

## List of Pending Para

### Social Welfare Department

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## SOCIAL WELFARE DEPARTMENT

### **3.2 Integrated Child Development Services (ICDS) Scheme**

#### ***Highlights***

*The Integrated Child Development Services (ICDS) scheme, a central scheme was meant to deliver nutrition, education and health services, to children in the age group up to six years and enhance the capability of mothers through proper nutrition and health education. The implementation of the scheme in the State suffered from several deficiencies such as lack of planning, poor implementation of Supplementary Nutrition Programme, lack of infrastructure in Anganwadi centres (AWCs), failure to provide health check up and referral services.*

**There was no correlation between budget provision and number of functional Anganwadi centres. Budget preparation of the department was not realistic.**

*(Paragraph 3.2.7.1)*

**The GOI sanctioned 80302 AWCs against the requirement of 82833 but 60153 AWCs were operationalised as of July 2007. In test-checked projects, 97 per cent AWCs were running without toilet, drinking water facilities and 43 per cent were functioning in huts.**

*(Paragraph 3.2.8.1 and 3.2.8.2)*

**In test-checked CDPOs, rental payment of Rs 2.82 crore was transferred either in the bank accounts of sevikas or advanced to clerks instead of making direct payment to house owners.**

*(Paragraph 3.2.8.3)*

**Against target of 620 AWCs in 13 test-checked districts, only one AWC could be constructed up to August 2007 despite provision of Rs 8.29 crore (April- June 2005) to the District Magistrates.**

*(Paragraph 3.2.8.4)*

**No AWC provided nutritional support beyond 225 days as against requirement of 300 days during 2002-07. There was no evidence of distribution of take home ration. Nutri-candies provided to beneficiaries were found of sub standard quality.**

*(Paragraph 3.2.9.2 and 3.2.9.4)*

**Records relating to immunization, health cards, referral services, pre natal and post natal services, growth chart were not maintained at AWCs level. Medicine kits and Pre-school Education Kits were not supplied to AWCs as per ICDS norms.**

*(Paragraph 3.2.10 to 3.2.14)*

**Committees constituted to monitor the programme were non -functional and minutes of meetings and decisions taken were not available. Monitoring was almost negligible and 73 per cent AWCs visited were found closed during joint inspection.**

*(Paragraph 3.2.17 and 3.2.17.1)*

#### **3.2.1 Introduction**

The Integrated Child Development Services (ICDS) Scheme is a centrally sponsored scheme aimed to reduce the incidence of mortality, morbidity, malnutrition and school drop out among children; improve the nutritional and health status of children and enhance the capability of the mother to look after the normal health and nutritional needs of the child through proper nutrition and health education. The components of the scheme are Supplementary Nutrition Programme (SNP), immunisation, health check up and referral services, nutrition and health education for women and pre-school education. The beneficiaries of the scheme were children below six years, expectant and lactating mothers and adolescent girls between 11 and 18 years mainly belonging to the families of agricultural labourers, marginal farmers and other weaker sections of the society. As per orders of Hon'ble Supreme Court (April 2004), Anganwadis (AWCs) were to supply nutritious food supplement to the children, adolescent girls and pregnant and lactating women under the scheme for 300 days in a year.

#### **3.2.2 Organisational set up**

The Secretary, Department of Social Welfare assisted by the Director, ICDS was responsible for the implementation and monitoring of the scheme at the State level. Deputy Director, Welfare was required to monitor the scheme at division level. The scheme was supervised at the district level by District Programme Officers (DPOs) / District Welfare Officers (DWOs) under the control of District Magistrates (DMs) and at the block level by Child Development Project Officer (CDPO) with the help of lady supervisors. The ICDS scheme was implemented through Anganwadi workers (AWWs) and Anganwadi Helpers (AWHs) at Anganwadi centres.

### **3.2.3 Audit objectives**

The audit objectives were to assess whether:

- the adequate planning was done to achieve the programme objectives;
- the resource allocation and utilisation were directed towards delivery of services;
- the required infrastructure was created for efficient and quality services;
- the packages of the scheme was implemented efficiently and effectively;
- the staff deployment and training for skill upgradation was based on requirements of the scheme and
- the system for monitoring and evaluation of the programme existed and was effective.

### **3.2.4 Audit criteria**

The implementation of various components of ICDS scheme was evaluated with reference to the following criteria:

- Guidelines and instructions issued by GOI for selection of beneficiaries, opening of AWCs, norms of SNP and delivery of different packages of services.
- Prescribed norms for staffing and skill upgradation.
- Monitoring mechanism instituted by the Government.

### **3.2.5 Audit coverage and methodology**

The performance audit of ICDS schemes was conducted during March –July 2007 covering the period of 2002-07 through test-check of records of ICDS

Directorate, 13 DPOs / DWOs<sup>9</sup>(out of 38), 100 CDPOs (out of 393) and 3,000 AWCs (out of 60,153). Besides, the joint physical verification of 104 AWCs was also conducted.

An entry conference was held with Director, ICDS to explain the audit objectives, audit criteria and methodology in May 2007. The audit findings as well as the recommendations were discussed with the Principal Secretary, Social Welfare Department and Director, ICDS in the exit conference held in October 2007. The views of the Department expressed in the exit conference have been incorporated at the appropriate places.

## **Audit findings**

### **3.2.6 Planning**

**Directorate did not have basic data required for planning**

The State Government was responsible for implementation of different packages and providing supplementary nutrition under the ICDS scheme to the identified beneficiaries. As per norms fixed by GOI, the mapping of project area was to be conducted to identify tola, habitations/villages inhabited by malnourished and weaker sections of the society for timely operationalisation of Anganwadi centres. The mapping and selection of AWWs/AWHs was not completed (July 2007) and consequently 20,149 Anganwadi centres sanctioned by GOI during 2002-06 could not be operationalised up to August 2007. Even basic statistical information such as birth weight, maternal mortality rate, infant mortality rate, institutional delivery and enrolment of children in regular schools after pre-school education were not available with the Directorate. Thus, the basic data required for planning the scheme was not available with the Directorate.

### **3.2.7 Management of funds**

The State government provided funds for SNP during 2002-05. During this period, funds under Pradhan Mantri Gramodaya Yojana (PMGY) were also received to provide for enhanced nutritional requirement for children below three years. From 2005-06, expenditure on SNP was shared between GOI and State Government on a 50 : 50 basis. The administrative costs as well as cost of other components<sup>10</sup> of the scheme were funded by GOI.

### 3.2.7.1 Budget provision, funds released and expenditure

The budget provision, funds received from GOI and released by State Government vis-à-vis expenditure<sup>11</sup> during 2002-07 were as under:

(Rs in crore)

Year	GOI funds available*	Budget provision of State	Funds released by State	Expenditure	Savings / excess wrt	Savings / excess wrt	No. of sanctioned AWC	No. of operational AWC	Actual number of
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<sup>9</sup> Arrah, Begusarai, Bhagalpur, Darbhanga, Gopalganj, Gaya, Katihar, Madhubani, Motihari, Muzaffarpur, Siwan, Saharsa and Samastipur

<sup>10</sup> Medicine kits, pre school education kits

<sup>11</sup> Excluding the funds received under SNP.

					budget provision	funds released	(projects)	(projects)	beneficiaries (No. in lakh)
2002-03	88.56	74.18	69.52	51.18	23.00 (31)	18.34	60587 (393)	20767 (233)	16.76
2003-04	90.93	218.79	173.92	110.69	108.10 (49)	63.23	60587 (393)	29486 (249)	23.32
2004-05	115.35	202.48	144.15	105.54	96.94 (48)	38.61	60587 (393)	56511 (393)	54.68
2005-06	105.17	184.72	156.83	160.68	24.04 (13)	(-) 3.85	60587 (393)	59687 (393)	59.09
2006-07	189.25	204.10	175.97	161.37	42.73 (21)	14.60	80302 (537)	60153 (393)	59.29
<b>Total</b>		<b>884.27</b>	<b>720.39</b>	<b>589.46</b>	<b>294.81 (33)</b>				

Source: Figures provided by the Department. \*  
Includes balance of previous year

**Budget formulation of the department was not realistic**

Analysis of the above table shows that there were savings of Rs 294.81 crore (33 per cent) of budget provision during 2002-07. Budget provision was being made on the basis of sanctioned AWCs and not on operational AWCs. The budget provision against 29,486 functional AWCs was Rs 218.79 crore in 2003-04 whereas it was Rs 204.10 crore against 60,153 functional AWCs in 2006-07. This shows that budget formulation in the Department was not realistic.

During 2003-04 and 2005-06, the expenditure was more than the GOI funds available and was met from State Government funds which were recouped in subsequent years. Scrutiny of records of 100 test checked projects disclosed that against allotment of Rs 165.97 crore during 2002-07, Rs 134.56 crore was drawn. Out of the funds drawn, Rs 134.36 crore was spent, Rs 14 lakh was deposited in treasury and Rs six lakh parked in civil deposits during 2002-07.

### 3.2.7.2 Retention of unspent funds outside government account

**Rupees 91.76 crore was kept in bank out of Rs 140.03 crore as on 31 March 2007**

Closing balance of Rs 140.03 crore (March 2007) was noticed in the Directorate (Rs 62.38 crore increased from Rs 16.06 crore from March 2003) and test-checked CDPOs (Rs 77.65 crore) in violation of Rule 300 of Bihar Treasury Code (BTC) which prohibits drawal of funds without immediate requirement and states that unutilised funds should be deposited into treasury. Analysis of closing balance

disclosed that Rs 91.76 crore<sup>12</sup> was parked in saving accounts of banks. Remaining amount of Rs 48.27 crore was in the shape of advance with AWWs (Rs 47.49 crore), project officials (Rs 40 lakh) and petty vouchers (Rs 38 lakh). As funds kept in bank are not a part of cash balance of the Government, it leads to interest burden and denial of required funds to other department/ schemes.

### 3.2.7.3 Provision of funds and expenditure under Supplementary Nutrition Programme (SNP)

The budget provision and expenditure under SNP for the entire State was as under:

*(Rs in crore)*

Year	Funds required	Budget provision	Funds received from		Total	Funds provided by State*	Expenditure	Savings w.r.t. funds released (per cent)
			GOI					
			PMGY	50 per cent assistance				
2002-03	192.67	70.09	36.26	--	36.26	68.56	56.96	11.60 (17)
2003-04	241.13	71.05	36.26	--	36.26	68.05	59.65	8.40 (12)
2004-05	338.08	129.99	18.13	--	18.13	128.67	121.91	6.76 (5)
2005-06	377.61	351.02	--	82.61	82.61	311.76	268.19	43.57 (14)
2006-07	479.24	401.23	--	118.29	118.29	320.81	251.33	69.48 (22)
<b>Total</b>	<b>1628.73</b>	<b>1023.38</b>	<b>90.65</b>	<b>200.90</b>	<b>291.55</b>	<b>897.85</b>	<b>758.04</b>	<b>139.81 (16)</b>

(Figures in bracket indicates per cent)

\* includes funds received from GOI and State share

It may be seen from the table that against the requirement of Rs 1628.73 crore<sup>13</sup>, only 897.95 crore (55 per cent) was provided by State of which Rs 758.04 crore was utilised.

Test check of 100 projects disclosed that out of Rs 218.92 crore provided for supplementary nutrition during 2002-07, Rs 181.74 crore was spent, Rs 30.25 crore was not drawn, Rs 5.65 crore was parked in Civil Deposit and Rs 1.28 crore was wrongly deposited as revenue receipt.

### 3.2.8 Infrastructure facilities

#### 3.2.8.1 Inadequate number of Anganwadi Centres (AWCs)

**Sanctioned projects/ AWCs not operationalised**

The programme envisaged one AWC for every 1,000 population. Based on 2001 census, 82,833 AWCs were required against which 60,587 AWCs were sanctioned upto 2004-05 and 19,715 additional AWCs were sanctioned by GOI in 2005-06. However, 60,153 AWCs were made functional as of July 2007 leaving 2.27 crore population uncovered under the scheme. The additional projects (144) and AWCs (19,715) sanctioned in 2005-06 were to be operationalised by June-December 2006 but could not be made functional up to July 2007 due to non-selection of anganwadi workers and helpers.

#### 3.2.8.2 Inadequate facilities at Anganwadi centres and project offices

Each AWC building should be constructed in land of at least 48'x27' size with one class room (13'x22'), two verandahs (12'x10' each), kitchen (6'x8'), store (5'x8') and two courtyards (25'x12'each) with toilet and drinking water facilities to ensure

effective delivery of quality services.

The physical status of AWC buildings, toilet and drinking water facilities in 14298 operational AWCs under 100 test checked projects were as under:

Functional AWCs	ICDS buildings	Private Building			School and other govt buildings	Open space	Without	
		Pucca	Kutchha	hut			Toilet	Drinking water
14,298	324	2,277	3,003	6,067	2,303	324	14,041	13,922
	(2)	(16)	(21)	(43)	(16)	(2)	(98)	(97)

(Figures in brackets show percentage)

13

Calculated as No. of AWCs sanctioned X 12 months X rate of poshahar prescribed by GOI per month. (Rate of SNP per AWC per month prescribed by Government: April 2002 to November 2003: Rs 2650; December 2003 to May 2005: Rs 4650 and June 2005 to March 2007: Rs 5302.50.)

Despite orders of Hon'ble Supreme Court to establish AWCs in Government school/public places, 2,303 (16 per cent) AWCs were functioning in Government schools and 11,671 AWCs in private buildings and open space. Only 2-3 per cent AWCs had toilet and drinking water facilities.

**AWCs and project offices were functioning without adequate infrastructure facilities**

Out of 100 project offices, 21 had their own building, which were in dilapidated condition. 79 were functioning in rented small places where a maximum of four chairs could be accommodated and without infrastructure facilities. Police Department unauthorisedly occupied project office of Bhagalpur Sadar.



Unsafe and dilapidated Anganwadi Centre at Dhuiya Tola under Cheria Bariyarpur Project, Begusarai



Anganwadi Centre running in small hut at Hakam under Baikhunthpur Project, Gopalganj.

### 3.2.8.3 Suspected misappropriation of AWC rent

As per orders of the Hon'ble Supreme Court, AWCs should be established in Government school situated within a village/ mohalla. The department further directed that in case of non-availability of the schools, it should be established in

**public place like community/ panchayat/ private building after obtaining the non-availability certificate from Block Development Officers.**

**Suspected misappropriation of Rs 2.82 crore**

**Out of 14,298 operational AWCs in 100 test-checked projects, 11,671 AWCs were functioning in rented buildings without obtaining non-availability certificate from Block Development Officer. Further, out of Rs 5.29 crore drawn for payment of rent during 2002-07 on abstract contingent bills by 100 test-checked CDPOs, Rs 2.82 crore was transferred either in the bank accounts of sevikas or advanced to clerks instead of making direct payment to house owner. The vouchers bearing signature of recipients were of the same date on which the funds were transferred/advanced and the amount was booked in cash book as expenditure. The names and addresses of house owners were not available in the CDPOs offices. Thus, possibility of misappropriation of Rs 2.82 crore could not be ruled out and requires investigation by the Directorate.**

#### **3.2.8.4 Construction of buildings and installation of hand pumps for AWCs**

**GOI funds for construction of project offices/ AWCs were not utilised**

The GOI provided (April 2003) Rs 13.41 crore<sup>14</sup> (75 per cent) as central share for construction of buildings for 1,430 AWCs, in 87 project offices and Rs 5.72 crore for sinking of 1430 hand pumps. Rs 50 lakh was provided (April 2003) for construction of 10 CDPO office-cum-godowns. Of the construction cost of Rs 17.88 crore (1430 AWCs), the State Government was to provide Rs 4.47 crore (25 per cent) as State share.

Rupees 38 lakh was deducted by GOI (March 2005) by reducing the number of AWCs to 1390 due to delay in selection of sites. Out of drawn funds of Rs 19.63 crore (2004-05), Rs 19.09 crore was transferred to 35 DMs (March 2005) with the direction to complete the work by June 2005. Against the target for construction of 1390 AWCs buildings, 1430 hand pumps and 10 project office buildings, only 38 AWCs (including hand pumps) and two project offices could be constructed (August 2007) incurring expenditure Rs 61 lakh and 302 AWCs buildings were incomplete as on September 2007 after expenditure of Rs 3.01 crore. Rupees 15.47 crore was lying in banks (July 2007) but the entire amount of Rs 19.09 crore was wrongly reported to GOI as expenditure during 2004-05.

**Construction of 160 AWCs left incomplete despite expenditure of Rs one crore.**

In 13 test-checked districts, Rs 8.29 crore was made available to the DMs (April- June 2005) for construction of 620 AWCs and sinking of equal number of hand pumps against which only one AWC building and one hand pump was completed at an expenditure of Rs 1.34 lakh (July 2007). 160 AWC buildings and hand pumps were left incomplete (work done: 50 buildings - 75 per cent; 31 buildings - 50 per cent and 79 buildings -25 per cent) since June 2005 despite expenditure of Rs one crore. The construction work on 459 (74 per cent) AWCs was not initiated up to August 2007 due to non-availability of site. This indicated low priority been accorded to this scheme by the DMs and lack of monitoring by the Directorate.

#### **3.2.8.5 Sub-standard purchase of utensils for SNP**

Utensils for preparation of khichadi (cooked mixture of rice, pulse and vegetables) were to be provided to every AWC. Hon'ble Supreme Court had also directed (October 2004) that where ever utensils have not been given the same shall be provided.

**Substandard quality of utensils purchased valuing Rs 95 lakh**

A test check of 100 projects, where an amount of Rs 1.32 crore was made available to 63 CDPOs in 2004-05 to provide utensils to AWCs showed the following:

- 17 projects did not utilise the amount of Rs 36.79 lakh and kept the amount in bank account/ civil deposit or surrendered though they had no utensil for cooking food.
- AWCs under 46 projects reported that utensils valuing Rs 95 lakh purchased by concerned CDPOs in 2005-07 were of substandard quality and were damaged within three months.

14 Estimated cost: AWC building: Rs 1.25 lakh, Handpump: Rs 0.40 lakh and CDPO office: Rs 5lakh

### 3.2.9 Implementation of the Supplementary Nutrition Programme (SNP)

SNP aimed at improving the health and nutrition status of children in the age group of 0-6 years, expectant and lactating mothers and adolescent girls. It was meant to provide 300 calories and 10 gram protein for children between six months to six years of age and double the quantity for malnourished children in the same category. Lactating and pregnant mothers were to be provided 500 gm calories and 20 gm protein. Nutrients were to be provided for 300 days in a year in the form of mixture of rice, pulses and vegetables or sattu.

Enrolment of children at each AWC in the State was below the norms fixed by GOI of 116 beneficiaries. The norms of enrolment of children at each AWC fixed by the State Government was much below the GOI norms of 116 beneficiaries. It was 60 upto November 2003 which was raised to 96 in December 2003 and 99 in June 2005. The coverage of beneficiaries in functional AWCs during 2002-07 was as under:

(Figures in lakh)

Year	Total number of identified beneficiaries	Total number of beneficiaries required to be covered as per GOI norms on operational AWCs	Number of beneficiaries actually covered	Shortfall in coverage (per cent)
2002-03	64.83	24.09	16.76	7.33 (30)
2003-04	82.42	34.20	23.32	10.88 (32)
2004-05	140.18	65.55	54.68	10.87 (17)
2005-06	212.49	69.35	59.09	10.26 (15)
2006-07	213.30	69.78	59.29	10.49 (15)
<b>Total</b>	<b>713.22</b>	<b>262.98</b>	<b>213.14</b>	<b>49.83 (19)</b>

(Source: Figures of identified and actual beneficiaries provided by the Department)

**23.37 lakh beneficiaries left uncovered under SNP**

There was shortfall of 15 to 32 *per cent* during 2002-07 in coverage of identified beneficiaries of functional AWCs. Further, 20149 sanctioned AWCs could not be made functional till August 2007 leading to denial of benefit to 23.37 lakh<sup>15</sup> beneficiaries.

The coverage of beneficiaries under different categories i.e. children, nursing and expectant mothers etc. was poor in the State and ranged between 26 to 39 *per cent* of the population during 2002-05. The coverage of adolescent girls<sup>16</sup> was between three to five *per cent* of the total population during 2005-07 (*Appendix-XXVIII*).

#### 3.2.9.2 Nutrition days

The supplementary nutrition was to be provided to beneficiaries for 25 days per month and 300 days in a year. Authenticated records of nutrition days were not

maintained in test-checked projects. On the basis of funds spent, the feeding days<sup>17</sup> in 100 test checked projects was worked out as under:

15 No. of non-operational AWCs (20,149) X number of beneficiaries (116) covered under GOI norms.

16 Adolescent girls were included under scheme from 2005-06.

17 Number of feeding days calculated as : expenditure incurred by CDPO in the month divided by number of operational AWC X rate of SNP per day

Year	Total number of functional AWCs in 100 projects	Number of beneficiaries	0-100 days	101-200 days	201-225 days
2002-03	7,072	4,36,320	5,890 (83)	182 (17)	--
2003-04	8,440	8,10,240	5,607 (66)	2,833 (34)	--
2004-05	14,462	13,88,352	10,172(70)	4,149 (29)	141 (1)
2005-06	15,331	15,17,769	3,570 (23)	11,008 (72)	753 (5)
2006-07	14,298	14,15,502	2,319 (16)	8,491 (59)	3,488 (25)
Average AWCs providing feeding days	11,921	11,13,637	5,512 (46)	5,533(47)	876 (7)

(Figures in bracket indicated percentage of AWCs)

No AWC provided nutrition for 300 days and only seven per cent AWCs provided SNP upto 225 days

The above table shows that no AWC could have provided nutritional support beyond 225 days as against requirement of 300 days. On an average only seven per cent AWCs could have provided supplementary nutrition upto 225 days thereby defeating the objective of maintaining nutritional status of the beneficiaries. The audit findings are corroborated by report of National Family Health Survey (NFHS-3) according to which the percentage of malnourished children increased from 54 per cent in 1998-99 to 58 per cent in 2005-06 in the State.

No evidence of distribution of THR

As per directive of ICDS, AWCs were to distribute Poshahar as Take Home Ration (THR) to children (0- 3 years) / expectant and lactating mothers on every Wednesday. No evidence/ records indicating the distribution of THR to beneficiaries was available in test-checked AWCs. Thus, misappropriation of funds meant for THR could not be ruled out.

### 3.2.9.3 Doubtful purchase of food grains

The rates of rice and pulses fixed by the State Government compared to prevalent market rates in 2006-07 were as under:

Food grains	Monthly requirement per AWC (Kg)	Rate per kg fixed by Govt. (In Rupees)	Present market rate (In Rs per Kg)*	Possible purchase (Kg)	Less purchase (Kg)
Rice	185.50	10	14	132.50	53
Pulses	92.75	25	35	66.25	26.50

\* Source: Sevikas of test-checked AWCs

Doubtful purchase of foodgrain

Analysis shows that required quantity of rice and pulses could not be purchased in 2006-07, as rate fixed by the Government (May 2005) was lower than the market rate. However, vouchers showed that purchases were made at uniform rate prescribed by the Government which raises doubt on quantity purchased, specification of grains and number of beneficiaries covered. Besides, two

banks<sup>18</sup> in Bodh Gaya and Barhara credited the funds meant for SNP by deducting service charge, i.e. Rs 5245 instead of Rs 5302.50 each month. This requires investigation and devising of proper control mechanism to ensure proper supply of nutrition to the beneficiaries. Principal Secretary, Social Welfare Department stated (October 2007) that prices were required to be revised by GOI as per consumer price index (CPI) norms. Further, the quality and quantity of the poshahar being distributed by AWCs was never checked at any level in test-checked projects.

18 *Madhya Bihar Gramin bank and Bhojpur-Rohtas Central Co-operative bank.*

#### 3.2.9.4 Bihar nutri candy (*Lemonchus*) pariyojana

The State Government decided to distribute candies fortified with multiple micronutrients namely Vitamin-A, Vitamin-C, Iron, Folic Acid through AWCs to address the problem of micronutrient malnutrition.

Candies were found sub-standard and less in quantity

The State Government signed (January 2006) the Memorandum of Understanding (MoU) with Micro Nutrient Initiative India (MI India) which would procure candies from suppliers or manufacturers of good repute and deliver candies during 2006-07 at the ICDS project level. Payment of Rs 14.15 crore was to be made as interest free advance. Of this, Rs 11.46 crore<sup>19</sup> was paid to MI India till August 2007 against the supply of 68.45 crore candies. Out of 31 samples tested by audit and Directorate in seven labs<sup>20</sup> accredited by NABL<sup>21</sup>, 25 samples (*Appendix-XXIX*) were found substandard as the micronutrients present in candies were below the level prescribed as per MoU. Shortage in number of candy pieces was also found in joint verification of eight packets made by audit and project officials. Interestingly, MoU signed by the Government provided that acceptance of consignment of candies by the CDPOs at project level by signing the challans, shall be conclusive proof of the Government having verified and accepted the consignment as per prescribed standards and received in good condition. Thus, MoU did not safeguard the interest of the Government but provided undue favour to MI India as in absence of any quality testing infrastructure, CDPOs had no mechanism to check the quality assurance. Principal Secretary, Social Welfare Department stated (October 2007) that a committee had been set up to examine the matter.

MOU did not safe guard the interest of the government

Interest loss of Rs 11.86 lakh due to interest free advance

Further, interest free advance of Rs 3.82 crore was paid to MI India in March 2006 though supply of candies was started from July 2006. This amounted to undue aid to MI India as well as interest loss to Government amounting to Rs 11.86 lakh.

#### 3.2.10 Immunisation

No immunisation register was maintained

As per ICDS guidelines all children below six years of age were to be immunised against diphtheria, whooping cough, tetanus, tuberculosis, polio and measles. All expectant mothers were also to be immunised against tetanus twice during pregnancy. ICDS functionaries were required to coordinate with Health Department to ensure visit of ANMs in AWCs every week on Wednesday to carry out health check up and immunisation.

Scrutiny disclosed that no immunization was carried out in AWCs during 2002-07 as no immunisation register was maintained. Even in seven projects<sup>22</sup> where six doctors,

36 ANMs and three LHV were posted; there were no records of immunization. The poor performance of immunization is corroborated by National Family Health Survey-3 (NFHS-3) report which states that immunisation of children in Bihar was 33 *per cent* in 2005-06 against the national average of 44 *per cent*.

19 *Ist instalment: March 2006: Rs 3.82 crore; 2nd instalment: October 2006 3.82 crore and 3rd instalment January 2007: 3.82 crore.*

20 *ITL, Lab, Delhi, FICCI, Delhi, ARBRO, Delhi, CHOKSI, Indore, CFTRI, Mysore, SRIRAM Lab, Delhi, AVON Food Lab, Delhi*

21 *National Accreditation Board for Testing and Calibration Laboratory*

### **3.2.11 Health check up and referral services**

**Prenatal and postnatal cards were not issued to mothers**

Health check-up includes ante-natal care of expectant, nursing mothers and children under six years of age especially those born with congenital defects or severely malnourished. Records of prenatal care were to be kept in prenatal cards. Postnatal visits of mothers were to be made twice within 10 days after delivery. Prenatal and postnatal cards were not issued to mothers by the AWCs and no records of visit by AWWs to mothers after delivery were being maintained. Thus, delivery of service under the health check up component of the scheme could not be ascertained in audit.

The prenatal care of expectant mother showed a negligible increase of one *per cent*<sup>23</sup> as per NFHS-3 data. The average infant death per thousand live births had decreased to 62 (2005-06) from 78 (1998-99) which was higher than national average of 57. Since institutional delivery was considered as primary factor in reduction of IMR there was a need for synergising ICDS programme with National Rural Health Mission so as to bring institutional delivery (22 *per cent* in 2005-06) at par with national average of 40.7.

**Health check up and referral services neglected; percentage of anemic children increased**

Severe malnourished children, pregnant women and nursing mothers suffering from serious ailments were to be referred by the AWCs to nearby Primary Health Centre for treatment. In test checked projects, CDPOs or AWCs did not maintain any records of patients referred to PHCs / hospitals. Health checkup and referral services were neglected in AWCs which corroborated by NFHS-3 data as percentage of anemic children and women increased from 78 and 62 *per cent* in 1998-99 to 88 and 68 *per cent* in 2005-06 respectively.

### **3.2.12 Incorrect reporting of growth chart by the Directorate**

**Growth chart prepared by Directorate had no basis**

The children in the age group of 0-6 years were to be weighed every month in the AWCs to watch the growth of the children and assess the nutritional status for grading them normal, Grade- 1 (mild), Grade-II (moderate), Grade -III and IV (severely malnourished) and monthly reports thereof was to be sent to higher authorities. As against 14,298 functional AWCs, baby weighing scales were provided to 7,758 AWCs (54 *per cent*). No growth chart was being maintained in any of the test-checked AWCs and projects during 2002-07. Thus, the data relating to growth chart in Monthly Progress Report (MPR) of the Directorate was without any basis as well as impact of providing additional nutrients and health support to beneficiary remained unassessed.

22 *Bhagalpur Sadar, Charpokhari ,Darbhanga Sadar, Gaya Sadar, Manigachi, Mushari Sadar and Sherghati*

23 *17 per cent in 2005-06 compared to 16 per cent in 1998-99.*

### 3.2.13 *Medicine kits*

Each AWC was to be provided with one medicine kit every year consisting of easy to use and dispensable medicines for common ailments like cough, common cold and skin infection.

**Most of the AWCs did not have medicine kit**

Medicine kits (29,155) purchased for the year 2001-02 was supplied to AWCs by the supplier during 2001-06 and payment of Rs 8.28 crore for the same was made for the supply of kits upto March 2004.

The distribution of medicine kits during 2002-07 in 100 test-checked projects was as under:

Particulars	2002-03	2003-04	2004-05	2005-06	2006-07
No. of AWCs	7,072	8,440	14,462	15,331	14,298
Medicine kits provided	5,656 (80)	1,223 (14)	205 (01)	292 (02)	NIL (--)

The above table showed that number of AWCs receiving medicine kits ranged from 0 to 14 per cent during 2003-07.

Further, 1818 medicine kits were provided to 10 test checked projects<sup>24</sup> without having functional AWCs during 2002-03 resulting in wasteful expenditure of Rs 10.91 lakh.

### 3.2.14 *Nutrition and health education programme and non-formal pre-school education*

Nutrition and health education programme was not carried out as no funds were provided by the Directorate.

**Poor supply of pre school education kit**

The pre-school education in AWCs was to be provided through non-formal method for which all AWCs were to be provided pre-school kit (PSE kits) every year. Against the requirement of Rs 11.33 crore on procurement of PSE kits for operational AWCs of the State during 2002-07, Rs 3.59 crore (32 per cent) was spent.

The position of provision of PSE kits in test checked projects during 2002-07 was as under:

Particulars	2002-03	2003-04	2004-05	2005-06	2006-07
Number of AWCs	7,072	8,440	14,462	15,331	14,298
PSE kits provided	7,189 (102)	588 (07)	298 (02)	2,528 (16)	357 (02)

(Figure in bracket indicates per cent)

The above table shows that provision of PSE kits were inadequate in the State during 2002-07. This had an adverse impact on admission in formal education in the State where 25.65 lakh children were out of school up to March 2007.

24 *Baikunthpur, Hathua, Kateya, Khodabandpur, Kuchaikot, Manjha, Morwa, Saraiya, Sonhaura and Tekair*

### 3.2.15 *Man power management*

25 to 86 per cent posts were vacant

The sanctioned strength vis-a-vis men-in-position under the scheme up to March 2007 was as under:

Sl.No.	Category of post	Number of posts sanctioned	Staff in position	Vacant	Percentage of vacancy
1.	CDPO	537	184	353	66
2.	Statistical Assistant	543	93	450	83
3.	Lady supervisor	3,272	473	2,799	86
4.	Clerk-cum-typist	717	525	192	27
5.	Accountant-cum-storekeeper	70	26	44	63
6.	Driver	245	107	138	56
7.	Peon	663	205	458	69
8.	Aganwadi workers (AWW)	80,302	60,153	20,149	25
9.	Anganwadi Helpers	80,302	59,939	20,363	25
	<b>Total</b>	<b>1,66,651</b>	<b>1,21,705</b>	<b>44,946</b>	<b>27</b>

Thus, 66, 86 and 83 per cent vacancies existed in the cadres of CDPO, lady supervisor<sup>25</sup> and statistical assistant respectively in the State as on March 2007 leading to inadequate inspection and supervision of delivery of services.

Test check of 100 projects disclosed that against the sanctioned post of 100 CDPOs, 98 Statistical Assistants and 671 lady supervisors only 47, 32 and 18 per cent of respective posts were filled up. No lady supervisor was posted in three projects<sup>26</sup> comprising 542 AWCs which affected the programme adversely.

### 3.2.16 Training of the functionaries

The core functionaries were to be imparted training in job courses and refresher courses in 144 Aganwadi Training Centres (ATCs) and three middle level training centres (MLTCs) in the State. Only 63 ATCs and two MLTCs were functional till March 2007. The scheme envisaged 14 days induction training to all AWWs and 52 days on the job training to all AWWs, Lady Supervisors and CDPOs. Due to shortage of training centres, duration of induction training was curtailed (2004-05) to four days and on the job training to 30 days (2005-06). Orientation training of 6 days was to be provided to Anganwadi helpers. The target for training vis-à-vis staff actually trained during 2002-07 was as under:

Category	Induction and Orientation Training			Training in Job course			Refresher course		
	Target	Trained	Shortfall (per cent)	Target	Trained	Shortfall (per cent)	Target	Trained	Shortfall (per cent)
AWWs	34,591	24,782	9,809 (28)	43,434	29,784	13,650 (31)	23,515	14,986	8529 (36)
AWH	49,729	35,527	14,202 (29)	--	--	--	--	--	--

25 One lady supervisor has to inspect at least 20 AWCs every month.

26 Sonhaura (Bhagalpur), Sakra (Muzaffarpur) and Manihari (katihar)

The analysis of the above table and scrutiny of records showed that:

37 per cent of Anganwadi

Against 39,386 new AWCs created during 2002-07, the target of training was fixed

**workers left untrained**

for 34,591 AWWs only. However, only 24,782 could be trained and thus total of 14,604 (37 per cent ) AWWs were left untrained. Against, 393 CDPOs and 437 lady supervisors, only 41 CDPOs and 106 lady supervisors were given on the job training during 2003-07. Thus, lack of training of AWWs, lady supervisors and CDPOs adversely affected delivery of services particularly with regard to pre-school teaching and monitoring of health status.

### **3.2.17 Monitoring and inspection**

**Monitoring and evaluation was deficient**

Five committees were constituted by the Government (November 1998) from AWC level to State level besides apex committee headed by Welfare Minister to monitor the programme. The apex committee and State level committee were required to meet at least twice in a year whereas committees at divisional level, district level, block level and AWC level were required to meet quarterly, bi monthly, monthly and fortnightly respectively. However, neither records of minutes of meetings nor decisions taken during these meetings were available.

In view of the Hon'ble Supreme Court's order, the Government issued directions (July 2005) regarding inspection, supervision and monitoring to be carried out by Deputy Director, Welfare Officer/ DPO/ CDPO and lady supervisors. A separate proforma for inspection by respective official was also prescribed.

In test- checked CDPOs it was noticed that inspections were not done by Deputy Director and Welfare Officer and only occasionally done by CDPOs. Inspection reports were not prepared in the prescribed proforma.

The monthly progress report (MPR) for the entire State was to be prepared by the Directorate on the basis of initial data received from CDPOs. In test-checked projects it was noticed that MPRs were prepared without any supporting records. Thus, MPR prepared by the Directorate did not provide the true picture of state of affairs of ICDS scheme.

#### **3.2.17.1 Joint Inspection of AWCs**

**73 per cent AWCs found closed**

Joint physical verification with CDPOs / officials of the project was carried out in 104 AWCs under test-checked projects in which 76 (73 per cent) were found closed. The presence of children ranged from 0 to 35 in 27 AWCs. Only in one centre, 40 children were found present (*Appendix-XXX*).



Closed Anganwadi Centre at Bangra Panchayat, Samastipur Date: 13-04-2007 at 10.09 AM



Closed Anganwadi Centre at Pipra (West) under Manjha Project, Gopalganj Date :17-05-2007 at 10.:21 AM

Principal Secretary to Government stated (October 2007) that the action will be taken against erring Anganwadi workers.

### **3.2.18 Follow up action on Audit Report**

Performance of the scheme during 1992-99 was reviewed and featured in para 3.5 of the Report of Comptroller and Auditor General of India for the year ended March 1999 NO 2 (Civil). The Public Accounts Committee in its Report number 387 observed that recommendations on the reports may be kept pending as points raised were pending in the Hon'ble Supreme Court. Deficiencies pointed out in the earlier Audit Report relating to cash management, SNP, provision of health and referral services, infrastructure, shortage of manpower persisted during 2002-07 as detailed in *Appendix-XXXI*.

### **3.2.19 Conclusion**

The ICDS scheme being implemented in the State failed to achieve the objectives of providing basic services envisaged in the scheme like supplementary nutrition, health check up, pre-school education to children and care to expectant and nursing mothers. Planning was deficient and Directorate did not have basic statistical information required for planning. Coverage of target population was much below the norms in AWCs. The infrastructure in terms of AWCs buildings was inadequate and large number of AWCs were functioning in huts as well as in open space. Distribution of nutrients under SNP was insufficient and there were no authenticated records of distribution of take home ration. Nutri candies supplied to AWCs were of substandard quality. Seventy three *per cent* AWCs visited were found closed. Coordination between Social Welfare Department and Health and Family Welfare was lacking as ANMs were not visiting AWCs on every Wednesday. Medicine kits as well as health services were not being provided in most of the AWCs.

### **Recommendations**

- Budget should be based on actual requirements to avoid savings.
- Basic infrastructure facilities including buildings, water supply, toilets and pre-school kits should be provided to all AWCs for delivery of quality services.
- Prescribed rate of food grain should be revised upwards in line with market rate / consumer price index. Suitable control mechanism may be devised to ensure quality of nutrients.
- Steps should be taken to ensure visit of ANM weekly at every AWCs for immunisation and health check up.

Vacancies at the level of CDPOs, Lady Supervisors and Statistical Assistants should be filled up on a priority basis.

- The monitoring and inspection should be made effective as per guide lines.

The above points were pointed out to the Government (September 2007); their reply had not been received (October 2007).