

INTEGRATED CHILD DEVELOPMENT SERVICES SCHEME

[Action Taken by the Government on the Observations/Recommendations of the Committee contained in their Fourteenth Report (16th Lok Sabha)]

MINISTRY OF WOMEN AND CHILD DEVELOPMENT

**PUBLIC ACCOUNTS COMMITTEE
(2015-16)**

THIRTY FIFTH REPORT

SIXTEENTH LOK SABHA



**LOK SABHA SECRETARIAT
NEW DELHI**

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Presented to Lok Sabha on: 22.12.2015

Laid in Rajya Sabha on: 23.12.2015

**LOK SABHA SECRETARIAT
NEW DELHI**

December, 2015 /Pausa, 1937 (Saka)

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* Not appended to this cyclostyled copy of the Report.

**COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE
(2015-16)**

Prof. K.V. Thomas - **Chairperson**

MEMBERS

LOK SABHA

2. Shri S.S. Ahluwalia
3. Shri Sudip Bandyopadhyay
4. Shri Ranjit Singh Brahmputra
5. Shri Nishikant Dubey
6. Shri Gajanan Kirtikar
7. Shri Bhartruhari Mahtab
8. Shri Ramesh Pokhriyal "Nishank"
9. Shri Neiphiu Rio
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12. Dr. Kirit Somaiya
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RAJYA SABHA

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18. Shri Anil Madhav Dave
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20. Shri Bhubaneswar Kalita
21. Shri Shantaram Naik
22. Shri Sukhendu Sekhar Roy

SECRETARIAT

1. Shri A.K. Singh - Additional Secretary
2. Shri T. Jayakumar - Director
3. Smt. Bharti Tuteja - Deputy Secretary

INTRODUCTION

I, the Chairperson, Public Accounts Committee (2015-16), having been authorized by the Committee, do present this Thirty Fifth Report (Sixteenth Lok Sabha) on Action Taken by the Government on the Observations/Recommendations of the Committee contained in their Fourteenth Report (Sixteenth Lok Sabha) on '**Integrated Child Development Services (ICDS) Scheme**' relating to Ministry of Women and Child Development.

2. The Fourteenth Report was presented to Lok Sabha on 27th April, 2015 and laid in Rajya Sabha on 28th April, 2015. Replies of the Government to all the Observations/Recommendations contained in the Report were received. The Public Accounts Committee considered and adopted the Twenty Sixth Report at their sitting, held on 21st December, 2015. Minutes of the sitting are given at Appendix I.

3. For facility of reference and convenience, the Observations and Recommendations of the Committee have been printed in thick type in the body of the Report.

4. The Committee place on record their appreciation of the assistance rendered to them in the matter by the Office of the Comptroller and Auditor General of India.

5. An analysis of the action taken by the Government on the Observations/Recommendations contained in the Fourteenth Report (Sixteenth Lok Sabha) is given at *Appendix-II*.

NEW DELHI;
31 December, 2015
30 Agrahayana, 1937 (Saka)

PROF. K.V. THOMAS,
Chairperson,
Public Accounts Committee.

REPORT

PART – I

INTRODUCTORY

This Report of the Public Accounts Committee deals with the Action Taken by the Government on the Observations and Recommendations of the Committee contained in their Fourteenth Report (16th Lok Sabha) on "**Integrated Child Development Services (ICDS) Scheme**" based on C&AG Report No. 22 of 2012-13, Union Government (Civil), relating to Ministry of Women and Child Development.

2. The Fourteenth Report (16th Lok Sabha), which was presented to Lok Sabha on 27th April, 2015 and laid in Rajya Sabha on 28th April, 2015, contained 17 Observations and Recommendations. Action Taken Notes in respect of all the Observations and Recommendations have been received from the Ministry of Women and Child Development and are broadly categorized as under:

(i) Observations/Recommendations which have been accepted by the Government:

Para Nos. 1-4,6-8,10,12-14,16 and 17

**Total: 13
Chapter - II**

(ii) Observations/Recommendations which the Committee do not desire to pursue in view of the replies received from the Government:

Para Nos. Nil

**Total: Nil
Chapter - III**

(iii) Observations/Recommendations in respect of which replies of Government have not been accepted by the Committee and which require reiteration:

Para Nos. Nil

**Total: Nil
Chapter - IV**

(iv) Observations/Recommendations in respect of which Government have furnished interim replies:

Para Nos. 5,9,11 and 15

**Total: 4
Chapter – V**

3. In their Fourteenth Report, the Committee examined the Integrated Child Development Services (ICDS) Scheme of the Ministry of Women and Child Development and found the following shortcomings:

- i) Delay in operationalization of 10 out of 7076 sanctioned projects and 33000 out of 13.75 lakh sanctioned AWCs/Mini-AWCs as on 8.10.2014 and the target to operationalize 13,000 more AWCs by 31.3.2015.
- ii) Non-Coverage of all areas inhabited by SC/ST/OBCs and minority communities under the ICDS Scheme.
- iii) Co-ordination gap between the 5-tier (Central, State, District, Block and Village) monitoring and review mechanism of ICDS Scheme
- iv) Non-availability of basic infrastructure, utensils and medical kits/equipments for Anganwadi Centres
- v) Non-filling up of 1,14,368 vacant posts for AWWs, 3209 for CDPOs and 19831 for Supervisors
- vi) No uniformity on the implementation of the revised financial norms on supplementary nutrition leading the shortfall in expenditure
- vii) Shortfall of 40 to 100% on the expenditure against the funds released for Information, Education and Communication (IEC) in a number of test checked States, suggesting passive attitude towards the importance of dissemination of information and educating the beneficiaries about the Scheme.

4. The Action Taken Notes furnished by the Ministry of Women and Child Development in respect of all Observations and Recommendations of the Committee have been reproduced in the relevant Chapters of this Report. The Committee will now deal with the Action Taken by the Government on the Observations and Recommendations made in the Original Report which either need reiteration or merit comments.

OPERATIONALIZATION OF AWCs/ Mini AWCs

(Recommendation Para No.1)

5. In their Fourteenth Report, the Committee noted that the Integrated Child Development Services Scheme (ICDS) was launched by the Government of India in the year 1975 with objectives of holistic development of children (0-6 years) and pregnant and lactating mothers through a package of 6 services and Ministry of Woman and Child Development decided in 1995 to universalize the Scheme by covering all the 5239 Community Development blocks and 684 identified major urban slums in the country by the end of the Eighth Plan (1992-97). A writ petition was filed in the Supreme Court on which the Court vide their interim orders dated 28 November 2001, 29 April 2004, 07 October 2004 and 13 December 2006, had also directed the Government of India to universalize the coverage of ICDS Scheme. Further, the Supreme Court directed the Government of India in December 2006 to sanction and operationalize a minimum of 14 lakh Anganwadi Centres (AWCs) by December 2008 in a phased and even manner. The Committee, however, found that operationalization of 10 out of 7076 sanctioned projects and 33000 out of 13.75 lakh sanctioned AWCs/Mini-AWCs were pending as on 8.10.2014 and the Ministry were targeting to operationalize 13,000 more AWCs by 31.3.2015.

- 1(a). The Committee were disappointed to find that even after launching a Restructured and Strengthened ICDS in 2012 with an allocation of Rs.1,23,580 crore, the Ministry were not likely to achieve the target of covering 14 lakh habitations by AWCs in foreseeable future though the deadline set by the Supreme Court was December, 2008. The Committee were of the view that the Ministry should take urgent steps to operationalize all the pending sanctioned AWCs/Mini AWCs and endeavor to reach the target of covering 14 lakh habitations at the earliest and recommended that the Ministry need to prescribe and strictly adhere to the timelines for setting up these

Anganwadis and desired to be apprised of the targets achieved at the action taken stage. The Committee also desired that the Ministry may furnish the report on Concurrent Independent Evaluation of ICDS in 100 Blocks of High burden districts during 2013-14, conducted by the Central Monitoring Unit (CMU).

- 1(b). Finding that the main reasons for non-operationalization of AWCs reportedly were court cases, financial processes involved and delay in recruitment of Anganwadi Workers (AWWs)/Anganwadi Helpers (AWHs), the Committee recommended that to ensure operationalisation of Anganwadis at the earliest, the Ministry should take up the issue of expediting the financial processes with the respective State Mission Steering Groups and issue instructions to the State Governments to take urgent steps to fill up the vacancies on priority basis and apprise the Committee of the progress made in this regard.
- 1(c). The Committee were disappointed to note that the Ministry had no information on the coverage of habitations under ICDS as the State Governments were responsible for confirming whether all the habitations had been covered under the ICDS. The Committee hoped now that National Informatics Centre has been assigned the task of developing a web-based Management Information System, a robust MIS would be developed within a reasonable timeframe so that both the Ministry and the State Governments are able to timely upload/ update all data relating to the coverage, sanction and operationalization of the AWCs online. The Committee desired to be apprised of the timeframe fixed for the database created under ICDS.

6. The Ministry of Women and Child Development in their Action Taken Note have stated as under:-

"On reconciliation of number of sanctioned projects with States/UTs., there are 7075 sanctioned projects of which 7072 Projects become operational as on 31.3.2015 leaving 3 pending projects [*one each in Manipur, Nagaland and Punjab*]. As regards AWCs, all the 14 lakh approved AWCs have been sanctioned to the States/UTs. Out of this, 13.46 AWCs have become operational as on 31.3.2015.

State Governments have been requested from time to time and recently by the Secretary (MWCD) on 25.8.2015 in this regard."

- 1(a). "In order to cover all the habitations in the country, States/ UTs were requested to undertake ground level survey for opening additional AWCs/mini-AWCs/ Anganwadi on Demand (AoD) and furnish their demand. Based on the requirement received from States/UTs and the availability of total AWCs with the Ministry, all the 14 lakh AWCs/mini-AWCs/ Anganwadi on Demand (AoD) have been sanctioned to the States/UTs. Out of 14 lakh AWCs sanctioned, as on 31.3.2015, 13.46 lakhs AWCs became operational. MWCD is continuously taking up the matter with the States/UTs requesting them to operationalize the remaining about 54000 AWCs. In this regard, recently Secretary (MWCD) sent a letter dated 25.8.2015 to the States/UTs.

A copy of the report on Concurrent Independent Evaluation of ICDS in 100 Blocks of High burden districts during 2013-14 conducted by Central Monitoring Unit (CMU) is available at link of NIPCCD namely: <http://www.nipccd.nic.in/cmu/r32.pdf>."

- 1(b). "Under the restructured ICDS scheme, States/UTs are required to submit their Annual Programme Implementation Plans duly approved by the State Mission Steering Group which is considered and approved by the Empowered Programme Committee (EPC) headed by Secretary, MWCD. Therefore, there is active involvement of State Mission Steering Group in the financial process. Funds are released on the basis of approvals given

by the EPC.

State/UTs have been requested from time to time and recently by Secretary, MWCD vide his D.O. letter No.11013/2/2015-ME dated 25.8.2015 to operationalise all the pending AWCs/mini-AWCs/AoDs including filling up of vacant posts of Child Development Project Officers (CDPOs), Supervisors, Anganwadi workers (AWWs) and Helpers. As on 31.3.2015, there are 5495 in position CDPOs /ACDPOs out of 9047 sanctioned, 35735 in position Supervisors out of 55187 sanctioned, 12.87 lakh in position AWWs out of 14 lakh sanctioned and 11.64 in position Helpers out of 12.83 lakh sanctioned."

1(c). "Under the web-based Management Information System (MIS) on ICDS, 8.1 lakhs AWCs/mini-AWCs/ AoD have been assigned 11 digit unique code and process of assigning unique code for the remaining AWCs is under way."

7. The Committee note from the reply of the Ministry that as on 31.3.2015, 7072 out of 7075 sanctioned projects have been operationalised leaving 3 pending projects in Manipur, Nagaland & Punjab respectively. As regards AWCs, 13.46 lakh out of 14 lakh sanctioned AWCs have been operationalized as on 31.3.2015. The Committee while appreciating the efforts desire the Ministry to persuade State Governments to make the remaining 54,000 AWCs and 3 sanctioned projects operational at the earliest. The Committee further note that 3552 posts of CDPOs, 19452 posts of Supervisors, 1.13 lakh posts of AWWs and 1.19 lakh posts of Helpers are still vacant. The Committee exhort the Ministry to take urgent steps to fill up the vacancies at the earliest and reiterate their earlier recommendation that a cadre for ICDS may be created to meet the personnel requirements under the Scheme. The Committee while, noting the reply of the Ministry that the process of assigning 11 digit unique code to all AWCs under the web-based Management Information System (MIS) on ICDS, is under way, desire that the web-based MIS should include the fields as spelt by the

Committee in their earlier recommendation viz data relating to coverage, sanction and operationalization etc. The Committee further hope that the process of assigning the codes would be completed at the earliest.

COVERAGE OF ALL SC/ST/OBC AND MINORITY COMMUNITY HABITATIONS UNDER ICDS SCHEME

(Recommendation Para No.2)

8. In their Fourteenth Report, the Committee noted that consequent to the Supreme Court's order dated 13 December 2006 stipulating, inter alia, identification of SC and ST hamlets/ habitations for opening of new Anganwadi Centres (AWCs) on a priority basis, the Ministry, issued sanctions for opening of additional AWCs to States/UTs with the conditions that villages predominantly inhabited by population belonging to SC/ST and minority community should be given priority and an AWC in a village, as far as feasible, should be located in the areas inhabited by population from SC/ST and minority community but the State Governments were to certify that all SC, ST, OBC and minority community habitations had been saturated. Audit had recommended that the Ministry should conduct a survey to have an assurance that all habitations, especially those inhabited by SC/ST/OBC and Minority community population are covered under the Scheme. The Committee had observed that the Ministry kept waiting for the response of the States and 19 States had reported compliance after 8 years of the Supreme Court order. The Committee felt that the Ministry should have been pro-active in its approach, identified the areas inhabited by SC/ST/OBC and minority community as per Census 2001/2011 and sought information from the State Governments about coverage of the identified habitations under the Scheme. The Committee desired that the Ministry identify such habitations in rest of the States and the respective State Governments may be asked to formulate and send proposals for setting up of Anganwadi on Demand (AODs) in habitations not yet covered under the Scheme.

9. The Ministry of Women and Child Development in their Action Taken Note have stated as under:-

“Under universalization of ICDS scheme, 14 lakh AWCs were sanctioned. All these AWCs have been sanctioned. As per the instructions issued by MWCD, the AWCs are to be located in an area inhabited by SC/ST/OBC population.

The States have also been authorized to relocate an AWC if there is any uncovered area subject to certain conditions. A letter No.1-19/2013-CD-I dated 1.12.2014 in this regard has been issued to all the States/UTs.”

10. The Committee note from the reply of the Ministry that under universalization of ICDS scheme, 14 lakh Anganwadi Centres (AWCs) have been sanctioned and the Ministry had instructed the States/ UTs that the AWCs were to be located in an area inhabited by SC/ST/OBC population. The States were also authorized to relocate an AWC if there were any uncovered area subject to certain conditions. The Committee find that apart from issuing a letter in this regard, the Ministry have not taken any concrete steps to cover the area inhabited by the SC/ST/OBC communities. The Committee deplore the non-committal attitude of the Ministry toward coverage of the areas inhabited by SC/ST/OBC population under the ICDS Scheme. The Committee are surprised to note that after issuing a letter to the States/UTs way back on 1.12.2014 the Ministry is still groping in the dark about the setting up of AWCs as well as its relocation in uncovered areas inhabited with SC/ST/OBC population. The Ministry should have vigorously pursued the matter with the States/UTs authorities to accomplish the target. The Committee, therefore, reiterate that instead of merely instructing the States/ UTs that too after being pointed out by the Audit, the Ministry should have suo moto identified such areas in the country and instructed the States/UTs for setting up AWCs there. The Committee desire to be apprised of the latest number of AWCs located/

relocated in the areas inhabited by SC/ST/OBC and other minority communities.

(Recommendation Para No.3)

11. In their Fourteenth Report, the Committee noted that the Supreme Court stipulated that rural communities should be entitled to an Anganwadi on Demand (AOD), not later than three months from the date of demand in cases where a settlement has at least 40 children under six but no Anganwadi. The Ministry had, during third phase of expansion of ICDS Scheme (October 2008), approved 20,000 additional AODs. The Committee were disappointed to note that only 2030 AODs were sanctioned for six States by the Ministry in 2011-2012 and the delay in sanction of AODs was due to the failure of State Governments to send their proposals in the prescribed format as they mixed the proposals for AODs with the proposals for setting up new AWCs under third phase of expansion. The Committee viewed that delay in setting up of AODs defeats the very purpose of the concept. The Committee further viewed the suggestion of the Supreme Court that the concept of setting up of AODs only to compensate the procedural delays but neither the Ministry nor the State Governments could take timely action. The Committee felt that, instead of entrusting the responsibility of sending the AOD proposals entirely with the State Government, the Ministry could have involved the NGOs and SHGs active in the rural areas for identifying and sending requests directly to the Ministry for setting up AODs in consultation with the State Governments. In addition to setting up the AWCs in urban slum dwellings, the Committee viewed that the reach of AWCs need to be extended to cover areas in the vicinity of large factories and industrial areas where substantial number of women workers are employed and the timings of these AWCs may be made co-terminus with the timings of the factories/ industries in that area for the benefit of children of such workers and P&LMs among those as well.

12. The Ministry of Women and Child Development in their Action Taken Note have stated as under:-

“During ICDS universalization, 14 lakh AWCs (*including 20,000 Anganwadi-on-demand*) were sanctioned. All these 14 lakh AWCs have been sanctioned and as on 31.3.2015, 13.46 lakh have become operational.

The States/UTs have been authorized to reallocate any nearby AWC for any uncovered population in urban, rural and tribal areas vide MWCD letter No.1-19/2013-CD-I dated 01.12.2014. A letter No.4-2/2015-CD-I dated 24.9.2015 has also been sent to the States/UTs for such survey and seeking the possibilities of involvement of SHGs/ NGOs regarding coverage of habitations inhabited by SC/ST/OBC.”

13. The Committee note from the reply of the Ministry that 14 lakh AWCs (including 20,000 AoD) have been sanctioned and in pursuance to Committee’s recommendation a letter has been issued to the States/UTs for survey regarding reallocation of any nearby AWC for any uncovered population in urban, rural and tribal areas and for seeking the possibilities of involvement of SHGs/ NGOs regarding coverage of habitations inhabited by SC/ST/OBC. The Committee, however, find that the Ministry has conveniently ignored the recommendation of the Committee regarding setting up of the AWCs in the urban slum dwellings and the need to extend the reach of AWCs to cover areas in the vicinity of large factories and industrial areas where substantial number of women workers are employed. The Committee reiterate their recommendation that the Ministry while sanctioning future AWCs give adequate attention to the areas where a large number of women workers work and the timings of such AWCs may also be adjusted according to the needs of these women.

BASIC INFRASTRUCTURAL FACILITIES AND EQUIPMENTS FOR AWCS**(Recommendation Para No. 6)**

14. In their Fourteenth Report, the Committee noted that Anganwadi Centre (AWC), being the focal point for delivery of ICDS services accommodating upto 40 children during day-time, require basic infrastructure for which the States/UTs were to arrange for AWC buildings, either through community support or by hiring suitable buildings on rent or by tapping funds from other schemes, for construction of buildings. In 2011, the Ministry had issued guidelines for construction of AWCs which state that an AWC must have a separate sitting room for children/women, separate kitchen, store for storing food items, child friendly toilets, separate space for children to play (indoor and outdoor activities) and safe drinking water facilities. The Committee were dismayed to note that 866 out of 2701 test-checked AWCs were at sites other than their own buildings or rented premises such as primary schools functioning in school verandahs, under trees, open places and in dilapidated/ incomplete buildings or kachcha structures. Further, separate space for cooking, storing food items and indoor and outdoor activities for children was not available in 40% to 65% of the test checked AWCs in different States. The Committee felt that non-availability of quality infrastructure affected the motivation on part of the parents to send their wards to the AWCs and also exposed these children to the vagaries of the weather. The Committee, therefore, were of the strong view that the Ministry closely monitor the construction of AWC buildings taken up by the State Governments so as to ensure availability of good quality buildings for the AWCs fulfilling the prescribed standards and shift the AWCs functioning under the trees, in open places, dilapidated buildings and kachcha structures to pucca structures, which can either be rented premises or make shift arrangements in the Government owned buildings in the vicinity. The Committee also noted that States have reportedly been given approval for 44709 new AWC buildings and upgradation of 42642 AWCs during 2013-14 and desired to be apprised of the achievement made. The Committee further desired that timelines be fixed for

construction of owned buildings for all AWCs and strictly followed up. Further the Committee were of the view that all AWC buildings should have a display board providing information on the number of beneficiaries, services being provided, medicines available etc. in local language for better outreach.

15. The Ministry of Women and Child Development in their Action Taken Note have stated as under:-

“A letter No.4-2/2015-CD-I dated 24.9.2015 regarding the construction of buildings for all AWCs has been sent to States/UTs prescribing a timeline of four months.”

16. The Committee are happy to note that the Ministry have prescribed a timeline of four months to the States/UTs for completion of construction of owned buildings for all AWCs. The Committee desire that the Ministry monitor the progress of construction and obtain a monthly progress report from the States/UTs to ensure construction of the AWCs as per the stipulated guidelines for construction of AWCs in 2011 and completion of the buildings within the prescribed timeline. The Committee desire to be apprised of the details on the efforts made by the Ministry to accommodate the AWCs functioning under trees, in open places, dilapidated and kaccha structures and that whether the Ministry, pursuant to the recommendation of the Committee, have taken urgent action towards shifting these AWCs to rented premises or in make shift arrangements in Government buildings as a temporary measure until the completion of the construction of owned buildings for the AWCs.

NUTRITIONAL NEEDS OF THE CHILD AND MOTHER

(Recommendation Para No.12)

17. In their Fourteenth Report the Committee noted that the latest financial norms for providing Supplementary Nutrition (SN) are Rs.6 per day for children aged 6-72 months, Rs. 9 per day for severely malnourished children and Rs. 7 per day for pregnant women and lactating mothers. The Committee appreciated that the said norms have since been revised and observed that

(i) Since nutritional requirements of a 6 month old child differ from a 6 year old child, prescribing the same amount for the whole age group might not be helpful in catering to the nutritional requirements of two different age groups, the Ministry need to take up the issue with the child health experts and apprise the Committee of their opinion.

(ii) In case of malnourished children, the ICDS functionaries must be appropriately trained to analyse the reasons for their malnourishment and counsel the parents on the need for nutritious diet for overall growth of children. Where poverty is the major reason for malnourished children, steps may be taken to simultaneously cover the parents under other welfare schemes of the Government of India.

(iii) The financial norms for providing SN be linked to the Cost Inflation Index and revised twice a year.

18. The Ministry of Women and Child Development in their Action Taken Note have stated as under:-

“i) The financial norms for supplementary nutrition for various ICDS beneficiaries were revised in the year 2012. Although the financial norms for supplementary nutrition for 6 months-3 years and 3-6 years normal children are same but their nutritional requirements are different. The nutritional requirements for different groups of ICDS beneficiaries have been listed in the nutrition guidelines issued by the Ministry on 24.2.2009.

- ii) For malnourished children, under the restructured ICDS, apart from providing higher financial norms and additional nutrition, there is a provision for holding *Sneha Shivirs* at the AWC level which is based on positive deviance approach. In these Shivirs, not only the severely malnourished children are attended, their parents are also counselled on various approaches to manage the malnourished children.
- iii) The proposal to link the financial norms for SN with the Cost Inflation Index was not agreed to."

19. The Committee find from the reply of the Ministry that although the financial norms for supplementary nutrition for 6 months to 3 years and 3-6 years normal children are same but their nutritional requirements are different which have been listed in nutritional guidelines dated 24.2.2009. The Committee are of the view that besides age, height and weight of the children are vital parameters in ascertaining their nutritional needs. The Committee therefore reiterate their recommendation that child health experts may be engaged to evolve a comprehensive criteria for determining the nutritional requirements of children, link the financial norms for SN with the Cost Inflation Index and the Committee be apprised of their opinion.

IMPLEMENTATION OF THE REVISED FINANCIAL NORMS

(Recommendation Para No. 13)

20. In their Fourteenth Report, the Committee noted a shortfall of 15% to 36% in the expenditure on Supplementary Nutrition (SN) during the period 2006-11. The average daily expenditure per beneficiary on SN as per the audit was Rs.1.52 to Rs.2.01 against the norm of Rs.2.06 during 2006-09 and Rs.3.08 to Rs.3.64 against the norm of Rs.4.21 during 2009-11. The Committee further noted that there was a gap of 33% to 45% between the number of eligible beneficiaries identified and those receiving SN during 2006-07 to 2010-11. The

Ministry reasoned that the shortfall in expenditure on SN by States was due to longer time taken by some of the States to implement the revised financial norms for SN and also delay in supply of SN at the AWC due to various unavoidable reasons at the field level etc. The Committee were not able to comprehend as to how the Ministry kept on releasing SN funds at new rates, despite not getting confirmation from the States that the new rates have actually been implemented. The Committee recommended that the Ministry take urgent steps to ensure implementation of the revised financial norms by all the States at the earliest and apprise the Committee of the action taken in this regard.

21. The Ministry of Women and Child Development in their Action Taken Note stated as under:-

“As per the Statements of Expenditure (SoEs) received from States/UTs, there are only 5 states which are providing the supplementary nutrition to the beneficiaries at the old cost norms. Instructions have been issued to these states to follow the new cost norms / revised financial norms for providing SN to the beneficiaries immediately.”

22. The Committee are dismayed to note that even after the lapse of more than two years since the revision of financial norms for supplementary nutrition in 2012, still there are 5 States which are providing supplementary nutrition to the beneficiaries at the old cost norms. Noting that the Ministry have issued instructions to these States to follow the new cost norms/revised financial norms for providing supplementary nutrition, the Committee observe that merely instructing and entrusting the entire responsibility of implementation of the norms on these States would not yield desired results. The Committee desire that the Ministry look into the matter and identify the reasons as to why these States have not been following the revised norms, and persuade these States in rectifying/resolving the shortfalls urgently, and accordingly instruct these States to implement the revised financial norms.

EDUCATION AND DISSEMINATION OF INFORMATION ON ICDS SCHEME

(Recommendation Para No.16)

23. In their Fourteenth Report, the Committee noted that Information, Education and Communication (IEC) and the Nutrition and Health Education (NHED) were two components of ICDS aimed at sustained behavior and attitudinal change of society for holistic development of children. The main objective of IEC is to create awareness and build up image of ICDS, stimulate demand for its services, affect and sustain behavioral and attitudinal changes in child caring, nutrition and health care practices and elicit sustained community participation. Audit found a shortfall of 40 to 100% on the expenditure against the funds released for IEC in a number of test checked States. The Committee agreed with the recommendation of the Audit that IEC activities should be planned in advance in accordance with the financial norms and the expenditure be monitored by the Ministry to examine the reasons for shortfall. The Committee were of the view that seminars/ workshops, monthly meets, home visits, screening of films/ slideshows, campaigns to community on Infant & Young Child Feeding (IYCF) and SN and other components of the IEC & NHED aim to effectively deliver the benefits of the Scheme to the maximum eligible population and therefore should be undertaken earnestly by the Ministry and the State Governments. The Committee further viewed that a digital handheld device may also be provided to the AWWs under the IEC equipment to help them in getting and disseminating information, in augmenting the education levels of both functionaries and the beneficiaries and effective communication. The Committee were of the view that every AWC should have Display Board to indicate the details of functionaries upto the level of CDPO, the details of the beneficiaries, the services supposed to be given at an AWC and the services being provided, list of equipment available at the AWC, events proposed during the month and important dates for immunization, monthly check-ups, visits of other functionaries and various IEC activities. All the displayed information must be verified and initialed with date by the Supervisor during their routine visits to the AWC. The

Committee would also like to be apprised of further progress in the nationwide 'Campaign against malnutrition' launched in November, 2012 as on date.

24. The Ministry of Women and Child Development in their Action Taken Note stated as under:-

"The Food and Nutrition Board of the Ministry, through its 43 regional field units, is engaged in conducting training programmes in nutrition, in addition to advocacy towards generating awareness through nutrition education programmes on importance of healthy balanced diets throughout the lifecycle through the use of locally available foods, mass awareness campaigns, use of electronic and print media and celebration of National events like World Breastfeeding Week, etc., especially emphasizing the importance of good infant and young child feeding practices.

The Nationwide Information, Education and Communication (IEC) campaign against malnutrition which comprised of four stages namely (1) Create Awareness, (2) Clarion Call, (3) Action Points, and (4) Community using Tools/Services was launched by the Hon'ble President of India in 2012. The first cycle of the campaign was undertaken during the year 2013-14 and the second cycle during 2014-15."

25. The Committee note from the reply of the Ministry that the Food and Nutrition Board of the Ministry, through its 43 regional field units, is engaged in conducting training programmes in nutrition, in addition to advocacy towards generating awareness through nutrition education programmes on importance of healthy balanced diets throughout the lifecycle through the use of locally available foods, mass awareness campaigns, use of electronic and print media and celebration of National events like World Breastfeeding Week, etc., especially emphasizing the importance of good infant and young child feeding practices. The Committee, however find that the Ministry has not submitted its reply on the recommendation of the Committee that a digital handheld device may

also be provided to the AWWs. The Committee, therefore, reiterate their recommendation that to improve the implementation of various measures taken by the Ministry and for effective monitoring, a digital handheld device may be provided to the AWWs.

NEW DELHI;
21 December, 2015
30 Agrahayana, 1937 (Saka)

PROF. K.V. THOMAS,
Chairperson,
Public Accounts Committee

(APPENDIX – II)

(Vide para 5 of Introduction)

ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE OBSERVATIONS/ RECOMMENDATIONS OF THE PUBLIC ACCOUNTS COMMITTEE CONTAINED IN THEIR FOURTEENTH REPORT (SIXTEENTH LOK SABHA)

- | | | | |
|-------|---|---|---|
| (i) | Total No of Observations/Recommendations | - | 17 |
| (ii) | Observations/Recommendations of the Committee which have been accepted by the Government: | - | Total: 13
Percentage -76.47% |
| | Para Nos. 1-4,6-8,10,12-14,16 and 17 | | |
| (iii) | Observations/Recommendations which the Committee do not desire to pursue in view of the replies received from the Government: | - | Total:
Percentage - 0% |
| | -Nil- | | |
| (iv) | Observations/Recommendations in respect of which replies of Government have not been accepted by the Committee and which require reiteration: | - | Total:
Percentage - 0% |
| | -Nil- | | |
| (v) | Observations/Recommendations in respect of which Government have furnished interim replies: | - | Total: 4
Percentage - 23.53% |
| | Para Nos.5,9,11 and 15 | | |