



## BUDGET BRIEFS

Vol 10/ Issue 7

# Integrated Child Development Services (ICDS) Gol, 2018-19

The **Integrated Child Development Services (ICDS)** is Government of India's (Gol) flagship programme aimed at providing basic education, health and nutrition services for early childhood development.

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

- Overall trends in allocations and expenditures
- Expenditure of Supplementary Nutrition Programme (SNP)
- Vacancies amongst human resources
- Coverage of beneficiaries and malnutrition rates

**Cost share and implementation:** The funding pattern for SNP between Gol and the states is in the ratio of 50:50. In FY 2017-18, the fund sharing ratio between Gol and the states for salaries of staff such as Child Development Project Officer (CDPO) and Supervisor have been revised to 25:75.

### HIGHLIGHTS

**₹ 24,700 cr**

Gol allocations for Ministry of Women and Child Development (MWCD) in FY 2018-19

**₹ 16,335 cr**

Gol allocations for ICDS Core (Anganwadi Services) in FY 2018-19

### SUMMARY & ANALYSIS

- Gol allocations for MWCD increased by 16 per cent from ₹21,237 crore in Financial Year (FY) 2017-18 to ₹24,700 crore in FY 2018-19 Budget Estimates (BE).
- During this same period while allocations for Umbrella ICDS also increased by 16 per cent, allocations for ICDS Core or Anganwadi Services increased by only 7 per cent from ₹15,245 crore in FY 2017-18 to ₹16,335 crore in FY 2018-19.
- Expenditures on the Supplementary Nutrition Programme (SNP) have been decreasing. Between FY 2015-16 and FY 2016-17, expenditure on SNP decreased by 6 per cent from ₹14,403 crore in FY 2015-16 to ₹13,514 crore in FY 2016-17.
- There are a large number of vacancies in sanctioned posts. As on March 2017, 39 per cent of sanctioned positions for Child Development Project Officer (CDPOs) and 35 per cent of sanctioned positions for Supervisors were vacant across the country.
- The proportion of ICDS beneficiaries who are malnourished has been increasing. In March 2015, 15 per cent of ICDS beneficiaries were malnourished. This increased to 22 per cent by March 2016 and 25 per cent as on September 2017.

- The Integrated Child Development Services (ICDS) is Government of India's (GoI) flagship programme aimed at providing basic education, health and nutrition services for early childhood development. These objectives are delivered through a package of six services:
  - o Supplementary Nutrition (SNP)
  - o Non-formal Pre-School Education (PSE)
  - o Nutrition and health education
  - o Immunization
  - o Health check-ups
  - o Referral services
- While the first three schemes are implemented by the Ministry of Women and Child Development (MWCD), the remaining three come under the ambit of the Ministry of Health and Family Welfare (MoHFW).
- In FY 2016-17, GoI renamed and restructured the ICDS into the Umbrella ICDS with the inclusion of 3 other sub-schemes within its ambit. The number of sub-schemes under Umbrella ICDS was further increased in 2017, with the re-establishment of the National Nutrition Mission- an apex body for all nutrition related activities and the launch of the Pradhan Mantri Matru Vandana Yojana (PMMVY) aimed at providing a cash incentive to mothers for their first delivery to compensate wage loss so that the mother can take adequate rest and nutrition before and after delivery.
- Accordingly, Umbrella ICDS now consists of the following sub-schemes:
  - o Anganwadi Services (in place of ICDS)
  - o Scheme for Adolescent Girls (earlier known as SABLA)
  - o Child Protection Services (earlier known as the Integrated Child Protection Scheme)
  - o National Crèche Scheme (earlier called the Rajiv Gandhi National Crèche Scheme)
  - o National Nutrition Mission and,
  - o Pradhan Mantri Matru Vandana Yojana (PMMVY)

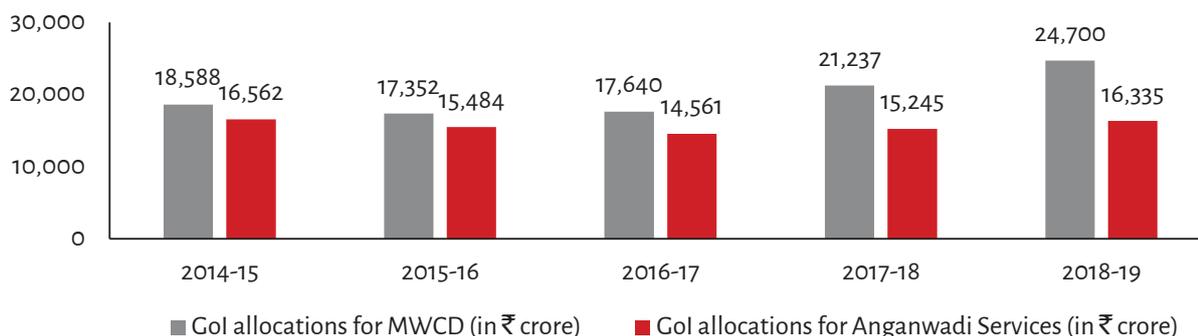
This brief focuses on ICDS core or Anganwadi Services.

## TRENDS IN GOI ALLOCATIONS, RELEASES AND EXPENDITURES

### Allocations

- Budgetary allocations for MWCD increased by 16 per cent from ₹21,237 crore in FY 2017-18 to ₹24,700 crore in FY 2018-19 (BE).
- During this same period while allocations for Umbrella ICDS also increased by 16 per cent, allocations for ICDS Core or Anganwadi Services increased by only 7 per cent from ₹15,245 crore in FY 2017-18 to ₹16,335 crore in FY 2018-19. The share of Anganwadi Services out of total MWCD budget has thus decreased from 72 per cent in FY 2017-18 to 66 per cent in FY 2018-19.

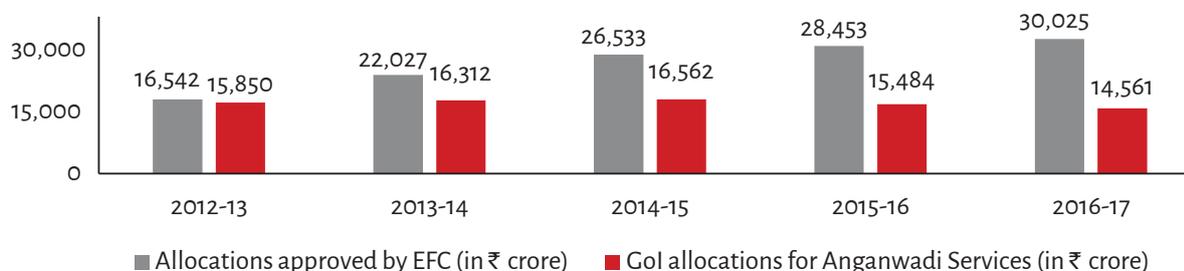
### ONLY 7% INCREASE IN ALLOCATIONS FOR ANGANWADI SERVICES BETWEEN 2017-18 AND 2018-19



**Source:** India Expenditure Budget, Vol 2, Ministry of Women and Child Development (MWCD). Available online at: <http://www.indiabudget.gov.in/vol2.asp>. Last accessed on 1 February 2018.

- There are significant gaps between the allocations approved by the Expenditure Finance Committee (EFC) for the 12th Five Year Plan and actual Gol allocations (Revised Estimates). For the plan period, the EFC had approved a total of ₹1,23,580 crore. Total Gol allocations between 2012 and 2017, however, were only ₹78,768 crore, 64 per cent of the EFC approved numbers.
- The gap between EFC approved allocations and actual Gol allocations increased over the years. In FY 2015-16, the EFC had approved ₹28,453 crore to be allocated for Anganwadi Services; Gol allocations stood at ₹15,484 crore (54 per cent of the approved allocations). Similarly, in FY 2016-17, while the EFC had recommended ₹30,025 crore, only ₹14,561 crore (48 per cent) had been allocated for the scheme.

### GOI ALLOCATIONS BETWEEN 2012-17 WERE 64% OF THE EFC APPROVED ALLOCATIONS



**Source:** (i) Lok Sabha Unstarred Question number 4220, MWCD. Answered on 11 August 2017. Available online at: <http://164.100.47.194/Loksabha/Questions/QResult15.aspx?qref=57582&lsno=16> (ii) India Expenditure Budget, Vol 2, Ministry of Women and Child Development (MWCD). Available online at: <http://www.indiabudget.gov.in/vol2.asp>. Last accessed on 25 January 2018.

## TRENDS IN COMPONENT-WISE ALLOCATIONS AND EXPENDITURES

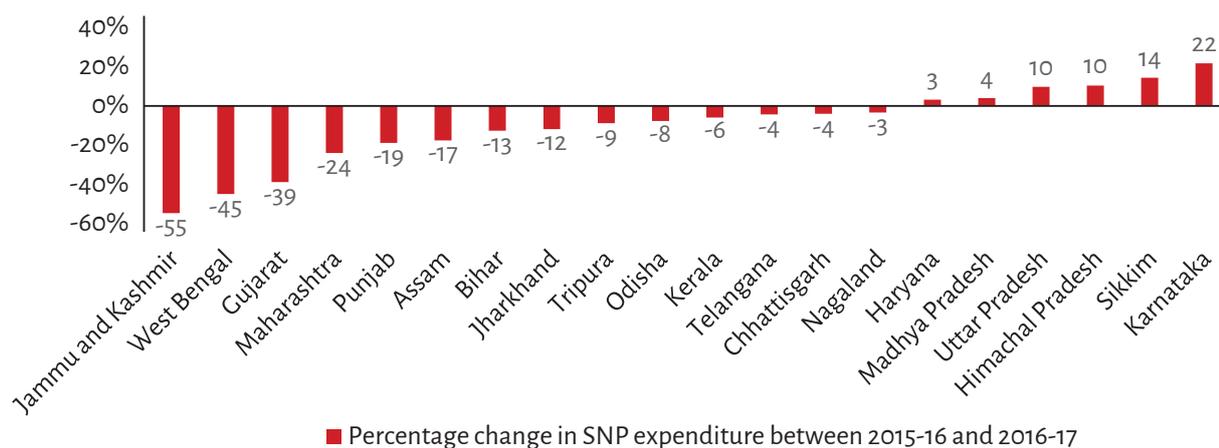
### Supplementary Nutrition Programme (SNP)

- Under SNP, beneficiaries are given hot meals along with take-home rations for pregnant and lactating mothers. For children, the quantum of meals depends on their malnutrition levels.
- In 2017, Gol announced the revision of the cost norms for SNP from ₹6 per day to ₹8 per day per child for 6 months-6 years; ₹7 to ₹9.50 per day for pregnant and lactating mothers; and ₹9 to ₹12 per day for severely malnourished children.

## Expenditures

- Between FY 2015-16 and FY 2016-17, total SNP expenditure declined by 6 per cent from ₹14,403 crore in FY 2015-16 to ₹13,514 crore in FY 2016-17.
- There are some state differences. For instance, between FY 2015-16 and FY 2016-17, SNP expenditure in Jammu and Kashmir and West Bengal decreased by 55 per cent and 45 per cent, respectively. Expenditure was also significantly lower in FY 2016-17 compared to the previous year in Gujarat (39 per cent) and Maharashtra (24 per cent). On the other hand, expenditure on SNP in Karnataka increased by 22 per cent.

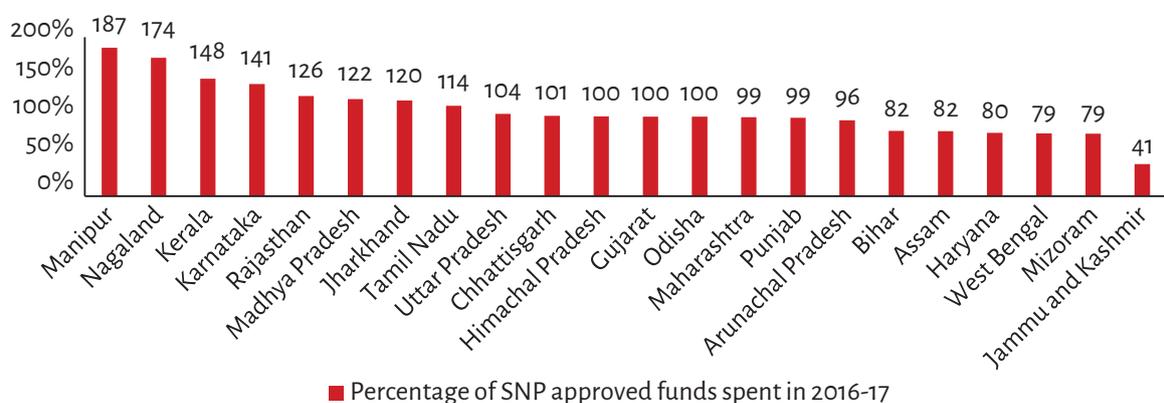
### FOR MOST STATES, SNP EXPENDITURES FELL BETWEEN 2015-16 AND 2016-17



Source: RTI response from MWCD as on 18 December 2017.

- While the quantum of funds spent on SNP have been low and decreased between FY 2015-16 and FY 2016-17, most states spent more than the funds approved for SNP in FY 2016-17. For instance, expenditure as a proportion of approved funds was 187 per cent in Manipur and 174 per cent in Nagaland. Similarly, expenditure was significantly more than approved budgets in Kerala (148 per cent), Karnataka (141 per cent). In contrast, expenditure as a proportion of approved budgets was low in Jammu and Kashmir at 41 per cent.
- Higher expenditure than funds available have resulted in states having large negative balances. For instance, at the start of FY 2017-18, both Madhya Pradesh and Karnataka had a negative opening balance of over ₹100 crore.

### MOST STATES RECORDED HIGHER EXPENDITURES FOR SNP THAN APPROVED BUDGETS IN 2016-17

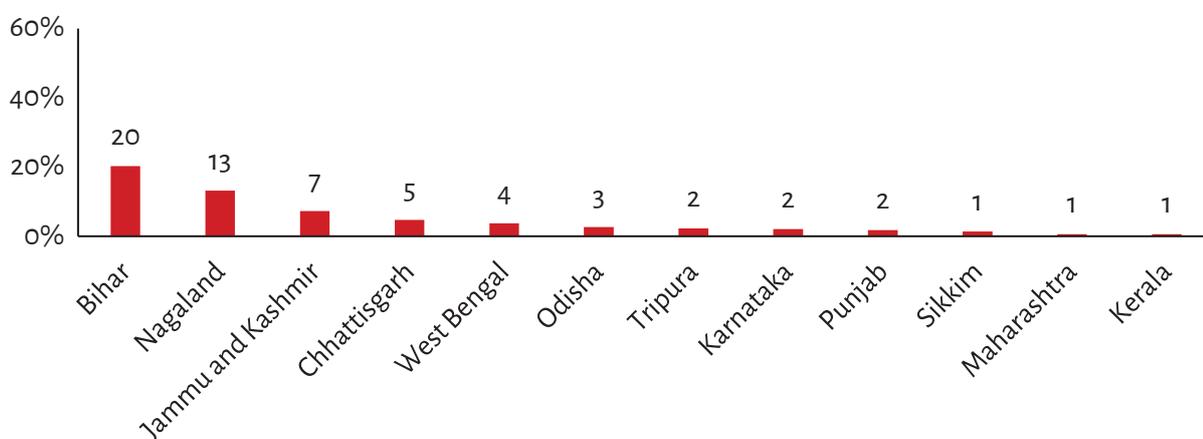


Source: (i) Annual Programme Implementation Plan (APIP) 2016-17. Available online at: <http://icds-wcd.nic.in/icds/icdsimg/APIP%202016-17-%20MoMs%20and%20Approvals.pdf>. (ii) RTI response on expenditure data reported by the MWCD as on 18 December 2017.

## TRENDS IN ANGANWADI CENTRES

- The Anganwadi Centre (AWC) is the first point of service delivery for health, nutrition and early learning for children at the village level. As on 30 September 2017, of the 14 lakh sanctioned AWCs, 13.59 lakh (97 per cent) were operational.
- There are, however, significant state differences. As on 30 September 2017, 20 per cent of sanctioned AWCs in Bihar and 13 per cent of sanctioned AWCs in Nagaland were not operational. The proportion of non-functional AWCs was also high in Jammu and Kashmir and Chhattisgarh at 7 per cent and 5 per cent, respectively.
- Many existing AWCs do not have required facilities. For instance, as on September 2016, only 70 per cent of AWCs/mini-AWCs had drinking water facilities and only 63 per cent had toilet facilities.

### 20% OF SANCTIONED AWCs IN BIHAR WERE NOT OPERATIONAL AS ON 30 SEPTEMBER 2017



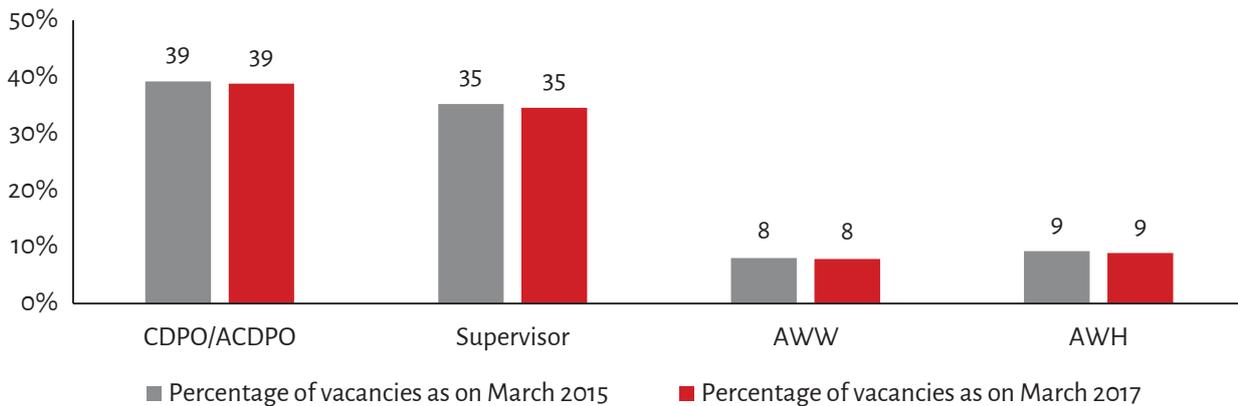
■ Percentage of sanctioned AWCs which were not operational as on 30 September 2017

**Source:** Lok Sabha Unstarred Question Number 1316, MWCD. Answered on 22 December 2017. Available online at: <http://164.100.47.194/Loksabha/Questions/QResult15.aspx?qref=59234&lsno=16>. Last accessed on 10 January 2018.

## TRENDS IN HUMAN RESOURCES

- ICDS centres are managed by a hierarchy of administrators including: Anganwadi Workers (AWWs), Anganwadi Helpers (AWHs) at the AWC; Supervisors, Child Development Project Officers (CDPOs) at the block level; and District Programme Officers (DPOs) at the District Collectorate.
- AWWs and AWHs, also known as Sevika and Sahayika, are local women volunteers responsible for the implementation of the programme and receive a monthly honorarium of ₹3,000 and ₹1,500, respectively.
- At the block level, all ICDS projects are supervised by the 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 larger rural and tribal projects, Additional Child Development Project Officers (ACDPOs) are also part of the ICDS Team. In addition, there are also Supervisors to monitor the AWC functioning. As per Gol norms, there should be 1 Supervisor for every 25 AWCs.
- There are a large number of vacancies in posts for CDPOs and Supervisors. As on March 2017, 39 per cent of sanctioned positions for CDPOs and 35 per cent of sanctioned positions for Supervisors were vacant across the country. There has been no improvement in the vacancy rates in the last three years.

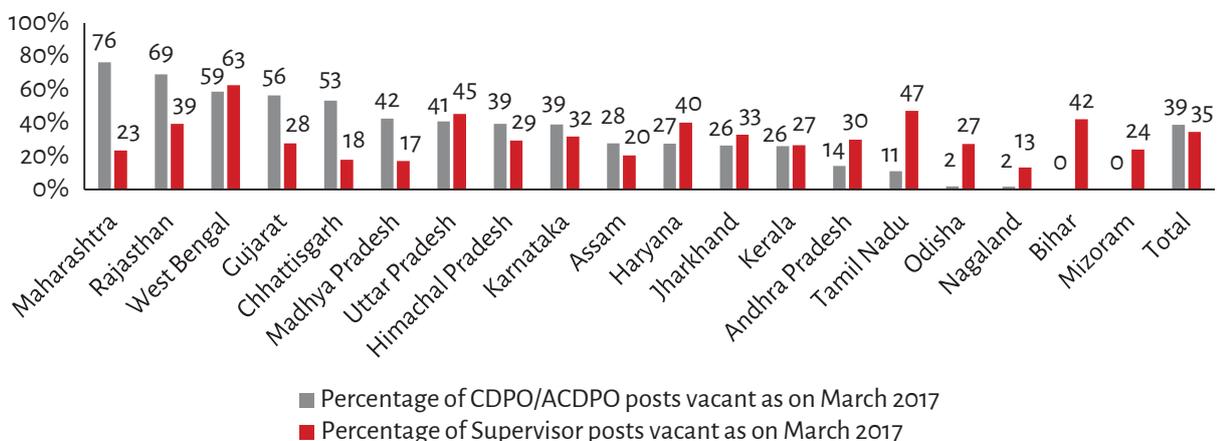
### 39% OF CDPO POSTS AND 35% OF SUPERVISOR POSTS WERE VACANT AS ON MARCH 2017



Source: RTI response by the MWCD as on 13 December 2017.

- There are significant state variations. Maharashtra, Rajasthan, Uttarakhand, West Bengal, Gujarat, and Chhattisgarh had more than 50 per cent of CDPO/ACDPO vacant sanctioned posts. West Bengal had a vacancy rate of 63 per cent among sanctioned Supervisor positions.

### 76% OF CDPO POSTS WERE VACANT IN MAHARASHTRA, AND 63% OF SUPERVISOR POSTS VACANT IN WEST BENGAL AS ON MARCH 2017

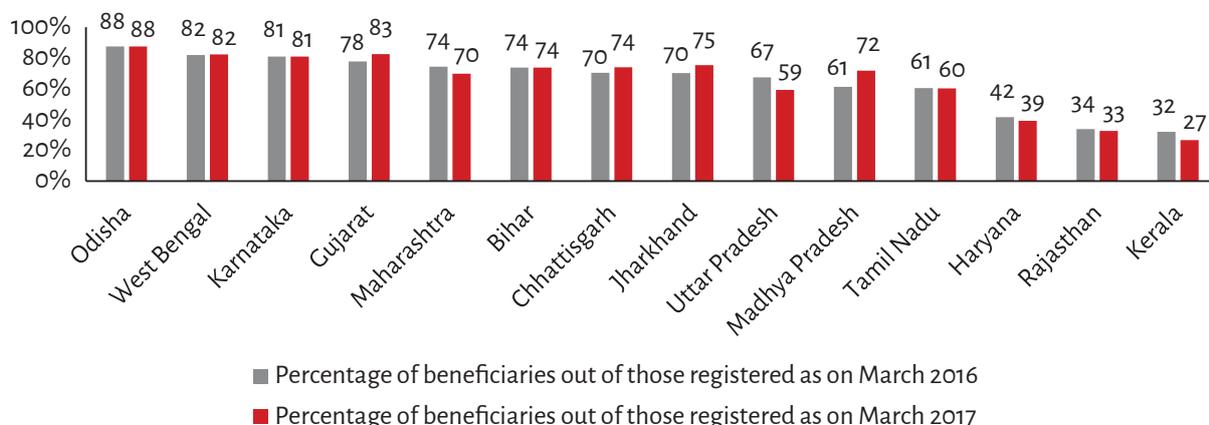


Source: RTI response by the MWCD as on 13 December 2017.

## COVERAGE OF BENEFICIARIES

- Between March 2015 and March 2017, the number of beneficiaries receiving non-formal education decreased from 3.7 crore to 3.4 crore. On the other hand, the number of beneficiaries (6 months to 6 years) receiving SNP decreased by 4 per cent from 8.3 crore to 8 crore. Similarly, the number of pregnant and lactating mothers who received SNP also decreased by 6 per cent from 1.9 crore to 1.8 crore.
- There are differences in the number of children registered in an AWC and the number of children receiving SNP. As on March 2017, 88 per cent of children registered in an AWC in Odisha and 83 per cent in Gujarat received supplementary nutrition. In contrast, only 39 per cent of children registered in AWCs in Haryana and 33 per cent in Rajasthan received supplementary nutrition.

## ODISHA AND WEST BENGAL HAD THE HIGHEST ICDS BENEFICIARIES OUT OF THE REGISTERED POPULATION OF 0-6 YEAR OLDS

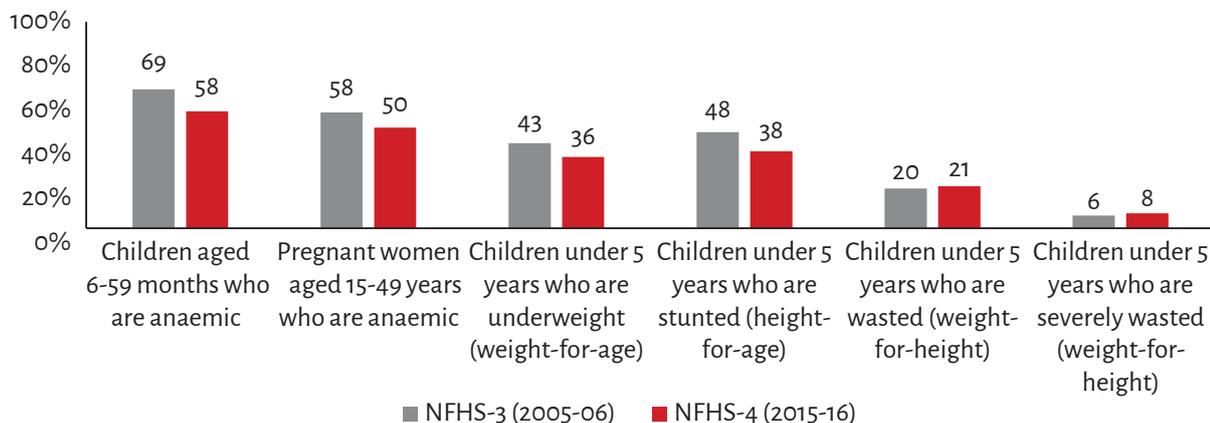


Source: RTI response from MWCD as on 13 December 2017.

## OUTCOMES

- The primary objective of the SNP programme within ICDS is to reduce the nutrition gap among children between the ages of 0 to 6 years and improve the nutritional status of pregnant and lactating mothers.
- At the start of the 12th Five Year Plan, the mission had set the following targets:
  - Reduction in percentage of underweight children below 3 and 5 years (separately) by 10 percentage points
  - Halving the percentage of severely underweight children below 3 years
  - Reducing the prevalence of anaemia in pregnant women by 20 per cent
  - Decreasing the incidence of low birth-weight babies by 10 per cent, and
  - Percentage of 5-6 year old children at the AWCs who are school ready by 60 per cent
- Progress on these outcome indicators have been slow. Between 2005-2015, as per the third and fourth round of the National Family Health Survey (NFHS), the percentage of children under 5 who were underweight decreased from 43 per cent to 36 per cent and the percentage of pregnant women who were anaemic decreased from 58 per cent to 50 per cent.

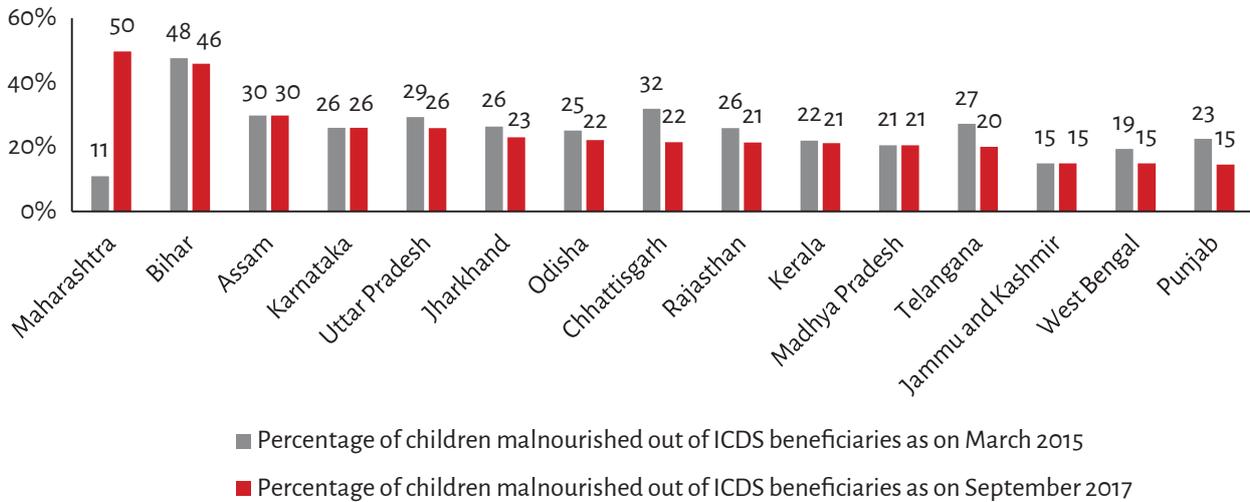
### 2 PERCENTAGE POINT INCREASE IN CHILDREN UNDER 5 WHO WERE SEVERELY WASTED BETWEEN 2005 AND 2015



Source: National Family Health Survey (NFHS) 4th Round, 2017. Available online at: <http://rchiips.org/nfhs/>

- During the same time period, the percentage of children who were wasted (weight-for-height), however, increased by 1 percentage point, while those that were severely wasted increased by 2 percentage points.
- The findings are consistent with the official reported number for ICDS beneficiaries. The proportion of total ICDS beneficiaries who are malnourished has been rising. As on March 2015, 15 per cent of total ICDS beneficiaries were malnourished. This increased to 22 per cent as on March 2016 and 25 per cent as on September 2017.
- There are, however, significant state-wise differences. As on March 2015, the proportion of ICDS beneficiaries that were malnourished was the highest in Bihar at 48 per cent. This decreased marginally to 46 per cent as on September 2017. Proportion of beneficiaries malnourished decreased in West Bengal and Punjab.

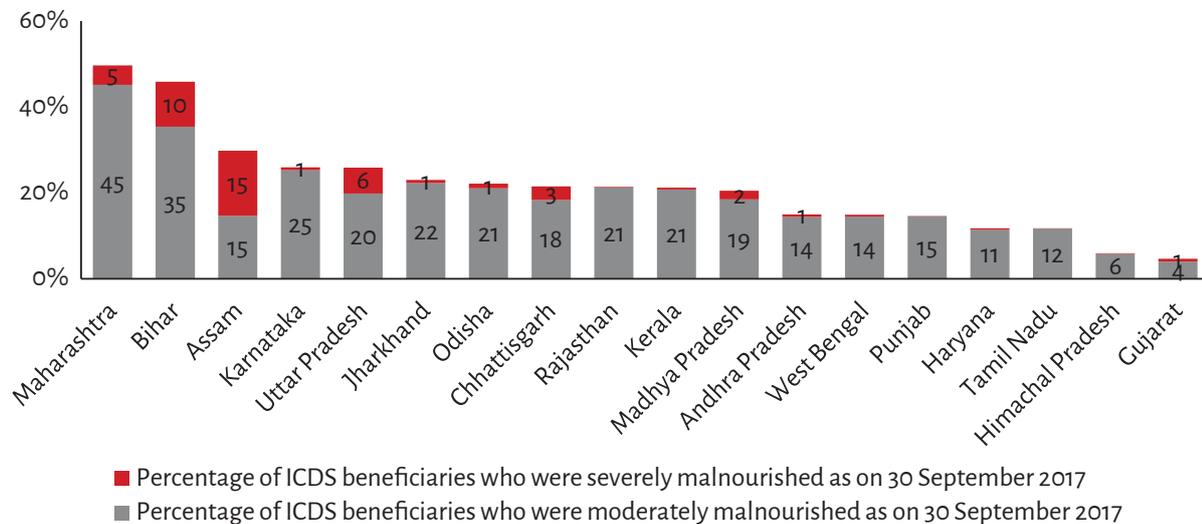
### MAHARASHTRA HAD THE HIGHEST NUMBER OF MALNOURISHED CHILDREN OUT OF ITS ICDS BENEFICIARIES



Source: RTI response from MWCD as on 13 December 2017. Note: Malnutrition rates include Grade I to IV as reported in the government data.

- The number of children identified as severely malnourished under ICDS was high in Assam, Bihar, Chhattisgarh, Uttar Pradesh and Madhya Pradesh as on September 2017. For instance, the proportion of children severely malnourished was 15 per cent in Assam and 10 per cent in Bihar.

### 15% OF ICDS BENEFICIARIES WERE SEVERELY MALNOURISHED IN ASSAM



Source: RTI response from MWCD as on 13 December 2017. Note: Moderately malnourished children refer to those that had malnutrition rate of Grade I and II and Severely malnourished were those that had malnutrition rate of Grade III and IV.