



BUDGET BRIEFS

Vol 8/Issue 4

Integrated Child Development Services (ICDS) GOI, 2016-17

This brief uses government reported data to analyse ICDS performance along the following parameters:

- Overall trends in allocation and expenditures
- Expenditure performance across key ICDS activities

In addition, this brief reports findings from a fund tracking survey (PAISA) conducted in December 2015. The survey covered 300 Anganwadi Centres (AWCs), spread across 10 districts in 5 states in India.

Cost share: Between FY 2009-10 and FY 2015-16 fund share between GOI and states was 90:10. The Supplementary Nutrition Programme (SNP) component was funded through a 50:50 ratio. The North East states have a 90:10 ratio. The pattern changed in 2015. All components of ICDS except SNP are financed through a 60:40 ratio. The SNP ratio and ratio for North East and Himalaya remains unchanged.

HIGHLIGHTS

₹1,23,580cr

Government of India (GOI) allocation for ICDS in 12th Five Year Plan

₹14,000cr

GOI allocation for ICDS in FY 2016-17

SUMMARY & ANALYSIS

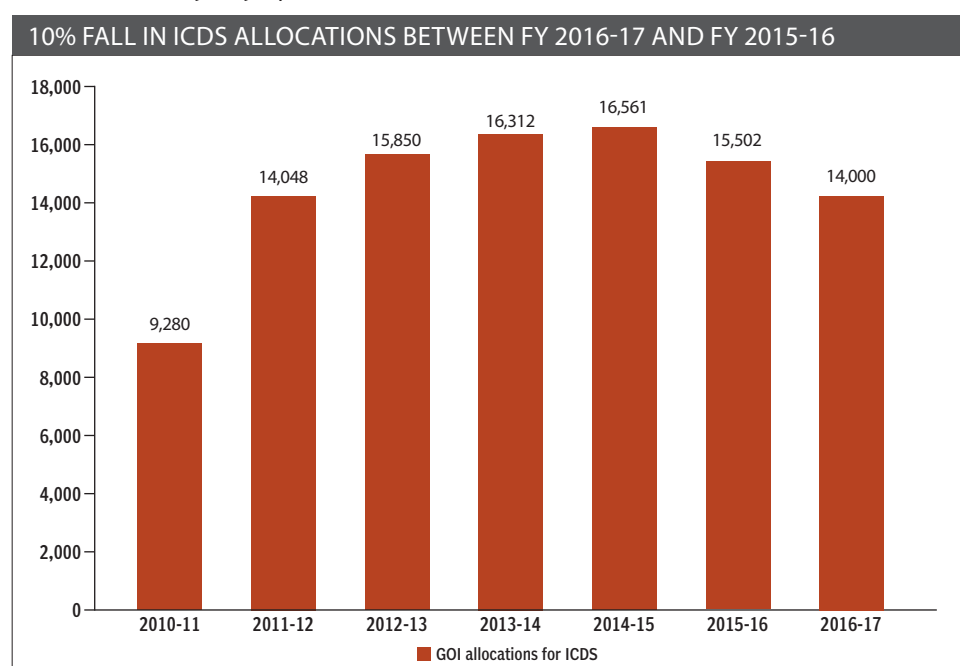
- The 12th Five Year Plan (FYP) had allocated ₹1,23,580 crore to ICDS. However, up to FY 2016-17, the last year of the FYP, GOI has allocated only 63 per cent of the ICDS budget.
- At the start of FY 2016-17, GOI allocated ₹14,000 crore to ICDS. This was a decrease of 10 per cent from FY 2015-16.
- Fund releases in FY 2015-16 have been slow. By September 2015, GOI had released only 30 per cent of its share for ICDS (General) in Himachal Pradesh and Jammu and Kashmir.
- GOI release for the Supplementary Nutrition Component (SNP) was faster. By September FY 2015-16, GOI had released 75 per cent of its share of SNP for Haryana and 70 per cent for Tamil Nadu.
- According to a survey undertaken by Accountability Initiative in December 2015, 58 per cent of AWCs surveyed across 10 districts in 5 states were still awaiting their annual flexi fund grant for basic expenditure. 75 per cent of AWCs reported receiving their annual grant in FY 2014-15.
- Shortfall and delays in grains (cash and kind) were also high in FY 2015-16. 6 per cent of AWCs reported a shortfall in grains in FY 2014-15. This increased to 14 per cent in December 2015. Similarly, 38 per cent Self Help Groups (SHG) reported delays in receipt of grains in December 2015, compared with 37 per cent in FY 2014-15.

TRENDS IN GOI ALLOCATIONS AND EXPENDITURES

- ICDS is designed to provide basic education and health services to pregnant and lactating women and children below 6 years of age. These objectives are achieved through a package of six services: a) Supplementary Nutrition Programme (SNP), b) non-formal Pre-School Education (PSE), c) nutrition and health education, d) immunisations, e) health check-ups, and f) referral services.

- **Allocations:** GOI allocations dropped by 10 per cent from ₹15,502 crore in FY 2015-16 to ₹14,000 crore in FY 2016-17.

- At the start of FY 2015-16, allocations for ICDS dropped by 50 per cent over the previous year. However, during the year, the initial allocation of ₹8,336 crore for ICDS was increased to ₹15,502 crore (revised estimates). Consequently, between FY 2014-15 and FY 2015-16, ICDS allocations fell by only 6 per cent.



Source: ICDS Portal <http://icds-wcd.nic.in/icds/icds.aspx> for all allocations from FY 2010-11 to FY 2014-15 and India Expenditure Budget Vol. 2 www.indiabudget.nic.in for allocations from FY 2015-16 to FY 2016-17/ Last accessed on 29 February 2016.

Note: All figures are in crore of rupees. All figures are revised estimates, except for FY 2016-17, which are budget estimates. Figures for FY 2016-17 only reflect only ICDS Core.

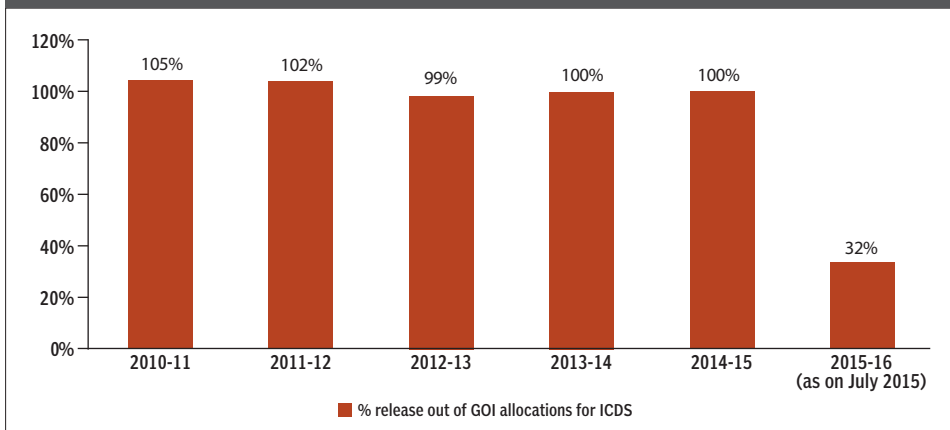
- Since 2012, the Ministry of Women and Child Development (MWCD) has been working on restructuring the scheme on a pilot basis starting with 200 districts. Restructuring includes enhancing the honorarium of Anganwadi Workers (AWWs), strengthening human resources by filling vacancies, improving the quality of SNP by raising per meal unit costs, etc.

- The reforms were incorporated into the 12th FYP with an overall budget allocation of ₹1,23,580 crore. However by FY 2016-17, the last year of the FYP, only 63 per cent of the overall budget for ICDS in the 12th FYP has been allocated.

- **Releases:** In FY 2014-15, 100 per cent of the total GOI allocation was released. In FY 2015-16, till July 2015, 60 per cent of the initial allocation of ₹8,336 crore had been released. However, this accounts for only 32 per cent of the total GOI allocation, including supplementary budgets passed.

In the 4th year of the 12th Five Year Plan, only **52%** of the overall budget had been allocated.

32% OF ICDS ALLOCATIONS INCLUDING SUPPLEMENTARY BUDGETS RELEASED TILL JULY 2015



Source: ICDS Portal <http://icds-wcd.nic.in/icds/icds.aspx>. Additional supplementary budgets available online at: http://www.google.com/url?q=http%3A%2F%2Ffinmin.nic.in%2Fthe_ministry%2Fdept_eco_affairs%2Fbudget%2F1stbatchSupDemGrantGene201516.pdf&sa=D&sntz=1&usq=AFQjCNHnyASkncp8fcaqV6REEg9TxxhdA and http://finmin.nic.in/the_ministry/dept_eco_affairs/budget/2ndSupDemGrantGene201516.pdf. Last accessed on 25 February 2016.

Note: Expenditure reported by GOI is actually money released by GOI.

STATE-WISE TRENDS IN RELEASES

- Uncertainty with sharing ratios resulted in some delays in release of funds, particularly in the North East and Himalayan states. In FY 2015-16, GOI had released 30 per cent of its share for all components of ICDS other than SNP (ICDS General) in Himachal Pradesh and Jammu and Kashmir. Similarly, fund release was less than 40 per cent in Assam, Jharkhand, Tripura and Meghalaya. In contrast, over 50 per cent of funds had been released in Uttar Pradesh, Rajasthan and Madhya Pradesh.

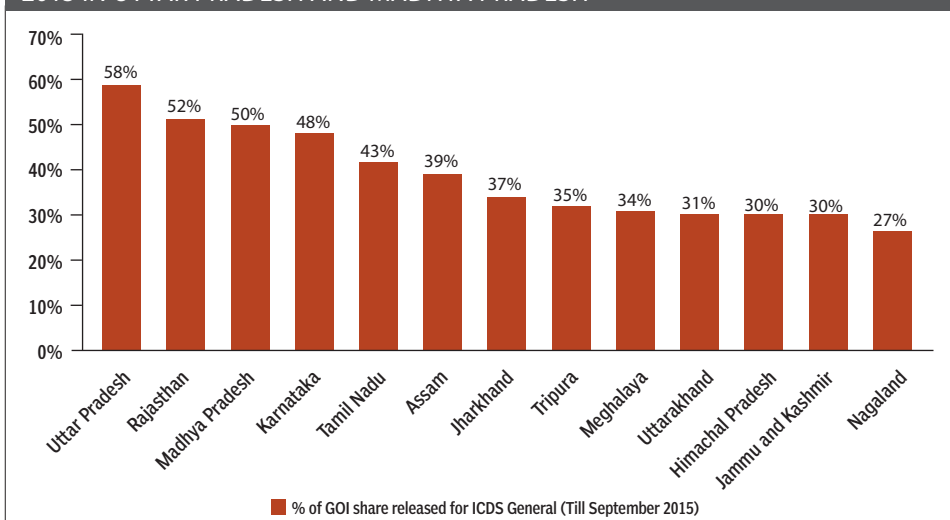
- **Supplementary Nutrition Programme (SNP):** Under SNP, beneficiaries are given hot meals along with take-home rations. For children, the quantum of rations and meals received depends on their malnutrition levels.

GOI had released

30%

of its share for all components of ICDS other than SNP (ICDS General) in Himachal Pradesh and Jammu and Kashmir

OVER 50% OF GOI SHARE FOR ICDS GENERAL HAD BEEN RELEASED BY SEPTEMBER 2015 IN UTTAR PRADESH AND MADHYA PRADESH

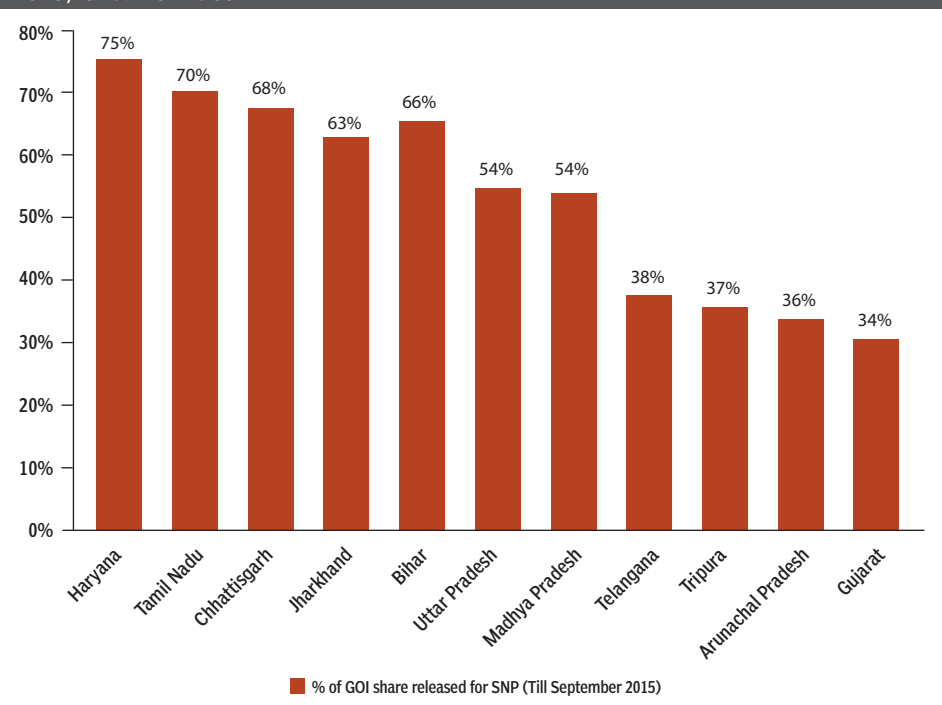


Source: MWCD, Financial management. Letters of release of instalments under ICDS (GEN). Available online at: <http://icds-wcd.nic.in/icds/finance.aspx>. Last accessed on 24 February 2016.

GOI had released
75%
of its share for
Haryana and
70%
of its share for
Tamil Nadu by
September 2015

- GOI norms for rations provided were revised in October 2012. Accordingly, SNP is provided for 300 days at the rate of ₹6 per day for children (up from ₹4 since 2008) and ₹7 for pregnant and lactating mothers (up from ₹5). Severely malnourished children are allocated ₹9 per day (up from ₹6).
- Release of funds for SNP was faster in FY 2015-16 compared to the previous year. GOI had released 75 per cent of its share for Haryana and 70 per cent for Tamil Nadu by September – halfway through the financial year. Similarly, releases in Chhattisgarh and Bihar were high, at over 65 per cent.
- Releases were, however, low in Telangana, Tripura, Arunachal Pradesh and Gujarat.

75% OF SNP GRANT FOR HARYANA RELEASED BY GOI TILL SEPTEMBER 2015; 34% FOR GUJARAT



Source: MWCD, Financial management. Letters of release of instalments under SNP. Available online at: <http://icds-wcd.nic.in/icds/finance.aspx>. Last accessed on 24 February 2016.

NOTES FROM THE FIELD

In December 2015, Accountability Initiative conducted a facility level expenditure tracking survey (PAISA survey). The survey aimed to capture the flow of monies at the facility level across key social sector schemes. These are the Sarva Shiksha Abhiyan (SSA), Integrated Child Development Scheme (ICDS) and the Swachh Bharat Mission (SBM). In this section we report on some of our key findings from the ICDS survey. The survey covered 300 anganwadi centres, spread across 10 districts in 5 states in India. These include Bihar - Nalanda and Purnea, Himachal Pradesh - Kangra and Solan, Madhya Pradesh - Sagar, Maharashtra - Satara, Rajasthan - Jaipur, Udaipur, Jhalawar and Jhunjhunu.

In December 2015, nearly 60% of Anganwadi Centres (AWCs) were still awaiting their flexi funds

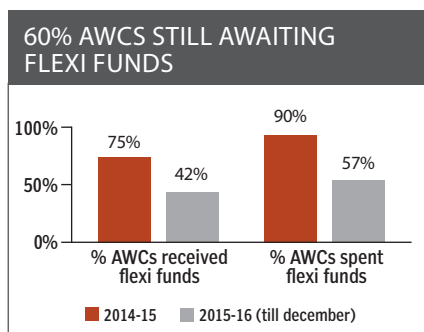
- All AWCs are given an annual grant or flexipool of ₹1,000 per annum for meeting emergency costs like referral arrangements, shortage of medicines and utensils.

- In FY 2014-15, only 75 per cent of AWCs surveyed received this grant. This dropped to 42 per cent by December 2015.

- The pace of release of funds was also marginally worse in FY 2015-16 compared with the previous year. In FY 2014-15, by November, 33 per cent of AWCs had received the fund. The corresponding figure in FY 2015-16 was 28 per cent.

- Expenditure at the AWCs was also slow. 57 per cent of AWCs had spent their flexi funds by December 2015

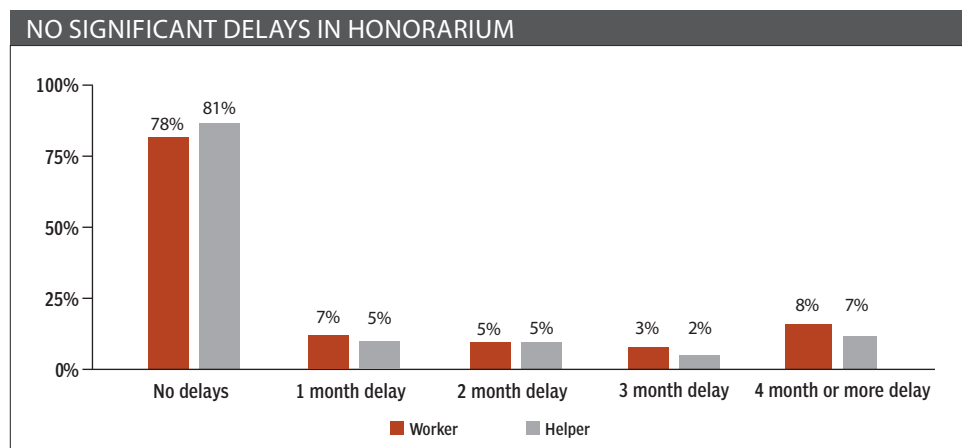
- Receipt of the maintenance grant was even lower than the flexi grant. ₹2,000 per annum is given to AWCs functioning in government owned or non-rental buildings. 136 AWCs in our sample functioned out of their own building. However, in FY 2014-15, only 9 AWCs had received the maintenance grant. This number dropped to 1 in FY 2015-16.



Source: Accountability Initiative Fund Tracking Survey (PAISA), December 2015

No significant delays in honorarium

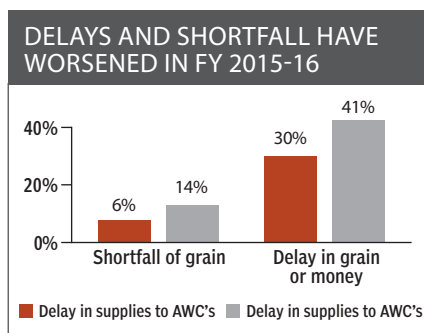
- AWCs are managed by Anganwadi Workers (AWWs) and Anganwadi Helpers (AWHs) who receive a monthly honorarium.
- Over 78 per cent of AWWs and 81 per cent of AWHs received their honorarium on time in FY 2015-16.
- However, 8 per cent of AWWs and 7 per cent of AWHs reported a delay of more than four months in receiving their honorarium.



Source: Accountability Initiative Fund Tracking Survey (PAISA), December 2015.

Delays and shortfall in grains (cash and kind) were significant

- 6 per cent of AWCs reported a shortfall in grains in FY 2014-15. In FY 2015-16, this increased to 14 per cent of AWCs reporting grain shortfall.
- Similarly, while 30 per cent of AWCs had reported a delay in grains or money to buy grains in FY 2014-15, this increased to 41 per cent in December 2015.



Source: Accountability Initiative Fund Tracking Survey (PAISA), December 2015.

In FY 2015-16,

14%

of the AWCs reported grain shortfall

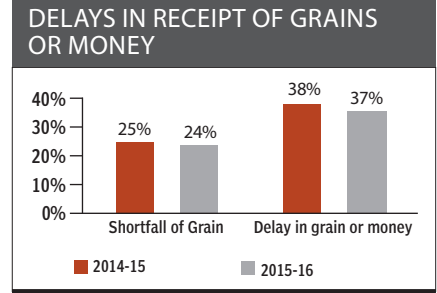
In FY 2015-16 (till December) around

64%

AWWs and AWHs had received the uniform allowance

Marginal reduction in delay reported by SHGs in receipt of grains (cash and kind)

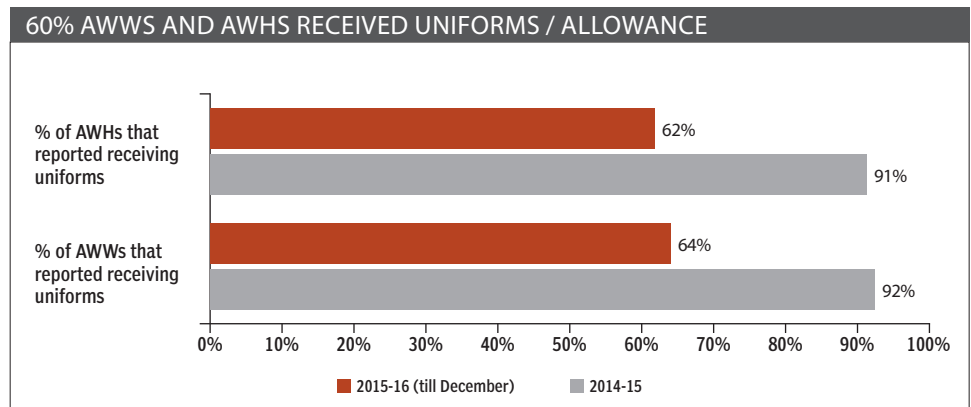
- In some districts, SHGs are responsible for providing supplementary nutrition.
- There has been a marginal reduction in shortfall of grains and delay in receipts between FY 2014-15 and FY 2015-16.
- 37 per cent of AWCs surveyed reported delays in grains or money to buy grains in FY 2015-16, down from 38 per cent in FY 2014-15.



Source: Accountability Initiative Fund Tracking Survey (PAISA), December 2015.

Only around 60% of AWWs and AWHs surveyed received their uniforms/allowance for uniforms

- ICDS requires that AWWs and AWHs be provided a uniform (saris) in kind or cash (an honorarium of ₹300) every year.
- In FY 2014-15, most AWWs and AWHs surveyed reported receiving the uniform or grant for uniform. However, in FY 2015-16, by December, 64 per cent AWWs and 62 per cent of AWHs had received the uniform allowance.



Source: Accountability Initiative Fund Tracking Survey (PAISA), December 2015.



