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BUDGET BRIEFS

ICDS, GOI 2014-15

Launched in 1975, the Integrated Child Development Services (ICDS) is one of the world's largest programmes for early child development. The primary objective of the scheme is to improve the nutritional and health status of children aged 0-6 years and pregnant and nursing women. In 2005, the scheme was universalised following a Supreme Court order.

Cost Share: ICDS is a Centrally-Sponsored Scheme implemented by state governments and union territories. Until FY 2005-06, the Government of India (GOI) provided **100%** financial assistance for inputs other than supplementary nutrition (SNP). The funding pattern was modified in FY 2009-10. SNP is now funded through a **50:50** ratio except for North-Eastern states which have a **90:10** ratio. For all other components, GOI provides **90%** of the budget.

Complete data on state share for ICDS is not publicly available.

Highlights

1.	GOI allocation for Women and Child Development in Financial Year (FY) 2014-15 (in crores)	₹21,194
2.	GOI allocation for ICDS in FY 2014-15 (in crores)	₹18,691

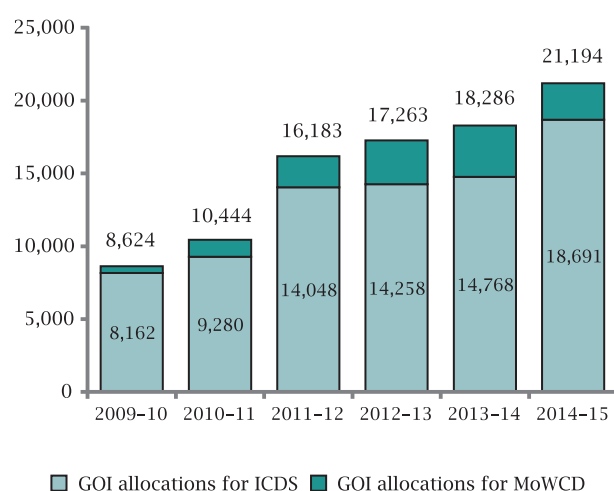
Summary and Analysis

1. The Twelfth Five Year Plan (FYP) has allocated **₹1,23,580** crores to ICDS – a **3-fold** increase from the previous FYP.
2. Release of funds by GOI has improved over the years. In FY 2009-10, **54%** of GOI allocations were released. This improved to **69%** in FY 2012-13.
3. The number of operational Anganwadi Centres (AWCs) has increased by **28%** between FY 2009-10 and FY 2013-14 (till December). However, the number of beneficiaries per AWC continues to be high. As of December 2013, one functioning AWC provided supplementary nutrition to **68** children. The number of children per AWC was the highest in Bihar and Uttar Pradesh, with one AWC feeding **194** and **108** children, respectively.
4. Vacancy rates for Anganwadi Workers (AWW) and Anganwadi Helpers (AWH) have improved. As of December 2013, only **8%** of posts were vacant.
5. A significant number of administrative staff positions remain vacant. As of December 2013, **36%** of Child Development Project Officer/Assistant Child Development Project Officer posts and **37%** of Supervisor posts were vacant across India.
6. As of December 2013, **28%** of ICDS beneficiaries (children) in India were malnourished. This is an improvement from FY 2009-10, when **37%** were reported malnourished.

Trends in GOI Allocations and Releases

- The Integrated Child Development Services (ICDS) is designed to provide basic education and health services to children below 6 years of age and to pregnant and lactating mothers. These objectives are achieved through a package of 6 services comprising: a) supplementary nutrition (SNP); b) provision of non-formal pre-school education (PSE); c) nutrition and health education; d) immunisations; e) health check-ups; and, f) referral services.
- While PSE, nutrition, and health education are financed through the ICDS (general) component, the SNP is a separate entity under ICDS.
- Allocations:** Allocations for the Ministry of Women and Child Development (MoWCD) have increased over 2-fold in the last six years from ₹8,624 crores in FY 2009-10 to ₹21,194 crores in FY 2014-15.

Over 2-fold increase in allocations to MoWCD.

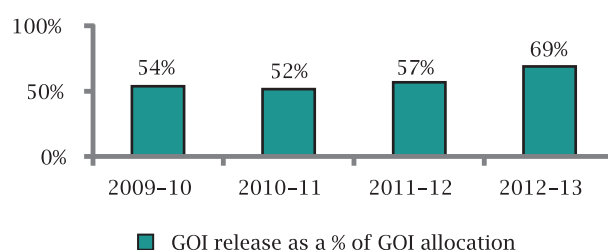


Source: MoWCD, Annual Report for FY 2009-10 to FY 2011-12. Available online at: http://wcd.nic.in/publication/AR201213_english.pdf and India Expenditure Budget Vol 2 for FY 2012-13 to FY 2014-15. Available online at: www.indiabudget.nic.in

Note: All figures are in crores of rupees and are revised estimates except for FY 2014-15 which are budget estimates.

- ICDS is the largest programme run by the MoWCD. In FY 2009-10, ₹8,162 crores were allocated for ICDS. This constituted 95 percent of the MoWCD budget.
- In FY 2014-15, ICDS allocations stand at ₹18,691 crores – a 27 percent increase over FY 2013-14. Currently, ICDS comprises 88 percent of total MoWCD budget.
- In 2012, the Twelfth Five Year Plan (FYP) approved the strengthening and restructuring of the ICDS scheme. During this period, ₹1,23,580 crores has been allocated to the scheme. This is a 3-fold increase from the Eleventh FYP.
- Fund Release:** Overall, fund release has been slow, although there have been some improvements. In FY 2009-10, 54 percent of allocations earmarked by GOI for ICDS were released. In FY 2012-13, fund release by GOI improved to 69 percent.

69% of GOI allocations were released in FY 2012-13; up from 57% in FY 2011-12.



Source: Press Information Bureau. Available online at: <http://pib.nic.in/archieve/others/2013/mar/d2013030102.pdf> for releases till FY 2010-11 and Lok Sabha Questions, *Consolidated Statement Indicating State-Wise Position Of Funds Released Under ICDS Scheme*, question number 430, answered on 06.12.2013. Available online at: http://164.100.47.132/Annexure_New/lsg15/15/au430.htm for releases in FY 2011-12 and FY 2012-13.

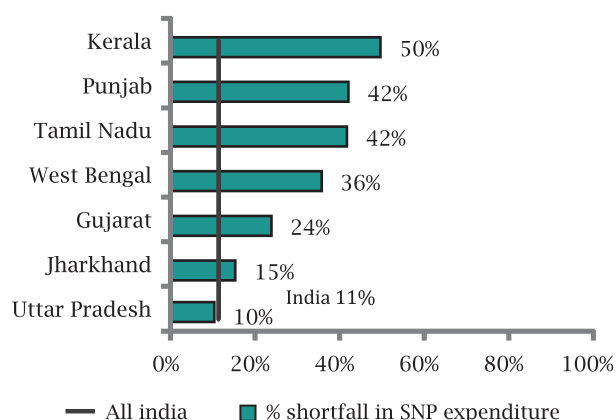
Note: GOI release for FY 2013-14 is only until November 28 2013.

- The timing of actual releases is slow. For example, for FY 2013-14, only 46 percent of allocations had been released more than half way through the financial year.
- Data on individual state releases to ICDS is not publicly available. Thus, analysis of

state-wise allocations and releases as a proportion of allocations could not be undertaken.

- **Expenditure Performance:** During the Eleventh FYP (2007-12) the ICDS had incurred an expenditure of ₹43,825 crores. This expenditure accounted for 99 percent of the total approved allocations.
- According to GOI norms, SNP is to be provided for 300 days at the rate of ₹4 per day for children and ₹5 per day for pregnant and lactating mothers. Severely malnourished children are allocated ₹6 per day. In order to estimate whether expenditure was in accordance with these norms, we have compared the total amount required with the total amount actually spent. The analysis has been limited to SNP as it provides clear norms on the amount to be spent per day per beneficiary.
- To get the most accurate figures, the state-wise proportion of ICDS beneficiaries (children in the age group 0-6 who are severely malnourished, children in the age group 0-6 with normal weight and pregnant and lactating mothers) was multiplied by their corresponding unit costs. These figures were then calculated for the year using the norm of 300 days a year.
- Comparisons have been made between the estimated SNP expenditure and the actual expenditure for FY 2011-12 (the latest year for which state-wise SNP data was available).
- On average, there was an 11 percent shortfall in SNP expenditure at the national level.

Kerala spent 50% less on SNP than the estimated requirement.



Source: Lok Sabha Questions, *Consolidated Statement indicating State-Wise Position Of Funds Released Under ICDS Scheme*, question number 430, answered on 06.12.2013. Available online at: http://164.100.47.132/Annexure_New/lsq15/15/au430.htm

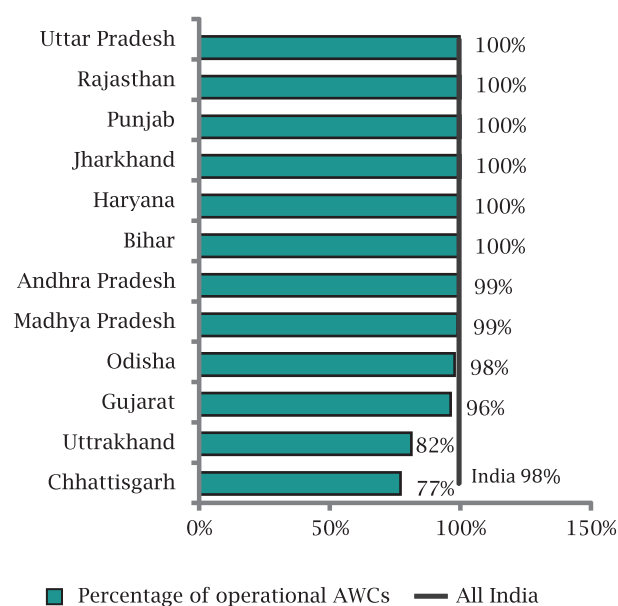
Note: GOI expenditure for FY 2013-14 is only until October 2013.

- This shortfall was the highest in Kerala at 50 percent, followed by Punjab and Tamil Nadu at 42 percent.
- There were also cases where states have spent more than the estimated amounts. For instance, Andhra Pradesh spent 22 percent more than the estimated requirement, Bihar spent 23 percent and Maharashtra spent 18 percent more than the estimated requirement.

Anganwadi Centres

- The Anganwadi Centre (AWC) is the first point of service delivery for health, nutrition and early learning for children.
- There has been a significant increase in the percentage of operational AWCs. Between FY 2009-10 and December 2013, there was a 28 percent increase in the number of AWCs operating in India. In absolute terms, operational AWCs have gone up from 10.4 lakh to 13.4 lakh. Correspondingly, on average in India, 98 percent of the sanctioned AWCs were operational by December 2013.

98% sanctioned AWCs operational by December 2013.

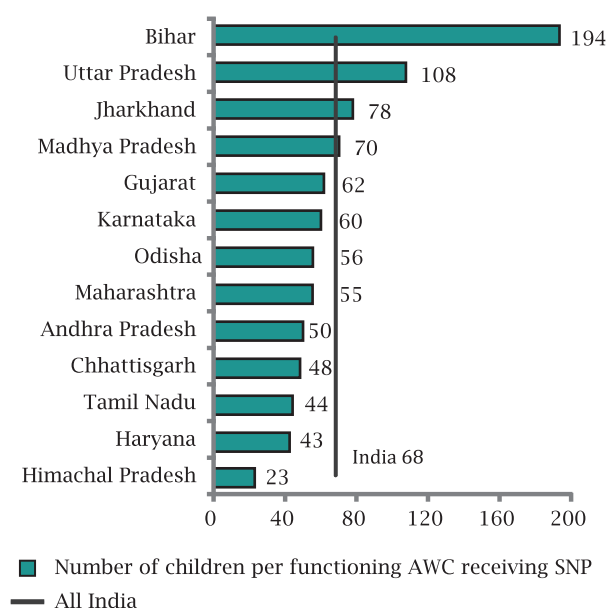


Source: ICDS Data Tables, Status of ICDS Scheme as on 31-12-2013 (Physical Progress). Available online at: <http://wcd.nic.in/icds/icdsimg/QPR1213FORWEBSITE.pdf>

Note: Data is as of December 2013.

- According to GOI norms, there should be **1 AWC** for every **800** people, with a minimum requirement of **400** people. To assess how ICDS is performing against this norm, we divided the total number of operational AWCs in India (in FY 2011-12) by the total population (from the Census 2011 figures). On average, in India, there was **1 AWC** for every **959** people.
- Under the SNP, beneficiaries are given hot meals along with take home ration. For children the amount of ration and food depends on their malnourishment levels.
- Pre School Education (PSE) focuses on equipping children with some basic learning skills through toys, interactive games and activities.
- In terms of the number of child beneficiaries, on average, **1** functioning AWC provides SNP to **68** children and PSE to **29** children.

State-wise number of children per functioning AWC under SNP.



Source: ICDS Data Tables, Status of ICDS Scheme as on 31-12-2013 (Physical Progress). Available online at: <http://wcd.nic.in/icds/icdsimg/QPR1213FORWEBSITE.pdf>

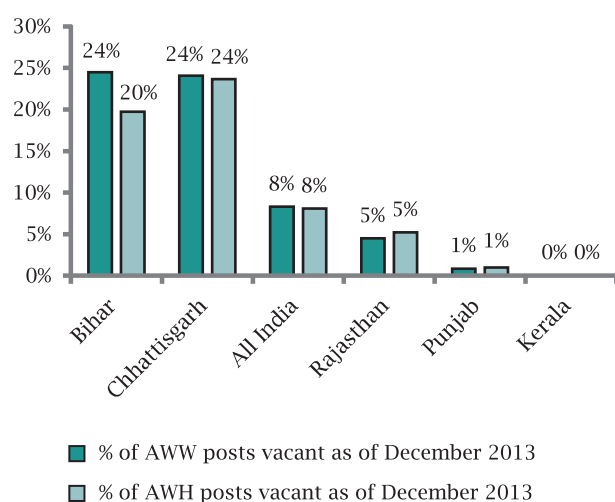
Note: Data is as of December 2013.

- AWCs in Uttar Pradesh and Bihar cater to over **100** children. In Bihar on average **1** service providing AWC caters to **194** children. In contrast, each AWC in Himachal Pradesh services **23** beneficiaries.
- Under PSE, the number of children per functioning AWC is the highest for Bihar at **53** children. Himachal Pradesh, on the other hand, has one AWC providing PSE to **8** children.
- The quality of infrastructure is a cause for concern. As of 31st December 2012, **84** percent of AWCs were functioning out of pucca buildings. Moreover, **29** percent did not have a drinking water facility and **50** percent did not have a toilet. In order to improve existing infrastructure, in 2013, GOI has made a provision for maintenance funds for existing AWCs. Expenditure for this is shared between GOI and states in a **75:25** ratio.

Human Resources

- Key officials managing the ICDS are the Anganwadi workers (AWWs), Anganwadi helpers (AWHs), Supervisors, Child Development Project Officers (CDPOs), and District Programme Officers (DPOs).
- Anganwadi Workers and Helpers:** AWWs and the AWHs are local women volunteers responsible for the implementation of the programme.
- Between 2012 and 2013, the number of sanctioned AWWs had increased by only 1 percent or around 19,000 positions. However, a substantial number of vacancies were filled during this time. As of December 2013, on average, vacancy rates stood at 8 percent for both AWWs and AWHs.

8% posts of AWWs and AWHs are vacant.



Source: ICDS Data Tables, *Status of ICDS Scheme as on 31-12-2013 (Physical Progress)*. Available online at: <http://wcd.nic.in/icds/icdsimg/QPR1213FORWEBSITE.pdf>

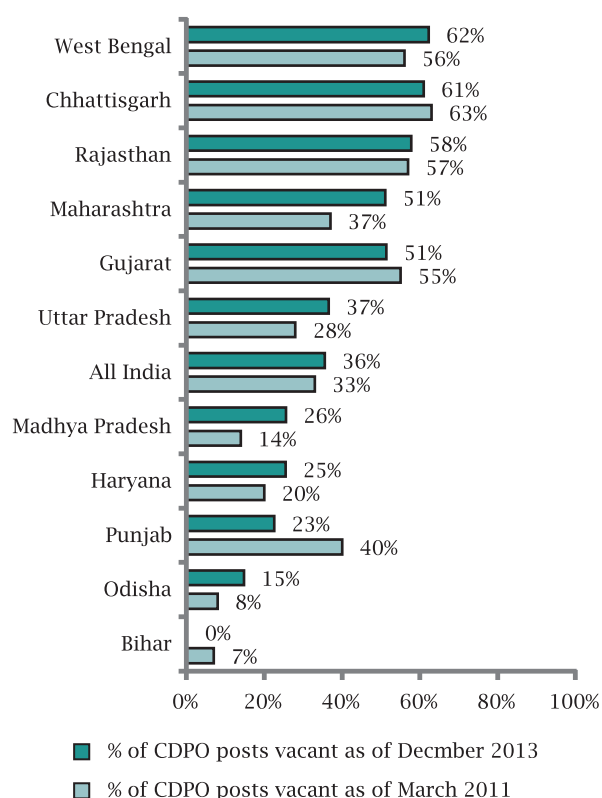
Note: Data is as of December 2013.

- There are state level variations for vacancy rates of AWWs and AWHs. Kerala has a 0 percent vacancy rate while the vacancy rate in states like Bihar and Chhattisgarh is three times the national average at 24 percent.

Administrative Staff

- At the block level, all projects are implemented (or managed) under the supervision of a CDPO. The CDPO is in charge of supervising the work of the AWWs and ensuring logistical and coordination support with the health department, amongst others.
- CDPOs:** The vacancy amongst CDPO posts is high. As of December 2013, on average 36 percent of the CDPO posts were vacant. This is 3 percentage points worse than in FY 2011-12 when 33 percent of the posts were vacant.

36% of posts for CDPOs were vacant as of March 2013, up from 33% in March 2011.



Source: ICDS Data Tables, *Status of ICDS Scheme as on 31-12-2013 (Physical Progress)*. Available online at: <http://wcd.nic.in/icds/icdsimg/QPR1213FORWEBSITE.pdf>

Note: Data is as of December 2013.

- There is no uniformity across states in CDPO vacancies. In FY 2011-12, West Bengal had a vacancy rate of 56 percent. This increased to 62 percent in December 2013. In contrast, Bihar has made significant progress filling all its vacancies by FY 2013-14.
- **Supervisors:** In addition to the CDPO there are Supervisors to monitor the AWC functioning.
- Vacancy rates for Supervisors are similar to CDPO vacancy rates. The national vacancy average is 37 percent. Supervisor vacancies are particularly high for states such as Himachal Pradesh at 57 percent, Haryana at 56 percent and Bihar and Jharkhand at 51 percent, respectively.
- GOI norms mandate that there should be one Supervisor for every 25 AWC. For some states, there is a shortfall even in the number of sanctioned Supervisor posts against this prescribed norm. Madhya Pradesh needs to sanction 422 new Supervisor posts in order to adhere to the national norm. Similarly, 348 additional posts in Tamil Nadu, 249 in Jharkhand and 154 in Bihar need to be created.

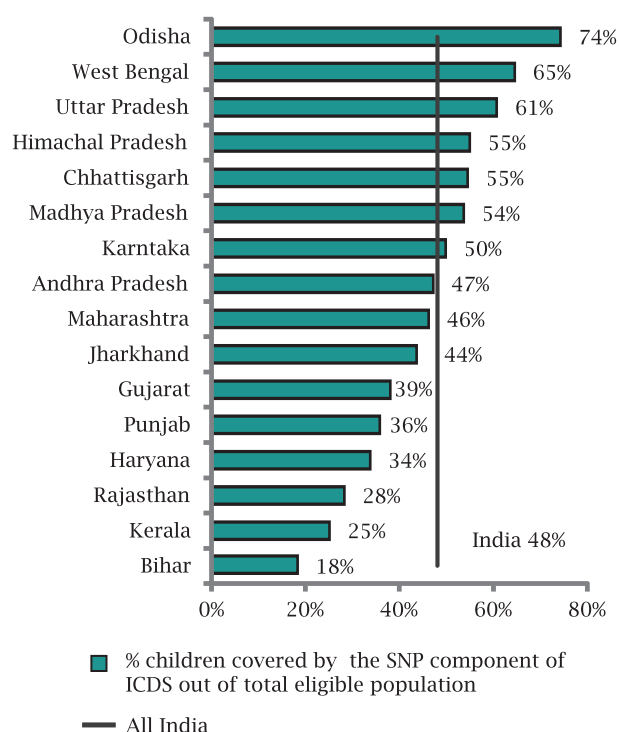
Service Provision and Coverage of Beneficiaries

- **PSE:** Nationally, between FY 2011-12 and December 2013, the number of beneficiaries for PSE has declined. Bihar and Madhya Pradesh are the exceptions. These states had a 23 percent, and 18 percent rise in the number of beneficiaries.
- **SNP:** Overall, the number of children between the ages of 0-6 under SNP has increased by 7 percent at the national level between FY 2011-12 and December 2013.
- There are considerable differences between states. Bihar has seen the most significant

increase with the number of beneficiaries for SNP increasing by 214 percent. Punjab, Rajasthan and Maharashtra had seen a decline in the number of SNP beneficiaries by 21 percent, 5 percent and 3 percent, respectively.

- There are, however, significant gaps in coverage when compared with the total eligible child population.
- As of March 2012, the SNP component of ICDS had targeted only 48 percent of the total eligible population in rural India.

74% of eligible beneficiaries for SNP covered in Odisha; in Bihar the coverage was only 18%.



Source: ICDS Data Tables, *Status of ICDS Scheme as on 31-12-2013 (Physical Progress)*. Available online at: <http://wcd.nic.in/icds/icdsimg/QPR1213FORWEBSITE.pdf>

Note: Data is as on December 2013.

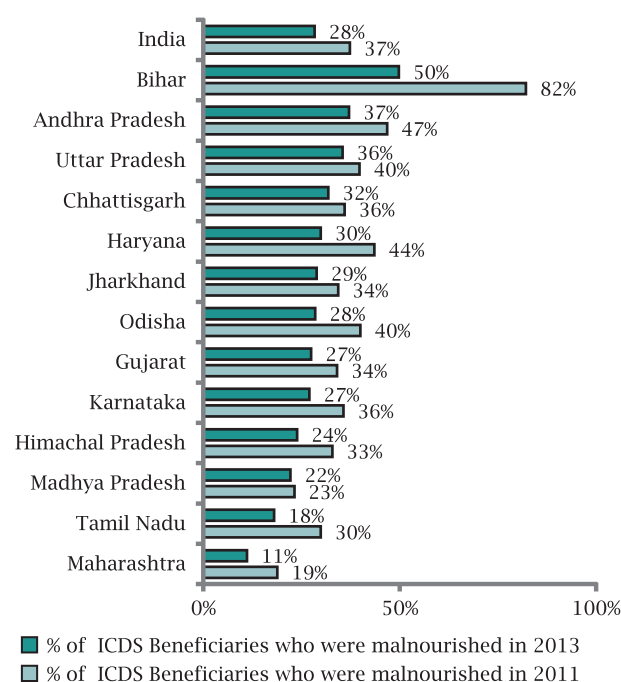
- States such as West Bengal and Odisha had a beneficiary coverage of over 60 percent which is significantly above the national average of 48 percent.

- Bihar, Kerala and Rajasthan with a beneficiary coverage of 18 percent, 25 percent and 28 percent, respectively, have a long way to go in order to achieve universalisation.

Outcomes

- The primary objective of the ICDS scheme is to reduce the nutrition gap among the most vulnerable groups of society with-children between 0 and 6 years of age and pregnant and lactating mothers.
- According to official ICDS data, between FY 2011-12 and December 2013 the malnutrition levels for ICDS beneficiaries dropped by 9 percentage points from 37 percent to 28 percent.

Improvement in malnutrition levels by 9 percentage points between 2011 and 2013.



Source: ICDS Data Tables, *Status of ICDS Scheme as on 31-12-2013 (Physical Progress)*. Available online at: <http://wcd.nic.in/icds/icdsimg/QPR1213FORWEBSITE.pdf>

Note: Data is as on December 2013.

- Bihar had the highest rates of malnourishment at 82 percent in 2011. By December 2013, malnutrition rates had dropped to less than 50 percent. This drop is even more significant when one notes that the number of beneficiaries have gone up by 214 percent for the state in the same period.
- Similarly for Andhra Pradesh, malnourishment rates fell from 47 percent to 37 percent. Despite this fall, the states malnourishment level is above the national average.
- There are two broad ways to categorise malnutrition under ICDS. These are: a) moderately malnourished and b) severely malnourished. As of December 2013, 94 percent of the ICDS beneficiaries were identified as moderately malnourished and 6 percent as severely malnourished. Rates of severely malnourished children were amongst the highest in Bihar at 26 percent. Maharashtra and Chhattisgarh too had a significant 14 percent and 12 percent of children identified as severely malnourished, respectively.
- Malnutrition numbers reported by ICDS however are much lower than data from 4th round of the District Level Health Survey (DLHS-4). For instance, while ICDS reported 19 percent of ICDS beneficiaries in Maharashtra as malnourished as of March 2012, according to DLHS provisional figures in 2012, 39 percent of children in Maharashtra were found to be underweight.

This section offers some practical leads to accessing detailed information on the Union Government's Integrated Child Development Programme. However, reader patience and persistence is advised as a lot of this information tends to be dense and hidden amongst reams of data.

Data Sources	Useful Tips
Union Budget, Expenditure Vol. 2 www.indiabudget.nic.in <i>last accessed on 10th July 2014</i>	This volume provides total ministry-wise and department-wise allocations as well as disaggregated data according to sectors and schemes from 1998-99. The data has both revised and budget estimates and should be calculated according to the Major-Head and Sub Major-Head. For Integrated Child Development Services, the head is 2235.
Ministry of Women and Child Development, Integrated Child Development Services http://wcd.nic.in/icdsdatatables.htm <i>last accessed on 4th July 2014</i>	Has physical, human, and financial data from 2005-06 till 2013-14. Data for nutritional status of children is also available here. For financial information, data does not include state share for allocation and release.
Lok Sabha Questions : http://164.100.47.132/Annexure_New/lsq15/15/au430.htm <i>last accessed on 4th July 2014</i>	Has state-wise data on releases and expenditure in ICDS upto December 2013. Data for number of beneficiaries under SNP is also available.
Ministry of Women and Child Development, Annual Reports http://wcd.nic.in/publications.htm <i>last accessed on 4th July 2014</i>	Annual reports are available from FY 2001-02 to FY 2012-13. Reports include data on allocations, release, expenditure as well as number of AWCs and beneficiaries. The report also gives information on facilities available at the AWC and training information.
Planning Commission, Programme Evaluation Studies, Evaluation Report on Integrated Child Development Services, March 2011. http://planningcommission.nic.in/reports/peoreport/peoevalu/peo_icds_v1.pdf <i>last accessed on 4th July 2014</i>	A comprehensive evaluation of the ICDS scheme including household interviews, survey of AWCs etc,
Office of the Registrar General & Census Commissioner, India. Provisional Population Totals 2011. http://www.censusindia.gov.in/2011-prov-results/PPT_2.html , <i>last accessed on 4th July 2014</i>	Has information on the total population in 2011 divided by residence, sex, and age.

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