

BUDGET BRIEFS

Vol 7/Issue 3

ICDS
GOI, 2015-16



ACCOUNTABILITY INITIATIVE

Research and Innovation for Governance Accountability

Launched in 1975, the **Integrated Child Development Services** (ICDS) scheme 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 to 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 programme (SNP), which was funded entirely through state budgets. 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

₹10,382^{cr} GOI allocations for Ministry of Women and Child Development (MoWCD) in FY 2015-16

₹8,754^{cr} GOI allocations for ICDS in FY 2015-16

SUMMARY & ANALYSIS

- ❖ In 2012, GOI restructured ICDS. The Twelfth Five Year Plan (FYP) has allocated **₹1,23,580** crore to ICDS — a **3-fold** increase from the previous FYP.
- ❖ The number of operational Anganwadi Centres (AWCs) has increased by **29%** between March 2009 and March 2014. However, the number of beneficiaries per AWC continues to be high. As of March 2014, **1** functioning AWC provided supplementary nutrition to **68** children. The number of children per AWC was the highest in Bihar and Uttar Pradesh, with **1** AWC feeding **193** and **101** children, respectively.
- ❖ Vacancy rates for Anganwadi Workers (AWW) and Anganwadi Helpers (AWH) have improved since March 2011. As of March 2014, only **5%** of AWW posts were vacant.
- ❖ A significant number of administrative staff positions remain vacant. As of March 2014, **31%** of Child Development Project Officer (CDPO)/Assistant Child Development Project Officer (ADPO) posts and **30%** of supervisor posts were vacant across India.
- ❖ As of March 2014, **28%** of ICDS beneficiaries (children) in India were malnourished. This is an improvement from March 2011, when **41%** were reported malnourished.

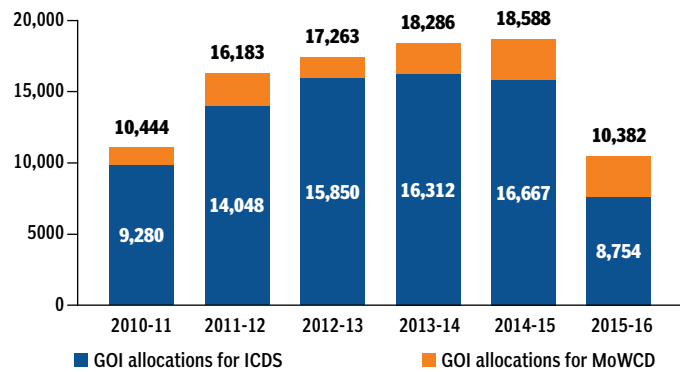
TRENDS IN GOI ALLOCATIONS AND EXPENDITURES

- ❖ **Allocations:** Allocations for MoWCD more than doubled from ₹10,444 crore in FY 2010-11 to ₹18,588 crore in FY 2014-15. The allocations reduced by 44 percent in FY 2015-16 to ₹10,382 crore.
- ❖ ICDS is the largest programme run by the MoWCD. In FY 2015-16, ICDS accounted for 84 percent of the Ministry's budget.
- ❖ In FY 2015-16, ICDS allocations stood at ₹8,754 crore — a 47 percent decrease over FY 2014-15.
- ❖ ICDS is designed to provide basic education and health services to children below 6 years of age and to pregnant and lactating women. These objectives are achieved through a package of 6 services: a) supplementary nutrition, b) non-formal pre-school education (PSE), c) nutrition and health education, d) immunisations, e) health check-ups and, f) referral services.
- ❖ In FY 2008-09, GOI committed itself to universalising ICDS. However, these efforts were not matched with corresponding human and financial resources. As a result, the programme suffered from several programmatic and management gaps such as poor quality of infrastructure, poor data management, low investments in human and financial resources etc. In response, the ministry took steps to restructure the scheme in 2011 through a series of reforms. These included enhancing the honorarium of AWWs, strengthening human resources by filling vacancies and having dedicated cadre of people at the cluster level to manage the programme, improving quality of SNP by providing and raising per meal unit costs etc. The reforms were incorporated in to the Twelfth FYP with an overall budget allocations of ₹1, 23,580 crore.
- ❖ **Expenditures:** Utilisation of allocations under ICDS has been high in the past years. In FY 2013-14, (the 2nd year of 12th FYP), nearly the entire budgetary allocations of ₹16,312 crore was spent.

₹8,754^{cr}
FY 2015-16

GOI's ICDS allocations — a 47 percent decrease over FY 2014-15

44% DECREASE IN ALLOCATIONS TO MOWCD BETWEEN FY 2014-15 AND FY 2015-16

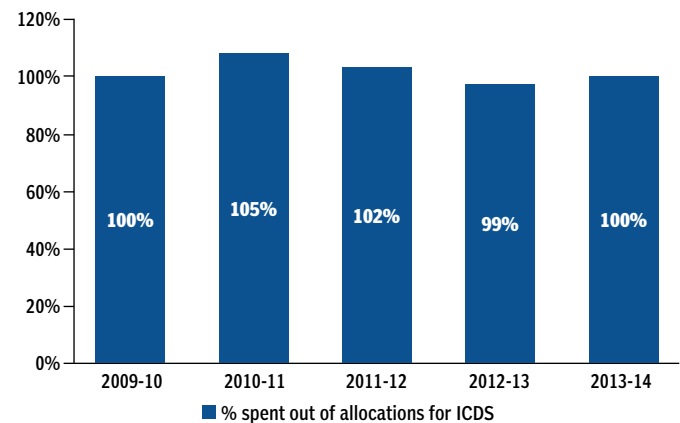


Source: MoWCD, Annual Report FY 2013-14 for FY 2010-11 to FY 2013-14. Available online at: <http://wcd.nic.in/publication/English%20AR%202013-14.pdf> India Expenditure Budget Vol 2 for FY 2014-15 and FY 2015-16. Available online at www.indiabudget.nic.in Last accessed on February 28, 2015
Note: All figures are in crore of rupees. All figures are revised estimates, except for FY 2015-16, which are budget estimates

₹16,267^{cr}

spent in FY 2013-14, which was nearly the entire budgetary allocations for ICDS

100% OF ALLOCATED FUNDS FOR ICDS SPENT IN FY 2013-14



Source: MoWCD, Annual Report FY 2013-14 for FY 2010-11 to FY 2013-14. Available online at: <http://wcd.nic.in/publication/English%20AR%202013-14.pdf> Last accessed on February 9, 2015

COMPONENT-WISE TRENDS IN ALLOCATIONS & EXPENDITURES

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

❖ GOI norms for ration 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**).

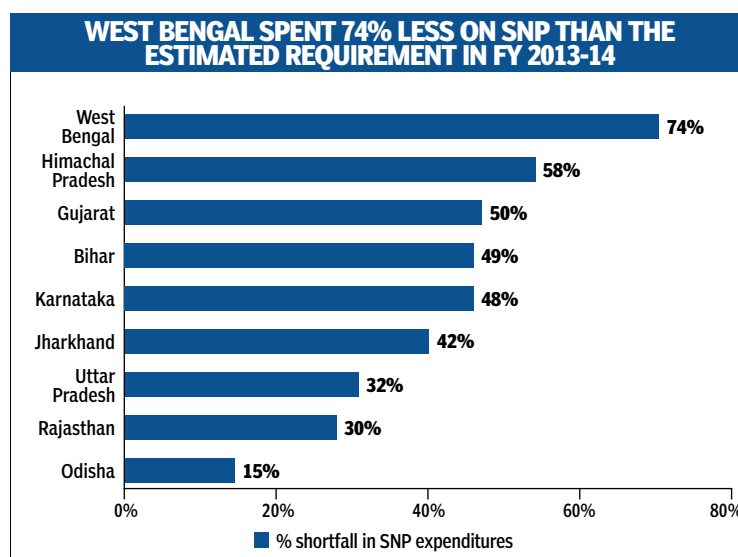
❖ In order to estimate whether expenditures were in accordance with these norms, we have compared the total amount required with the total amount spent. The analysis has been limited to SNP as it provides clear norms on the amount to be spent per day per beneficiary.

❖ To get the most accurate figures, the state-wise proportion of ICDS beneficiaries (children in the age group **0** to **6** years who are severely malnourished, children in the age group **0** to **6** years with normal weight, and pregnant and lactating mothers) was multiplied by their corresponding unit costs. Annual estimates were then devised based on the **300** days-a-year norm.

❖ Comparisons have been made between the estimated SNP expenditures and the actual expenditures for FY 2013-14.

SNP is provided for
300 days

at the rate of **₹6** per day for children and **₹7** for pregnant and lactating mothers



Source: Lok Sabha Annexure, un-starred question number 1327 dated 18.07.2014, Statement indicating state-wise position of expenditures under ICDS. Available online at: http://164.100.47.132/annexture_new/lq16/2/au1327.htm Last accessed on February 12, 2015
Number of beneficiaries from ICDS Data Tables, as of March 2014. Available online at <http://wcd.nic.in/icdsimg/currentstatus22092014.pdf> Last accessed on February 9, 2015

❖ Many states spent less than the required norms for SNP. This shortfall was highest in West Bengal at **74** percent, followed by Himachal Pradesh and Gujarat at **58** percent and **50** percent, respectively.

ANGANWADI CENTRES (AWC)

❖ AWC is the first point of service delivery for health, nutrition and early learning for children at the village level.

❖ There has been a significant increase in the percentage of operational AWCs. Between March 2009 and March 2014, the number of operational AWCs increased by **29** percent. 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 March 2014.

❖ According to GOI norms, there should be **1** AWC for a population of every **800**, with a minimum population requirement of **400**. To assess ICDS performance against this requirement, we divided the total number of operational

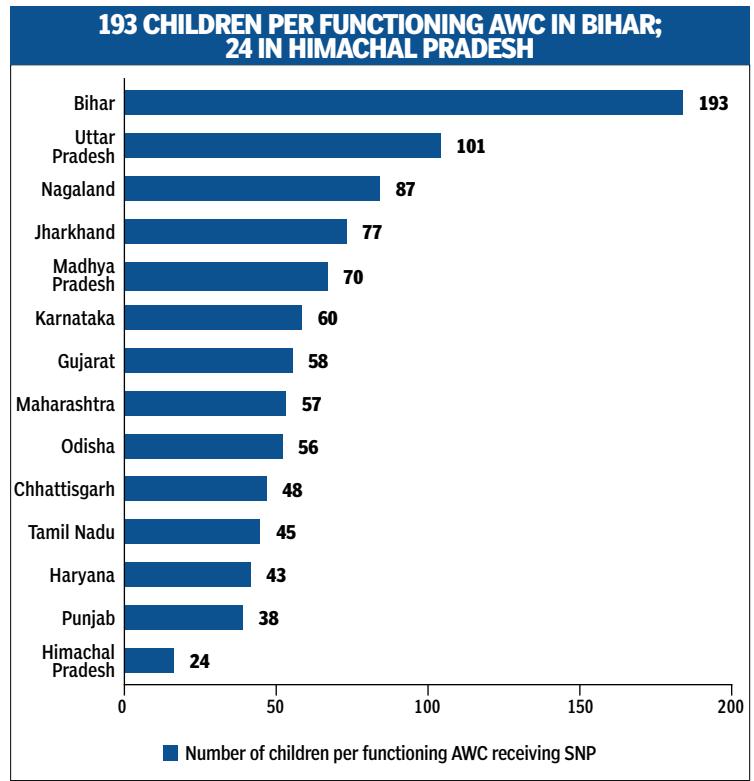
AWCs in India (in FY 2011-12) by the total rural population (Census 2011 figures). Using available beneficiary numbers, our calculations highlight that as of March 2014, on average, in India, there is **1** AWC for every **621** people living in rural India.

- ❖ There are wide variations in the number of children per AWC across the country. In Bihar and Uttar Pradesh, the average AWC caters to over **100** children. In contrast, each AWC in Himachal Pradesh services only **24** beneficiaries.

As of March 2014, on average, in India, there is 1 AWC for every

621

people living in rural India



Source: ICDS data tables, state-wise details of projects, AWCs, beneficiaries, vacancy positions, and nutrition status of children as on March 2014. Available online at: <http://wcd.nic.in/icdsimg/currentstatus22092014.pdf> Last accessed on February 9, 2015

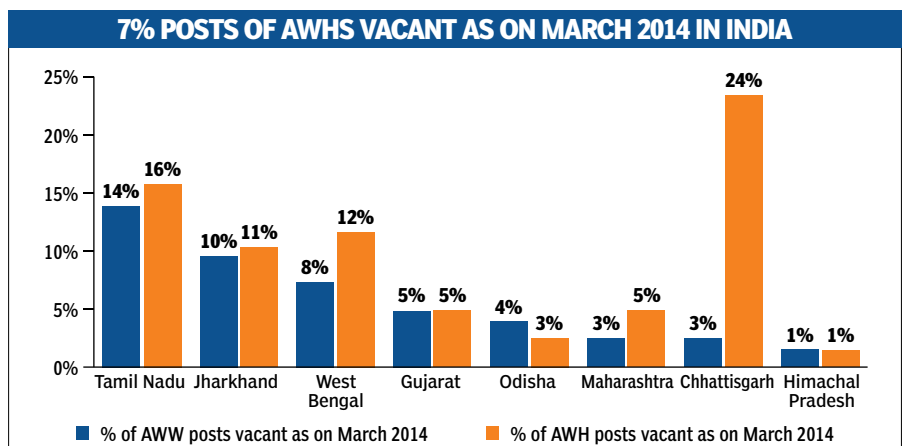
HUMAN RESOURCES

- ❖ ICDS centres are managed by a hierarchy of administrators including: Anganwadi Workers (AWWs), Anganwadi Helpers (AWHs), Supervisors, Child Development Project Officers (CDPOs) at the block level, and District Programme Officers (DPOs) at the district collectorate.
- ❖ **Anganwadi Workers and Helpers:** AWWs and the AWHs are local women volunteers responsible for the implementation of the programme.
- ❖ As on March 2014, on average, vacancy rates stood at **5** percent for AWWs and **7** percent for AWHs.

- ❖ There are state level variations. Himachal Pradesh has a **1** percent vacancy rate for AWHs, while the vacancy rate in Chhattisgarh is more than **3** times the national average at **24** percent.

24%

vacancy rate for AWHs in Chhattisgarh, which is more than 3 times the national average



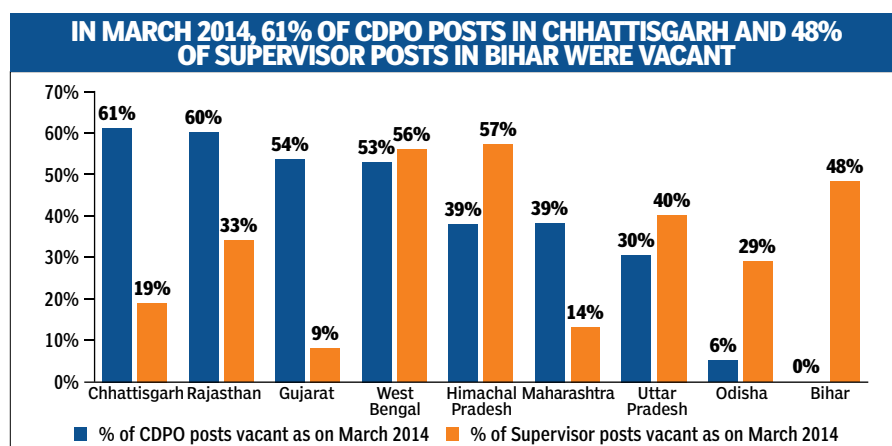
Source: ICDS data tables, state-wise details of projects, AWCs, beneficiaries, vacancy positions, and nutrition status of children as on March 2014. Available online at: <http://wcd.nic.in/icdsimg/currentstatus22092014.pdf> Last accessed on February 9, 2015

ADMINISTRATIVE STAFF

- ❖ At the block level, all projects are implemented (or managed) under the supervision of a Child Development Project Officer (CDPO). The CDPO is in charge of supervising the work of the AWWs and ensuring logistical and coordination support with the health department, among others.
- ❖ In addition to CDPOs, there are Supervisors to monitor the AWC functioning. GOI norms mandate that there should be **1** Supervisor for every **25** AWCs.
- ❖ **CDPOs:** Vacancy levels for CDPO positions are high. As of March 2014, on average, **31** percent of CDPO posts were vacant. This is **2** percentage

points worse than in March 2012 when **33** percent of posts were vacant.

- ❖ **Supervisors:** As of March 2014, on average, **30** percent of the Supervisor posts were vacant. Chhattisgarh had a vacancy rate of **61** percent for CDPOs while **19** percent of the Supervisor posts were vacant. On the other hand, Bihar had no vacancy for CDPOs, while the vacancy rate for Supervisor posts was **48** percent.
- ❖ Supervisor vacancies are particularly high for states such as Himachal Pradesh (**57** percent), West Bengal (**56** percent) and Uttar Pradesh (**40** percent).



Vacancy levels for CDPO positions are high. On average **31%** of the CDPO posts were vacant, as of March 2014

Source: ICDS data tables, state-wise details of projects, AWCs, beneficiaries, vacancy positions, and nutrition status of children as on March 2014. Available online at: <http://wcd.nic.in/icdsimg/currentstatus22092014.pdf> Last accessed on February 9, 2015

COVERAGE OF BENEFICIARIES

- ❖ **PSE:** Between March 2012 and March 2014, the number of beneficiaries for PSE increased marginally by **3** percent from **3.6** crore to **3.7** crore.
- ❖ **SNP:** Overall, the number of children between the age of **0** to **6** years receiving services under SNP increased by **8** percent between March 2012 and March 2014.
- ❖ There are, however, significant gaps in coverage when compared with the total eligible population.
- ❖ To identify gaps, we have compared coverage numbers based on Census 2011 as well as data recorded by the AWWs in their annual village survey for mapping the number of eligible beneficiaries in the age of **0** to **6** years category. There are some differences in the proportion of eligible beneficiaries covered by SNP according to census data and Anganwadi survey register data.
- ❖ While according to census data, **64** percent of eligible beneficiaries were covered under SNP

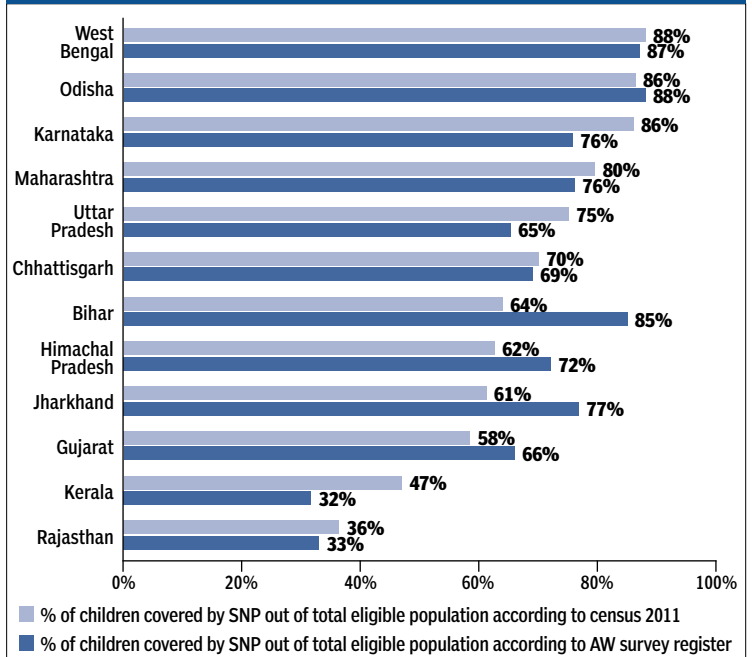
in Bihar, the AWC survey register reports this number at **85** percent.

- ❖ In contrast, while Kerala and Rajasthan had a beneficiary coverage of **47** percent and **36** percent, respectively according to Census 2011 as against **32** percent and **33** percent according to AWC survey register.

According to Census 2011 data

64%
of eligible beneficiaries were covered under SNP in Bihar

88% OF ELIGIBLE BENEFICIARIES COVERED IN WEST BENGAL; IN KERALA COVERAGE WAS ONLY 47%



Source: For eligible 0-6 children, state-wise number of children as per Anganwadi survey register under ICDS as on December 2013, available online at: http://164.100.47.132/annexture_new/lsq16/2/au3243.htm Last accessed on February 9, 2015
Census data 2011 available online at http://www.censusindia.gov.in/2011census/Age_level_Data/India/Age_data.xls. Last accessed on January 27, 2015

OUTCOMES

- ❖ The primary objective of ICDS is to reduce the nutrition gap among children between the age **0** to **6** years and pregnant and lactating mothers.

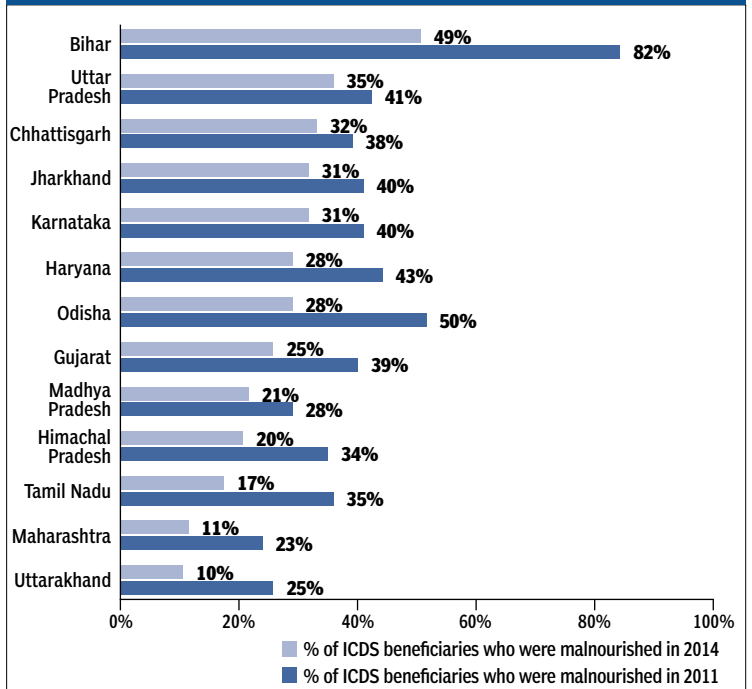
- ❖ However, annual data on malnutrition is only available for ICDS beneficiaries.

- ❖ **Malnourishment rates amongst ICDS beneficiaries:** Between March 2011 and March 2014, the malnourishment levels amongst ICDS beneficiaries dropped by **13** percentage points from **41** percent to **28** percent.

- ❖ There are two broad ways to categorise malnutrition under ICDS. These are: a) moderately malnourished and b) severely malnourished. As of March 2014, **26** percent

26% of the ICDS beneficiaries were identified as moderately malnourished as of March 2014

MALNUTRITION LEVELS DECREASED BY 13 PERCENTAGE POINTS BETWEEN 2011 & 2014



Source: ICDS data tables, state-wise details of projects, AWCs, beneficiaries, vacancy positions, and nutrition status of children as on March 2014 and March 2011. Available online at: <http://wcd.nic.in/icdsimg/currentstatus22092014.pdf> Last accessed on February 9, 2015

of the ICDS beneficiaries were identified as moderately malnourished and 2 percent as severely malnourished. Rates of severely malnourished children were among the highest in Bihar at 13 percent. Chhattisgarh too had 4 percent of children as severely malnourished.

- ❖ Bihar had the highest rates of malnourishment at 82 percent in 2011. By March 2014, malnutrition rates had dropped to 49 percent. Despite this fall, the state's malnourishment level is significantly above the national average.
- ❖ Similarly for Odisha, malnourishment rates fell from 50 percent to 28 percent.
- ❖ **Malnourishment rates in India:** The only other source on overall malnutrition in a state (not limited to ICDS beneficiaries) is the

District Level Health Surveys (DLHS). There are, however, significant differences between malnutrition levels reported amongst ICDS beneficiaries and overall malnutrition level in the state. According to the most recent DLHS report (DLHS 4), in 2012, while 17 percent of children under ICDS were reported to be malnourished in Tamil Nadu; according to the 2012 DLHS 4, the overall rural rate of underweight children in the age-group 0 to 5 years stood at 35 percent.

- ❖ While a part of the problem is lack of universal coverage, there are also problems with data quality. For instance, despite the fact that close to 80 percent of eligible beneficiaries in Maharashtra are enrolled under the scheme, while ICDS reports malnutrition rates to be 11 percent, DLHS 4 reports this to be 40 percent for rural areas.

Allocations for the Ministry of Women and Child Development (MoWCD) have reduced by 44% from

₹18,588^{cr}

in FY 2014-15 to

₹10,382^{cr}

in FY 2015-16



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
<p>Union Budget, Expenditure Vol. 2 Available online at: www.indiabudget.nic.in Last accessed on February 28, 2015</p>	<p>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.</p>
<p>Ministry of Women and Child Development, Integrated Child Development Services Available online at: http://wcd.nic.in/icdsdatatables.htm Last accessed on February 9, 2015</p>	<p>Has physical, human, and financial data from FY 2005-06 till FY 2013-14. Data for nutritional status of children is also available here. For financial information, data does not include state share for allocations and releases.</p>
<p>Lok Sabha Questions: Available online at: http://164.100.47.132/annexture_new/lsq16/2/au1327.htm http://164.100.47.132/annexture_new/lsq16/3/au930.htm http://164.100.47.132/annexture_new/lsq16/2/au3243.htm Last accessed on February 9, 2015</p>	<p>Has state-wise data on expenditures in ICDS up to June 30, 2014. Data for underweight prevalence in children as per DLHS-4 is also available. Has state-wise data on number of children (6 months-6 years) who are eligible and who are covered under ICDS as on December 31, 2013.</p>
<p>Ministry of Women and Child Development, Annual Reports Available online at: http://wcd.nic.in/publications.htm Last accessed on February 9, 2015</p>	<p>Annual reports are available from FY 2001-02 to FY 2013-14. 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.</p>
<p>Planning Commission, Programme Evaluation Studies, Evaluation Report on Integrated Child Development Services, March 2011. Available online at: http://planningcommission.nic.in/reports/peoreport/peoevalu/peo_icds_v1.pdf Last accessed on January 27, 2014</p>	<p>A comprehensive evaluation of ICDS including household interviews, survey of AWCs etc.</p>
<p>Office of the Registrar General & Census Commissioner, India. Provisional Population Totals 2011. Available online at: http://www.censusindia.gov.in/2011-prov-results/PPT_2.html Last accessed on January 27, 2014</p>	<p>Has information on the total population in 2011 divided by residence, sex, and age.</p>

Prepared by **Avani Kapur**, akapur@accountabilityindia.org & **Ekta Joshi**, ejoshi@accountabilityindia.org
Photo: **Centre for Science and Environment**