

ACCOUNTABILITY INITIATIVE

research and innovation for governance accountability

BUDGET BRIEFS

ICDS, GOI, 2013-14

The Integrated Child Development Services (ICDS) was launched in 1975 in 33 blocks of the country. The scheme was universalized in 2005 following a Supreme Court order.

Using government data, this brief reports on ICDS performance along the following parameters:-

- Trends in budgetary allocations and expenditures
- Trends in number of anganwadi centres opened
- Human resource capacity
- Coverage of the scheme in terms of eligible beneficiaries, and
- Outcomes (percentage of malnourished children)

Cost share: ICDS is a Centrally-Sponsored Scheme implemented by state governments/union territories. Until FY 2005-06, the Government of India (GOI) provided 100% financial assistance for inputs other than supplementary nutrition, which was funded entirely through state budgets. In FY 2009-10, GOI modified the ICDS funding pattern. Supplementary nutrition is now funded through a 50:50 ratio. North-Eastern states 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 through GOI sources.

Highlights

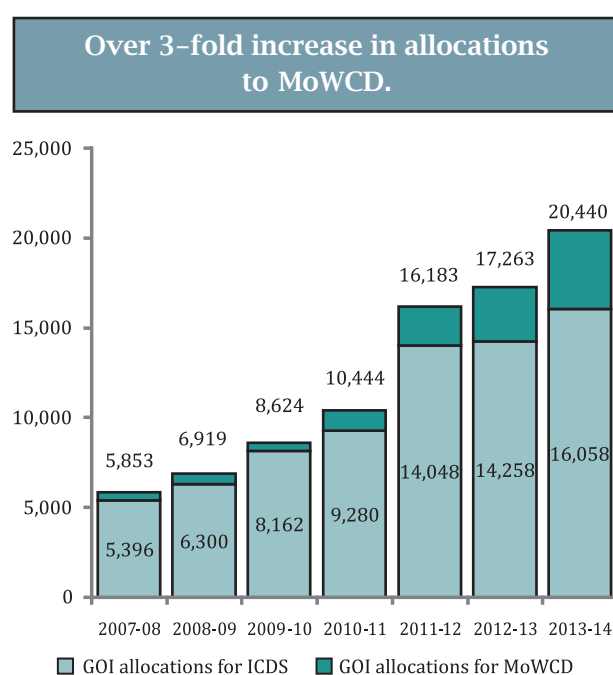
1.	GOI allocations for Women and Child Development in FY 2013-14 (in crores)	₹20,440
2.	Allocations for ICDS in FY 2013-14 (in crores)	₹16,058

Summary and Analysis

- Allocations for the Ministry of Women and Child Development (MoWCD) have increased over 3-fold from ₹5,853 crores in FY 2007-08 to ₹20,440 crores in FY 2013-14.
- GOI allocations for ICDS have increased nearly 3-fold from ₹5,396 crores in FY 2007-08 to ₹16,058 crores in FY 2013-14.
- Since FY 2007-08, there has been a 29 percent increase in the number of Anganwadi Centres (AWCs) operating in India, from 10.13 lakh to 13.05 lakh in FY 2012-13.
- Most existing AWCs lack basic infrastructure. In FY 2011-12 57 percent of the AWCs had drinking water facilities within the premises, 47 percent had toilet facilities and only 25 percent had a separate kitchen.
- A significant number of administrative staff positions for ICDS have not been filled. As of March 2012, 39 percent of supervisor posts and 33 percent of Child Development Project Officer/Assistant Child Development Project Officer posts were vacant across India.
- Coverage of ICDS fell short of its target population in FY 2011-12 by at least 33 percent in rural India.
- As of March 2012, on average, 37 percent of children under the ICDS programme suffered from various degrees of malnutrition ranging from mild to severe compared with 49 percent in February 2008.

Trends in GOI Allocations and Expenditures

- **Allocations:** Allocations for the Ministry of Women and Child Development (MoWCD) have increased over 3-fold from ₹5,853 crores in FY 2007-08 to ₹20,440 crores in FY 2013-14.
- Launched in 1975, the Integrated Child Development Services (ICDS) is the largest programme run by the MoWCD, accounting for 79 percent of its total budget. In FY 2013-14, ₹16,058 crores was allocated to ICDS.



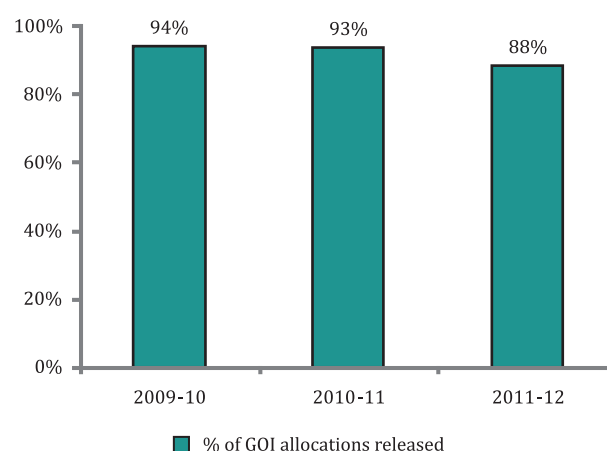
Source: Ministry of Women and Child Development, Annual Report 2010-11. Available online at: <http://wcd.nic.in/publication/ar201011e.pdf> and www.indiabudget.nic.in

Note: All figures are in crores of rupee. All figures are revised estimates except for FY 2013-14.

- ICDS is designed to provide basic education and health services to children below 6 years of age as well as to pregnant and lactating mothers. These objectives are achieved through a package of services comprising of a) supplementary nutrition, b) provision of non-formal pre-school education, and c) nutrition and health education.

- While pre-school education, nutrition and health education are provided through the ICDS (general), the Supplementary Nutrition Programme (SNP) is a separate component under the ICDS.
- GOI releases allocations separately for both ICDS general and SNP. In FY 2011-12, GOI released 88 percent of allocations for both programmes, down from 93 percent the previous year.

88% of GOI allocations were released in FY 2011-12.



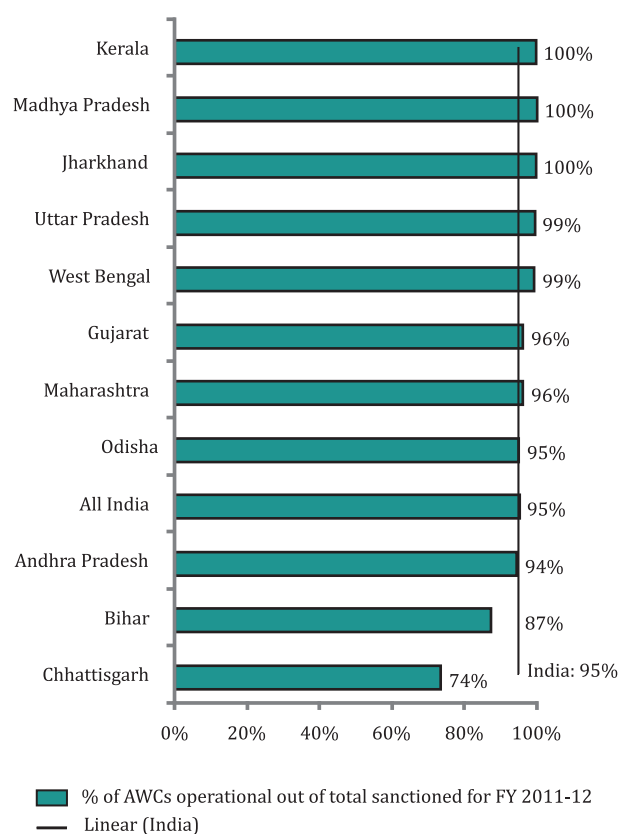
Source: Press Information Bureau, Details of Funds Released for ICDS, 17th May 2012. Available online at: www.pib.nic.in

- **Expenditure performance:** Total expenditure under ICDS (including state share) has increased nearly 3-fold from ₹5,256 crores in FY 2007-08 to ₹13,782 crores in FY 2011-12.
- Data on individual state contributions to ICDS and SNP is not publicly available through GOI sources. Hence, analysis of spending out of total funds available could not be undertaken.

Anganwadi Centre

- The Anganwadi Centre (AWC) is the main unit of service delivery under the ICDS scheme. According to GOI norms, there should be 1 AWC for 800 people, with a minimum requirement of 400.
- Since FY 2007-08, there has been a 29 percent increase in the number of AWCs operating in India, from 10.13 lakh to 13.05 lakh in FY 2012-13.
- However, the number of AWCs opened continues to be lower than the annual targets or sanctioned AWCs. In FY 2011-12, on average, 95 percent of sanctioned AWCs were opened.

State-wise variation in the availability of ICDS centres.



Source: ICDS Data Tables, State-wise details of Projects, AWCs, Beneficiaries, Vacancy Positions, and Nutrition Status of Children as on 31.03.2012. Available online at: <http://wcd.nic.in/icdsimg/ICDS-March%202012.pdf>

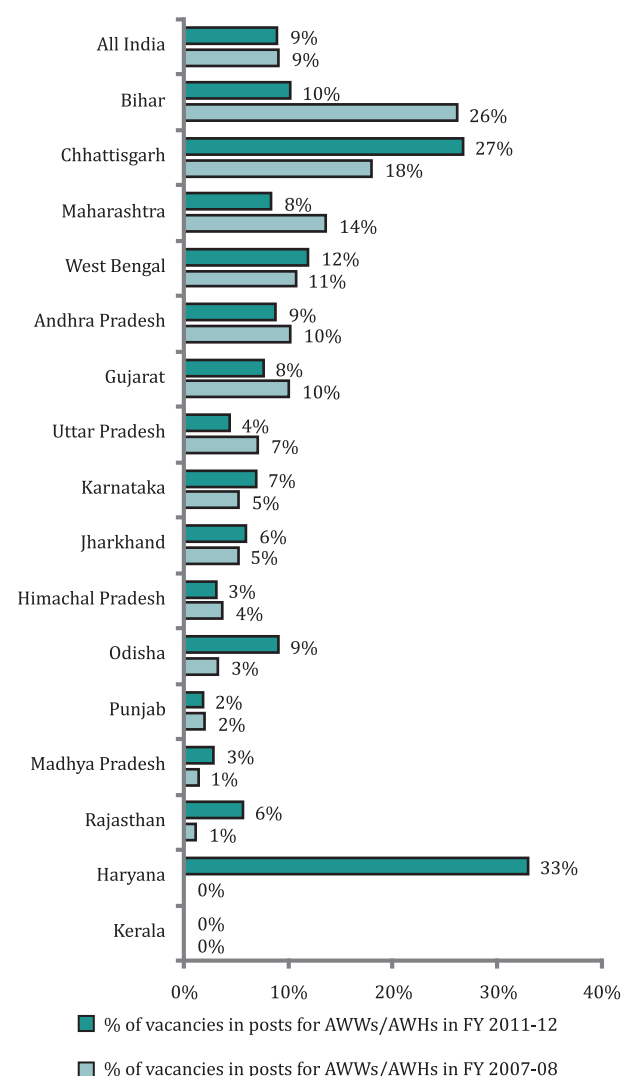
- Kerala, Madhya Pradesh and Jharkhand had opened 100 percent of the sanctioned AWCs in FY 2011-12.
- In contrast, Bihar and Chhattisgarh did not meet their targets for the year. Only 87 percent of sanctioned AWCs in Bihar and 74 percent in Chhattisgarh had been opened in FY 2011-12.
- Most existing AWCs lack basic infrastructure. 57 percent of the AWCs had drinking water facilities within the premises, 47 percent had toilet facilities, and 25 percent had a separate kitchen.

Anganwadi Workers

- The ICDS team comprises Anganwadi workers (AWWs), Anganwadi helpers (AWHs), Supervisors, Child Development Project Officers (CDPOs) and District Programme Officers (DPOs).
- AWWs and AWHs are women volunteers selected from the local community. They play a pivotal role in the functioning of the ICDS programme. Their responsibilities include: identifying ICDS beneficiaries, mobilizing community participation, organizing supplementary nutrition feeding for children and nursing mothers, and providing non-formal pre-school activities.
- The total number of sanctioned posts for AWWs has increased from 10.6 lakh in FY 2007-08 to 13.7 lakh in FY 2011-12. However, many of these posts remain vacant.
- As of March 2012, on average, there was a 9 percent vacancy in the number of posts for AWWs and AWHs in India. Here too, there are inter-state differences.
- As of February 2008, Haryana had no vacant posts for AWW/AWH. However, in FY 2011-12, vacancies increased to 33 percent.

- Similarly, vacancies in Chhattisgarh increased from 18 percent in FY 2008-09 to 27 percent in FY 2011-12.

% of vacant AWW/AWH posts in FY 2007-08 and FY 2011-12.

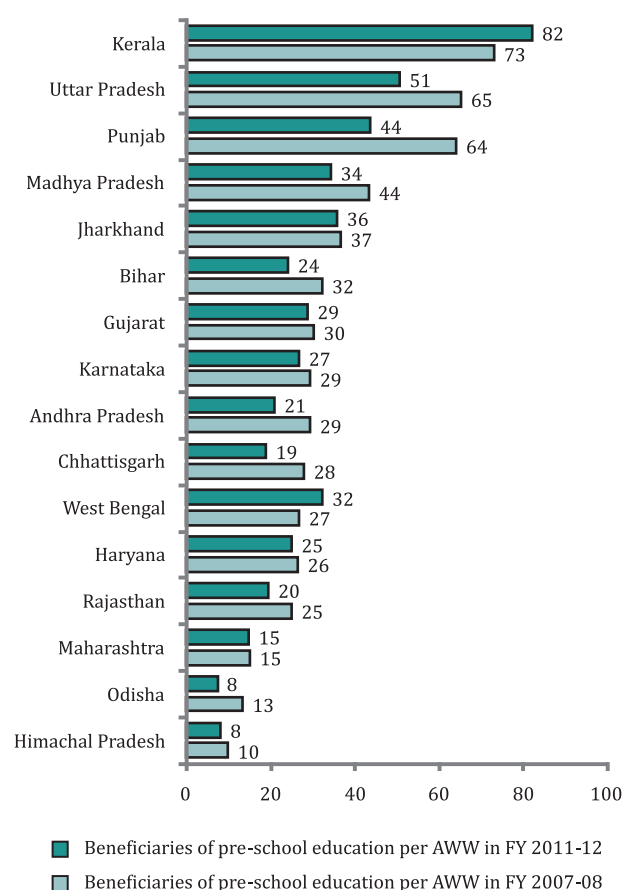


Source: ICDS Data Tables, State-wise details of Projects, AWCs, Beneficiaries, Vacancy Positions, and Nutrition Status of Children as on 31.03.2012. Available online at: <http://wcd.nic.in/icdsimg/ICDS-March%202012.pdf> and Beneficiaries for Supplementary Nutrition and Pre-School Education as on 29.02.2008. Available online at: <http://wcd.nic.in/icdsimg/ICDS-Bene-snp-pse-0208-page%202.htm>

Note: Figures for FY 2007-08 are up to 28th February 2008.

- AWWs are expected to provide pre-school education to children between the ages of 3 and 6 years.
- Across India, there were 29 children per AWW in FY 2011-12, down from 34 in FY 2007-08. There are however, wide variations amongst states.

Beneficiaries of pre-school education per AWW in FY 2007-08 and 2011-12.



Source: ICDS Data Tables, State-wise details of Projects, AWCs, Beneficiaries, Vacancy Positions, and Nutrition Status of Children as on 31.03.2012. Available online at: <http://wcd.nic.in/icdsimg/ICDS-March%202012.pdf> and Beneficiaries for Supplementary Nutrition and Pre-School Education as on 29.02.2008. Available online at: <http://wcd.nic.in/icdsimg/ICDS-Bene-snp-pse-0208-page%202.htm>

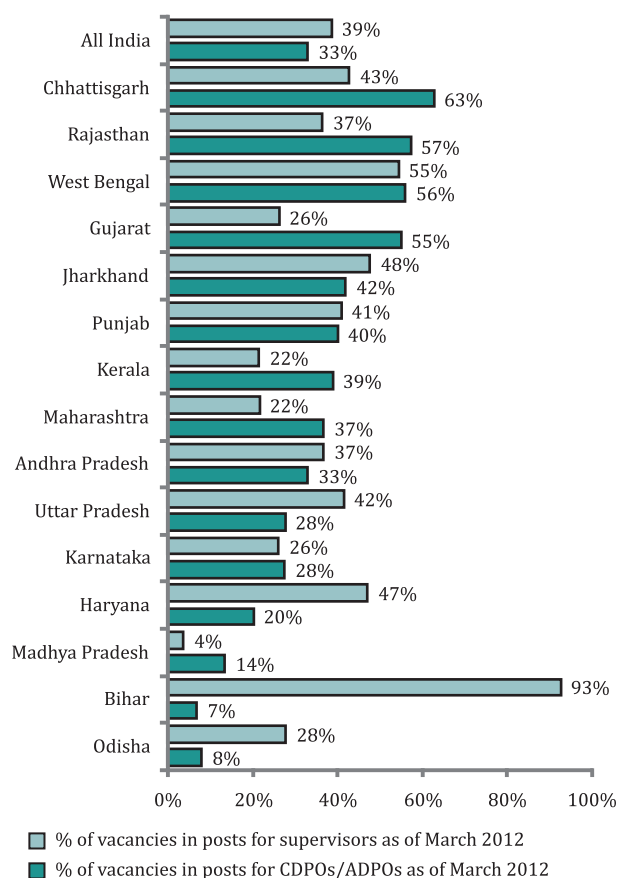
Note: Figures for FY 2007-08 are up to 28th February 2008.

- Himachal Pradesh, Odisha and Maharashtra have fewer children per AWW than most states in India.
- Kerala had a high density of AWWs at 73 pre-school beneficiaries per AWW in February 2008. This increased to 82 beneficiaries per AWW in March 2012.
- Punjab has made significant progress. In February 2008, there was one AWW for 64 children. This improved to 44 children per AWW by March 2012.

Administrative Staff

- A significant number of administrative staff positions have not been filled. At the block level, the Child Development Project Officer (CDPO) is in-charge of running the ICDS project. In addition, there are supervisors to monitor AWC functioning. GOI norms stipulate that there should be 1 supervisor for 25 AWCs.
- As of March 2012, 39 percent of supervisor posts and 33 percent of CDPO/ACDPO posts were vacant across India.
- Chhattisgarh, Rajasthan, and West Bengal had a high vacancy rate for both CDPO/ACDPO and supervisor posts.
- Bihar had a 93 percent shortfall in supervisor positions. However it did better in terms of CDPO/ACDPO posts, with only a 7 percent shortfall. Odisha had a 28 percent vacancy in supervisor posts though only an 8 percent vacancy in CDPOs/ACDPOs.

State-wise % of vacancies in supervisor and CDPO/ACDPO posts as on March 2012.



Source: ICDS Data Tables, State-wise details of Projects, AWCs, Beneficiaries, Vacancy Positions, and Nutrition Status of Children as on 31.03.2012. Available online at: <http://wcd.nic.in/icdsing/ICDS-March%202012.pdf>

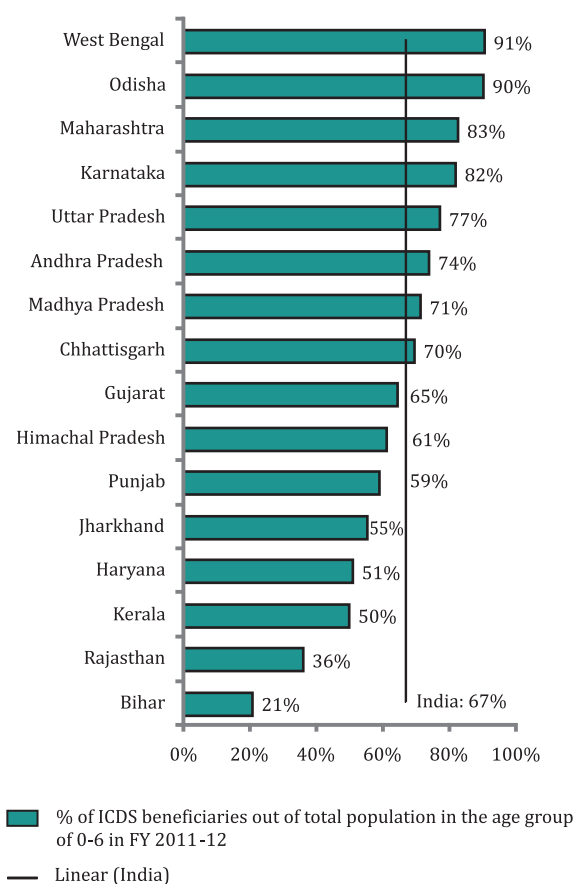
Coverage and Performance

- The provision of supplementary nutrition is an essential objective of the ICDS scheme. To assess coverage of the scheme it is important to determine the number of beneficiaries of the SNP programme as a proportion of the total eligible population

of 0–6 years of age. Rural population constitutes the bulk of ICDS beneficiaries. Therefore, this analysis is limited to the rural population. The numbers are thus an overestimation of the actual coverage.

- As of March 2012, ICDS had targeted 67 percent of the total eligible population in rural India.

State-wise % of ICDS beneficiaries from 0–6 years in FY 2011–12.



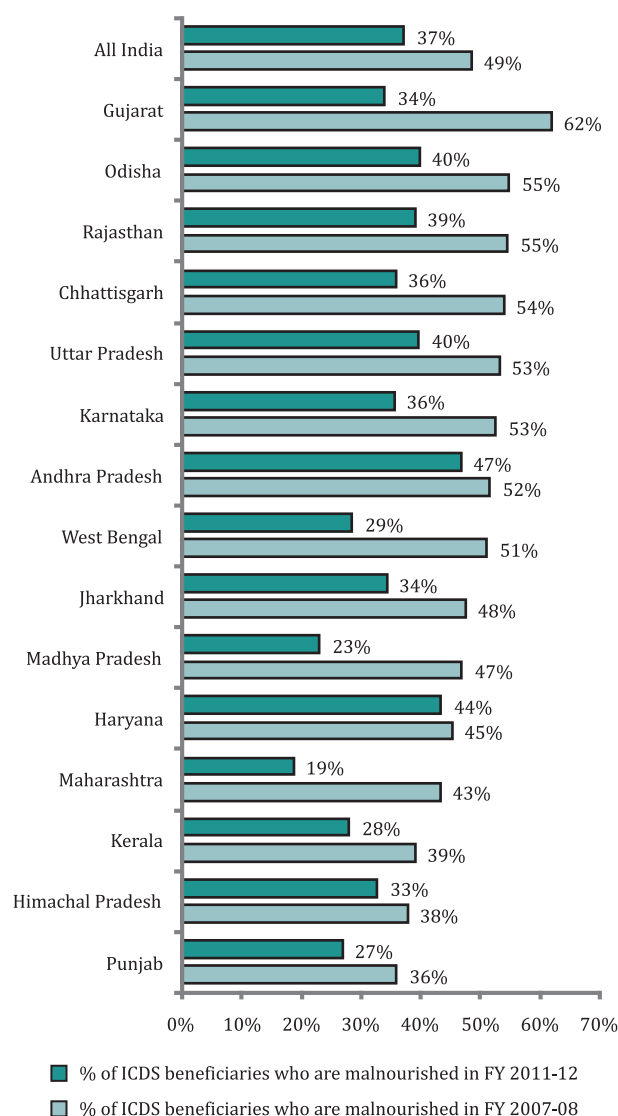
Source: Census of India website, Provisional Population Totals 2011, Child population in the age group 0–6 years, percentage of child population and child sex ratio (0–6) by residence. Available online at: http://www.censusindia.gov.in/2011-prov-results/paper2/data_files/india/Statement4_ChildPop_State.xls, and ICDS Data Tables, State-wise details of Projects, AWCs, Beneficiaries, Vacancy Position, and Nutrition Status of Children as on 31.03.2012, Available online at: <http://wcd.nic.in/icdsimg/ICDS-March%202012.pdf>

- There are state-wide variations in coverage. West Bengal and Odisha had the highest coverage at 91 and 90 percent of the eligible rural population, respectively. Rajasthan and Bihar had the lowest coverage at 36 and 21 percent of the eligible population, respectively.
- There also appears to be a gap in the number of days on which supplementary nutrition is given to the beneficiaries. In 2004, the Supreme Court of India issued an order mandating that all children in the age group of 0–6 years, adolescent girls, pregnant women and nursing mothers shall receive supplementary nutrition for 300 days in the year. This amounts to an average of 25 days per month.
- However, an evaluation of all states under the ICDS scheme sponsored by the Planning Commission in FY 2009–10 found that on average supplementary nutrition is provided only on 16 out of 25 days in a month. The numbers were amongst the lowest in Madhya Pradesh and Bihar at 14 days per month.

Outcomes

- While malnutrition rates amongst ICDS beneficiaries continue to be very high, there has been some progress in most states.
- As of February 2008, on average, 49 percent of children under the ICDS programme suffered from various degrees of malnutrition ranging from mild to severe. This improved to 37 percent by March 2012.

As of March 2012, 37% of children under the ICDS suffered from malnutrition.



- As of February 2008, Gujarat had amongst the highest rates of malnourished children amongst ICDS beneficiaries at **62 percent**. This decreased by **28 percentage points** to **34 percent** by March 2012.
- Similarly, in Maharashtra, malnutrition rates decreased from **43 percent** to **19 percent** during the same period.

Source: ICDS Data Tables, State-wise details of Projects, AWCs, Beneficiaries, Vacancy Position, and Nutrition Status of Children as on 31.03.2012. Available online at: <http://wcd.nic.in/icdsimg/ICDS-March%202012.pdf> and nutrition status of children as on 29.02.2008. Available online at: <http://wcd.nic.in/icdsimg/ICDS-smln-mmln-0208-page%203.htm>

Note: Figures for FY 2007-08 are till 28.02.2008.

This section offers some practical leads to accessing detailed information on the union government's Integrated Child Development Services 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 21st February 2013.</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 21st February 2013.</i>	Has physical, human, and financial data from 2005-06 till 2012-13. Data for nutritional status of children is also available here. For financial information, data does not include state share for allocation and release.
Ministry of Women and Child Development, Annual Reports http://wcd.nic.in/publications.htm <i>last accessed on 21st February 2013.</i>	Annual reports are available from FY 2001-02 to FY 2011-12. 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 21st February 2013.</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 21st February 2013.</i>	Has information on the total population in 2011 divided by residence, sex, and age.

Prepared by: Avani Kapur, akapur@accountabilityindia.org

Research Assistance: Uthara Ganesh. **Special thanks:** Vibhu Tewary