Block Development Officer admitted the fictitious transactions in the distribution of food items. No investigation had, however, been carried out.

(c) Distribution of inferior quality foodgrains by contractors - Rs 29.90 lakh

During 1996-97 to 1998-99 in **Nagaland** a contractor delivered and distributed 3737 quintals of foodgrains of inferior quality to 6237 children of 113 primary schools in Kohima Block. No adverse report was given by the school authorities.

(d) Cooked food served for lesser number of days

In **Jammu and Kashmir** cooked meals were served to children only for 28 to 53 days and 29 to 117 days on an average during 1995-96 and 1996-97 respectively in the test checked 228 schools against minimum of stipulated 120 and 200 days. In Udhampur District cooked food was served for 38 to 69 days during 1995-96 and 90 to 149 days during 1996-97. In 455 schools of Udhampur District cooked food was not served in 1996-97.

(e) Cooking oil valued at Rs 12.47 lakh purchased after discontinuance of cooking

In Kupwara district cooking oil valued at Rs 12.47 lakh was purchased by the Chief Education Officer in March 1997 though distribution of cooked food was discontinued in January 1997 by the state government. The purchase of cooking medium after discontinuance of cooking was infructuous. No records indicating the eventual disposal of the cooking oil were available.

2.8.2 Mis-utilisation of fund provided for cooked food

In **Karnataka**, six Zila Parishads in Chitradurga, Bidar, Mysore, Kolar, Dhadwad and Bangalore drew Rs 43.44 lakh during January to March 1996 for the purchase of utensils etc. for providing cooked food in their respective districts. Out of the above amount, Rs 7.72 lakh was refunded as the scheme of cooked food was discontinued from April 1996. The remaining Rs 23.84 lakh was retained by them as of December 1999 and out of Rs 43.44 lakh, a sum of Rs 11.88 lakh was spent by Gram Panchayats for which no accounts were rendered.

2.8.3 Saving of at least Rs 193.09 crore under Mid Day Meal scheme - not utilised for other elementary education schemes by the States

The State Governments/UTs did not plough back the savings in their budget to other programmes of elementary

education

The Programme guidelines provided that the local bodies schools in states where State Mid-Day Meal programme were already in operation before the start of the National Programme of Nutritional Support to Primary Education, would be eligible for Central support on the condition that state governments would shift the expenditure reimbursed by the Government of India for the school nutritional programme to other programmes in the sphere of elementary education. The Mid-Day-Meal Programme was already in existence in the primary schools of States of **Gujarat, Maharashtra, Tamil Nadu** and **Delhi** yet the grant of Rs 193.09 crore (Rs 70.31 crore to **Gujarat**, Rs 44.68 crore to **Maharashtra**, Rs 62.00 crore to **Tamil Nadu** and Rs 16.10 crore to **Delhi**) received during 1995-99 was not utilised in a manner that would plough back the savings to other elementary educational programmes. In **Maharashtra** savings of Rs 44.68 crore during 1995-96 to 1997-98 in the state budget were utilised for the programme of 'Integrated Child Development Services' instead of elementary education. No budget provisions for mid-day meal programme were made in the year 1998-99 in state of **Maharashtra**. Non-adherence to the parameter implied unintended subsidisation of state programme.

2.8.3.1 Non-utilisation of funds by States

The States getting central assistance were expected to continue annual budgetary provisions as usual for their own mid-day meal scheme even after switching over to the NP-NSPE. As per the guidelines of the National Programme such funds were to be utilised for other programmes of elementary education.

Governments of **Assam, Goa, Maharashtra** and **Tripura** did not comply with the above proviso as neither the budgetary provision to the level of preceding years were made nor funds provided were fully utilised as shown below:

(Rs in lakh)

	Budget provision/expenditure for States own Mid-day-meal scheme				Budget provision & expenditure after introduction of National Programme of Nutritional Support to Primary Education					
	1994-95		1995-96		1996-97		1997-98		1998-99	
Name of State	Budget Provision	Exp.	Budget Provision	Exp.	Budget Provision	Exp.	Budget Provision	Exp.	Budget Provision	Exp.
Assam	Not Applicable	Not Applicable	400.00	316.72	400.00	400.00	Nil	Nil	Nil	Nil
Goa	9.00	6.20	9.10	7.59	9.50	9.47	5.00	4.66	9.50	0.70
Maharashtra	5869.15	5507.54	2466.86	1249.75	2715.37	448.62	1127.30	137.65	Nil	Nil
Tripura	Not furnished	350.00	Not furnished	232.03	Nil	56.85	34.00	71.27	30.00	Nil

The requisite information about other States **Kerala, Orissa, Sikkim** and UT of **Pondicherry** were not made available.

2.9 Coverage

The programme was to cover in a phased manner, commencing from 1995-96, all government/local bodies and Government aided primary schools in all the states/ union territories by the end of 1998-99.

Year	Total no. of districts	Total no. of blocks	Total no. of schools	Total no. of students (In crore)
	Targeted	Targeted	Targeted	
1995-96	378	2499	3.22 lakh	3.70
1996-97	475	4426	4.74 lakh	7.15
1997-98	510	5451	6.41 lakh	10.82
1998-99	544	5763	6.88 lakh	11.50

The details of state-wise coverage of districts and blocks as per the Departmental records for the period 1995-96 to 1998-99 are given in **Annex-4** and the coverage of schools is given in **Annex-5**. Examination by Audit, however, brought out that the coverage claimed by the Department is incorrect inasmuch as the state governments and union territory administrations have provided a different set of figures as brought out in para 9.3 below. The discrepancies cast a doubt on the reliability of the reported figures of output. Further, not all districts and all schools in all blocks were actually covered by the programme as claimed by the Department. The discrepancies disclosed in sample checks are analysed in the succeeding sub-paragraphs.

2.9.1 Lapses in coverage

(a) In **West Bengal**, out of the total of 18 districts one district, namely, Calcutta was not brought under the purview of the scheme, thus depriving the benefit to 2.54 lakh children.

(b) In **Arunachal Pradesh**, five districts namely, East Siang - upper Siang - lower Subansiri - upper Subansiri and Papumpare were not covered at all and other eight districts were only partially covered.

(c) In **Assam**, out of 23 districts five districts in 1996-97, three districts in 1997-98 and 16 districts in 1998-99 were left out of the scheme.

(d) In **Bihar**, though optimal coverage was claimed, but audit scrutiny brought out that during 1996-97, 1997-98 and 1998-99 the coverage of enrolled students was barely 18.19 *per cent*, 19.61 *per cent* and 8 *per cent* respectively for the respective years.

(e) In **Chandigarh**, the scheme had no impact on the increase in enrolment, retention and decrease in drop-outs. The enrolment figures came down to 42262 in 1998-99 in comparison to 43510 in 1995-96 which is clear from the table given below:

Sl. No.	Year	Enrolment of number of children	Students covered	Students not covered	Percentage uncovered
1.	1995-96	43510	10209	33301	76.54
2.	1996-97	42864	19500	23364	54.50
3.	1997-98	43284	19500	23784	54.94
4.	1998-99	42262	19500	22762	53.86

From the above table it was further observed that Ministry had not fully covered the enrolled children in the Union Territory of **Chandigarh** under the scheme and there was a shortfall in the coverage of students ranging between 53.86 *per cent* to 76.54 *per cent* during the period 1995-96 to 1998-99. Further, in 65 schools of this union territory the

scheme was not implemented.

(f) In **Delhi**, 0.34 lakh to 0.41 lakh students in 99 schools of New **Delhi** Municipal Council were deprived of the benefit of the scheme during 1995-96 to 1998-99 due to its non-implementation.

(g) In **Mizoram**, the scheme was not implemented in 133 schools during 1995-99.

(h) 9.32 lakh students in 2940 schools in three States of **Andhra Pradesh, Maharashtra** and **Rajasthan** could not get the benefit of this scheme as the scheme was not implemented therein during 1995-96 to 1998-99. The details thereof are given below:

Sl.No.	Name of the State	No. of schools	No. of students (In lakh)
1.	Andhra Pradesh	254	1.12
2.	Maharashtra	2331	7.67
3.	Rajasthan	355	0.53
	Total	2940	9.32

2.9.2 Shortfall in coverage of students against enrolment

The Programme contemplated coverage of all primary schools except private schools in the country benefiting about 12 crore children by the year 1997-98 but the Department targeted 10.82 crore children only for coverage during this period. This resulted in lowering the initial target by 1.18 crore children (9.83 *per cent*) against the actual number of children to be covered as per Department's record.

Even by the year 1998-99, the Department targeted to cover only 11.50 crore students, thus leaving about 50 lakh students still out of the scheme.

Against the target of 11.50 crore children during 1998-99, the allocation of foodgrains was made only for 9.05 crore, lowering the number of beneficiaries by 2.45 crore children. During this year 25 states / union territories lifted 1087767 tonne against the allocation of 2216546 tonne of foodgrains. As a result of short-lifting another 3.76 crore children remained uncovered under this scheme. The quantity of foodgrains lifted by the remaining States during this period was not intimated.

Besides the above, it was observed in audit that 49.50 lakh children in seven states of **Andhra Pradesh, Assam, Bihar, Maharashtra, Nagaland, Tamil Nadu** and **Uttar Pradesh** were also deprived of the benefit of the scheme as foodgrains lifted by these states were not distributed due to dumping and misappropriation of foodgrains by contractors and diversion for other purposes by the agencies during 1998-99.

Against the target of 11.5 crore children only 4.79 crore children were covered by the end of 1998-99

Thus, against the target of covering 11.5 crore students of primary classes by the year 1998-99 only 4.79 crore children were covered under the scheme and 6.71 crore children (58 *per cent*) could not get the benefit of this scheme.

2.9.3 Wide variations in the two sets of figures of coverage of students as given by Ministry and state governments

The following tables show variations in the figures of coverage of students (year-wise) as furnished by the Department and the states / union territories.

Table 'A'
(Where the Department claimed higher than states/union territories figures)

(Figures in lakh)

State	1995-96			1996-97			1997-98			1998-99		
	M/o HRD	State	Diff.	M/o HRD	State	Diff.	M/o HRD	State	Diff.	M/o HRD	State	Diff.
Arunachal Pradesh	0.94	0.49	0.45	0.96	--	0.96	0.96	0.31	0.65	1.51	0.35	1.16
Assam	19.60	17.79	1.81	20.94	5.89	15.05	23.35	9.34	14.01	23.35	1.64	21.71
Goa	--	--	--	--	--	--	0.99	0.55	0.44	0.84	0.73	0.11
Haryana	6.00	5.92	0.08	--	--	--	17.21	16.96	0.25	--	--	--
Mahara-shtra	37.54	33.78	3.76	--	--	--	--	--	--	--	--	--
Punjab	--	--	--	5.45	4.95	0.50	--	--	--	--	--	--
Tamil Nadu	11.58	10.03	1.55	11.63	9.97	1.66	74.47	35.13	39.34	59.36	43.35	16.01
Tripura	3.59	2.90	0.69	3.79	3.17	0.62	4.67	3.05	1.62	--	--	--
West Bengal	19.03	15.69	3.34	36.37	27.31	9.06	78.40	59.50	18.90	87.86	26.71	61.15
Chandigarh	0.64	0.10	0.54	0.64	0.19	0.45	--	--	--	0.50	0.19	0.31
Total	98.92	86.70	12.22	79.78	51.48	28.30	200.05	124.84	75.21	173.42	72.97	100.45

-- indicates no difference

Table 'B'
(Where the states /union territories claimed higher than Departmental figures)

(Figures in lakh)

State	1995-96			1996-97			1997-98			1998-99		
	M/o HRD	State	Diff.	M/o HRD	State	Diff.	M/o HRD	State	Diff.	M/o HRD	State	Diff.
Andhra Pradesh	27.35	30.17	3.18	--	--	--	--	--	--	--	--	--
Karnataka	28.37	29.39	1.02	--	--	--	--	--	--	--	--	--
Meghalaya	2.19	2.32	0.13	2.19	2.45	0.26	2.89	3.20	0.31	3.20	3.87	0.67
Orissa	15.02	38.15	23.13	22.20	42.12	19.92	--	--	--	44.97	45.03	0.06
Punjab	4.95	5.47	0.52	--	--	--	--	--	--	--	--	--
Rajasthan	--	--	--	--	--	--	--	-	--	55.34	55.39	0.05
Andaman & Nicobar	--	--	--	--	--	--	--	--	--	0.36	0.41	0.05
Dadra & Nagar Haveli	0.22	0.23	0.01	--	--	--	0.20	0.26	0.06	0.22	0.28	0.06
Total	78.10	105.73	27.63	24.39	44.57	20.18	3.09	3.46	0.37	104.09	104.98	0.89

-- indicates no difference

As the figures are not reconciled, the actual achievements of the programme cannot be verified from the claims and counter-claims made by the Department and the implementing states / union territories. The basis of compilation of both the sets of figures is unreliable. While the Departmental figures, given in **Annex-6**, are compiled from incomplete reports, the figures compiled by the state governments / union territory administrations are not verifiable as the distribution details are not kept.

2.9.4 Non-observance of minimum attendance criteria

As per the scheme, the students who fulfilled the criterion of 80 *per cent* attendance in a month were eligible to get foodgrains at the rate of 3 Kgms per month

Twelve States distributed the foodgrains to the children ignoring the criteria of eighty *per cent* attendance in a month

During test check of records in audit, it was observed that the out of 31 states / union territories only eight States of **Andhra Pradesh, Goa, Jammu & Kashmir, Karnataka, Maharashtra, Madhya Pradesh, Rajasthan, Tripura** and Union Territories of **Andaman & Nicobar Islands** and **Dadra & Nagar Haveli** followed 80 *per cent* attendance criteria for the distribution of foodgrains. In 12 States namely, **Arunachal Pradesh, Assam, Bihar, Haryana, Manipur, Meghalaya, Mizoram, Nagaland, Punjab, Sikkim, Uttar Pradesh** and **West Bengal** did not follow at all the criteria of 80 *per cent* attendance in a month. The remaining states/union territories did not maintain any record in this regard. No information in respect of **Delhi** was available.

The non-adherence to 80 *per cent* attendance criterion tantamounts to indiscriminate distribution of foodgrains among children thus defeating the purpose of attracting the children for regular attendance in the school.

2.10 Supervision, monitoring and evaluation

The scheme provided for supervision, monitoring and evaluation at the State and Central levels by setting-up Committees at various blocks, districts and states levels to generate community support to the goal of universalising primary education.

2.10.1 Five states failed to establish community support system

Lack of monitoring and supervision on the part of the Government of India over the implementation of programme

The states of **Jammu and Kashmir, Sikkim, Orissa, Kerala, Assam** failed to plan and establish the arrangements for generating community support to universalise participation of all children in primary education.

2.10.2 Management Information System

For proper monitoring of the programme, the scheme provided for development of a computerised management information system by the Department of Education, in consultation with the National Informatic Centre.

The Department stated that a computerised management system was developed in consultation with the NIC but the copies of reports generated through the system, were not forthcoming from the state governments. During test-check of the records in various states, it was noticed that the system was not in operation and no reports were being sent by the states. Hence, adequate supervision at Central level/state level and monitoring the programme was not in existence. It is also clear that the Department was not aware of the fact whether the computerised management system was existing in various states / union territories.

2.10.3 Monitoring by independent agencies

As per the scheme, the Government of India was to entrust concurrent monitoring and evaluation of the programme to independent agencies. The Department stated that no expert Committees were constituted for evaluating the scheme. No such agencies were designated at Central/state level.

2.11 Impact

Without fixing any year-wise targets for increase in enrolment, the Government of India expected that the implementation of this scheme would attract the children and that there would be an annual increase in enrolment of students, attendance and retention of students in primary classes.

2.11.1 Enrolment

NP-NSPE had no impact on increase in enrolment of students. It declined upto 20.3 per cent in 14 States and remained static in three States

The Programme of providing free mid-day meals had virtually no impact on increase in enrolment and reducing the drop-out rate of the students during the period 1995-99 as the actual enrolment had a declining trend upto 20.3 per cent in 14 States/UTs - **Bihar** (15 per cent), **Goa** (8.16 per cent), **Gujarat** (4.4 per cent), **Haryana** (16 per cent), **Jammu & Kashmir** (8 per cent), **Karnataka** (2.7 per cent), **Kerala** (10.4 per cent), **Mizoram** (8 per cent), **Orissa** (5 per cent), **Punjab** (14.26 per cent), **Tamil Nadu** (20.3 per cent), **Pondicherry** (13.84 per cent), **Andaman & Nicobar Islands** (10.6 per cent) and **Chandigarh** (2.87 per cent).

(a) Bihar

Performance of the scheme in the 10 districts test-checked with reference to enrolment of students during 1995-99 was as under:

Sl. No.	Name of District	Number of students		Percentage increase	Number of students	Percentage increase/decrease	Number of students		Percentage increase/decrease
		1995-96	1996-97				1997-98	1998-99	
1.	Darbhanga	1,99,459	2,31,799	16	2,68,983	16	2,72,877	1	
2.	Deoghar	93,761	1,16,320	24	1,25,460	8	1,26,450	1	
3.	Dhanbad	1,73,918	1,83,524	6	1,78,327	(-)3	1,58,938	(-)11	
4.	Giridih	1,90,489	2,45,993	29	2,46,265	--	2,61,974	6	
5.	Khagaria	1,44,447	1,57,638	9	1,76,169	11	1,87,022	6	
6.	Madhubani	2,14,431	2,71,391	26	2,78,909	3	3,10,367	11	
7.	Motihari	2,32,627	2,44,402	5	2,71,636	11	2,07,567	(-)24	
8.	Nalanda	2,46,473	2,48,049	--	2,58,241	4	2,64,252	2	
9.	Purnea	1,71,689	1,87,597	9	1,63,435	(-)12.87	1,76,659	8	
10.	Ranchi	2,76,744	3,57,432	29	2,60,609	(-)12	2,68,209	2	

There was sharp decline in enrolment year after year. The average increase in enrolment in these ten districts which was 15.3 per cent in 1996-97 slipped to 0.2 per cent in 1998-99.

Thus, at the end of 1998-99 increase in enrolment of students in primary classes in schools (Class 1 to 5) was negligible in 8 districts test-checked while there was decrease in enrolment of students in 2 other districts test-checked.

(b) Punjab

The position of enrolment in the four districts of **Punjab** test-checked in audit is given below:

District	Enrolment class Ist in 1994-95	Enrolment class Ist in 1998-99	Percentage Increase(+) Decrease (-)
Bhatinda	24017	20591	(-) 14.26
Fatehgarh Sahib	9994	9600	(-) 3.94
Patiala	31451	31025	(-) 1.35
Ropar	16110	15304	(-) 5.00

(c) North Eastern States

During 1995-99 in the States of **Assam, Nagaland** and **Sikkim** response to the scheme in terms of enrolment was negligible as neither enrolment had increased nor the attendance of the children improved as enrolment and attendance in primary classes remained static as shown below:

Enrolment of students

(In lakh)

State	1995-96	1996-97	1997-98	1998-99
Assam	NA	43.82	44.65	45.40
Nagaland	0.97	0.97	0.97	0.97
Sikkim	0.83	0.83	0.85	0.85

(d) In **Haryana** in 7 test-checked districts students enrolment in government primary schools of 16 blocks decreased from 2.48 lakh in 1996-97 to 2.08 lakh in 1998-99 i.e. by 16 *per cent* whereas in another 12 blocks, students enrolment decreased from 1.87 lakh in 1997-98 to 1.72 lakh in 1998-99 i.e. by 8 *per cent*. Individual block-wise decrease in enrolment in these 28 blocks ranged between 3 to 56 *per cent* during 1996-99.

2.11.2 (i) Retention & drop-outs

The programme aimed at ensuring retention and decreasing the drop-out rate of students in the primary schools. The details of enrolment and drop out of students were made available to audit only by **19 states/UTs of Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, Andaman & Nicobar Islands, Dadra & Nagar Haveli and Delhi**. A perusal of the information for these states / union territories (given in **Annex-7**) reveals that drop out of students could not be arrested and it remained adverse as would become evident from the following facts:

Sl. No.	Name of States/UTs.	Percentage of drop-out student during years - 1996-97 to 1998-99 as given in Annexure VII		
		1996-97	1997-98	1998-99
1.	Andhra Pradesh	50.97	45.56	NA
2.	Assam	17.27	17.23	39.29
3.	Bihar	17.16	17.26	NA
4.	Gujarat	36.23	35.60	28.52
5.	Haryana	3.30	3.41	1.93

6.	Karnataka	1.52	1.54	1.58
7.	Kerala	6.96	4.89	4.87
8.	Madhya Pradesh	32.14	23.85	23.36
9.	Maharashtra	11.00	10.00	9.00
10.	Manipur	14.40	14.30	9.03
11.	Orissa	43.00	47.3	43.2
12.	Punjab	6.20	6.05	5.80
13.	Rajasthan	14.54	14.30	NA
14.	Tamil Nadu	15.1	15.1	14.5
15.	Tripura	54.55	50.3	NA
16.	Uttar Pradesh	48.64	51.28	NA
17.	A & N Islands	27.32	29.50	15.00
18.	Dadra & Nagar Haveli	39.96	37.52	41.80
19.	Delhi	7.64	6.7	6.93

NA : Not Available

Goa, Jammu & Kashmir and Sikkim had not maintained data on drop-out rate of students.

2.11.2 (ii) No system evolved to check the drop-outs

In the remaining states/union territories the respective governments did not maintain any data relating to drop-outs. The implementing agencies in the states had not conducted any review at any time to assess the impact of the programme on enrolment, attendance, retention and drop-outs.

The issues arising out of this review were referred to the Ministry in January 2000; their reply was awaited as of September 2000.

Department of Women and Child Development

3. Integrated Child Development Services Scheme

Highlights

The 'Integrated Child Development Services' Scheme aimed at delivering a package of services that would cater to the comprehensive development of children up to the age of six years. It is an ambitious scheme which sought to integrate the efforts at improving child health, child nutrition, maternal health, health education into a single scheme. Minimum Needs Programme and Supplementary Nutrition by the states were also woven into the programme. Audit review of the scheme, however, showed a poorly integrated body of efforts falling apart. Twenty five years of operation of the scheme has done little in improving the health status of children, nor has it made any appreciable dent on the prevailing conditions of child development, child health and maternal care.

The Ministry failed to implement the policy of universalisation of the scheme in full due to constraint of funds. The Ministry universalized the programme in 1997 to cover the entire country without reckoning the requirement of funds and infrastructure. The policy of universalisation remained unattained. Only 4200 projects were made operational against the requirement of 5618 to cover the entire country. Thus, about 25 per cent of the target group remains to be covered. The number of projects sanctioned and operated, as per

the records of Ministry, varied with those reported by the states.

The Ministry during 1992-99 made budget provision of Rs 4348.55 crore under ICDS-General, Training and World Bank and released Rs 4444.56 crore against it through re-appropriation. CARE and SIDA provided assistance of Rs 1421.86 crore and Rs 55.59 crore respectively. Similarly in 27 states, against the budget provision of Rs 3247.21 crore for supplementary nutrition, Rs 3042.80 crore were released. The total expenditure incurred by Central Government, state governments and other international agencies on the scheme during 1992-99 was Rs 8534 crore approximately.

The scheme had visualized its success upon many factors such as inter-departmental coordination to provide simultaneous services to children, involvement of state governments and other international agencies to provide proper nutrition and better monitoring of the programme. However, despite so many inputs in the programme from multifarious agencies, the scheme could not achieve the desired goals, because of the incredible/un-manageable complexity of the programme as is evident from the review findings on medicine kits, provision of Vitamin 'A' and utilisation of foreign aids in cash/kind etc.

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 interruptions in feeding, deficiencies in the nutritive value of food, sub-standard food, etc. Many state governments did not provide adequate budget for supplementary nutrition. Therapeutic/weaning food for severely malnourished children, had not been provided in 9 states. In four states cases of sub-standard and adulterated food were noticed.

Review of utilisation of World Bank funded projects showed that utilisation under the current project was only 39 *per cent* till March 1999, with only one year left for the utilisation of the remaining 61 *per cent* of allocation. Further, Rs 25.13 crore of this valuable assistance was kept in civil deposits, personal deposits, etc., or diverted elsewhere for non-ICDS work in some states. The impact of the project was doubtful as the rate of severe malnutrition amongst the children showed an increasing trend in Orissa on completion of the 1st World Bank project. Assistance from UNICEF in the form of projectors, jeeps, weighing scales, etc. was largely unutilised or diverted to other works not connected to ICDS as noticed in test check in nine states. In view of the poor utilisation of food provided under World Food Programme by the states within the prescribed time, WFP extended the time period of utilisation by twenty one months and also reduced the allocation to 80 *per cent* from 1994-95 onwards. Cases of mis-management at the State level in lifting and utilising the food material and poor quality of WFP food were also noticed in three states.

In respect of food aid received from CARE for 10 states, due to poor consumption by states, CARE supplied only 7.61 lakh tonne against the provision of 10.50 lakh tonne during 1992-97 and also reduced the food aid by reducing the feeding days from 300 days to 260 days from 1996-97 onwards. The assistance of Rs 51.17 lakh provided by Swedish International Development Agency in three districts of Tamil Nadu was not optimally utilised.

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, lack of co-ordination with the State Health Department.

In providing immunisation 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 shortfalls in coverage.

The provision of medicine kits at anganwadi centre as envisaged by 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. Further excess purchase of kits valued at Rs 5.83 crore was also noticed.

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 this component remained largely unused. In seven states, no film shows were organised due to non-availability of films/slides, lack of trained personnel, non-receipt of projectors, defective equipments. 15 states had reported shortfall of

91 *per cent* in coverage by films/slide shows during 1992-99. In five states no activity under this component was undertaken during 1992-99 or no records thereof were maintained.

Non-formal pre-school education was found to be mainly dependent on the supplementary nutrition provided at the AWC. In 15 states, only 54 *per cent* of the eligible children attended classes. In Assam, Haryana and Jammu & Kashmir basic records of non-formal pre-school education were not maintained. Percentage shortfall in enrolment and attendance against eligible children was pronounced in Rajasthan, Tamil Nadu and Uttar Pradesh.

The CDPOs/ACDPOs, Supervisors, Anganwadi workers, Anganwadi helpers are the main functionaries of the scheme. Despite the shortfall ranging from 13 to 38 *per cent* in the persons-in-position against the sanctioned posts during 1992-99, cases of diversion of ICDS staff to non-ICDS work and idle wages amounting to Rs 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. There was consistent lack of motivation and application. In some states, lower fixation of targets, heavy shortfalls in training of various functionaries, incomplete maintenance of records, under-utilisation of training resources, lack of monitoring of training programmes were noticed.

The Adolescent Girls Scheme, introduced in 1991-92 as part of the ICDS scheme was neither properly implemented by the states nor monitored by the Ministry. In eight states, not a single beneficiary was covered since 1991-92 resulting in infructuous release of Rs 9 crore.

The supply of vitamin A solution and iron & folic acid tablets by the Ministry of Health and Family Welfare was far below the satisfactory level. In some states, records of receipt and distribution of vitamin A were not maintained while in majority of the states there was no supply of the vitamin A solution during 1992-99.

The Scheme was neither funded judiciously nor was the application of resources appropriate. Ministry released grants arithmetically on the basis of the number of projects. Lack of monitoring by the Ministry and the absence of any built-in mechanism of financial control in the states led to diversion of scheme funds to the tune of about Rs 121 crore in seven states.

Non-reconciliation of figures of grants 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 monthly monitoring reports for evaluation. Co-ordination committees to monitor the Scheme were not constituted at various levels in 14 states. Only 41 *per cent* of the projects were submitting monthly monitoring reports. The monthly progress reports were either not sent or were found to be inaccurate and incomplete. Heavy shortfall in field visits by CDPOs/ACDPOs and supervisors were noticed in 16 states. In Delhi the supervisors had not conducted any visit to 29 to 196 anganwadi centres during 1996-98.

Evaluations of the scheme have been conducted by various institutions like National Institute of Public Cooperation and Child Development, Central Technical Committee-Integrated Mother and Child Development and National Council of Applied Economic Research. 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.

3.1 Introduction

3.1.1 Background

The welfare of children had always featured as an important element in the Five Year Plans. Various programmes in this regard have been introduced from time to time.

The Fifth Five Year Plan brought about a shift in programme focus from 'Child Welfare' to 'Child Development' and emphasised the integration and coordination of a multitude of inter-related services within the ambit of a broad-based objective. Enunciation of the 'National Policy for Children' in August 1974 was an important landmark in the evolution of the 'Integrated Child Development Services' Scheme. 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'. The 'Integrated Child Development Services' Scheme was launched on 2 October 1975 in pursuance of this objective.

3.1.2 The Scheme

3.1.2.1 Scope

The scheme was launched in 1975 in 33 blocks of the country

The ICDS ('Integrated Child Development Services Scheme) is designed to promote comprehensive development of children under six years. Since maternal care is a crucial factor in development of early childhood, the Scheme included a component directed at the well being and awareness of mothers, including adolescent girls as potential mothers.

The Scheme was launched in 1975 on an experimental basis in 33 blocks of the country. This included 18 rural, 11 tribal and 4 urban slum projects across 22 states and the then Union Territory of **Delhi**.

The Eighth Plan laid significant stress on 'human development'. With this thrust, the ICDS was universalised and witnessed accelerated expansion. At the beginning of the Ninth Plan, the ICDS was extended to all the 5320 development blocks in the country and 310 projects in major urban slums.

Interventions for adolescent girls and nutritional rehabilitation of the severely malnourished are implemented in the tribal areas of **Andhra Pradesh** (110 blocks), **Orissa** (191 blocks), **Orissa** (210 blocks) and **Madhya Pradesh** (244 blocks).

3.1.2.2 Objectives

The ICDS contemplated the following objectives:

- I to improve the nutritional and health status of children in the age group 0-6 years ;
- I to lay the foundation for proper psychological, physical and social development of the child;
- I to reduce the incidence of mortality, morbidity, malnutrition and implicitly the school dropouts;
- I to achieve effective coordination of policy and implementation among various departments to promote child development;
- I to enhance the capability of the mother to look after the health and nutritional needs of the child through proper health and nutrition education;
- I to provide the essential needs of pregnant women and nursing mothers of the weaker sections of the society.

3.1.2.3 The beneficiaries

At the initial stage of the scheme preference was given to economically backward areas, drought prone areas, areas in which nutritional deficiencies were endemic and where the availability of social services was poor.

Children below six years and women in the age group of 15-45 years are beneficiaries of the scheme

Children below six years form the focus of the ICDS target. Further, since the child's health and nutritional status is affected to a very large extent by the mother's health status during pregnancy and lactation as well as the attention and care given by her during the childhood, women in the reproductive age group of 15-45 years are also covered under the target group. The nation-wide target population, thus, worked out to about 150 million children in the age group of 0-6 years and 181 million women in the age group of 15-44 years, on the basis of 1991 census. This target group aggregating over 330 million constituted about 40 *per cent* of the total population of the country.

3.1.2.4 Organisation

The Department of Women and Child Development of the Government of India is the nodal agency for programme planning and provisioning, while the State/UT Governments are responsible for implementation and funding of the supplementary nutrition component of the scheme

The ICDS is a Centrally Sponsored Scheme implemented through the state governments and union territories administrations. All administrative expenses are borne by the Central Government and the expenditure on nutrition supplement is met by the state governments from their own funds under the Minimum Needs Programme.

At the Central level, the Department of Women and Child Development within the Ministry of Human Resource Development is the nodal agency responsible for policy planning, provision of resource, guiding and monitoring the implementation of the Scheme.

At the state/union territory level, the Secretary of the Departments of Women and Child Development/Social Welfare/Health/Rural Development/ Community Development/Tribal Welfare or any other nodal department designated by the state government is responsible for the implementation of the programme.

At the District level, the district officer is responsible for coordination and implementation of the scheme. An ICDS project covers one community development block in a rural area, a tribal development block in a tribal area, and a group of slums in an urban area.

Districts having five or more ICDS projects have set up ICDS monitoring cells with a Programme Officer as the head of the cell. Districts with 80 *per cent* coverage have been assigned a nutritionist, a pre-school instructor, a social work instructor, a health education instructor etc.

At the block level, the CDPO (Child Development Project Officer) is in overall charge of implementing the programme. Each block has, on an average 100 anganwadi centres. To facilitate supervision, the block is, for ICDS purposes, divided into four-five sectors, each sector having 20-25 anganwadi centres. Each sector has a Supervisor who reports to the CDPO.

Since health forms a major component of the ICDS, close links with the health infrastructure are to be maintained at the block and village levels. Each block has atleast one Primary Health Centre with three-four Medical Officers. One Medical Officer along with a Health Assistant looks after the implementation of the health component in one sector. Between them, the three-four medical officers, thus, cover the entire ICDS block. The delivery of health services is further ensured by the MPW-F3 or ANMs who work under the Health Assistant. Each MPW-F (Female Multipurpose Workers.) looks after four-five anganwadi centres in a sector.

In the village or the slum in urban area, the ICDS services are delivered through the anganwadi centre which is to cover a population of about 1000 in both urban and rural areas and because of scattered habitations about 700 in tribal areas.

Coordination between the anganwadi centre with other grassroots organisations like Mahila Mandals, Panchayats, schools, co-operatives and Non-Government Organisation functioning in the area forms the basis of a provider's network at the ground level.

3.2. Scope of review

The scheme was last reviewed in 1989-90

Implementation of the scheme was last reviewed in Audit (Report No.14 of 1990 of the Comptroller and Auditor General of India) in 1989-90. The previous review had brought out, among others, certain flaws in project formulation, imbalances in the growth of infrastructure, operational failures, shortcomings in delivery, non-utilisation of resources, etc. The present review disclosed that the organisational and operational weaknesses pointed out by Audit in the earlier review persist.

3.2.1 Audit objectives

The present review was conducted keeping in view the lessons of the previous review in general and the following specific objectives:

- I to ascertain if financial resources were made available as per norm, utilised properly and if flow of funds was smooth ;
- I to find out if financial and physical reporting standards were reliable;
- I to ascertain if the manpower earmarked for the Scheme was harnessed to the object and whether shortage of staff was a constraint;
- I to locate the deficiencies in the positioning of the infrastructure;
- I to assess the delivery of the package of services, and in particular to ascertain whether:
 - Supplementary nutrition was provided as per the scale to the eligible beneficiaries and the calorific value and food standard were monitored.
 - referral services and health check up facilities were adequate to implement the scheme and the coverage was optimised.
 - the working of 'Anganwadi' infrastructure was adequate and efficient in supporting the Scheme.
 - the immunisation data was reliable and the coverage was optimised .
 - the medicine kits were purchased by following proper purchase procedure and these were distributed efficiently.
 - effective steps for dissemination of nutrition and health education amongst the target population was undertaken.
 - the scheme of non-formal pre-school education was successful, and reliable enrolment data were available.
- I to ascertain if the training parameters were observed and both coverage and quality could be sustained ;
- To examine,
- I if the utilisation of resources and assistances provided by multilateral agencies like World Bank and UNICEF (United Nations Children's Fund) yielded the desired improvement;
- I whether utilisation of food aid provided by WFP (World Food Programme) and CARE (Co-operative for Assistance and Relief Everywhere) was proper and if the lateral intervention brought any significant results;
- I whether the SIDA (Swedish International Development Agency) project in Tamil Nadu was implemented with reference to the objective parameters ;

3.2.2 Methodology

Data and information relating to the period 1992-99 were examined in the Ministry and in the states through test check. The sample details are contained in **Annex-1**. The sample units selected by the Accountants General of the

states were the operational projects. The samples did not reflect the differentiated indices relating to rural, urban or tribal entities as the Scheme has been universalised.

3.2.3 Constraints

Information on uniform basis was not available from all implementing units. Quality of maintenance of data was generally unsatisfactory. Adequate monitoring evidence was not maintained at the supervisory and grassroots functional levels. Flow of data from the operational level to the policy level was irregular and often unreliable. Despite the data constraints, an attempt has been made to cast the available information in a country-wide format. A comprehensive picture of the scheme's shortcomings emerged from the available data.

3.3 Application of resources

3.3.1 Source of funding

World Bank, UNICEF, CARE, WFP and SIDA also provided assistance to the scheme

Under the scheme, the Central Government provided the full cost of the operational requirements, while the respective state governments provided funds for the supplementary nutrition component. The World Bank provided financial assistance for projects in **Andhra Pradesh, Bihar, Madhya Pradesh and Orissa** through the Central Government. International agencies e.g. UNICEF, CARE, WFP and SIDA also assisted the scheme in cash/kind. The money, however, was given directly to the states without routing through the Central Government unlike the World Bank financial assistance.

Against budget provision of Rs 4348.55 crore, Ministry released Rs 4444.56 crore

The Ministry made budget provision of Rs 4348.55 crore, including World Bank assistance against which it released grants of Rs 4444.56 crore during the years 1992-99 through re-appropriation.

Analysis of the components of funds released however showed that out of Rs 61.04 crore exclusively allocated for the training of the ICDS functionaries, considered a crucial element of the ICDS delivery system, Rs 11.76 crore remained unreleased during the 8th plan period and Rs 35.73 crore remained unreleased during the subsequent two years. Similarly the World Bank assistance provided for the scheme remained unreleased to the extent of Rs 39.80 crore during the 8th plan period and during the subsequent two years 1997-99, Rs 253.52 crore remained unreleased. The details are contained in **Annex-2**.

State governments released Rs 3042.80 crore against budget provision of Rs 3247.21 crore

In 27 states, the state governments made budget provision of Rs 3247.21 crore for the supplementary nutrition, against which Rs 3042.80 crore were released. Other international agencies viz. UNICEF, CARE, WFP and SIDA also assisted the scheme in cash/kind, CARE provided food assistance of Rs 1421.86 crore during 1992-98, SIDA provided assistance in kind of Rs 55.59 crore during March 1989 to June 1999. The assistance provided by UNICEF and WFP could not be quantified.

3.3.2 Expenditure reported by state governments

State/UT Governments incurred expenditure of Rs 3524.10 crore on ICDS-general and training and Rs 655.13 crore from World Bank assistance

The state governments reported expenditure of Rs 3524.10 crore on ICDS general and training during 1992-99, out of the funds provided by the Union Government. The state-wise details are given in **Annex-3**. Out of the total of 32 state/U.T governments, 13 state/U.T. governments incurred an excess expenditure of Rs 100.40 crore while the balance 19 states/U.T governments incurred less expenditure of Rs 300.06 crore on the Scheme. Out of it, **Uttar Pradesh** Government alone had a saving of Rs 177.64 crore.

The State Governments of **Andhra Pradesh, Bihar, Madhya Pradesh and Orissa** incurred an expenditure of Rs 655.13 crore during 1992-99 out of the World Bank Assistance.

In addition, the state governments incurred an expenditure of Rs 2878.08 crore during 1992-99 on supplementary nutrition programme.

Reckoning the expenditure by the state governments from out of grants by the Central Government, expenditure on supplementary nutrition by the state governments and assistance in cash/kind provided by World Bank, SIDA and CARE, the total expenditure on the project during 1992-99 was more than Rs 8534 crore.

3.3.3 Diversion of funds

Rs 120.76 crore drawn and kept in civil/personal deposits etc. out of which Rs 87.85 crore was still lying there

In seven States of **Bihar, Himachal Pradesh, Madhya Pradesh, Orissa, Rajasthan, Tamil Nadu and Uttar Pradesh**, out of Rs 120.76 crore drawn in the sample districts during 1992-99, Rs 87.85 crore were still lying in civil deposit or in personal deposit or in bank as detailed under:-

(Rs in crore)

Name of state	Amount drawn	Balance amount lying
(A) Funds kept in Civil Deposits		
Bihar	28.44	19.42
Madhya Pradesh	7.43	0.48
Orissa	0.12	0.12
Total	35.99	20.02
(B) Funds kept in Personal Deposits		
Rajasthan	0.70	0.40
Uttar Pradesh	45.16	29.09
Total	45.86	29.49
(C) Funds kept in Savings Bank		
Himachal Pradesh	38.26	38.26
Tamil Nadu	0.65	0.08
Total	38.91	38.34
Grand total	120.76	87.85

It would be seen from the above table that the largest diversions to deposit were made in **Uttar Pradesh**: Rs 45.16 crore followed by **Himachal Pradesh**: Rs 38.26 crore and **Bihar**: Rs 28.44 crore. Incidentally, these are the states, where the Scheme suffered severe setbacks.

3.3.4 Accountability

3.3.4.1 Non-receipt of audited expenditure statements

The Ministry did not receive audited expenditure statements from state governments

One of the conditions for sanctioning the release of grant was that the payment was subject to final adjustment in the light of the audited figures of actual expenditure for the year as a whole. The Ministry, however, continued to release the grants without insisting upon furnishing of the audited statements by the state governments.

3.3.4.2 Non-reconciliation of accounts

The Ministry did not reconcile the amount of grants released either with the PAO or with the states

The procedure followed by the Ministry for release of grants to state governments was that the respective functional sections of the Ministry viz. Child Development II, Training & World Bank issued sanctions which were passed on to cash and budget section for presenting of the bills to Pay and Accounts Officer.

The figures of total amounts released as furnished by the administering sections, cash and budget section and Pay and Accounts officer were all different from each other as under:-

(Rs in crore)

Year	Funds released as per		
	Pay & Accounts office	Cash & Budget	Concerned sections
1992-93	366.69	366.78	364.56
1993-94	441.88	418.25	474.19
1994-95	534.98	534.98	536.65
1995-96	668.72	644.85	667.73
1996-97	690.79	691.07	692.43
1997-98	766.09	766.09	766.24
1998-99	975.41	975.44	934.92
Total	4444.56	4397.46	4436.72

This was due to non-reconciliation by the DDO with the records of PAO, as required under Rule 66 of General Financial Rules. The above fact was confirmed by PAO in June 1999 and by the cash & budget section in July 1999.

Further, comparison of the figures of state-wise cash grant furnished by the Pay and Accounts officer with those accounted for by the respective state governments disclosed variations in the following cases:

(Rs in lakh)

Name of States	Period	Grants released by Ministry (excluding medicine kits)	Grant accounted for in State Governments records	Difference shortfall (-) Excess (+)
Arunachal Pradesh	1992-98	2557.85	2510.22	(-)47.63
A & N Islands	1994-98	253.25	265.98	(+)12.73
Bihar	1992-98	17351.15	16996.38	(-)354.77
Goa	1992-98	960.16	994.88	(+)34.72
West Bengal	1992-98	24311.04	22801.77	(-)1509.27
Uttar Pradesh	1992-98	42724.07	41181.00	(-)1543.07

Manipur *	1992-98	2771.43	2794.84	(+)23.41
Tamil Nadu *	1992-98	11667.00	9699.00	(-)1968.00
Delhi	1994-98	2328.08	2315.25	(-)12.83
Total		104924.03	99559.32	(-)5364.71

* Represents grants for ICDS General & ICDS Training both.

The above position revealed that the State Governments had short accounted Rs 53.65 crore during 1992-98, which had not been reconciled.

3.3.5 Operationalisation of projects

Due to financial constraints 1418 projects were not operationalised. Thus the goal of universalisation could not be achieved

Till the end of the Seventh Five Year Plan, 2236 projects were sanctioned while 1617 projects were operational by March 1990. Thereafter, the year-wise position of the projects sanctioned and made operative was as under:

Years	Number of projects sanctioned	Progressive total of projects sanctioned	Progressive total of operational projects
Up to 1989-90	-	2236	1617
1990-91	105	2341	1924
1991-92	165	2506	2428
1992-93	369	2875	2600
1993-94	312	3187	2766
1994-95	255	3442	3066
1995-96	1631	5073	3378
1996-97	37+190*	5300	3946
1997-98	318*	5618	4153
1998-99	Nil	5618**	4200

* State Sector projects taken over as Central Sector projects

** All community development blocks were covered upto 1997-98. No further projects remained to be sanctioned.

The Ministry decided in March 1995 to universalise the Scheme. Coverage of all the 5239 Community Development blocks and 684 identified major urban slums in the country by the end of the Eighth Plan was contemplated. However, the Ministry did not carry out any systematic assessment of infrastructural requirements for implementing this policy decision of expanding the programme. The requirements of manpower, buildings, food material, medicines, transport etc. were not considered in the context of the complexity of the delivery system. There were persistent mismatches between the requirements and the allocation. In certain instances resources fell short of the projected requirement, elsewhere the allocated resources remained under-utilised. The goal of universalisation called for a close coordination among the means, the agencies and the systems of delivery. No such coordination was ensured. The number of the operational projects was frozen at 4200 due to constraint of funds. The goal of universalisation remained unattained.

The number of projects sanctioned by the Ministry was verified against the number of sanctioned projects reported by the State/UT Governments. This showed a shortage of 730 projects in the states as detailed below:

Mismatched figures in sanctioned and operational projects

State/UT	Number of projects sanctioned as per Ministry's records	Number of sanctioned projects reported by the implementing States/UTs	Difference
Arunachal Pradesh	51	48	(-) 3
Assam	196	203	(+) 7
Bihar	598	323	(-) 275
Gujarat	227	203	(-) 24
Maharashtra	352	328	(-) 24
Manipur	34	32	(-) 2
Meghalaya	30	32	(+) 2
Orissa	326	279	(-) 47
Rajasthan	257	270	(+) 13
Uttar Pradesh	935	580	(-) 355
West Bengal	358	365	(+) 7
Total	3364	2663	(-) 730 (+) 29 = (-) 701

Difference in the number of projects sanctioned was the largest in the two large States of **Bihar** and **Uttar Pradesh** which accounted for nearly 90 *per cent* of the shortage. Discrepancies in the number of projects implied that neither the Ministry nor the implementing States/UTs have any mechanism to watch the projects individually.

Similarly, in respect of projects actually implemented also, variations were noticed. This is even more serious a flaw in the implementing procedure as operational projects form the basis of funding of schemes. The variations are tabulated below:

States/UTs	Number of operational projects as per the Ministry	Number of operational projects as per the records of the States/UTs	Discrepancy
1	2	3	4
Andhra Pradesh	209	251	(+) 42
Arunachal Pradesh	45	46	(+) 1
Bihar	323	266	(-) 57
Gujarat	203	187	(-) 16
Haryana	114	116	(+) 2
Himachal Pradesh	72	71	(-) 1

Jammu & Kashmir	113	117	(+) 4
Madhya Pradesh	355	407	(+) 52
Maharashtra	271	268	(-) 3
Manipur	32	34	(+) 2
Meghalaya	30	32	(+) 2
Nagaland	41	52	(+) 11
Orissa	279	251	(-) 28
Punjab	110	142	(+) 32
Tamil Nadu	432	431	(-) 1
Tripura	31	28	(-) 3
Uttar Pradesh	560	526	(-) 34
West Bengal	294	229	(-) 65
Delhi	29	28	(-) 1
Total	3543	3482	(-) 209 (+) 148 = (-) 61

Thus, the operational projects as per the records of the Ministry differed from the number of operational projects reported by the States/UTs by 357.

The discrepancies in sanctioned numbers and operational numbers cumulatively point toward a serious failure in the maintenance of data, communication, information and feedback.

3.4 Deployment of manpower

3.4.1 The ICDS functionaries

The organisational-cum-functional table of the ICDS scheme is as under:

Level of functionary	Functional responsibilities
Ministry of Human Resource Development (Department of Women and Child Development)	Nodal Ministry responsible for budgetary control and administration of the scheme from the centre.
Department of Social Welfare or nodal Department for the scheme as decided by the State Government	Nodal Department responsible for overall direction and implementation of the programme at the State level.
District level officer/District Women and Child Welfare Officer, etc.	Responsible for coordination and implementation of the scheme at the district level.
Child Development Project Officer - in charge of each project	Responsible for implementation of the programme at each block/project. He/she supervises and guides the supervisors and anganwadi workers in the delivery of services within the block.

Supervisor or <i>Mukhya Sevika</i>	Responsible for supervision and guidance to anganwadi workers of 17-25 anganwadis approximately. She provides on the job training to anganwadi workers and assists them in recording home visits and other activities conducted at the anganwadi centre, organising community meetings and visits of health personnel.
Anganwadi worker	A community based voluntary frontline worker of the programme responsible for delivery of all services under the scheme to the beneficiaries. She also surveys the village and keeps a record of the entire population falling under her anganwadi centre. She needs to maintain a record of all her activities in various registers prescribed by the programme.

A study of the deployment of manpower in the thirty-two states brought out a series of mismatches. While there were shortages in deployment, there were also instances of diversion of staff into other items of work. There were instances of surplus staff too. This showed that the deployment pattern was not rationalised. Findings are detailed in the succeeding paragraphs.

3.4.2 Statistical anomaly

Test check revealed that there were shortfalls in the strength of persons-in-position vis-à-vis the sanctioned strength as detailed under:

Designation and Category	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99
Number of operational projects	2600	2766	3066	3378	3946	4153	4200
Number of operational anganwadis	254312	260979	270126	298002	347408	354846	461246
CDPO/ACDPO							
Sanctioned	3466	3702	4200	4513	4932	4932	5467
Persons-in-position	2503	2515	2678	3019	3300	3351	3826
Vacancy	963	1187	1522	1494	1632	1581	1641
Percentage of vacancy	28	32	36	33	33	32	30
Supervisor							
Sanctioned	15430	16591	18874	21058	22114	22114	24244
Persons-in-position	11306	11345	12262	13251	14380	14648	17174
Vacancy	4124	5246	6612	7807	7734	7466	7070
Percentage of vacancy	27	32	35	37	35	34	29
Anganwadi Worker							
Sanctioned	298047	318872	396865	421378	562091	562091	591921
Persons-in-position	259185	263748	288215	322319	349227	356435	454306
Vacancy	38862	55124	108650	99059	212864	205656	137615
Percentage of vacancy	13	17	27	24	38	37	23

Vacancies in all cadres of ICDS functionaries existed and mismatched

The above table would reveal that the average percentage of vacant posts of CDPO/ACDPOs, Supervisors and anganwadi workers, was around 32, 33 and 26 respectively. During 1996-97, the vacancy percentage of anganwadi workers was as high as 38. Thus, with more than one-third vacancy in the cadre of anganwadi workers, which constitutes the very foundation of the delivery system, the working of the scheme suffered.

Scrutiny of documents in the Ministry disclosed that the figures maintained by it in respect of the states for all categories of functionaries did not tally with the figures furnished by the state governments. The following table, which gives the position as of 31 March 1999, shows the discrepancies in respect of some of the major states.

Name of State	CDPO/ACDPO		Supervisor		Anganwadi Worker	
	S	P	S	P	S	P
Andhra Pradesh						
Figures of Ministry	279	160	1457	762	31404	21474
Figures as per State	456	380	1909	1327	NF	NF
Bihar						
Figures of Ministry	409	185	2029	691	42975	35601
Figures as per State	323	185	2043	668	44260	35360
Gujarat						
Figures of Ministry	406	229	1826	1043	35933	29848
Figures as per State	429	190	1826	1032	35933	27810
Maharashtra						
Figures of Ministry	500	399	2187	2187	55281	45779
Figures as per State	496	399	2191	1923	45374	43179
Orissa						
Figures of Ministry	238	227	1250	1023	33859	22261
Figures as per State	279	262	1523	926	NF	NF
Punjab						
Figures of Ministry	110	62	355	355	14827	11976
Figures as per State	153	151	753	733	14827	11976
Tamil Nadu						
Figures of Ministry	443	107	633	564	55263	13152
Figures as per State	NF	NF	529	501	14216	13531
Uttar Pradesh						
Figures of Ministry	659	429	3460	2450	66359	48913
Figures as per State	689	379	3460	2451	NF	NF

S: Sanctioned ; P: Persons-in-position ; NF: Not furnished

It will be seen from the above table that neither in respect of sanctioned posts nor in respect of the actual number deployed, the figures are consistent. Lack of periodic reconciliation of the operated posts with respect to the sanctions issued has resulted in the creation of a statistical anomaly of this magnitude. The ratio of deployment envisaged in the staffing pattern is not enforceable in the absence of details of actual deployment.

3.4.3 Failure of the state governments to recruit the staff

Short recruitment of functionaries in all the cadres

In the absence of reconciled figures, Audit had to rely on the figures furnished by state governments from the implementor's end. Compilation of figures obtained from the project functionaries in respect of 16 States brought out the following position as of March 1999:

Name of State	CDPO/ACDPO				Supervisor				Anganwadi Worker			
	S	P	V	%	S	P	V	%	S	P	V	%
1	2	3	4	5	6	7	8	9	10	11	12	13
Andhra Pradesh	456	380	76	17	1909	1327	582	30	NF	NF	NF	NF
Arunachal Pradesh	46	35	11	24	116	108	8	7	2072	2072	NIL	NIL
Bihar	323	185	138	43	2043	668	1375	67	44260	35360	8900	20
Gujarat	429	190	239	56	1826	1032	794	43	35933	27810	8123	23
Haryana	121	96	25	20	674	508	166	25	13546	13449	97	1
Himachal Pradesh	102	80	22	22	372	117	255	69	NF	NF	NF	NF
Kerala	176	171	5	3	826	632	194	23	NF	NF	NF	NF
Maharashtra	496	399	97	20	2191	1923	268	12	45374	43179	2195	5
Meghalaya	36	33	3	8	125	95	30	24	2202	2064	138	6
Orissa	279	262	17	6	1523	926	597	39	NF	NF	NF	NF
Punjab	153	151	2	1	753	733	20	3	14827	11976	2851	19
Sikkim	5	5	NIL		24	22	2	8	483	458	25	5
Tamil Nadu					529	501	28	5	14216	13531	685	5
Tripura	28	24	4	14	159	80	79	50	3537	3250	287	8
Uttar Pradesh	689	379	310	45	3460	2451	1009	29	NF	NF	NF	NF
A & N Islands	5	3	2	40	25	13	12	48	NF	NF	NF	NF

* Position as of December 1998 ; S Sanctioned posts ; P Persons-in-position

V Vacancy ; % Percentage of vacancy to sanctioned posts ; NF Not furnished

The reasons for not filling up a large number of supervisory posts were not generally forthcoming. In a few states where the reasons were on record, these were due to lack of administrative action in filling up of posts in **Gujarat**, **Meghalaya**, **Tripura**; non-finalisation of recruitment rules in **Himachal Pradesh**; ban on recruitment in **Punjab**; frequent changes made in constitution of recruitment committee in **Maharashtra** etc.

3.4.4 Idle wages due to infructuous deployment

In the following states, staff/functionaries were deployed without any work or diverted for non-ICDS work during 1992-99, leading to payment of idle wages amounting to Rs 5.06 crore.

Staff found deployed/ diverted for non-ICDS work

Name of the State	Designation of functionary	Idle period	Financial implication (Rs in lakh)	Reasons
Andhra Pradesh	CDPOs, Supervisors and other Ministerial staff	March-June 1997	22.81	Appointment of staff without opening of anganwadi centres in seven projects
Assam	15 Group III and IV employees	April 1996 to March 1999	16.90	Deployed in Directorate/District Social Welfare Office
Jammu & Kashmir	Drivers	April 1997 to March 1999	3.72	Non-availability of vehicles and unauthorised appointments.
Karnataka	Nine Ministerial staff of 3 CDPOs	1992-99	9.50	Deployed in other offices
Kerala	ACDPOs, Supervisors & Head Accountant	1994-99	147.04	Due to non-operationalisation of projects Due to vehicles under repair in four projects
	Drivers	November 1996 to November 1998	1.92	
Manipur	Various functionaries	1995-99	61.95	Excess deployment
Nagaland	Drivers, Peons and Clerks	1992-99	14.09	Excess/idle staff in Directorate (Cell)/projects
Tripura	Drivers	November 1992 to March 1999	2.60	Due to vehicles off the road in three projects. Non-implementation of SNP, PSE and other programmes of ICDS in 98 anganwadi centres
	anganwadi workers/anganwadi helpers	April 1991 to March 1999	57.50	
Uttar Pradesh	Drivers	NA	NA	4 drivers attached to other departments and 21 drivers sitting idle.
West Bengal	Supervisors, Clerks and Peons	April 1992 to November 1997	168.24	Non-recruitment of anganwadi workers/anganwadi helpers due to difference in opinion of selection committee in Krishnanagar-I project, delay in operation of projects, deployment of drivers without vehicles.

3.5 Delivery of ICDS package of services

The Scheme provides for the delivery of an integrated package of services comprising supplementary nutrition, immunization, health check-up, and referral services to the targeted children, adolescent girls, pregnant and lactating mothers. The following table shows the beneficiary-wise composition of the package:

Beneficiaries	Composition of package
Children (6-12 months and 1-3 years)	<ul style="list-style-type: none"> Supplementary Nutrition, Health check-up, Immunization, Referral Services, Growth promotion, Vitamin A drops, Iron and Folic acid supplement
Children (3-6 years)	<ul style="list-style-type: none"> Supplementary Nutrition, Health check-up, Immunization, Referral Services, Growth promotion, Vitamin A drops, Iron and Folic acid supplement, Non-formal pre-school education
Adolescent Girls (11-18 years)	<ul style="list-style-type: none"> Supplementary Nutrition, Health check-up, Referral Services, Growth promotion, Vitamin A tablets, Iron and Folic acid supplement, Nutrition and Health Education, Literacy, recreation and skill development
Women (15-45 years)	<ul style="list-style-type: none"> Supplementary Nutrition, Health check-up, Immunization, Referral Services, Growth promotion, Vitamin A tablets, Iron and Folic acid supplement, Nutrition and Health Education, Ante-natal and Post-natal care.

Apart from the core services, children in the age group of 3-6 years are to be provided non-formal pre-school education while adolescent girls, pregnant and lactating mothers are to be imparted nutrition and health education. Further, pregnant and lactating mothers are to be given ante-natal and post-natal care and adolescent girls are to be provided with literacy, recreation and skill development.

In order to deliver the package, it is necessary that the beneficiaries are identified, the infrastructure is ready and the commodities as well as the services and facilities are provided. Audit scrutiny revealed large scale mismatch between the goals and the means, multiple failures in observing the grassroot level requirements, absence of adequate monitoring mechanism, interruptions in distribution of sub-standard food stuff, failure in providing weaning food and in combating severe malnourishment. The observations of audit are given in the succeeding paragraphs.

ICDS has so far not succeeded in establishing effective means of delivery

3.5.1 Mismatches

The following table shows the goals-means mismatch.

Goals	Means
The scheme aimed at identifying the beneficiaries for whom nutritional intervention is crucial, so that the impact of the scheme could be measured in terms of the change in their nutritional status	Authentic lists of beneficiaries of different categories were not maintained at field level. Objectively verifiable indicators for measuring nutritional status were also not available.
A corollary of the targeting exercise is to enrol all eligible pregnant women and children and in the process (i) update records of pregnant women and their status under maternal health programme (ii) arrange for the coverage of all pregnant women under ante-natal and post-natal health check-up (iii) update records of all children to be immunized (iv) keep a record and contribute to total immunization of children and pregnant women as per the national programme.	The scheme suffered from the lack of systematic mechanism to maintain complete records of target groups, changes in their status, even the baseline information. Thus, it could not be claimed with any amount of certainty if all eligible children, mothers and adolescent girls were covered.
The scheme envisaged cross-sector linkages as a necessary modality for the delivery of services	No means are available as the schematic interface dovetailing arrangements and cross-sector operations have not been specified.

It will be seen from the above table that the Scheme, even after twenty four years of operation, has not succeeded in establishing effective means of delivery. Lack of proper administration and necessary inter-departmental coordination alongwith absence of systematic mechanism at grass root level to ensure proper coverage of eligible beneficiaries and monitoring of their health status, posed a serious problem in the implementation of the scheme.

3.5.2 Supplementary nutrition

Supplementary food is given to all children below six years hailing from families living below the poverty line and to pregnant and nursing women of those families having a total monthly income not exceeding Rs 500 per month. The food is provided as a supplement to daily diet of the beneficiaries and is meant to be consumed at the anganwadi centre itself. The type of food given varies from state to state. The scheme provided the following mix of calories and proteins in the food package under supplementary nutrition, depending on the type of beneficiary as described below:

Children		Expectant/Nursing mothers		Severely malnourished children	
Calories	Proteins (in grams)	Calories	Proteins (in grams)	Calories	Proteins (in grams)
300	10	500	15-20	600	20

3.5.2.1 Budget provision/release of funds for Supplementary Nutrition Programme (SNP)

Budget provision/release of funds for supplementary nutrition programme was lower than requirement

In five states, the budget provision and expenditure with reference to funds required for SNP during 1992-99 was much less than the requirement. The percentages of budget provision and expenditure incurred to funds required, varied between 20 and 68 and 16 and 69 respectively as under:

(Rs in crore)

Name of State/UT	Period	Funds required @ Re. 1 per day per beneficiary in the operational projects	Budget provision	Funds released	Percentage of Col. No. (4) to (3)	Expenditure incurred	Percentage of Col. No. (7) to (3)
1	2	3	4	5	6	7	8
Karnataka	1992-99	585.84	385.33	363.82	66	359.88	61
Manipur	1995-99	25.31	7.85	7.85	31	NA	NA
Mizoram	1992-98	19.96	11.01	11.01	55	10.83	54
Punjab	1992-99	87.52	17.91	14.36	20	14.37	16
Sikkim	1992-99	13.13*	8.99*	8.99	68	9.01	69
Total		731.76	431.09	406.84	59	394.09	54

* On the basis of sanctioned projects

3.5.2.2 Identification of beneficiaries

Some state governments did not furnish the number of identified beneficiaries under supplementary nutrition programme

With a view to assessing if the identification of beneficiaries was complete and if it conformed to the criteria devised under the scheme, audit had sought information from the state governments. Governments of **Arunachal Pradesh, Chandigarh, Delhi, Karnataka, Madhya Pradesh, Manipur, Orissa, Punjab, Rajasthan, Uttar Pradesh** and **West Bengal** did not furnish information relating to the number of beneficiaries identified for supplementary nutrition during the period 1992-99. No survey for identification was conducted in **Assam, Delhi, Manipur** and **Nagaland**. In **Maharashtra**, 'economically weaker section' was adopted as an adhoc criterion without reference to the specific parameters of the programme. Similarly in **Madhya Pradesh**, this benefit was given to all the children irrespective of income level of their families.

3.5.2.3 Coverage

23 per cent of identified beneficiaries were not covered in 21 states. Non/incomplete maintenance of records of beneficiaries covered was noticed in 11 states

There were shortfalls in the coverage of identified beneficiaries. Audit intended to conduct an examination of the Monthly Progress Reports in order to assess the percentage of coverage. However, in 11 states of **Arunachal Pradesh, Chandigarh, Delhi, Karnataka, Madhya Pradesh, Manipur, Orissa, Punjab, Rajasthan, Uttar Pradesh, West Bengal**, the compiled figures based on Monthly Progress Reports were not available inasmuch as these were either improperly maintained or not maintained at all. The total picture of coverage of identified beneficiaries in respect of the 21 states, where the figures were available showed that cumulative 224.55 lakh identified beneficiaries, who constituted 23 *per cent* of the total number of identified beneficiaries in these states were not covered by the Supplementary Nutrition Programme. The year-wise details of shortfall in respect of these 21 states are given below:

(Figures in lakh)

Year	Number of identified beneficiaries	Number of beneficiaries covered	Shortfall	Percentage of shortfall
1992-93	127.70	99.23	28.47	22
1993-94	132.76	102.44	30.32	23
1994-95 *	101.87	82.29	19.58	19
1995-96	152.67	119.67	33.00	22
1996-97	166.23	128.23	38.00	23
1997-98	178.00	135.67	42.33	24
1998-99 *	125.12	92.27	32.85	26
Total	984.35	759.80	224.55	23

* Does not include Maharashtra

Further, detailed analysis of the state-wise position of failure to cover the identified beneficiaries brought out that the maximum number of exclusions occurred in **Bihar, Gujarat, Haryana, Kerala, Sikkim** and **Tripura**. The following table gives the year-wise shortfall in coverage of beneficiaries in these states:

Name of State	Percentage shortfall during						
	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98	1998-99
Bihar	15	20	13	17	19	38	42
Gujarat	NIL	17	20	21	27	35	28
Haryana	29	31	25	21	25	24	27
Kerala	30	33	31	31	39	32	35
Sikkim	25	42	26	32	29	36	29
Tripura	66	64	63	61	62	61	57

Other irregularities noticed in other States were as under:

In **Maharashtra**, the shortfall was 36 *per cent* and 51 *per cent* during 1992-98 in rural and tribal areas respectively. The monthly report of July 1998 revealed that the shortfall was between 60 and 100 *per cent* in 14 rural projects.

In **Manipur**, supplementary nutrition was not provided for full term during 1992-99 in nine projects. Two projects did not supply nutrition at all to the beneficiaries in 1998-99, while one project of Churachandpur did not supply nutrition in 1997-98.

In **Nagaland**, the records maintained did not depict the quantity of food supplied, number and names of beneficiaries and the number of days for which supplementary nutrition was provided.

In **Tamil Nadu**, in 22 projects test checked, the percentage of shortfall during 1992-93 was 38 which improved to 23 in 1994-95, but again deteriorated to 38 in 1997-98 and 44 in 1998-99. Further in 301 anganwadi centres of 21 projects test checked, 17 to 68 *per cent* of malnourished children in the age group of six months to six years, did not get the supplementary nutrition, due to non-prioritisation of the feeding programmes.

In **Uttar Pradesh**, the position of beneficiaries identified and covered could not be verified as the Monthly Progress Reports were not compiled in the Directorate/Department. However, in 87 projects test checked, out of 91.41 lakh beneficiaries identified during 1992-99, only 52.26 lakh beneficiaries were provided with supplementary nutrition, which resulted in shortfall in coverage of 39.15 lakh beneficiaries constituting 43 *per cent* of the total. It was further noticed that in contravention of Ministry's orders of January 1995 to provide supplementary nutrition to all eligible beneficiaries, all beneficiaries were not covered as the number of beneficiaries per anganwadi centre was restricted to 84. Further during 1998-99, supplementary nutrition was provided only in 585 anganwadi centres against 774 anganwadi centres in operation.

3.5.2.4 Break in continuity

In almost all states, all identified beneficiaries were either not provided with supplementary feeding for all the 300 days in a year or records thereof was not maintained

Supplementary nutrition must be continuously provided to be of lasting value. Widespread disruptions were noticed in all the states. The sample size for audit scrutiny was envisaged at 15-20 *per cent* of original records. Due to poor state of maintenance of records in most of the states, target sample field could be covered only in **Andhra Pradesh, Assam, Bihar, Manipur and West Bengal**. The extent of disruption of supplementary feeding under the programme for the period 1992-93 to 1998-99 is tabulated below:

Years and no. of days of disruption	Number of anganwadis in States of					Total
	Andhra Pradesh	Assam	Bihar	Manipur	West Bengal	
1992-93						
A) 250-300 days		100	700	100	2528	3428
B) 200-249 days		200	1500			1700
C) 100-200 days	2030	200		200		2430
1993-94						
A) 250-300 days			700	100	2677	3477
B) 200-249 days		300	1500			1800
C) 100-200 days	2030	300		500		2830
1994-95						
A) 250-300 days		100	700		3083	3883
B) 200-249 days		600	1500			2100
C) 100-200 days	2030	100		700		2830
1995-96						
A) 250-300 days		600	700		2998	4298
B) 200-249 days		400	1500			1900
C) 100-200 days	2030			700		2730
1996-97						
A) 250-300 days		800	700		3506	5006
B) 200-249 days		200	1500			1700
C) 100-200 days	2030			800		2830
1997-98						
A) 250-300 days		300	700	700	4159	5850
B) 200-249 days		600	1500			2100
C) 100-200 days	2030	100		200		2330
1998-99						
A) 250-300 days		500	700		3882	5082
B) 200-249 days		200	1500			1700
C) 100-200 days	2030			700		2730
Total for 1998-99	2030	700	2200	700	3882	9512
Total number of anganwadis in the State	26948	15527	35360	4153	33061	115049
Number of anganwadis test-checked	5534	2200	6000	900	7157	21791

An investigation into the reasons for interruption in feeding which disrupted the sustained availability of nutrition to the targeted beneficiaries brought out that in **Andhra Pradesh**, food supply was short, in **Assam**, the budget provision

was not sufficient to procure the required food-stuff, and in **Bihar**, food items were not procured and made available to anganwadis in time. No concrete reasons were forthcoming from the scrutiny of records in **Manipur**. But a general survey of the stock position of food materials showed that lack of proper planning in the distribution of food material and inherent deficiency in the distribution system contributed to the interruption in feeding. Another reason for interruptions in feeding can be traced to the inability of state government to provide adequate budget for SNP, consequent upon increase in the number of operational projects due to universalisation.

The deficiencies noticed in the provisioning of supplementary nutrition in other states were as under:

Himachal Pradesh: The identified beneficiaries were provided supplementary nutrition for 177 to 268 days only in a year during 1992-99, even though sufficient funds were available as was evident from unspent previous balance aggregating Rs 18.29 crore.

Jammu & Kashmir: The state government allotted funds which were sufficient for providing nutrition for 180 to 220 days only during 1992-99. In 1993-95, nutrition was provided for less than 120 days in 1315 anganwadi centres and for less than 60 days in 565 anganwadi centres out of the total 2828 anganwadi centers in the state.

Karnataka: In 71 anganwadi centres of four projects, supplementary nutrition was not provided for 250 to 300 days during 1992-99.

Madhya Pradesh: Test check of seven projects revealed that food supply remained suspended in 119, 42, and 196 anganwadi centres for periods ranging between 61 and 274 days, 61 and 300 days and 30 and 132 days during 1996-97, 1997-98 and 1998-99 respectively.

Maharashtra: In eight test checked projects, supplementary nutrition was not provided for 9 to 163 days during 1996-97 and 1998-99.

Punjab: The shortfall in the number of feeding days ranged between 175 and 291 days during 1992-99 in 28 projects test checked.

Rajasthan: The supplementary nutrition was not provided for 61 days in 12 anganwadi centers, for 100-200 days in 222 anganwadi centres and for 201-299 days in 756 anganwadi centres during 1992-99. Further, the interruption in feeding was noticed to the extent of two to 20 months in 77 anganwadi centres of 18 projects during 1992-99.

Uttar Pradesh: Out of 257 anganwadi centres test checked, disruption of supplementary nutrition ranging from 100 to 250 days was noticed in 140 anganwadi centres in 1998-99.

The Food and Nutrition Board, a body under the Ministry also corroborated the findings of audit and stated in June 1999 that the number of days on which supplementary nutrition was provided to the children was invariably less than the recommended 300 days in a year.

3.5.2.5 Quality of nutrition

Laboratory tests were not conducted to ensure required nutrition component

Apart from discontinuity in supply of supplementary nutrition, examination of the evidence of quality of nutrition brought out serious deficiencies both in terms of material procured and material supplied. The Ministry had prescribed a mandatory laboratory check of the food material (of the scheme) atleast once in a month in order to ensure that the food material contain the required nutrition component.

In eight states of **Assam, Karnataka, Manipur, Orissa, Punjab, Rajasthan, Uttar Pradesh** and **West Bengal**, no laboratory tests were conducted to find out the quality of nutrition.

In four states **Delhi, Madhya Pradesh, Maharashtra** and **Tamil Nadu**, laboratory tests of food materials were carried out occasionally in an unsystematic manner and as such large amount of food material was not tested.

Further, five states **Haryana, Himachal Pradesh, Karnataka, Kerala, and Mizoram** expressed their inability to provide the required nutritional content within the cost ceiling of Rupee one.

The Scheme provided a specific mix of calories and proteins in the food package under the supplementary nutrition programme. However, in most states there was no mechanism to ensure the quality of food supplied to the unsuspecting beneficiaries. Even where occasional tests of quality were carried out, the foodstuff supplied fell far below the required level. There was no evidence of any effort on the part of state governments to improve the quality after adverse laboratory reports were received. Specific cases of supply of sub-standard and infested food in some of the states are given in the succeeding paragraph as instances.

3.5.2.6 Distribution of sub-standard and infested food

Sub-standard oil, infested 'gram', adulterated 'suji', food materials unfit for human consumption and inedible food materials were consumed

In **Gujarat**, the State Civil Supplies Corporation supplied 360 tins of edible oil procured from local manufacturers to the CDPO, Gondal in July 1997. A laboratory test brought out that the oil supplied was not cottonseed oil as required but rapeseed oil, which was a health hazard. By the time of receipt of test report, 316 tins of toxic rapeseed oil had already been consumed in cooking meals for innocent women and children.

In **Jammu and Kashmir**, in Srinagar project, a serious case of contamination was noticed. 105 quintals of grams, 5.5 quintals of salt and 17 quintals of suji were supplied during 1996-97 to the anganwadi centres in the project. Sample check by Public Analyst revealed that the gram had fungal growth, the suji was adulterated and the salt had no iodine. By the time the report was received, the entire quantity of food ingredients had already been consumed by the beneficiaries.

In **Madhya Pradesh**, in Pohari project, where the village panchayat was entrusted with the responsibility of organising the food stuffs for the anganwadi centres, test of samples collected on two occasions had shown food materials unfit for human consumption and yet the scheme continued to be run with the same source of supply. No penal measures were also invoked against the suppliers or the organisers.

In **Orissa**, 633.50 quintals of 'Moong dal' was supplied by the **Orissa** Consumer Cooperative Federation in July-August 1997 to the anganwadi centres of the tribal district of Sundargarh. Laboratory test report classified the food stuff as sub-standard and inedible. By the time the report was received, the entire stock of inedible 'Moong dal' had been consumed by the beneficiary women and children.

3.5.2.7 Supply of therapeutic food to severely malnourished children/weaning food

Non-identification of severely malnourished children resulted in non-supply of therapeutic/weaning food in nine states

Severely malnourished children were to be given therapeutic food which was to be administered on a regular and sustained basis. This also covers weaning food (shishu ahar) for children in the age group of six months to one year. In actual operation, however, provisioning of therapeutic food was either not done or the provisioning was neither timely nor adequate. A major bottleneck remained in the identification of severely malnourished children. Adequate benchmark surveys were not carried out. In the absence of this, the delivery of therapeutic food to the neediest segment of child population continued to remain partial. The concept of highly nutritious ready-to-eat food in a pulverized form was modified in June 1990 by the Ministry to include milk as therapeutic diet for children suffering from 3rd and 4th degree malnutrition. It was the perception of the Ministry that the existing arrangement of giving double diet was not adequate to improve the state of malnutrition as 'ready to eat' food was difficult to consume. The impact of this change in perception was not readily reflected as the programme, wherever implemented, continued to be administered on ad-hoc basis. The results of audit showed that the programme was not successful.

No therapeutic food was given either to undernourished children or to babies needing weaning food in the nine states **Andhra Pradesh, Assam, Gujarat, Jammu & Kashmir, Orissa, Rajasthan, Uttar Pradesh, West Bengal and Delhi**.

3.5.3 Health check up and referral services

This component of the Scheme visualises delivery of protective, preventive and referral health care to the beneficiaries. Under the umbrella of the Scheme, the services mainly involve monitoring of health status, immunisation against various diseases and reference to Health Centres or Hospitals for treatment. Under the scheme, children under six years of age were to be provided a package of health services, consisting mainly of periodical monitoring of their health status, immunization against diphtheria, whooping cough, tetanus, polio, tuberculosis and typhoid and referral services. In respect of women, the scheme provided health services, which included ante-natal care of expectant mothers and post-natal care of nursing mothers. Success of the scheme depended on the support role of the medical departments of the state governments coordinating the inter-disciplinary character of the delivery system.

3.5.3.1 Identification and coverage of beneficiaries

Information on base line surveys for identification of beneficiaries for health check up and referral services, was not forthcoming in most of the states

Children up to six years of age were to be enumerated by the PHCs (Public Health Centres) for recording their data for immunization & health check up by undertaking base-line survey in each project area to be followed by repeat survey every year.

Information on such surveys was not readily forthcoming from most of the states. In five States **Bihar, Jammu & Kashmir, Manipur, Mizoram** and **Tamil Nadu**, it was noticed that either the base line surveys, crucial for identification, were not conducted or the basic records not maintained or the extent of identification was abysmally low compared to the eligible population.

In **Assam, Jammu & Kashmir** and **Tamil Nadu**, coverage for health check up of women and children was not carried out in 40 projects, out of 73 projects test checked for the period 1992-99.

The shortfalls in coverage of beneficiaries for projects test checked in the following States was as under:

Name of State	Year	Shortfall in percentage
Haryana	1992-98	17 to 32
Tripura	1992-99	83 to 90
Punjab	1992-99	31 to 69
Jammu & Kashmir	1992-99	39 to 79
Meghalaya	1992-99	43 to 87
Mizoram	1992-99	0 to 56

3.5.3.2 Referral services

The scheme provided that children and pregnant mothers with problems requiring specialised treatment were to be referred to the upgraded PHC or sub-divisional or District Headquarters hospitals, by Medical Officer of the PHC with a referral slip prescribed for this purpose. The country wise position of referral services could not emerge since the state governments did not maintain systematic data. However, shortcomings were noticed in the following states:-

In eight states of **Assam, Bihar, Jammu & Kashmir, Kerala, Madhya Pradesh, Sikkim, Tripura** and **Delhi**, test checks revealed that either necessary records/cards for referral service were not maintained or information was not furnished or the cases were not referred to PHC due to non-availability of referral cards. In **Andhra Pradesh**, out of 251 operational projects, test check of 55 projects revealed that the percentage of shortfall in cases referred to PHC etc., was between 71 and 79. The reasons attributed were non-existence of provision for payment of transportation charges and cost of medicines. In **Madhya Pradesh**, out of 407 projects, test check in 33 projects revealed that out of

13029 malnourished identified children, only 2928 children (22 per cent) were referred during 1992-99.

3.5.3.3 Immunisation

The scheme contemplated immunisation to all infants/children under six years of age against the six vaccine preventable diseases, namely diphtheria, whooping cough, tetanus, polio, tuberculosis and measles. Children of 5-6 years of age were to receive booster doses for diphtheria, tetanus and two doses of typhoid vaccination. As tetanus among new born is common and usually fatal, all expectant mothers were to be immunised against tetanus.

In 15 states, neither the beneficiaries for immunisation were identified nor monitoring of the achievements was made by the respective state governments

Test checks in eleven States/U.Ts of **Bihar, Goa, Gujarat, Orissa, Himachal Pradesh, Manipur, Madhya Pradesh, Nagaland, Uttar Pradesh, Andaman & Nicobar Islands** and **Lakshadweep** revealed that the respective governments neither identified nor monitored the achievements in coverage of children and women under various types of immunisation.

In four States of **Arunachal Pradesh, Meghalaya, West Bengal** and **Madhya Pradesh**, the concerned Departments viz. Social Welfare, Health and Family Welfare etc. did not maintain any records of immunisation or did not update them regularly.

In 17 states the average shortfall in immunisation was found to be 20 per cent

In the remaining 17 states, the year-wise position of number of beneficiaries targeted and covered under all types of immunisations during 1992-99 was as under:

Year	Number of beneficiaries (in lakh)			Percentage of shortfall
	Targeted	Covered	Shortfall	
1992-93	186.60	141.31	45.29	24
1993-94	188.38	148.53	39.85	21
1994-95	188.25	159.42	28.83	15
1995-96	192.24	152.09	40.15	21
1996-97	197.29	162.57	34.72	18
1997-98	196.03	167.82	28.21	14
1998-99	192.53	139.83	52.70	27
Total	1341.32	1071.57	269.75	20

Note: Vaccine-wise details are given in **Annex-4**.

Thus, despite emphasis on immunisation, no significant improvement was achieved.

In the following six states, test check in the projects revealed the shortfall in immunisation during 1992-99 as under:

In five states, the vaccine-wise percentage shortfall was more pronounced

Name of the State	Shortfall in percentage				
	BCG	DPT	Polio	Measles	Tetanus
Gujarat	56	32	29	63	29
Haryana	3 to 21	5 to 25	4 to 25	8 to 33	17 to 44
Madhya Pradesh	55 to 71	53 to 67	47 to 65	62 to 82	58 to 68
Manipur	72 to 95	36 to 87	37 to 86	76 to 96	8 to 69
Tripura	60	60	59	66	28
West Bengal	48	53	54	58	4

In addition the overall and specific shortfalls in other states were as under:

Andhra Pradesh: In 55 projects test checked, the year-wise shortfall ranged between 14 and 49 *per cent* during 1992-99.

In test checked projects, beneficiaries covered were more than identified beneficiaries

Delhi: The shortfall in coverage of identified beneficiaries for the entire state ranged between 79 and 93 *per cent* during 1992-99. However, in six projects test checked, 8.67 lakh beneficiaries had been immunised, while only 2.57 lakh were identified as beneficiaries. This points towards manipulation of data.

The shortfall in coverage was due to non-availability of vehicles with the projects

Jammu & Kashmir: Test checks disclosed that in 17 projects, no children were immunised during 1992-99. In another seven projects test checked, the shortfall in coverage was attributed by the Medical Officers to non-availability of vehicles with the projects. In three projects of R.S.Pura, Purmandal and Reasi, 20 children died during 1994-98 due to diseases preventable by vaccination; Tetanus:8, Diphtheria:3, Measles:5, Tuberculosis:3 and Polio:1. Further, 17 polio cases in children of one to eight years of age were detected in two projects of R.S.Pora and Srinagar.

Instance of misreporting: 19733 beneficiaries were immunised against 11148 eligible beneficiaries

Maharashtra: The target and achievement in urban areas was not available. However, test check of two projects of Aurangabad and Poona for 1997-98, disclosed that 19,733 beneficiaries were immunised against 11,148 eligible beneficiaries which suggested that the data of beneficiaries immunised was not factually correct. The Department stated that reasons of mis-reporting would be investigated.

Orissa: In 30 projects test checked, the shortfall was 14 *per cent* during the year 1998-99.

Punjab: In 28 projects test checked for 1992-99, the percentage shortfall ranged between 16 and 67 for all types of vaccination (BCG, DPT, Polio & Measles) except tetanus.

Rajasthan : During 1992-99, the shortfall in immunisation was between 49 and 82 *per cent*. The Joint Director, Medical & Health stated in June 1999 that the shortfall was due to children/ pregnant women getting themselves immunised at nearby Health centres/hospitals etc. However, no evidence was available for this contention.

Full courses of DPT and Polio doses were not administered

Sikkim: The scrutiny of monthly reports for 1995-99 sent by CDPOs to the Ministry revealed that full courses of DPT and Polio doses were not administered and the average shortfall in coverage of children under third dose was 23 *per cent* for DPT and Polio. The shortfall was 82 *per cent* in the case of Tetanus vaccine administered to pregnant women.

Anganwadi workers were to prepare list of children and pregnant women to be immunised, motivate them to come to the anganwadi on the fixed date, maintain the immunisation register etc. Actual immunisation was to be carried out by the health staff. The short-comings in the infrastructure compounded the problems in the execution of this programme of incredible complexity.

3.5.3.4 Medicine kits

The scheme provides for supply of certain simple medicines to the beneficiaries through anganwadi centres. A provision of Rs 300 per year per anganwadi centre was made to enable the State Governments to purchase medicines. It was observed by the Ministry that, quite often, the requisite supply of medicines was either not available at all or was available for short periods or only a few medicines were available. Therefore, the Ministry decided in August 1984 to procure centrally the medicines and supply them through the approved manufacturers. Central procurement for distribution to the beneficiaries spread over the entire country, was not a practical proposition. It was seen that the medicine kits could not be supplied during the years 1992-95 and 1998-99.

3.5.3.4.1 Excess purchase of medicine kits for Rs 5.83 crore

Medicine kits were not purchased on the basis of functioning anganwadi centres

The Ministry had received 3.49 lakh, 3.81 lakh and 4.65 lakh medicine kits against the 2.98 lakh, 3.47 lakh and 3.55 lakh of operating anganwadi centres during 1995-98.

The Ministry stated in June 1999 that the requirement of medicine kits was worked out on the basis of anganwadi centres functioning in the country. The reply of the Ministry is not correct. Scrutiny of records revealed that the Ministry had called the requirements of medicine kits from respective States. Since the information was not received from all the states, the Ministry enhanced the requirement by 25 *per cent* in 1995-96 as there was a substantial time gap between the requirement assessed and actual date of supply of the medicine kits. This requirement was further enhanced from 3.64 lakh kits to 3.82 lakh kits i.e. increase by 5 *per cent* in 1996-97. The basis adopted in 1997-98 could not be verified as the concerned file was with Central Bureau of Investigation. This action of the Ministry resulted in excess purchase of medicine kits valuing Rs 5.83 crore.

3.5.3.4.2 Improper system of payment to suppliers of medicine kits

Payment for medicine kits was made without proof of receipt of medicine kits from the concerned CDPOs

The procedure for purchase and supply of medicine kits to anganwadis was that the Ministry used to invite tenders from reputed PSUs for purchase and delivery of medicine kits. The PSUs supplied medicine kits to the interim consignees at places, normally district headquarters as intimated to them by the Ministry. The District level officer, known as interim consignee, would in turn arrange to supply these kits to Child Development Project Officers known as 'consignee' to distribute them to anganwadi centres. A list of names and addresses of interim consignees was also supplied to the PSUs, which supplied the kits.

The terms and conditions of the contract for the supply of medicine kits stipulated that payment of 95 *per cent* of the total cost of the medicine kits supplied, would be made to the PSU concerned, on the production of a 'acknowledgement-cum-receipt' certificate from interim consignee/ district headquarters. This is a provisional receipt. It is issued on 'said to contain basis', the supplier remaining responsible for proving the total quantities actually delivered. It only tokens the receipt of the store by the interim consignee and is without prejudice to his right of inspection.

Later the CDPOs concerned were to confirm that the prescribed quantity of medicine kits intended for the project had been received and the contents of the individual medicine kits had been verified. Claims/complaints in regard to discrepancy/damage/ loss/breakage were to be entertained by the suppliers up to 120 days from the date of receipt of the medicine kits by the concerned CDPOs. The Ministry was to withhold the remaining five *per cent* payment for some time, pending receipt of information about complete numbers/quantities and reasonable condition of the content of the kits.

Scrutiny of documents in the Ministry disclosed that payment of 95 *per cent* amount was made by it for 2.75 lakh and 4.65 lakh medicine kits during the year 1996-97 and 1997-98, although the CDPOs, who received the medicine kits from the interim consignees acknowledged receipt of only 40,252 and 72,829 kits. In two years alone acknowledgement of 6.27 lakh medicine kits was not made by CDPOs. However, the Ministry released the pending five *per cent* payment without receipt of acknowledgements from all the CDPOs. The failure in the system to ensure the proper receipt of medicine kits is corroborated by the findings in some states detailed in the subsequent paragraph.

3.5.3.4.3 Irregularities in the receipt and issue of medicine kits

Against excess purchase of medicine kits by the Ministry, states did not supply medicine kits to anganwadi centres due to short/non-supply of medicine kits by the Ministry

Sample checks in the states disclosed that while on one hand the Ministry purchased excess medicine kits, most of the state governments did not supply medicine kits to the anganwadi centres due to short supply/non-supply of medicine kits by the Ministry. The discrepancies noticed in the receipt and issue of medicine kits by the state governments were as under:

Andhra Pradesh : During 1992-99, in 55 projects test checked, only 22963 kits were received against the requirement of 36449 kits. The shortfall ranged between 10 and 72 *per cent* during this period.

Medicine kits of Rs 6.45 lakh received in 1996-97, remained unutilised till March 1999

Assam: Of 10,289 medicine kits received during 1994-97, the distribution list of 7362 kits representing 72 *per cent*, was not available, which calls for an investigation. Also, against the issue of 840 kits in 1995-97 to five projects, acknowledgements of only 295 kits were received. 1681 kits valued at Rs 6.45 lakh received in 1996-97 by the Directorate, remained unutilised till March 1999.

Medicine kits of Rs 42.54 lakh were not utilised and 2074 kits of Rs 8.15 lakh were distributed to non-ICDS official

Bihar : The Ministry supplied 6491 and 8024 medicine kits, in July 1995 and April 1996 respectively. Of these, 1126 kits were properly distributed, 2074 kits valued at Rs 8.15 lakh were distributed to officials not connected with the scheme and 11315 kits were not utilised and time-expired in May 1998 and February 1999 causing a loss of Rs 42.54 lakh besides depriving the centres of the kits. No action was taken for the loss against the responsible officials.

Sub-standard absorbent cotton rolls/cotton wool was noticed in the sample drawn

Chandigarh : After September 1997, medicine kits were neither provided by the Ministry nor any local purchase was made. During 1992-93, 1994-95, 1996-97 and 1998-99 medicine kits were not received for 200, 222, 78 and 300 anganwadis respectively out of 300 anganwadis. Sub-standard absorbent cotton rolls/cotton wool was also noticed in the sample drawn in November 1997 by Government Analyst, **Punjab**.

Delhi : During 1994-98, medicine kits valued at Rs 58.61 lakh were supplied by the Ministry, but no information regarding receipt, distribution and utilisation was furnished by the NCT Government of **Delhi**.

Haryana : In four districts test-checked, against 16371 anganwadi centres, the medicine kits were not received in 6934 anganwadi centres during 1992-98.

Jammu & Kashmir : No evidence was maintained for receipt and issue of 46252 medicine kits supplied by UNICEF during 1992-98. Also the supplies made during 1994-99 were short by 40 to 69 *per cent* in eight projects test checked.

No requirement of medicine kits was placed in 1997-98 with the Ministry. For other years, the requirement placed was also found short

Karnataka : During 1992-97 and 1998-99, against the requirement of 2.43 lakh medicine kits, only 1.83 lakh kits were

indented by the Director and no requirement of 1997-98 was placed with the Ministry. In 39 projects test checked, the shortfall in supply of medicine kits ranged from 50 to 60 *per cent* of the requirement. This was attributed by the implementing officers to non-supply of medicine kits by the Ministry.

Samples drawn revealed sub-standard medical items in the medicine kits

Kerala : During 1996-98, against 30251 operating anganwadi centres, 36662 medicine kits were received i.e. excess of 6411 kits valued at Rs 26.04 lakh. At the instance of the Ministry, samples in seven districts were tested during 1996-98, which were found to contain sub-standard medical items. Yet this was not reported to the Ministry.

Manipur : The shortfall in receipt of medicine kits during 1994-99 ranged between 53 and 84 *per cent*.

Nagaland : During 1994-99, medicine kits were not received in 104 out of 184 projects.

Punjab : In 28 projects, against the requirement of 16700 medicine kits, 7744 kits were not received during 1992-99. Further, there was delay ranging between 14 days and 9 months in receipt of medicine kits by anganwadi centres during 1992-99.

Rajasthan : In 39 projects test checked, out of cumulative number of 20667 anganwadis, medicine kits were not received in 8690 anganwadis during 1992-98.

Against 30067 functioning anganwadi centres, Ministry supplied 40382 medicine kits

Tamil Nadu : During 1994-97, against 30067 functioning anganwadi centres, indent for 29805 kits was placed by Director of Social Welfare against which 40382 kits were supplied to the State, leading to excess supply of 10315 medicine kits valuing Rs 41.78 lakh. The Director (Social Welfare) stated that excess supplies were distributed to newly opened anganwadi centres and for the State cell. The reply is not tenable as only 169 new anganwadi centres were opened during the said period. While on one hand the State Government received excess supply, on the other, anganwadi centres were left without medicine kits. In 11 projects test checked the percentage of anganwadis, which did not receive the medicine kits, had ranged between 30 and 100.

Uttar Pradesh : 22492 medicine kits were received against 36396 anganwadi centres in operation during 1995-96. Yet no local purchase was made by the State Government.

No records of distribution of medicine kits were maintained

West Bengal : 22041 medicine kits were received in four districts test-checked during 1994-99 and were stated to have been distributed. No records of the distribution of medicines were maintained.

3.5.4 Nutrition and health education

A key element of the Scheme is the creation of a desirable level of awareness to combat ignorance so that the programmes are not only made available to the beneficiaries, but these also function as the guides to sustain better living practiced by the beneficiaries themselves. Under this component of the Scheme, practical nutrition and health education is to be imparted to all women in the age group of 15-45 years and in particular to teach the nursing and expectant mothers the essential tenets of child care. The Scheme contemplates use of mass media in all forms, launching of special campaigns including short demonstration oriented courses, in addition to the mandatory home visits by the anganwadi workers. Specially designed programmes by the Ministries of Health and Family Welfare and Agriculture are to be used for the educational programmes, leaving scope for such innovation as may arise at the level of the key players in the delivery system. Some of the basic components of the child care education programme includes subjects like breastfeeding, balanced diet for young children, benefits of immunization, etc.

Review of implementation of this component of the Scheme brought out numerous cases of failures both in terms of lack of effort and in terms of very poor utilisation of resources and lack of attention at the grassroot level.

No film/slide shows were held in 91 *per cent* projects.

In 15 States/UTs of **Andhra Pradesh, Goa, Haryana, Kerala, Maharashtra, Meghalaya, Mizoram, Nagaland, Punjab, Sikkim, Tripura, Pondicherry, Dadra & Nagar Haveli, Andaman & Nicobar Islands** and **Diu**, against 41,326 total projects, film/slide shows were held in only 3529 projects during 1992-99. Thus in 37,797 projects which constitute 91 *per cent* of the total number of projects, no activities for increasing the awareness were taken. Year-wise details of film/slide shows and home visits are contained in **Annex -5**.

27 per cent shortfall in home visits by anganwadi workers was noticed in 11 states

In 11 States/U.Ts of **Andhra Pradesh, Goa, Haryana, Kerala, Punjab, Sikkim, Tripura, Pondicherry, Dadra & Nagar Haveli, Andaman & Nicobar Islands** and **Daman & Diu**, against 5.16 crore women in the age group of 15-45 years, home visits undertaken by anganwadi workers covered 3.74 crore women during 1992-99 resulting in short fall in coverage of 1.42 crore.

In five states **Assam, Bihar, Himachal Pradesh, Karnataka** and **Rajasthan**, test checks revealed that either no activities under this component was carried out during 1992-99 or records thereof were not maintained.

In another seven states of **Gujarat, Jammu & Kashmir, Madhya Pradesh, Manipur, Mizoram, Tripura** and **Uttar Pradesh**, no film/ slide shows were organised either due to non-availability of film/slides, lack of trained staff/operators, non-receipt of projectors, defective projectors etc.

The evaluation conducted by NIPCCD (National Institute of Public Co-operation and Child Development.) revealed that 25 *per cent* nursing mothers had introduced semi-solids to their infants. This reflected lack of impact of nutrition and health education in promoting positive feeding practices and this was possibly the contributing factor for higher percentage of malnourished children in the age group of 0-3 years.

3.5.5 Non-formal pre-school education

The Scheme in the context of its comprehensive character hoped not only to provide nutritional support and defence against illness, it also hoped to prepare a healthy child for a formal school curriculum. It is in this light, that non-formal pre-school education for all children in the age group of 3-6 years was contemplated. Under this arrangement, each anganwadi centre provides a forum to about 40 children and creates the condition for the necessary emotional and attitudinal upbringing preparatory to school. No formal curriculum was prescribed for non-formal pre-school education by the state governments. The anganwadi workers were prescribed a charter of duties for achieving the objectives of non-formal pre-school education. These activities included exercises for physical and motor development, exercises for language development, exercises for the development of creativity and imagination, group activities, pre-writing activities like drawing and pattern-making etc.

66 per cent of eligible children were enrolled for non-formal pre-school education. Out of which 54 per cent actually attended the classes

In 15 States/UTs of **Andhra Pradesh, Bihar, Goa, Gujarat, Karnataka, Manipur, Meghalaya, Mizoram, Orissa, Tripura, West Bengal, Pondicherry, Chandigarh, Dadra & Nagar Haveli** and **Diu** where the statistical details of non-formal pre-school education were available, Audit worked out the percentages of children enrolled and their attendance to ascertain the impact of this component as detailed under:-

Year	Number of children			Percentage of Col. No. (3) to (2)	Percentage of Col. No. (4) to (2)
	Eligible for enrolment	Actually enrolled	Attended the classes		
1	2	3	4	5	6
	(Figures in lakh)				
1992-93	65.55	44.58	37.01	68	56

1993-94	71.44	48.37	39.22	68	55
1994-95	77.22	50.95	41.50	66	54
1995-96	81.82	56.23	44.72	69	55
1996-97	88.95	58.08	48.00	65	54
1997-98	98.27	63.82	51.71	65	53
1998-99	101.47	63.99	52.87	63	52
Total	584.72	386.02	315.03	66	54

Basic records of non-formal pre-school education were not maintained

In **Assam, Haryana** and **Jammu & Kashmir**, basic records of non-formal pre-school education were not maintained. In another five states, the percentage shortfall of enrolment and those actually attending the classes to the eligible children was as under. The shortfall was pronounced in **Rajasthan, Tamil Nadu** and **Uttar Pradesh** as under:

State	Year	No. of projects test checked	No. of children		Attended The classes	Percentage shortfall of	
			Eligible for enrolment	Actually enrolled		Col.5 to 4	Col.6 to 4
1	2	3	4	5	6	7	8
			(Figure in lakh)				
Himachal Pradesh	1992-99	16	2.52	1.58	1.51	37	40
Rajasthan	1994-98	191 (whole state)	54.99	22.96	NF	58	NF
Sikkim	1995-99	5 (whole state)	0.70	0.44	0.38	37	46
Tamil Nadu	1992-99	15	7.38	3.95	3.35	46	55
Uttar Pradesh	1992-99	87	28.59	18.31	12.92	36	55

NF: Not furnished by state government

In two states the number of eligible children in test checked projects were found more than the beneficiary children and enrolment

In 16 projects in **Gujarat**, the number of children eligible for non-formal pre-school education was shown as 25.02 lakh, out of which 23.96 lakh were claimed as enrolled and 13.74 lakh as attending the non-formal education. These figures were incorrect and were more than the figures for the entire state at 21.45 lakh, 20.28 lakh and 13.70 lakh respectively. Similarly in **Maharashtra**, test check of two projects revealed that the attendance of children was more than the population of beneficiary children and in another five projects, attendance of children reported was more than the enrolment. These established that the performance records were manipulated.

3.6 Supply of Vitamin A solution and IFA tablets

Vitamin A solution was to be administered to infants/ children every six months. No records of the distribution was made available by Ministry. The Ministry of Health and Family Welfare (Department of Family Welfare) had not intimated the position of supply of Vitamin A to state governments

Under the national prophylaxis programme for the prevention of blindness caused by Vitamin A deficiency, the Ministry stipulated that 1,00,000 International Units of Vitamin A solution was to be administered to infants at nine months of their age under ICDS scheme. Children in the age group of one to five years were to receive 2,00,000 IU of Vitamin A solution every six months with priority to children under three years of age. The state's nodal department was to coordinate with State Health and Family Welfare Department for meeting full requirement of Vitamin A and iron folic acid tablets for beneficiaries in ICDS project areas. Action taken in this regard was to be communicated to the Ministry.

The Ministry was requested in June 1999 to intimate whether the action taken by State nodal departments was communicated to the Ministry and to make available the records pertaining to reports of distribution of Vitamin A and iron folic acid tablets. No reply was furnished as of January 2000. The Department of Family Welfare, Ministry of Health and Family Welfare was also requested in June and July 1999 to intimate year-wise indents received and supplies made to state governments; their reply was also not received as of January 2000.

No record of receipt and distribution of Vitamin A was maintained in 72 projects test checked in five states

In 72 projects test checked in five states **Kerala, Tripura, Mizoram, Andaman & Nicobar Islands & Himachal Pradesh** it was noticed that no details/records of receipt and distribution of Vitamin 'A' solution were maintained. Similarly, in three districts of Faridabad, Kurukshetra and Sonapat, out of four districts test checked in **Haryana**, no data regarding distribution of Vitamin 'A' solution was maintained at the anganwadi centres during 1992-99.

There was no supply of Vitamin A in four states

In **Bihar, Delhi, Manipur, Nagaland**, there was no supply of Vitamin 'A' solution during 1992-99 in all projects of the State.

Vitamin A solution was not administered to beneficiaries in 234 projects in eight states

In 234 projects, out of 283 of the following eight States, test check revealed that no Vitamin 'A' solution was administered to beneficiaries during 1992-99.

Name of the State	Number of projects test checked	Number of projects where solution was not administered
Andhra Pradesh	55	53
Arunachal Pradesh	4	4
Assam	22	20
Jammu & Kashmir	29	14
Maharashtra	8	6
Orissa	39	34
Rajasthan	39	16
Uttar Pradesh	87	87
Total	283	234

Other irregularities noticed in sample checks were as under:

The supply of Vitamin A solution was irregular during 1992-99

In **Chandigarh**, the supply of Vitamin 'A' solution by Ministry of Health and Family Welfare was irregular during 1992-99. Out of 1.37 lakh children during 1992-98 only 0.11 lakh children were administered Vitamin 'A' solution.

The shortfall in coverage ranged between 66 and 83 per cent during 1996-99

In **Sikkim**, the shortfall in coverage of eligible children ranged between 66 and 83 per cent during 1996-99.

The shortfall in coverage of children for 2nd dose was as high as 93 per cent

In **Tamil Nadu**, the percentage of shortfall in coverage of children for the 1st dose ranged between 56 and 75 and that for the 2nd dose between 79 and 93 during 1992-99.

In **Karnataka**, Vitamin 'A' solution was not supplied at all in the 185 projects in the State during 1998-99.

In **Lakshadweep**, in all the 74 anganwadi centres, no Vitamin 'A' solution was administered during 1992-99.

These shortcomings in the supply of Vitamin 'A' point towards the lack of proper commitment to the Scheme on the part of Ministry of Health and Family Welfare and also failure of the Ministry to coordinate/monitor effectively at the state and central level.

3.7 Adolescent Girls Scheme

The Ministry released grant at the rate of Rs 1.10 lakh per block per annum for this scheme but did not maintain records to monitor the number of beneficiaries covered by the scheme

The Adolescent Girls Scheme was introduced in 1991-92 in 507 blocks in the country, as a special intervention in the existing ICDS scheme to cater to all adolescent girls in the age group of 11-18 years. It aims to meet their needs of self development, nutrition, health, education, literacy, recreation and skill formation in order to mobilise and enhance their potential and reduce both socio-economic and gender inequalities. The Adolescent Girls Scheme was to be implemented through two sub-schemes viz. Scheme I: Girl to Girl Approach for age group 11-15 years and Scheme II: Balika Mandal for age group 11-18 years.

The Ministry released grants at the rate of Rs 1.10 lakh per block per annum, of which Rs 80,000 was for 'Girl to Girl Approach' and Rs 30,000 for 'Balika Mandal'

The Ministry did not maintain any record to monitor the number of beneficiaries covered, though the scheme is in operation for nearly a decade. The States Government of **Karnataka, Madhya Pradesh, Orissa** and **Uttar Pradesh** reported the figures of beneficiaries identified and targeted under this scheme as detailed under:

Name of State	Years	No. of girls identified	No. of girls covered	Percentage shortfall in coverage
Karnataka	1993-98	53050	39797	25
Orissa	1992-99	257546	56744	78
Madhya Pradesh	1992-98	547486	218822	60
Uttar Pradesh	1992-99	105420	4409	96

Further in **Bihar**, only four projects: Gaya-R, Hazaribagh-R, Bochaha and Hajipur, out of 25 projects test-checked were implementing the scheme. In **West Bengal**, no targets were fixed by the State Government during 1992-99. The sub-scheme-II was not implemented in the projects of Berhampore in 1992-94 and Purulia-II and Malda during 1992-

95 due to shortage of staff.

3.7.1 Release of Rs 9.01 crore without monitoring utilisation

Not a single beneficiary was covered by eight states during 1992-99 but the Ministry continued to release the grant to these states

Test check of records of the Ministry revealed that in eight states, **Arunachal Pradesh, Assam, Manipur, Nagaland, Punjab, Tripura, Uttar Pradesh** and **Lakshadweep** the number of beneficiaries covered under the scheme were reported 'NIL' during 1992-99.

The Ministry made no efforts since 1992-93 to monitor the performance of this scheme by the state governments. Grants continued to be released by the Ministry every year. Even when eight States referred to above, had reported 'nil' performance since 1992-93, the Ministry took no action to adjust the amount of grants released to them since 1992-93, but continued to release further grants to them.

This resulted in excess release of grant of Rs 9.01 crore to these eight States under this scheme during 1992 to 99.

3.8. Multilateral and bilateral assistance

World Bank, UNICEF have been providing assistance for the implementation of the ICDS programme. The financial assistance by UNICEF is provided on the basis of projects operationalised in states. The expenditure on the programme is reimbursed on receipt of claims from the state governments through Government of India. The efforts of the Government under SNP were complemented by the contributions from WFP and CARE. Cases of failure in lateral support measures are discussed in the succeeding sub-paragraphs:

3.8.1 World Bank

World Bank assisted 755 projects in four states under two projects

During 1992-99, World Bank assisted two projects under its 'social safety net' programme. Project I started from January 1991 and ended in December 1997. It covered the States **Andhra Pradesh**: 110 projects and **Orissa**: 191 projects. The second project started from September 1993 and is to end in March 2000. It also covers two States **Bihar**: 210 projects and **Madhya Pradesh**: 244 projects.

As part of its monitoring process, the World Bank had laid down some specific process objectives like immunization, food supplementation, Vitamin A doses in terms of targets fixed and achievements thereof. Later on, after the project was completed, the overall impact of the aid was measured in terms of certain impact indicators like IMR (Infant mortality rate), SMM (Severe and moderate malnutrition), etc.

3.8.1.1 Financial allocation and expenditure

The financial assistance by World Bank was of 266.48 million US \$ equivalent to Rs 939.90 crore

The financial assistance from the World Bank was of US \$72.48 million and 194 million US \$ equivalent to Rs 343.67 crore and Rs 596.23 crore for projects I & II respectively. The funds were released by Central Government to the state governments and later got re-imbursed from World bank on the basis of expenditure reported by them. The expenditure to be incurred by the state governments was approved component-wise by the Expenditure Finance Committee.

61 per cent of the assistance for project-II, remained unutilised as of March 1999, while one year is left for the conclusion of the project

For Project-I, the total financial assistance of 72.48 million US \$ was utilised whereas for Project-II, up to March 1999, the re-imburement of expenditure claims was only to the extent of 75.54 million US \$ against the sanction of 194 million US \$. Thus with only one more year of operation of Project-II, the possibility of utilisation of the remaining 118.46 million US \$ representing 61 *per cent* of the total financial assistance, is remote. Thus, during Project-II, the

State Governments have not been able to utilise the valuable external aid in time.

Test check of records in the implementing States revealed many instances of mis-application and diversion of resources:

Out of Rs 5.86 crore kept in personal deposit account, Rs 1.17 crore were refunded and detailed bills for Rs 2.33 crore were not submitted

In **Andhra Pradesh**, the State Government released Rs 5.86 crore in March 1992 for purchase of materials. The Commissioner withdrew the amount as an advance bill in March 1992 and kept it in the personal deposit account of AP Women's Cooperative Finance Corporation, as per the direction of the Government. Out of the amount so drawn, Rs 1.17 crore being the unspent balance was refunded to government account in February 1997 i.e after a lapse of five years. Further, out of the remaining Rs 4.69 crore stated to have been spent, detailed bills for Rs 2.33 crore had not been submitted by the Commissioner as of June 1999 i.e even after a lapse of more than seven years.

Rs 17.40 crore earmarked for ICDS projects, were drawn and then credited as receipt of the state

In **Bihar**, Rs 17.40 crore earmarked for ICDS projects was kept unauthorisedly in 'civil deposits' for one to 12 months by showing the amount in the account as having been spent. The amount was subsequently withdrawn from civil deposits in the following years and credited as the receipt of the State. As a result, therapeutic food could not be provided to the children. This was done by Accounts officer, project management and special officer nutrition.

Rs 1.87 crore drawn and deposited in bank account was shown as final expenditure

In **Orissa**, unspent balance of Rs 1.87 crore was drawn and deposited in the bank account of Mahila Vikas Sambaya Nigam, Bhubneshwar and shown as final expenditure in December 1997. Out of this, Rs 1.48 lakh was still lying in the bank account at the end of June 1999.

3.8.1.2 Component-wise expenditure

Large variations in component-wise EFC provision and expenditure were noticed

The Expenditure Finance Committee had prescribed the component-wise expenditure to be incurred by the states. There were large variations between the component-wise EFC provision and the expenditure incurred against it. The component-wise expenditure incurred by **Andhra Pradesh** up to March 1997, **Bihar** up to February 1999 and **Madhya Pradesh** up to August 1998 are indicated in **Annex-6**. For **Orissa** details were not available. The following inferences could be drawn:

In **Andhra Pradesh** no expenditure was incurred on components of other expenses up to Block level and installation of Hand Pumps against provision of Rs 15.62 crore.

Against EFC provision of Rs 85.19 crore, Rs 6.01 crore only were incurred

In **Bihar** no expenditure was incurred on therapeutic food, monitoring, research and evaluation, mobility for supervisors against provision of Rs 8.41 crore. The expenditure incurred on certain items like other expenses up to block level, training, health, communication and community mobilisation was Rs 6.01 crore only upto February 1999 against EFC provision of Rs 85.19 crore. Further, as per status report of **Bihar**, an expenditure of Rs 114.58 crore was incurred up to February 1999, which was only 45 *per cent* of total provision of Rs 257.13 crore. There was remote possibility of utilisation of balance 55 *per cent* assistance in remaining one year. Expenditure on community mobilisation was Rs 0.40 lakh up to February 1999 against provision of Rs 10 crore.

No expenditure was incurred on therapeutic food etc. against provision of Rs 7.67 crore

In **Madhya Pradesh** no expenditure was incurred on nutritional rehabilitation centre, therapeutic food and pilot project for dispersed hamlets up to August 1998 against a provision of Rs 7.67 crore. The expenditure on training, project management and communication was Rs 8.55 crore up to August 1998 against E.F.C. provision of Rs 67.57 crore. The percentage of expenditure of total EFC provision was 53 *per cent* up to August 1998 which was low in comparison

to time left.

Examination of quality of expenditure of World Bank assistance received from **Andhra Pradesh, Orissa and Madhya Pradesh** are given below:

Neither the requirement of handpumps was assessed nor a list of anganwadi centres was sent to the state governments

Andhra Pradesh: The Commissioner of Women Development and Child Welfare neither assessed the requirement of handpumps in the State nor sent the list of anganwadi centres to the Department of Rural Development of the State Government where handpumps were to be installed. In 44 out of the 55 test checked projects, against the 868 handpumps sanctioned at an estimated cost of Rs 25000 each under the World Bank assisted projects during 1992-99, only 604 hand pumps had been installed. Of these, 71 installed at a cost of Rs 17.75 lakh were not in working condition as of March 1999. In the remaining 11 projects, 167 handpumps though sanctioned had not been installed.

Rs 9.96 crore paid to agencies for construction of office-cum-godowns and anganwadi buildings, were booked as final expenditure. Also excess maintenance funds of Rs 33.29 lakh were released

Madhya Pradesh: Out of 8914 civil works for construction of office-cum-godown and anganwadi buildings, 898 works had not commenced even after lapse of two to five years. Further, Rs 9.96 crore paid to various agencies for execution of these works was booked as final expenditure. In the 19th State level empowered committee, it was decided in January 1999 that anganwadis and CDPO office-cum-godown buildings, constructed and completed more than two years earlier, be provided funds for maintenance at the rate of two *per cent* of cost of the building. As per the progress report only 3864 anganwadi buildings and 171 CDPO buildings were completed two years prior to January 1999 i.e upto March 1997 but maintenance grants were released for 4643 anganwadi buildings at the rate of Rs 2200 per anganwadi and for 176 CDPO buildings at the rate of Rs 8000 per building completed during 1993-94 to 1998-99. Thus, excess maintenance funds to the extent of Rs 17.54 lakh was released for buildings constructed in 1997-98, which had not completed two years after their construction. The record of District Woman & Child Development Officer, Khargone revealed that Rs 5.63 lakh was earned as interest on the amount given for construction of which Rs 3.08 lakh was deposited as a receipt in the Government account and Rs 2.55 lakh was still lying in the bank.

The increase in the scale of cost of installation of handpumps from Rs 0.35 lakh to Rs 0.40 lakh per handpump, was found unnecessary. About ten per cent handpumps installed were unsuccessful

Further, with the change in the scale of cost of installation of handpumps from Rs 0.35 lakh to Rs 0.40 lakh per hand pump in June 1997, the Government of India sanctioned in 1996-97, additional amount of Rs 2 crore for 4000 handpumps. Installation of 2292 handpumps were completed by December 1997 at a cost of Rs 8.02 crore as reported by Engineer-in-Chief, Public Health Engineering which indicated that actual expenditures at the rate of Rs 0.35 lakh per pump was incurred on an average. Thus, the release of excess amount of Rs 1.15 crore in respect of 2292 already completed handpumps was unnecessary and warranted recovery. Further, out of 5314 handpumps installed upto December 1998, 4724 were reported to be successful while 590 were unsuccessful on which Rs 2.36 crore were incurred.

49 anganwadi buildings were incomplete against the claim of state government that target was fully achieved

Orissa: It was claimed by the state government that the target was fully achieved till the end of May 1999 both physically and financially. However, in eight projects in Mayurbhanj and Sambalpur Districts, out of 73 proposed anganwadi buildings, 49 were incomplete and Rs 33.51 lakh was lying with the Block Development Officers.

3.8.1.3 Process objectives

National Institute of Nutrition evaluated the project's impact objectives and noticed that the achievements were much below the targets fixed

The project's impact objectives could be achieved through strengthened service delivery, increased nutrition and health capability of mother etc. for which the World Bank had laid down certain process objectives. The achievements made in this regard was evaluated by NIN (National Institute of Nutrition) in 1998. Targets and achievements as evaluated in respect of **Andhra Pradesh** and **Orissa** were as under:

(Figures in percentage)

Sl. No	Process Indicators	Orissa		Andhra Pradesh	
		Targets	Achievements	Target	Achievements
1	Early Registration of Pregnant Women	50	13.4	50	71.5
2	Total Registration of Pregnant Women	80	72	80	87.2
3	Obsterical & nutritional risk assessment of those registered	100	5.5	100	39.7
4	Tetanus toxoid immunisation of pregnant women	80	84.3	90	93.5
5	Consumption of iron and folic acid tablets for at least 12 weeks by pregnant women	60	33.1	60	21.8
6	Administration of post-partum Vitamin A to attended deliveries	80	16.0	80	4.7
7	Food supplementation for at least 20 weeks to registered pregnant women with inadequate nutrition status	60	33.5	80	49.5
8	Food supplementation for at least 16 weeks to registered lactating women with malnutrition in pregnancy.	90	43.2	90	42.9
9	Immunisation (UIP-6) of children	85	63.1	90	71.0
10	Vitamin A megadose (100,000-200,000) semi-annually to children 6-36 months	80	14.8	80	35.8
11	Regular growth monitoring (>9 times a year) of children 0-3 years	80	69.8	80	65.2
12	Supplementation of monitored children 0-3 years with grade II-IV malnutrition.	90	17.5	90	67.2
13	Completed referral of severely malnourished children (Grade III & IV) or non-responding children 0-3 years to VHN/MPWF and PHC	80	13.3	80	6.0
14	Quarterly growth monitoring, weighing and charting of children 3-5 years (>3 times of year)	60	74.2	80	53.4
15	Referral of severely malnourished children 3-5 years of age to MPWF/PHC	90	NA	90	6.0
16	Administration of Vitamin A megadose semi annually to children 3-5 years of age.	70	NA	80	35.8
17	Pre-school attendance (>80% of working days)	60	30.7	80	52.0
18	Routine deparasitisation of monitored children in mainly infected communities as determined by parasite surveys.	80	17.7	90	16.9
19	Households use of oral rehydration in the last incidence of diarrhoea in the target group.	50	84.1	60	6.5
20	Treatment of pneumonia by MPWF/anganwadi workers with Cotrimexazole in cases of acute respiratory infection (ARI).	20	12.3	30	64.3
21	Additional feeds of local weaning food initiated by 6 months infants.	50	28.6	60	93.9

22	Provision of 4 additional weaning feeds/day by 9 months infants.	50	NA	60	NA
23	Active women's working groups (.> 9 meetings a year)	70	NA	80	NA

This shows that the achievements were much below the targets fixed except in respect of serial numbers 1, 2,4,20 and 21 in **Andhra Pradesh** and serial numbers 4 and 19 in **Orissa**.

3.8.1.4 Impact indicators

One of the objectives of World Bank projects I & II was to bring down the prevalence of Grade III and IV malnutrition in 6-36 months children by 50 *per cent* from that of the base line, to increase the position of normal and Grade I by 25 *per cent* over the base line, reduction in infant mortality rate and to bring down the rate of prevalence of low birth weight. The targets fixed, with reference to base line and the achievements made as evaluated by NIN, Hyderabad, 1998 were as under:

Name of the Indicator	Andhra Pradesh		Orissa	
	Target*	Achievement**	Target*	Achievement**
Reduction in severe malnutrition among children 6-36 months by - in %	50	61	50	(-)12.5
Increase in proportion of children 6-36 months in normal and Grade I status by - in %	25	36	25	(-)1.3
Reduction in infant mortality rate (IMR)	70/1000	***	100/1000	56 ***
Reduction in incidence of low birth weight by	30	Not conducted	20	Not conducted

* Target as per base line survey report.

** Achievement as per end line survey report

*** For a reliable estimate of IMR, a minimum of about 10,000 population was to be covered from contiguous areas which was not done in the survey and hence did not yield reliable estimate of IMR.

In Orissa, the reduction of severe malnutrition in Grade III and IV children had infact worsened

The above position revealed that in **Orissa**, the World Bank assisted programme had not only not achieved the desired results in the reduction of severe malnutrition of Grade III and IV and increase in proportion of children in normal and Grade I status, the position had infact worsened. In respect of low birth weight no study was made by the NIN due to short duration of study.

No midterm evaluation, required to be undertaken by November 1996, was taken as of August 1999 for World Bank Project II

In respect of World Bank Project II, the mid term evaluation required to be undertaken by November 1996 was not taken up as of August 1999. In the absence of this, the improvement in the targets set for **Bihar** and **Madhya Pradesh** could not be ascertained.

3.8.2 United Nations Children's Fund

UNICEF, who supplies jeeps etc. to operationalised projects, had not supplied items to all the 1725 projects during 1992-98

UNICEF has been providing assistance to ICDS programme since 1976. The assistance by UNICEF is provided on the basis of projects operationalised in states which is confirmed by officers of UNICEF. For each operationalised project, district and State Cell, UNICEF supplies diesel jeep, trailer, typewriter, duplicator and slide projector. Same items, except the jeep are supplied to Training Centres for anganwadi workers. In addition, UNICEF supplies weighing

scales for each anganwadi centre, paper for printing of health and nutrition cards, slides/film strips, and immunisation kits for urban projects. During 1992-98, 1725 projects were operationalised. Projects operationalised in a year were given material in the next year. The supply of diesel jeep, typewriter, duplicator and slide projector during five years from 1993, except 1995 for which information was not available was as follows:

Name of Items	No. of Supplies
Diesel Jeeps	1177
Trailor	Not furnished
Typewriter	1231
Duplicator	1227
Slide projector	1162

The state governments did not confirm regularly the receipt of materials supplied by UNICEF

The material supplied by UNICEF were not confirmed by the state governments regularly. The Ministry stated that state governments do not send the confirmation on receipt of material and UNICEF field officers also confirm the stock position. Test check of records revealed that only two state governments of **Madhya Pradesh** and **Arunachal Pradesh** had confirmed receipt of material out of 19 States during 1996 and 1997.

In addition to the above, following irregularities were noticed:

Large number of items were lying in stock unutilised

Orissa: The information on equipment/articles lying surplus/idle which were supplied by the UNICEF were not made available at state level. Test check of records of the Home Economic Training Centre, Bhubaneswar revealed that large number of Oriya typewriters, growth charts, overhead projectors, duplicators, baby-cum-child weighing scales, community growth chart, growth monitoring manual, baby weighing scales, slide projectors and flip charts were lying in stock unutilised as of June 1999.

Sikkim: Rs 3.91 lakh released by the Ministry in April 1996 under external assistance from UNICEF for promotion of joyful playful learning methodology to improve enrolment and retention and support participation of girls in ICDS primary education, was unutilised as of June 1999.

Equipments supplied by UNICEF were lying unutilised due to lack of trained staff

West Bengal: 136 projectors received from UNICEF and cassettes prepared out of the funds received from UNICEF, distributed amongst the ICDS projects since 1991, were lying unutilised due to lack of trained personnel.

Madhya Pradesh: Assistance was received in kind viz jeep, trailor, film slides during 1992-99, but the details thereof was not available with the Directorate.

Assam: Out of 22 projects test checked only four projects had jeeps, 11 had duplicating machines, seven had received typewriters, two projects received projectors and five projects received weighing scales. Ten projects did not receive any of the items.

Out of the 26 vehicles 18 were attached to VIPs and other high officials

Out of 26 vehicles received in February 1997, 18 were unauthorisedly attached to VIPs and other high officials. The stock register for UNICEF materials was not maintained properly in the Directorate. The register did not contain updated entries of receipt and distribution of materials. Balances were not brought forward and none of the entries had been authenticated by the superior officers.

Rajasthan: Information in respect of vehicles, typewriters, projectors, weighing scales etc received from UNICEF was

not provided by the Director.

100 jeeps received from UNICEF were distributed to persons not connected with the projects

Bihar: UNICEF supplied 100 jeeps to the State during 1992-99. Though all the jeeps were to be distributed to the new projects, those were distributed to the persons not connected with implementation of the projects. There was no vehicle with project offices test checked. Vehicles provided in 14 CDPOs were under the control of District Magistrates/Deputy Commissioners.

The financial assistance received from UNICEF was deposited in a saving bank account of the Director instead of bringing it into government account

Tamil Nadu: During the period January 1994 to April 1999, the Director of Social Welfare received Rs 64.70 lakh from the UNICEF and incurred an expenditure of Rs 56.25 lakh. Though the Director of Social Welfare furnished utilisation certificates for the assistance received from UNICEF, the financial assistance received as well as the value of jeeps, refrigerators, slide projectors, etc supplied by UNICEF were not brought into Government account. The funds received from UNICEF were deposited in a Savings Bank Account in the name of Director of Social Welfare in the State Bank of India.

78 projectors out of 81 received during 1992-93 were lying idle due to non-receipt of films/slides

Haryana: Of the 81 projectors received during 1992-93, three were out of order. Remaining 78 projectors were lying idle due to non-receipt of films/slides in various blocks/projects. Similarly 910 radio sets were lying idle or were out of order in 7 of the 19 districts.

Claims for Rs 15.18 crore were not preferred from UNICEF during 1992-98

3.8.2.1 Short submission of claims of Rs 15.18 crore

The entire expenditure on training is first borne by the Central Government. All expenditures except non-recurring expenditure, capital expenditure and rent component, are re-imbursed by UNICEF on receipt of claims for re-imburement of expenditure from Anganwadi Training Centres through Government of India.

Ministry received annual reports of utilisation of grants from state governments/grantee bodies and unaudited statement of expenditure from anganwadi training centres, CTC and NIPCCD on completion of the courses of training. The Ministry then consolidated the expenditure statements on the basis of unaudited statements sent by the anganwadi training centres etc. and preferred the claim to UNICEF. The details of expenditure reported, claims preferred and actually received from UNICEF during 1992-93 to 1997-98 were as under:

(Rs in crore)

Year	Expenditure reported by States and grantee bodies as shown in register	Claim preferred to UNICEF by Ministry as reported by AWTCs, CTC , NIPCCD	Cheque received from UNICEF
1992-93	6.89	6.31	4.10
1993-94	6.25	5.28	6.44
1994-95	7.83	4.53	4.53
1995-96	7.28	4.72	4.61
1996-97	7.09	5.13	3.94

1997-98	9.17	3.36	3.32
Total	44.51	29.33	26.94

This shows that the Ministry had preferred claims for Rs 29.33 crore which excluded atleast Rs 15.18 crore which could be rightfully claimed. The reasons for short claim were not furnished by the Ministry as of August 1999.

3.8.3 Swedish International Development Agency

The Government of Sweden is also assisting the scheme in Tamil Nadu. In July 1993, two more districts were covered with total assistance of Rs 44 crore

The Government of Sweden entered into an agreement with the Government of India with effect from January 1989 to assist ICDS programme in Chengalpattu-MGR district in **Tamil Nadu**. The project started in March 1989 and ended in June 1993. The cost of the project was 63 million SEK equivalent to Rs 11.59 crore. Phase II of the project started from July 1993 and covered two more districts of Pudukottai and Nilgiris. The total assistance for this project was 115 million SEK equivalent to Rs 44.00 crore. The period of the project was initially up to June 1997 which was extended upto June 1999.

The projects were designed to support standard ICDS package including training of workers, supply of material to anganwadis centres, construction of new buildings, income generation activities and provision of incentives. The Swedish contribution was to improve the quality of various ICDS activities. Following shortcomings were noticed.

The construction of all the 60 anganwadi buildings was not completed even within five years

(a) In Nilgiris district, 60 buildings for anganwadi centers were to be constructed. The work of construction was at the initial stage as of October 1998, even after expiry of five years reckoned from July 1993.

(b) Against the target of 2248 camps for adolescent girls, only 969 camps were organised.

Two cooperative societies neither completed their orders nor refunded the unadjusted advance of Rs 15.57 lakh

(c) In August 1992, the Director of Social Welfare placed orders with 17 cooperative societies for supply of outdoor play equipment in SIDA assisted project areas in Chengalpattu-MGR district and made an advance payment of Rs 1.08 crore to them. Two of them neither completed their supply as of May 1999 nor refunded the unadjusted advance of Rs 15.57 lakh. The matter was stated in May 1999 to be under investigation by the Director of Vigilance and Anti-corruption.

(d) Many play equipments were getting rusted due to non-use and prolonged storing.

Out of Rs 32.40 lakh advanced to Tamil Nadu Medical Services Corporation, medicines worth Rs 23.10 lakh were not received. Rs 12.50 lakh was diverted for non-scheme purpose

(e) Rs 44.96 lakh, sanctioned by the Government for purchase of medicines from Tamil Nadu Medical Services Corporation for 4496 anganwadi centres in SIDA -assisted ICDS projects in three districts was drawn by Director of Social Welfare in March 1996 and kept in Saving Bank account. Out of this Rs 12.50 lakh was diverted in April 1996 for non-Scheme purpose and Rs 32.40 lakh was given as advance to the Corporation against the order for Rs 32.46 lakh placed with the Corporation on purchase of medicines in June 1998. However, medicines worth Rs 23.10 lakh were not received up to December 1998. Director of Social Welfare did not take any action.

Purchase of pulses at higher rate resulted in excess expenditure of Rs 1.61 crore

(f) Purchase of 1899.80 tonne of pulses for supplementary food were made at a higher rate than the prevailing market rate during October 1994 to May 1996 by the Director of Social Welfare which resulted in excess expenditure of Rs 1.61 crore to Government. The matter was under investigation by crime branch.

3.8.4 Contribution of World Food Programme

No supporting records maintained by the states for receipt and utilisation of the assistance made under World Food Programme

The Supplementary Nutrition Programme is supported by WFP's project 2206. The WFP assistance commenced in March 1976, six months after the launch of the ICDS. The pattern of assistance included supply of food material to be used in the SNP like Soya Fortified Bulgar Wheat, Corn Soyablend and oil of a prescribed quantity for each type of beneficiary. Phase V commenced in October 1990 and was scheduled to be completed in September 1992, but due to poor offtake and non-finalisation of the VI Phase, it had to be extended up to 31 March 1995. A fresh agreement was signed between Government of India and WFP on 4 July 1995 for Phase-VI. It contemplated to cover a period of three years of extended benefit to 22 lakh beneficiaries per annum in five States of **Assam**: 1.72 lakh, **Kerala**: 8.56 lakh, **Madhya Pradesh**: 3.30 lakh, **Rajasthan**: 4.29 lakh and **Uttar Pradesh**: 4.13 lakh.

In September 1997, WFP reduced the quantum of food assistance. Consequently the initially projected coverage of 22 lakh beneficiaries was brought down to 16.8 lakh beneficiaries.

Review of the records in different states showed that sufficient supporting records were not maintained by the State Nodal Agencies. As a result, details of receipts and utilisation of WFP assistance were not available. In order to get at least a tentative idea of operation of the project, audit had to place together the available information. The picture that emerged depicts an unsatisfactory state of affairs.

As per the records of the Ministry, the following quantities were received by the state governments:

Name of State	Years and quantity of food material received (In tonnes)						
	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98*	1998-99*
Assam	3532	1884	4332	3101	985	2156	3332
Kerala	17085	11886	26630	17270	15902	3708	10421
Madhya Pradesh	3621	3171	5649	7967	7135	7438	8047
Rajasthan	5028	3014	8169	5927	9092	12506	12452
Uttar Pradesh	5469	5437	10412	4884	9102	9554	8492
Total	34735	25392	55192	39149	42216	35362	42,744

* Projected figures

The allocation of food was reduced from 100 percent to 80 percent due to poor utilisation

In view of poor utilisation by the state governments, WFP extended the period of utilisation of the assistance for phase V and VI from October 1992 to September 1993 and from July 1998 to March 1999 respectively and reduced the allocation of food from 100 *per cent* to 80 *per cent* from 1994-95 onwards. The Ministry had reminded all the state governments in March 1999 that unless the utilisation of WFP food is improved, there was possibility of reduction in total allocation of food aid by WFP. The position of WFP food available and utilised for the period January 1998 to December 1998 was as follows:

(Figures in tonne)

Name of the State	Food available	Food utilised	Percentage of food utilized
Assam	4816	2544	53
Kerala	10126	6256	61
Madhya Pradesh	15470	7055	46
Rajasthan	15771	9737	62
Uttar Pradesh	14833	6520	44
Total	61016	32112	53

It can be seen from the above table that the percentage of utilisation was the lowest in **Uttar Pradesh** followed by **Madhya Pradesh, Assam, Kerala** and **Rajasthan**. The reasons for poor utilisation was attributed by **Assam** to non-availability of adequate funds for meeting the transport, landing and distribution costs. No reasons were furnished by other states.

Cases of mis-management at the state level in lifting and utilising the food material and poor quality of WFP food were also noticed in the following three States:

The state government lifted only 3908.15 tonne against allocation of 6048.82 tonne. Shortage of food stuff worth Rs 3.53 lakh was also noticed

In **Assam**, during an inspection carried out in November 1998 by the Ministry alongwith WFP and officials of the state government, it was noticed that the utilisation of Corn Soya Blend was as low as 20 *per cent*. Scrutiny of the stock register maintained in the Directorate of Social Welfare revealed that against allotment of 6048.82 tonne of Corn Soya Blend during October 1996 to August 1998, State Government lifted only 3908.15 tonne from the clearing and forwarding agent. The whereabouts of the remaining quantity of 2140.67 tonne valued at Rs 1.07 crore were not explained by the state government. A shortage of 2004 bags of Corn Soya Blend valued at Rs 3.53 lakh was noticed in the stock. No investigation was conducted to fix responsibility.

Sample of food stuff was found containing sandy deposits

In **Kerala**, from sample taken from 1992.50 tonne of stock of the 'India Mix' which is a mixture of wheat, maize, sugar and vitamins, was found to contain sandy deposits when dissolved in water. Eleven samples of this food stuff were tested by CFTRI13, Mysore, which confirmed the presence of acid insoluble ash far in excess of the permissible level. The WFP, however, contended that the standard specification for analysis followed by CFTRI was not correct, and when analysed under the correct specification, the product would be declared fit for human consumption. The Department, without further verification ordered in August 1998 the continued distribution of this product to the beneficiaries, excluding the children of age six months to three years. However, the entire quantity could not be consumed at the anganwadi centres and some quantity was destroyed, as it was rendered unfit for human consumption due to long storage.

'Dalia' received in February 1992, lifted in April 1994 was declared unfit for human consumption in August 1994

In **Uttar Pradesh**, 1645 bags of 'Dalia' worth Rs 15.46 lakh received in February 1992, under WFP and stored in Central Stores Nigam Limited, Gorakhpur, was not lifted till March 1994 due to non-payment of rent by the Department. In April 1994, it was lifted and stored elsewhere. Subsequently, in August 1994, the entire quantity was declared unfit for human consumption.

3.8.5 Contribution of Cooperative for Assistance and Relief Everywhere

Apart from the WFP, CARE also extends food aid for supplementary nutrition for children below six years, pregnant women and nursing mothers under ICDS programme. The CARE food aid includes two items viz. 78 grams Corn Soya Blend and 9.6 grams oil per beneficiary per day for 300 days in a year. Before the commencement of every fiscal year, CARE submits to the Ministry, a LOP14 covering CARE assistance to states in the ensuing year. The food stuffs are

received at the four ports, namely Visakhapatnam, Jamnagar, Paradeep and Calcutta. Subsequently, the concerned state governments lift the food items from the ports and delivers them to the anganwadi centres.

Due to poor utilisation of food, CARE reduced the period of food aid from 300 days to 260 days

Subsequent provision of food for the states was dependent on consumption of the food already supplied. The state governments could not ensure supply and consumption of food provided by CARE which led to reduction in quantities. The details of the provision as per the LOP and actual food supplied to the children provided in the following ten states for the period 1992-93 to 1996-97 as per the documents maintained by the Ministry were as follows:

(Figures in tonnes)

Name of State	Quantity of food as per LOP	Quantity of food actually supplied	Difference between food provided and supplied	Percentage of short supply to allocation as per LOP
Andhra Pradesh	112488	86583	25905	23
Bihar	108640	51957	56683	52
Gujarat *	90405	74472	15933	18
Karnataka *	112474	90517	21957	19
Madhya Pradesh	115025	87255	27770	24
Maharashtra *	71737	67449	4288	6
Orissa	143421	117382	26039	18
Rajasthan	64654	48449	16205	25
Uttar Pradesh	66655	28649	38006	57
West Bengal	164648	108817	55831	34
TOTAL	1050147	761530	288617	27

* No allocation and supply of food in 1996-97, since phased out.

It can be seen from the above table that the percentage of shortfall in supply of food was the highest in **Uttar Pradesh** at 57 followed by **Bihar** at 52. Further, from 1996-97 onwards, CARE reduced the period of food aid from 300 days to 260 days per annum in view of sub-optimal utilisation by the states.

Information regarding quantity of food aid received and utilised was not available in the reports received from the state governments. The scrutiny of records of CARE in the Ministry revealed that the systematic records about reports of acknowledgement by state governments of food received was not available with them. On the basis of available records in the Ministry, compilation of the year-wise figures of utilisation of CARE food in percentile terms for the years 1992-93 to 1996-97 is detailed below:

Name of State	Years and percentage of food material utilised against actual receipt									
	1992-93		1993-94		1994-95		1995-96		1996-97	
	G	O	G	O	G	O	G	O	G	O
Andhra Pradesh	62	55	60	56	81	77	103	100	70	68
Bihar	40	34	51	44	33	25	51	47	61	58

Gujarat	89	83	96	85	93	77	88	85	Phased out	
Karnataka	83	77	88	84	94	86	75	82	Phased out	
Madhya Pradesh	66	54	68	64	72	61	91	84	83	75
Maharashtra	96	96	100	100	88	88	94	94	Phased out	
Orissa	63	63	66	58	74	67	114	108	87	83
Rajasthan	67	62	55	51	62	57	104	86	86	82
Uttar Pradesh	23	21	35	25	35	36	63	78	63	63
West Bengal	60	49	65	58	74	65	87	78	86	79

G: Grain ; O: Oil

It can be seen from the above table that in **Bihar**, the percentage of consumption ranged between 33 and 61 for grain and 25 and 58 for oil. In respect of **Uttar Pradesh**, it ranged between 23 and 63 for grain and 21 and 78 for oil.

Payment of transportation charges for carriage of food items on motor cycle, scooter, moped etc. from Calcutta to four districts in Bihar, is suggestive of fraud. Also no records of its distribution were made available to audit

Scrutiny of records in **Bihar**, disclosed that the Special Officer (Nutrition), Directorate of Social Welfare, Patna paid transportation charges of Rs 0.73 lakh to a company in Patna during 1997-99 for carriage, on motor cycle, scooter, moped, car, etc., for 7268 bags of food and 703 pails of refined vegetable oils supplied by CARE from Calcutta port to ten CDPOs of four Districts in **Bihar**. Claim of carriage of food items on cars, scooters and mopeds from Calcutta to the destinations is suggestive of fraud. Further, as no details of distribution of such foodstuff are available, there is a possibility that materials valued at Rs 36.34 lakh were mis-appropriated. The state government has made no enquiry into it despite clear indication of possible manipulation.

3.9 Training

Delivery of ICDS package of services is a specialised job that calls for the coordination of the grass-root functional level with the supervisory level and the policy level of the scheme. In carrying a measure of service to the beneficiary, who is socially incapable of addressing his own condition of disadvantage, the supervisor and the worker are required to bring into their job a clear understanding of the requirements of the scheme as well as a degree of versatility in anticipating and coping with the dynamics of slow moving social change. Training the functionaries in the job therefore involves both immediate and projected perspectives that sensitise the supervision and workers to the complexity of beneficiary profile as well as to the practical methods of administration of the package and the individual inputs. The training is imparted by NIPCCD and AWTCs (Anganwadi Training Centres). There were 318 AWTCs as of March 1999 in the country, working under the control of state governments, non-governmental organisations, Indian Council of Child Welfare and Uttar Pradesh Scouts and Guides. The NIPCCD alongwith its 18 MLTCs (Middle level Training Centres) as of March 1999 is also engaged in imparting training.

3.9.1 Pattern

The pattern of training of ICDS functionaries is summed up below in a table :

Trainee	Trainer	Training Type	Duration	Remarks
CDPOs/ ACDPOs (Assistant Child Development Project Officer)	NIPCCD	Job Refresher	2 months 7 days	

Supervisors	MLTCs	Job Refresher	65 days 7 days	MLTCs are under the administrative control of NIPCCD
Anganwadi workers	AWTCs	Job Refresher	3 months 15 days	Instead of a continuous training course for 3 months a phased training pattern has been adopted from 1995 : Phase I : 2 months institutional training Phase II : 4 months field work in AWC
Anganwadi helpers	AWTCs	Orientation	13 days	Phase III : 1 month experience sharing & learning

In none of the states or Union Territories, the pattern of training was fully employed.

3.9.2 Implementation of training programmes

3.9.2.1 Low targets, lower achievements

Fixation of lower targets of training of anganwadi workers and non-fixation of targets for anganwadi helpers were noticed

The Ministry fixes annual targets, particularly for job and refresher training of anganwadi workers and orientation training of anganwadi helpers. The targets are fixed based on the optimal utilisation of AWTCs for the scheduled number of days. It was, however, seen that the Ministry had fixed lower targets for all the years from 1992-93 to 1997-98 on adhoc basis in respect of the training of anganwadi workers, while no targets were fixed for the training of anganwadi helpers. Level of achievement may be seen from the comparative table below :

Training of Anganwadi Workers

Year	Target as per norms	Actually Targeted	Achievement	Shortfall with reference to norm
1992-93	Job : 39,150 Ref : 29,000	35,000 (Combined)	29,239	38911
1993-94	Job : 37,935 Ref : 28,100	35,000 (Combined)	31,157	34878
1994-95	Job : 38,070 Ref : 28,200	35,000 (Combined)	31,708	34562
1995-96	Job : 38,340 Ref : 28,400	35,000 (Combined)	35,494	31246
1996-97	Job : 40,500 Ref : 30,000	35,000 (Combined)	38,520	31980
1997-98	Job : 40,500 Ref : 30,000	40,500 (Combined)	41,195	29305
Total	408195	215500	207313	200882

Training of Anganwadi Helpers

Year	Target as per norms	Actually Targeted	Achievement	Shortfall with reference to norm
1992-93	14500	-	3536	10964
1993-94	14050	-	5732	8318
1994-95	14100	-	5563	8537
1995-96	14200	-	7978	6222
1996-97	15000	-	4734	10266
1997-98	15000	-	5751	9249
Total	86850		33294	53556

3.9.2.2 Untrained workers, Undelivered goals

There was shortfall in training as per target fixed in some states

In seven States of **Bihar, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Rajasthan** and **Uttar Pradesh**, the state-wise position of targets fixed, actually trained and shortfall in training is given in **Annex-7**.

It would be seen from the Annexure that the percentage shortfall for CDPOs/ACDPOs, supervisors in **Karnataka, Maharashtra** and **Rajasthan** was 26 and 42 as of March 1999. In respect of job training and refresher training to anganwadi workers and orientation training to helpers, the percentage shortfall in **Bihar, Kerala, Madhya Pradesh, Maharashtra, Rajasthan** and **Uttar Pradesh** were 34, 28 and 55 as of March 1999.

A few other irregularities noticed in other states are given below:

In **Andhra Pradesh**, in 55 projects test checked, against 22 ACDPOs, 338 supervisors, 6547 anganwadi workers and 6591 anganwadi helpers on rolls as of March 1999, only 14, 280, 5839 and 5855 respectively were trained. No reasons for shortfall were furnished by the State Government.

In **Himachal Pradesh**, the scheme is being run with 56 trained CDPOs and 5140 trained anganwadi workers. 15 CDPOs and 1983 anganwadi workers were yet to be trained as of March 1999.

In **Orissa**, no targets for training were fixed during 1992-99, in the absence of which, it was impossible to assess the level and extent of training imparted. It was, however, seen that the Department of Women and Child Development had proposed the requirement and had assessed the training requirement annually without ever fixing the targets.

It will be seen that over the years, both in the areas of planning and targeting the schedules, there was consistent lack of motivation and application. Supervision of the programmes was hardly adequate. Most states did not maintain full records of all the training programmes conducted as a result of which utilisation of training resources could not be verified. In most states, training resources remained underutilised. A significant point to be noted related to the neglect of job training and orientation training in respect of the anganwadi functionaries.

3.9.2.3 Performance of nodal agencies

The Ministry had entrusted the responsibility of imparting supervisory training and training for trainers to the NIPCCD, and the CTC - IMCD18. The records of these agencies were seen centrally by audit for an assessment of their role in the light of widespread setbacks in the delivery of training programmes.

3.9.2.3.1 Performance of NIPCCD

Against the grant of Rs 7.36 crore released to NIPCCD, Rs 5.94 crore were incurred

The NIPCCD had been entrusted with the responsibility of planning, coordination and monitoring the training of ICDS functionaries which included job and refresher training to CDPOs, ACDPOs, Supervisors and trainers. During the period 1992-99 the Ministry released grant of Rs 7.36 crore for training, against which the NIPCCD spent Rs 5.94 crore.

Scrutiny of records of NIPCCD for the period 1992-99 disclosed the following:

Name of the course	Target	Achievement	Shortfall (-) Excess (+)
Job training of CDPO/ACDPO	2130	2418	(+) 288
Refresher training of CDPO/ACDPO	1725	1556	(-) 169
Job training of supervisors	6500	5614	(-) 886
Refresher training supervisors	4500	6643	(+) 2143
Training of Trainers	2950	2624	(-) 326

The table shows that emphasis was laid on refresher training of supervisors while job training suffered

3.9.2.4 Central Technical Committee-Integrated Mother and Child Development

Against Rs 6.52 crore released by Ministry and UNICEF, Rs 6.96 crore were incurred

Central Technical Committee on Health and Nutrition was constituted in 1976 to assist the then Ministry of Social Welfare. It was expanded in February 1989 to fulfil the expanding demands of the ICDS in the field of Integrated Training and Community based activities. It was reorganised as CTC-Integrated Mother and Child Development (CTC-IMCD) to facilitate its functioning. Its main function was to assist State Health Departments in monitoring the health and nutrition components and imparting continuing education.

During 1992-99, the Ministry released grants of Rs 5.40 crore to CTC-IMCD. Rs 1.12 crore was paid by UNICEF during 1997-99. The expenditure incurred by CTC-IMCD during 1992-98 was Rs 6.96 crore.

One of the main functions of CTC-IMCD was to organise training of health and ICDS functionaries. It imparted training to medical officers, lady health visitors, auxiliary nurses and CDPOs through consultants working at various medical colleges all over the country, who were the members of faculties of the department of preventive and social medicine

From the reply of the Ministry of 19 March 1999, it was noticed that the number of consultants and number of courses conducted by CTC during 1992-97 was as under:

Year	No. of consultants	No. of courses conducted	No. of courses to be conducted as per above norms
1992-93	150	255	150x7=1050
1993-94	143	508	143x7=1001
1994-95	133	300	133x7=931
1995-96	135	405	135x7=945
1996-97	147	306	147x7=1029
	708	1774	4956

There was shortfall in training by CTC-IMCD. Also against 2503 CDPOs/ ACDPOs in position during 1992-93, CTC reported 4968 CDPOs trained

The above position showed that the number of courses conducted were short by 3182, which constituted 64 per cent of the target.

Further, the CTC in their reply of August 1999 stated that 4968 CDPOs were trained during 1992-93 whereas the Ministry in their reply of March 1999 had reported 634 CDPOs trained during 1992-93. The figure of 4968 trained CDPOs was incorrect in view of Ministry's reply that only 2503 CDPOs/ACDPOs were in-position during 1992-93.

3.10 Miscellaneous observations

3.10.1 Materials and equipment lying idle

Various equipments were either lying idle or were out of order

Test checks disclosed that various types of equipment/ material were either lying idle or were out of order for reasons noted against each as detailed below:

Name of the State	Material/equipment lying idle	Remarks
Assam	Crockery, furniture etc. issued in 1996-97	Non-appointment of anganwadi workers/anganwadi helpers in Chaygaon project
Lakshadweep	Slide projector, duplicator television, typewriter	Became unserviceable and were not replaced.
Kerala	Slide projectors (24), weighing scales (59), Mopeds (3), Duplicator(1) , Computer (1)	Due to lack of trained staff and out of order
Chandigarh	Projectors (3), Film strips (12) issued in March 1998	Film/slides shows not arranged during 1992-99.
Arunachal Pradesh	Projectors(2)	Lying idle since 1993 without any recorded reasons.
Meghalaya	Utensils	Purchased in excess in 1996
Manipur	Different materials and teaching aids	Lying in stock of Director and no physical verification conducted
Tamil Nadu	Slide projectors (12), and jeeps in 10 projects	Non-availability of films , projectors under repair and jeeps under repair/off the road for five months to seven years.
Karnataka	Projectors (132), vehicles (22)	Non-availability of slides, trained personnel and non-working condition, non-deployment of drivers and jeeps under repairs for 2 to 7 years.
Nagaland	Projectors (8) supplied in 1997-98.	Non-procurement of slides/films
Himachal Pradesh	Transistors (59) , weighing scales (104), projectors (11)	Due to defects and non-availability of slides/films
Delhi	Projectors supplied in 1998	Due to non-receipt/ non purchase of slides/films
Rajasthan	Jeeps (5)	
Andhra Pradesh	Computers (13) purchased in January 1998 out of funds of World Bank project-I for use in district offices.	Diverted to Commissioner office where trained personnel were not available
Daman & Diu	Typewriters, projectors, jeeps, weighting scale etc.	For want of repairs

3.10.2 Diversion of vehicles

229 vehicles of the scheme were used for non-scheme purposes in 14 states

According to the instructions issued by the Ministry, the vehicles supplied by UNICEF were to be used only for the purpose of ICDS. However, in 14 States **Bihar, Gujarat, Himachal Pradesh, Jammu and Kashmir, Karnataka, Kerala, Madhya Pradesh, Manipur, Rajasthan, Tamil Nadu, Uttar Pradesh, West Bengal, Chandigarh and Lakshadweep**, 229 vehicles were utilised for non-ICDS purposes like use by Ministers, in Secretariat/ Director's office etc. Diversion of ICDS vehicles results apart from misclassification of expenditure on them, in serious dislocation of supervision.

Delhi: Test check of six projects revealed diversion of ICDS project vehicles to other purposes by Director, Social Welfare which resulted in infructuous payment of salaries and allowances to drivers amounting to Rs 13.74 lakh during 1992-99 besides hampering the supervision.

The records of 27 vehicles which were gutted/destroyed, were not made available

Jammu and Kashmir: Against 54 vehicles supplied during 1992-98 the State Government had accounted for only 27 vehicles. For the remaining vehicles, the nodal Department stated in October 1998 that these were gutted/destroyed but the details thereof were not made available. No departmental inquiry was initiated and copy of First Information Reports, if any, lodged were also not on record.

3.10.3 Unadjusted advances

Advances of Rs 12.19 crore were lying unadjusted

In the following states, advances aggregating Rs 12.19 crore drawn during 1992-99 for various purposes were lying unadjusted as of March 1999:

Name of state	Period	Amount of advance unadjusted (Rs in crore)	Purpose for which advance was drawn
Bihar	1986-99	4.77	An amount of Rs 4.42 crore was paid to State Food Corporation for lifting of CARE food commodities from the port. Adjustments have not been made. Advance of Rs 0.10 crore was outstanding against a Clearing and Forwarding agent. Advances of Rs 0.25 crore were outstanding against various officers/ institutions as of June 1999.
Madhya Pradesh	1992-99	1.05	For purchase of various items to <i>Madhya Pradesh Laghu Udyog Nigam</i> and temporary advances to four CDPOs and three District Women and Child Development Officers.
Rajasthan	1992-98	0.62	To a private firm for supply of computers, furniture and to government officers for supply of <i>Mamta</i> kits.
Tamil Nadu	1992-98	5.75	Purchase of various items, expenditure towards training, etc.
Total		12.19	

3.10.4 Losses/damages

Unspent grant with NGO was not adjusted while working out total expenditure

Assam: The State Government released Rs 9.91 crore from central assistance to a non-governmental organisation during 1992-99. Out of it the NGO released only Rs 8.44 crore for the scheme. Rs 1.47 crore are lying as unspent balance with the NGO. Further, Rs 1.14 crore was kept under deposit-at-call by the Department. Thus, the department

had overstated the expenditure by Rs 2.61 crore.

The difference between open market rate and PDS rate was not deposited in government accounts

Karnataka: The Director allotted 10100 tonne of wheat during 1996-97, at subsidised rate to a private mill for manufacturing wheat products like *Rava, Maida, Bran, Atta* and *Refraction* and to supply *rava* to ICDS projects. The miller was permitted to sell items except *rava* in the open market on payment and credit to Government account the difference of open market rate and PDS rate. The miller sold other wheat products in the open market but did not credit the difference of Rs 1.18 crore to Government account.

The grant of Rs 3.67 crore released by Ministry was not deposited in government accounts

Nagaland: The Pay and Accounts Officer, Ministry of Human Resource Development, New Delhi released grants of Rs 3.67 crore in two demand drafts of Rs 2.72 crore and Rs 94.64 lakh in March 1996 for credit to State Government account, which were accounted for in the cash book of the Director of Social Security & Welfare in March 1996. Thereafter, instead of depositing in the Government accounts, the drafts were encashed and utilised for payment of ICDS material, honorarium to anganwadi workers, purchase of furniture, etc. without giving any reference of bill no. and date against which payment was made in the cash book and no record in support of such payment was produced to Audit. The matter needs investigation to establish the bonafides of the end use of the funds.

Purchase of biscuits at higher rate resulted in excess payment

Further, during 1996-99, 13.26 lakh kgs biscuits were purchased at Rs 52/Rs 55 per kg. plus taxes for Rs 7.85 crore. However, sample of biscuits issued to the Dimapur project revealed that the biscuit packet of 750 gms. was priced at Rs 30 (inclusive of all taxes). The rate per kg. thus worked out to Rs 40 instead of Rs 52/Rs 55 paid. This resulted in excess payment of Rs 2.55 crore.

Unjustified purchase of corrugated galvanized iron sheets

The Director (Social Security & Welfare), Kohima had 11750 bundles of corrugated galvanized iron sheets in stock, when purchase order for 3101 bundles of these sheets for construction of anganwadi sheds was placed in September 1996. The agency supplied 1030 bundles on 26 November 1996. The bill dated 26 November 1996 was also for 1030 bundles but was corrected for 1310 bundles priced at Rs 29.99 lakh. This resulted in excess payment of Rs 6.41 lakh for 280 bundles and is suggestive of manipulation of the bill. This purchase order for 3101 bundles was in the first place unnecessary in view of the stock position.

3.11 Monitoring and evaluation

Monitoring and evaluation is done through monthly progress report and monthly monitoring report

The ICDS programme is characterised by a built-in monitoring system for promoting assessment, analysis and action at different levels at which the data is generated. A national ICDS Management Information System Working Group facilitates this process. Each State Government also has a MIS Coordination Cell, which ensures a regular flow of information and feedback between each anganwadi and the project, between ICDS project and the State Government and between State Government and the Government of India This is done through a Monthly Progress Report and a Monthly Monitoring Report. MPRs quantify the status of key input/process and output indicators of services delivered under the scheme and MMR is a report on health and nutrition activities in a CTC-developed format. Both originate at the anganwadi level.

3.11.1 Monitoring by Coordination Committees

Neither the coordination committees were formed nor meetings were held in many states

ICDS is a multi-sectoral scheme and involves several departments e.g social welfare, health and family welfare etc., whose services are coordinated at village, Primary Health Centre, project, district and State levels. For coordinated and smooth running of the scheme, coordination committees at the block/ project, district and State level were required to be set up to monitor ICDS. The meeting of the Coordination Committee is required to be held monthly at

block level and quarterly at district and State levels.

The position regarding formation of coordination committees at block/district/state level, and the shortfalls in holding of meetings during 1992-99 is shown in the table below:

Category of committee	States in which not constituted	States in which shortfall in meetings exceeded 50 per cent	States in which no information was available
1	2	3	4
Block/Project level	14 States (Assam, Orissa, Gujarat-8, Jammu and Kashmir, Maharashtra, Punjab, Pondicherry, Sikkim, Tripura, Uttar Pradesh, Madhya Pradesh, Delhi, West Bengal and Daman & Diu)	Nine States (Andhra Pradesh, Assam, Gujarat-3, Karnataka-31, Madhya Pradesh, Maharashtra, Mizoram, West Bengal, and Himachal Pradesh)	Two States (Manipur, Nagaland)
District level	11 States (Orissa, Gujarat-4, Jammu & Kashmir, Maharashtra, Madhya Pradesh-8, Punjab, Pondicherry, Sikkim, Uttar Pradesh, Kerala and Daman & Diu)	Seven States (Andhra Pradesh, Karnataka-3, Madhya Pradesh, Maharashtra, Mizoram, West Bengal and Himachal Pradesh)	Three States (Manipur, Nagaland, and Assam)
State level	Six State (Kerala, Maharashtra, Punjab, Sikkim, Uttar Pradesh and Daman & Diu)	Seven States (Andhra Pradesh, Orissa, Maharashtra, Mizoram, Pondicherry, Rajasthan and Himachal Pradesh).	Five States (Manipur, Nagaland, Madhya Pradesh, Assam and Orissa).

In nine States **Delhi, Tripura, Meghalaya, Mizoram, Rajasthan, Himachal Pradesh, Jammu and Kashmir, Haryana and Maharashtra**, no evaluation of the scheme had been done during 1992-99.

3.11.2 Monthly Monitoring Reports

Monthly monitoring reports revealed variations between figures of operational and reporting projects. Also MMRs were received only from 1720 projects against 4178 operational projects

The Central Technical Committee-Integrated Mother & Child Development (CTC-IMCD) monitors the Health & Nutrition components of ICDS scheme by compiling the Monthly Monitoring Reports and sending a consolidated monthly report to the Ministry.

Scrutiny of such consolidated monthly reports for the months of May 1998 and July 1998 revealed that there were variations between the figures of operational and reporting projects as per Status Report of the Ministry and as per consolidated monthly reports as detailed under:

Particulars of projects	As per the Status Report/MPR of Ministry as on 31.3.98 & 30.6.1998	As per Consolidated Statement of CTC for May 1998	As per Consolidated Statement of CTC for July 1998	Percentage of Col. No. (3) to (2)	Percentage of Col No.(4) to (2)
Operational	4178	2684	2707	64	65
Reporting	3095	1720	1719	56	56

Note: The projects for which the monthly reports were received by the Ministry from CDPOs were categorised as reporting projects. Similarly, the projects for which CTC received MMRs from Project Advisers were categorised as reporting projects.

The above table shows that there were shortfalls of 36 *per cent* and 44 *per cent* during May 1998 and July 1998 in the number of operational and reporting projects included in the consolidated statements of CTC with reference to number of operational and reporting projects covered in the MPRs by the Ministry. Further it would be seen from the above table that out of 4178 operational projects, MMRs were received from only 1720 and 1719 projects in May 1998 and July 1998 respectively, representing only 41 *per cent* coverage by CTC-IMCD. The Ministry stated, in July 1999, that MMRs were received only from the areas covered by CTC-IMCD network whereas the number of projects indicated in Status Report/MPR of the Ministry were for the country as a whole. Thus, the health and nutritional status of beneficiaries covered under 59 *per cent* ICDS projects throughout the country could not be monitored due to absence of CTC-IMCD network in those projects.

3.11.3 Monthly Progress Reports

The records for monthly progress reports were either not maintained or were incomplete in 13 states. MPRs sent were inaccurate/incomplete

In 13 States **Assam, Andhra Pradesh, Arunachal Pradesh, Haryana, Jammu and Kashmir, Manipur, Meghalaya, Mizoram, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh and West Bengal**, either the basic records were not maintained or they were incomplete, MPRs were not sent or the MPRs sent were inaccurate/incomplete, no guidelines regarding monitoring were issued by the State Cell. It was also noticed that the ICDS cells did not either consolidate/compile/enforce submission of MPRs from all anganwadi centres, analyse the MPRs for remedial measures.

The Ministry received MPRs from 84566 anganwadi centres of seven states against 76107 operational anganwadi centres

The monitoring at the Central level was also poor. Against 2.94 lakh anganwadi centres operating in 23 States as of March 1999 as reported by State Governments, the Ministry was receiving MPRs from 2.77 lakh anganwadi centres. It was also noticed that in six States **Bihar, Goa, Manipur, Meghalaya, Sikkim and West Bengal**, against 76107 operational anganwadi centres as reported by the state governments, the Ministry had received MPRs from 84566, which was suggestive of manipulation of figures.

3.11.4 Field visits and supervision

The CDPOs/ ACDPOs and supervisors did not undertake the prescribed number of visits to anganwadi centres. The shortfall in visits in three states was due to shortage of staff etc.

The CDPOs/ACDPOs were required to undertake field visits to the anganwadis for at least 18 days in a month with ten night halts outside the headquarters. A Supervisor was expected to visit each anganwadi at least once a month and liaise with lady health visitor for a joint visit to one anganwadi 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.

In 148 projects test checked in 16 States **Andhra Pradesh, Assam, Gujarat, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Maharashtra, Manipur, Meghalaya, Mizoram, Orissa, Punjab, Rajasthan, Sikkim and Tripura**, during 1992-99, the CDPOs/ACDPOs did not carry out the prescribed number of visits to anganwadis and the percentage of shortfall was significant, in some cases as high as 100 *per cent*.

Similarly, in 150 projects test checked in the above 16 States, the Supervisors had not carried out the prescribed number of visits and the extent of percentage of shortfall was between 11 to 100 *per cent*.

The reasons of shortfall attributed by Governments of **Gujarat, Himachal Pradesh and Jammu & Kashmir**, were shortage of supervisory staff, involvement of supervisory staff in non-ICDS activities, non-availability of vehicles/diversion of vehicles to the Directorate/ Secretariat.

In **Delhi**, test check of records revealed that during 1996-98, there were 29 to 196 anganwadi centres where not a single visit was made by the Supervisors during a month.

No night halts were made by CDPOs/ supervisors, as required

In **Uttar Pradesh**, test check of 87 projects revealed that neither CDPOs nor Supervisors made night halts as required. Also, field visits were made to a few anganwadi centres repeatedly or did not visit at all.

The NIPCCD report revealed that only 29 *per cent* supervisors were able to meet the prescribed schedule of visiting all anganwadi centres once in a month. Also, about 50 *per cent* anganwadi workers were spending one hour on home visits which was too short a duration to visit even one household and achieve any meaningful results.

3.11.5 Inspection by Ministry

The Ministry conducted in November 1998 the inspection of the scheme in the State of **Andhra Pradesh** on the advice of Ministry of Finance (Department of Expenditure). The report submitted in April 1999, pointed out various shortcomings in the operation of the scheme but no action has been taken by the Ministry as of August 1999.

3.11.6 Evaluation

The scheme has not been evaluated comprehensively. The periodic evaluations conducted brought out many instances of organisational failures and debilities in the delivery system and no effective

The ICDS Scheme has not been evaluated comprehensively primarily due to non-availability of base-line data. However periodic evaluations using smaller samples have been conducted during the period 1992-99 by National Institute of Public Cooperation and Child Development in 1992, Central Technical Committee-Integrated Mother and Child Development in 1996 and National Council of Applied Economic Research in 1998. These evaluations have brought out many instances of organisational failures and debilities in the delivery system. A few local evaluations had been carried out by the UNICEF, Gandhigram Institute of Rural Health and Family Welfare and many more. In all these evaluations, some deficiencies were noticed but no effective measures have been taken by the Ministry.

3.12 Impact

It was desired to assess the impact of the scheme on the status of beneficiaries, reasons for the poor delivery of services and whether specific goals for IMR/CMR have been achieved. But there is little evidence of systematic provision to achieve these objectives

It was intended that the provision of a package of services under the scheme should have a much greater impact on the holistic development of children. For instance, the provision of supplementary nutrition alongwith immunisation and health check up and referral services would ensure that the child and expectant/nursing mother get proper nutrition intake and are immune against various infections. Further the services of nutrition and health education and non-formal pre-school education would improve the health status of beneficiaries and promote desirable attitudes, values, behaviour patterns, in the child so that he moves to the elementary school with the necessary emotional and mental preparation. Later on, the coverage of adolescent girls was also taken up as a special intervention under ICDS Scheme.

Against this background, an attempt has been made to assess the impact of ICDS on the status of beneficiaries by evaluating firstly as to whether the Scheme has successfully delivered the package of services and secondly, to find out the reasons behind the poor delivery of services and thirdly, to assess whether the specific goals for IMR/CMR19 set by the Ministry in this regard have been met.

It was noticed in Audit, that against the above expectations, there is little evidence of systematic attempt to achieve these laudable objectives as given below:

- For supplementary nutrition, adequate budgetary provisions were not made by States. Due to ingestion of inadequate, sub-standard/infested food, non-supply of therapeutic/ weaning food, improvement in the health status of beneficiaries could not be achieved.
- In respect of health check up and referral services, cases of non-identification of beneficiaries, shortfalls in coverage of identified beneficiaries and incomplete/non-maintenance of records were noticed. Improper

supply/distribution of medicine kits and other central supplies were noticed. In respect of immunization, non-fixation to targets, shortfalls in coverage, absence of monitoring, non-maintenance/irregular maintenance of immunization records were noticed, as a result of which complete immunization against each disease could not be carried out for each beneficiary, thus leaving him susceptible to any vaccine preventable disease. Cases of non-receipt of Vitamin A solution by the States were also noticed.

- Nutrition and health education component was found to be the weakest link in the ICDS Scheme as the equipment supplied to the projects for dissemination of information and education were rarely used.
- The benefits of pre-school education could not be ascertained due to absence of linkages between the anganwadi and the primary school and the non-maintenance of basic records under this component.
- The adolescent girls were the most neglected beneficiaries under the Scheme, as no attempts were made to seriously monitor the performance of this component.

The Ministry vide 'India Nutrition Profile' had reported that the percentage of malnutrition in Andhra Pradesh and Bihar was as high as 89 and 80 respectively

The document "India Nutrition Profile" released by the Ministry in July 1998, reveals that in the states/UTs **Arunachal Pradesh, Bihar, Haryana, Himachal Pradesh, Punjab and Dadra & Nagar Haveli**, more than 50 *per cent* of the total children in the age group 1-5 years suffered from malnutrition, the position being worst in **Arunachal Pradesh and Bihar** where this percentage was as high as 89 and 80 respectively.

NCAER Report, 1997 corroborates the audit findings

Further, the NCAER Report, 1997 also corroborates the audit findings in which it has been observed that "In India, extensive surveys had shown that the diets of children, pregnant and nursing mothers were particularly deficient in important nutrients. Despite considerable improvement in the infant and under five mortality rates over time, there still persists a silent emergency of malnutrition and ill health."

The reasons for poor delivery of ICDS services can be traced to the following:

- The anganwadi centre which was the focal point for delivery of services, still remained without adequate infrastructural facilities like without premises of its own, safe drinking water, sanitation, shortage of storage space, etc.
- It was noticed that the anganwadi worker (the frontline worker in the Scheme) was not able to bear the burden of delivery of all services. Non-involvement of other functionaries at the grassroot level had adversely affected the scheme. Further due to surplus staff, shortage of staff, diversion of staff to non-ICDS purposes and non-deployment of staff, the implementation of the scheme suffered adversely. This indicated lack of pre-planning in employment of manpower.
- From inception, the Scheme has visualised its success on delivery of services by trained personnel. It was observed that in the case of anganwadi workers, 62 *per cent* were untrained. This has failed to create a cadre of motivated people who will provide exemplary service at the front line of delivery.
- The scheme suffers from inadequate attempt for monitoring and independent evaluations on the basis of objectively verifiable indicators. There are no independent indicators for assessing the outputs of the scheme. The Ministry relies only on the statistical figures of coverage of beneficiaries and the specific indicators like IMR, CMR. No perceptible improvement in the implementation of the scheme has been noticed despite the monitoring and evaluations made so far. Strategies have not been redefined from time to time keeping in view the nutritional and health needs of various beneficiaries and for tackling the persisting problem of malnutrition.
- Coordination of other sectors like Health & Family Welfare, etc. with the implementation of the scheme, has also been very poor.
- The rate of Re.1 fixed for supplementary nutrition in 1991 is inadequate. States Governments have also expressed their reservation about provision of adequate calories and proteins within this prescribed limit.
- Further, the assistance provided by World Bank and other international agencies was either not optimally utilised or was diverted for less meaningful purposes. The valuable quantity of food allocated by WFP and CARE could not be utilised in time due to laxity and administrative delays on the part of State Governments.

As per the National Plan of Action of 1992 of the Ministry, the following targets were fixed to be achieved by the year 2000 A.D.:

- * Reduction of IMR to less than 60 per thousand live births.
- * Reduction of CMR to less than 10 per thousand child population (0-4 years).

In the National Plan of Action (1992), the Ministry fixed the targets to be achieved by 2000 AD. But the rate of decline in IMR/CMR had been very slow

The position of IMR and CMR 1987 to 1994 as per Sample Registration System of Registrar General of India, was as under:

Indicators	1992	1993	1994	1995	1996
Infant Mortality Rate	79	74	74	74	72
Child Mortality Rate	26.5	23.7	23.9	NA	NA

It is evident from the above table, that there has been no decline of IMR from 1993 to 1995 and in 1996 the IMR has just dropped by 2 points. In the case of CMR, the rate of decline had been very slow. Both IMR and CMR have not improved over these years despite the intervention by way of this scheme.

State-wise comparison of IMR in 1996 revealed that in the following States, it was of 60 per thousand live births.

State	IMR
Andhra Pradesh	66
Assam	75
Bihar	72
Gujarat	62
Haryana	68
Himachal Pradesh	62
Madhya Pradesh	97
Orissa	95
Rajasthan	86
Uttar Pradesh	85

In countries whose under-5 mortality rate was equal to India, had improved the rate while in India it is still on higher side

Further, a comparison of the IMR and Under-5 Mortality Rate of India and other developing countries, on the basis of data available in 'The State of World's Children 2000' published by UNICEF would show the following:

Name of the country	Under-5 mortality rank in descending order (1998)	Under-5 mortality rate (In thousand)		Infant mortality rate (In thousand)	
		1960	1998	1960	1998
Iran	100	233	33	145	29
Vietnam	85	219	42	147	31
China	79	209	47	140	38
Indonesia	71	216	56	128	40
Egypt	68	282	69	189	51
India	49	236	105	144	69

From the table above it would be clear that countries whose under-5 Mortality Rate was near equivalent to India in 1960, had achieved a rate of 33-69 by the year 1998 while for India it remains still very high at 105. Similarly in the case of Infant Mortality Rate (IMR), all the countries have achieved a rate of 29-51 by 1998, whereas in India it remains at 69.

The matter was referred to the Ministry in January 2000; their reply was awaited as of September 2000.