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

This brief uses government data to analyse ICDS performance along the following parameters:
- Allocations, releases, and expenditures
- Component-wise trends
- Human and physical resources
- Coverage, and
- Outcomes

Cost share and implementation: For the Supplementary Nutrition Programme (SNP), funds are shared between GoI and state governments in a 50:50 ratio. For other components, funds are shared in a 60:40 ratio, and in a 90:10 ratio for Northeastern states and Himalayan states. The ratio is 100:0 for UTs without a legislature. Since 1 December 2017, GoI provides only 25 per cent for salaries, but 90 per cent for Northeastern states and Himalayan states. UTs without a legislature are fully funded by GoI.

HIGHLIGHTS

- ₹ 29,165 cr
  GoI allocations for Ministry of Women and Child Development (MWCD) in Interim Budget (IB) for FY 2019-20

- ₹ 19,834 cr
  GoI allocations for ICDS Core (Anganwadi Services) in FY 2019-20 (IB)

SUMMARY & ANALYSIS

- The allocation for Anganwadi Services increased by 11 per cent from ₹17,890 crore in Financial Year (FY) 2018-19 to ₹19,834 crore in FY 2019-20 (IB).

- The Supplementary Nutrition Programme (SNP) accounts for the largest share of the total GoI approved budget and has increased from 45 per cent in FY 2015-16 to 51 per cent in FY 2018-19.

- The number of children receiving SNP and Pre-School Education (PSE) has been falling over the years. Between March 2014 and January 2019, the number of children (6 months - 6 years) receiving SNP fell by 17 per cent from 849 lakh to 705 lakh. Similarly, between March 2014 and January 2019, there was a decline of 14 percent in number of children availing PSE.

- There are a large number of vacancies in posts for Child Development Project Officers (CDPOs) and Lady Supervisors (LSs). As on June 2018, 25 per cent of sanctioned positions for CDPOs and 32 per cent of sanctioned positions for LSs were vacant across the country.

- Disability-Adjusted Life Years (DALY’s) attributable to child and maternal malnutrition fell from 36 per cent in 1990 to 15 per cent in 2016. However, it continues to be India’s leading risk factor for health loss in 24 out of 30 states for which data was available.
The Integrated Child Development Scheme is the Government of India’s (GoI’s) flagship programme aimed at providing basic education, health, and nutrition services for early childhood development. In addition, the scheme aims to reduce the incidence of mortality, morbidity, malnutrition, and school dropout, as well as enhance the capability of mothers to look after health and nutritional needs of their child. These objectives are met through a package of six services:

- Supplementary Nutrition (SNP),
- Non-formal Pre-School Education (PSE),
- Nutrition and health education,
- Immunisation,
- Health check-ups, and
- Referral Services.

The first three services are provided by the Ministry of Women and Child Development (MWCD), and the remaining three are delivered by the Ministry of Health and Family Welfare (MoHFW).

In FY 2016-17, GoI renamed and restructured the ICDS into the Umbrella ICDS, including 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 maternity benefit scheme—the Pradhan Mantri Matru Vandana Yojana (PMMVY).

Umbrella ICDS currently consists of the following sub-schemes:

- Anganwadi Services (erstwhile Core ICDS),
- Scheme for Adolescent Girls (erstwhile SABLA),
- Child Protection Services (erstwhile Integrated Child Protection Services),
- National Crèche Scheme (erstwhile Rajiv Gandhi National Crèche Scheme),
- National Nutrition Mission (NNM),
- Pradhan Mantri Matru Vandana Yojana (PMMVY), and
- Scheme for welfare of working children in need of care and protection.

This brief focusses on ICDS core or Anganwadi Services.

TRENDS IN DEMAND AND ALLOCATIONS

In FY 2019-20 (IB), GoI allocated ₹29,165 crore to MWCD. This is an 18 per cent increase from the previous financial year.

There are differences between the total projected demand by MWCD and the actual budgetary allocation to MWCD. This gap, however, has been reducing. In FY 2015-16, MWCD had projected ₹30,808 crore for all schemes. Revised Estimates (RES), however, stood at ₹17,352 crore, 56 per cent of the projected demand. The proportion of funds allocated out of projected demand increased to 84 per cent in FY 2017-18 but fell to 80 per cent in FY 2018-19.
Allocations

- Anganwadi Services is the largest scheme run by MWCD. The share of Anganwadi Services out of total MWCD budget has decreased year on year. In FY 2014-15, the scheme accounted for 89 per cent of MWCD budget. This decreased to 68 per cent in FY 2019-20 (IB).

- In FY 2019-20 (IB), ₹19,834 crore was allocated to Anganwadi Services. This was an increase of 11 per cent from FY 2018-19 when revised allocations stood at ₹17,890 crore. As with the entire MWCD budget, allocations for Anganwadi Services remain below the projected demand made by MWCD. In FY 2017-18, MWCD projected a demand of ₹18,007 crore, of which 85 per cent was allocated. Similarly, in FY 2018-19, 85 per cent of MWCD’s projected demand of ₹21,101 crore for Anganwadi Services was allocated.

Expenditures

- Expenditure as a proportion of allocations has been high. According to a RTI response by MWCD dated 14 January 2019, the proportion of expenditure out of allocations (REs) remained above 99 per cent from FY 2014-15 to FY 2017-18. For FY 2018-19, 77 per cent of revised GoI allocations had already been spent by the third quarter of the financial year.
COMPONENT-WISE APPROVALS AND RELEASES

Annual Programme Implementation Plans (APIPs)

- Since 2012, approved budgets under ICDS are based on state-wise plans known as Annual Programme Implementation Plans (APIPs). These APIPs are prepared following a decentralised planning process wherein blocks, districts and other key stakeholders are consulted before finalisation. These APIPs are then submitted to the GoI for approval.

- The ICDS budget consists of two main components: a) SNP and b) ICDS-General.

- SNP: Under SNP, hot cooked meals are provided to children aged 3-6 years for 300 days based on their malnutrition levels and Take Home Rations (THR) to children aged 6 months to 3 years, pregnant women and lactating mothers, and adolescent girls. In September 2017, the Cabinet Committee on Economic Affairs approved the proposal for the revision of cost norms with annual cost indexation for SNP. As per these revised norms, ₹8 is provided for children (up from ₹6), ₹9.50 for pregnant women and lactating mothers and adolescent girls (up from ₹7 and ₹5, respectively), and ₹12 for severely malnourished children (up from ₹9). In addition, many states provide additional funds for SNP over and above the minimum norms.

- ICDS-General: Anganwadi Workers (AWWs) and Anganwadi Helpers (AWHs) are local women volunteers responsible for the implementation of the programme. Expenditure on the ICDS-General component includes expenditure on salary and honoraria for AWWs and AWHs, rent in case the Anganwadi Centre (AWC) is running in the AWWs/AWHs house or other rented buildings, expenses on medical and PSE kits, uniforms, administrative costs, and transport costs, etc.

- In FY 2017-18, GoI revised norms for a number of components of ICDS-General. For instance, the cost sharing ratio for salaries between GoI and state governments changed from the earlier 60:40 to 25:75 with effect from 1 December 2017. It, however, remained the same for Northeastern and Himalayan states at 90:10. This led to a decline in the GoI share for salaries by ₹588 crore or 25 per cent.

- While GoI decreased its share on salaries, its share towards PSE kits increased by ₹270 crore or 67 per cent and for medical kits by ₹68 crore or 50 per cent. Additionally, GoI allocated ₹324 crore towards the upgradation of AWCs, toilets, and drinking water facilities, and ₹318 crore for Aadhaar enrolment machines and associated management costs. For the Northeastern states, ₹87 crore was further allocated towards equipment and furniture at the rate of ₹10,000 per AWC and ₹7,000 per mini-AWC. The fund sharing ratio for SNP remained the same at 50:50.

- The revision of cost norms for beneficiaries of AWCs is expected to cost GoI an additional ₹9,900 crore, between FY 2017-18 to FY 2019-20. For adolescent girls, the additional cost is ₹2,267 crore, over the same period.

Share of GoI Approvals

- SNP has accounted for the largest share of the total GoI approved budget for Anganwadi Services. In FY 2018-19, it accounted for 51 per cent of the GoI share of approvals, up from 44 per cent in FY 2016-17. Salaries and honoraria account for the second largest share of GoI’s approved budget. However, this has been declining incrementally every year. Part of this decline was due to a revision of cost sharing norms.

- The shares of PSE kits, medical kits, and uniform for AWWs remained between 3 per cent and 4 per cent from FY 2015-16 to FY 2017-18. While the share of rent, utilities, and infrastructure was 5 per cent in FY 2015-16 and FY 2017-18, it jumped to 11 per cent in FY 2016-17, and stood at 10 per cent in FY 2018-19. The share of administrative funds, flexi funds, and contingency funds was highest in FY 2017-18 at 4 per cent. The share of training and IEC (Information, Education, and Communication), however, has been low at around 1 per cent to 2 per cent.
BETWEEN 2015-16 AND 2018-19, SNP ACCOUNTED FOR THE BULK OF GOI APPROVALS

As a result of the revised approvals in FY 2017-18, GoI’s share of the approved budgets was revised upward by 9 per cent. In FY 2017-18, the revised GoI approved share was ₹15,973 crore, up from ₹14,680 crore.

There are substantial state variations. The revised GoI share of the approved budget was highest in the Northeastern states, due to the additional approval for equipment and furniture. While the GoI share increased by 44 per cent after revision in Mizoram and 39 per cent in Nagaland, the increase was far less in Tamil Nadu (1 per cent), Jharkhand (1 per cent), Punjab (4 per cent), Madhya Pradesh (5 per cent), and Karnataka (6 per cent).

THE APPROVED BUDGET INCREASED BY MORE THAN 20% IN 5 OUT 8 NORTHEAST STATES


Note: (1) Approvals for FY 2017-18 were revised w.e.f. 1 December 2017. The initial approvals were accordingly updated. (2) For FY 2015-16, the totals for Andhra Pradesh and Maharashtra were miscalculated—salaries had not been added to the total. These figures were corrected. (3) For FY 2016-17, the GoI share for Nagaland was far higher than the total amount approved for ICDS-General. This figure was corrected.
GoI Releases

In FY 2016-17, the proportion of GoI releases out of GoI share of approvals stood at 92 per cent. This rose to 94 per cent in FY 2017-18. In FY 2018-19, 81 per cent of approvals had been released by the third quarter. There are differences across states. While more than the approved GoI budget had been released for Maharashtra, less than 70 per cent had been released to Nagaland, Jammu and Kashmir, Uttar Pradesh, and West Bengal.

**IN 2018-19, AS ON 31 DECEMBER 2018, GOI HAD RELEASED 81% OF ITS APPROVED SHARE**

![Percentage of central releases out of approvals, 2018-19 (till 31 December 2018)](chart)


**Note:** Releases for FNB and consultancy have been excluded.

GoI Releases for SNP and ICDS-General

For FY 2018-19, 80 per cent of the GoI share of approvals for SNP had been released, by the third quarter. This proportion was 95 per cent for ICDS-General. There are differences across states. While 175 per cent of GoI approvals for SNP had been released for Maharashtra, only 50 per cent had been released in Uttar Pradesh, West Bengal, Manipur, Jammu and Kashmir, Sikkim, Punjab, Delhi, Assam, and Arunachal Pradesh.

**THE PERCENTAGE OF GOI RELEASES FOR ICDS-GENERAL EXCEEDED 100% FOR SEVERAL STATES IN 2018-19**

![Proportion of GoI ICDS-General releases out of GoI approvals, 2018-19 (as on 31 December 2018)](chart)

On the other hand, GoI has released the full amount for ICDS-General in several states such as Himachal Pradesh, Kerala, and West Bengal. Releases as a proportion of GoI approvals for both SNP and ICDS-General were below 100 per cent for Manipur, Jammu and Kashmir, and Arunachal Pradesh.

COVERAGE

- ICDS is a universal but demand driven scheme open to all children below six years of age and pregnant women and lactating mothers, irrespective of their economic and social status.

- The number of people availing services under ICDS has been low. According to NFHS 4 (2015-16), only 54 per cent of children under 6 received any service from the AWC. The numbers for pregnant women and lactating mothers were similar—46 per cent pregnant women and 51 per cent lactating mothers did not receive any service from an AWC.

SNP

- According to NFHS-4 (2015-16), only 48 per cent of children, 52 per cent of pregnant women, and 48 per cent of lactating mothers received supplementary food from an AWC.

- As per the Management Information System (MIS) data, the number of children receiving SNP and PSE has been falling over the years. Between March 2014 and January 2019, the number of children (6 months—6 years) receiving SNP fell by 17 per cent from 849 lakh to 705 lakh. Similarly, the number of pregnant women and lactating mothers receiving SNP also fell by 13 per cent from 195 lakh to 169 lakh.

- States with the largest fall in the number of SNP beneficiaries were Goa (54 per cent), Bihar (56 per cent), Delhi (44 per cent), Punjab (33 per cent) and Uttar Pradesh (25 per cent). However, the number of beneficiaries increased in Jammu and Kashmir (87 per cent), Mizoram (77 per cent), Tripura (10 per cent), and Madhya Pradesh (10 per cent).

Note: For Andhra Pradesh and Telangana, numbers from March 2015 and January 2019 have been used.

Between March 2014 and March 2018, the percentage of beneficiaries receiving supplementary nutrition fell by 16%
Pre School Education (PSE)

- PSE is provided to children between 3 to 6 years of age. According to NFHS-4 (2015-16), 38 per cent of children received PSE services from AWCs. As with SNP, the number of children receiving PSE has been declining. Between March 2014 and January 2019, there was a decline of 14 per cent in the number of children availing PSE.

- Interestingly, while the number of children availing SNP had increased significantly in Mizoram, the number of children availing PSE decreased by 93 per cent during the same period. The states which saw the most increase in beneficiaries of PSE were Jammu and Kashmir (47 per cent), Odisha (34 per cent), and Tripura (22 per cent).

**Between March 2014 and January 2019, the percentage of beneficiaries receiving PSE fell by 14% in India**


Note: For Andhra Pradesh and Telangana, numbers from March 2015 and December 2017 have been used.

- Looking at the number of beneficiaries per operational AWC is useful to measure the workload for every AWW. The number of children (6 months - 6 years) receiving SNP per AWC was highest in Meghalaya, followed by Uttar Pradesh, Nagaland, Jharkhand, Madhya Pradesh, and Karnataka. In contrast, it was the lowest in Kerala, Himachal Pradesh, and Goa. The number of children (3-6 years) receiving PSE was highest in Madhya Pradesh and was lowest in Himachal Pradesh.

**As of December 2017, on average, one AWC caters to 52 children for SNP and 23 for PSE**

AWCs are managed by the AWWs, assisted by AWHs, and monitored by Lady Supervisors (LSs). As per GoI norms, there should be 1 Supervisor for every 25 AWCs.

Further up the hierarchy are Child Development Project Officers (CDPOs) 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 LSs and ensuring logistical and coordination support with the health department, among others. In larger rural and tribal projects, Additional Child Development Project Officers (ACDPOs) may also be hired.

**Vacancies**

There are a large number of vacancies in posts for CDPOs and Supervisors. As on June 2018, 25 per cent of sanctioned positions for CDPOs and 32 per cent of sanctioned positions for LSs were vacant across the country.

Vacancy rates for LSs have improved over the years. Between March 2015 and June 2018, there has been a reduction by 14 percentage points in the vacancy rates of CDPOs. Vacancy rates for Supervisors, however, remain high. There was only a 3 percentage point reduction in vacancies for LSs during the same period. Similarly, the percentage of vacancies of AWWs and AWHs has also remained the same.


There are differences in the percentage of vacancies for AWWs and LSs across states. The percentage of LS posts vacant was high in West Bengal (65 per cent), Tamil Nadu (52 per cent), Bihar (47 per cent), and Uttar Pradesh (45 per cent). Tamil Nadu and Bihar also had high vacancies in posts for AWWs at over 20 per cent as on June 2018.

In contrast, most AWW posts were filled in Madhya Pradesh, Assam, Himachal Pradesh and Sikkim. Sikkim was also the only state with no LS posts vacant.
THE PERCENTAGE OF LS POSTS VACANT EXCEEDED 50% IN WEST BENGAL AND TAMIL NADU

Percentage of LS posts vacant as on June 2018

Percentage of AWW posts vacant as on June 2018


Honoraria

- AWWs and AWHs receive a monthly honorarium of ₹4,500 and ₹3,000. This was increased by GoI from ₹3,000 for AWWs and ₹1,500 for AWHs with effect from 1 October 2018. In addition, many states provide additional funds as honorarium to AWWs and AWHs.

- On average, AWWs are paid an honorarium of ₹6,338 per month. Tamil Nadu, Telangana, and Karnataka are among 15 states and UTs which pay above the average. In fact, the monthly honorarium in Tamil Nadu and Delhi is over ₹11,000. In contrast, Bihar, Jammu and Kashmir, and Arunachal Pradesh are among those that pay below the average.


Note: Starting salaries listed for Tamil Nadu and Rajasthan.
Physical Resources

- As on 31 March 2018, 97 per cent of sanctioned AWCs were operational. This figure was over 95 per cent for all states except Jammu and Kashmir (93 per cent) and Bihar (80 per cent). The percentage of AWCs operational of those sanctioned has not changed in these states since March 2015.

- There are data gaps in the number of AWCs covered by the MIS. Data on the status of AWC buildings was not available for 7 per cent of all operational AWCs. This figure is particularly high for Nagaland (67 per cent), followed by Maharashtra (23 per cent), West Bengal (23 per cent), Madhya Pradesh (14 per cent), Assam (6 per cent), and Bihar (4 per cent).

- AWCs usually operate in government buildings, rented buildings, community buildings, or open spaces. As on March 2018, across India, 36 per cent AWCs were operating out of government buildings, 26 per cent from rented buildings, 37 per cent from community buildings, and 1 per cent in open spaces.

- The proportion of AWCs operating in open spaces was highest in West Bengal (8 per cent), followed by Maharashtra (4 per cent), and Meghalaya (4 per cent).

- There are differences in the quality of AWC buildings. Across India, as on 31 March 2018, 12 per cent AWCs operate out of kutcha buildings. There are state-wise differences. All AWCs in Arunachal Pradesh operate out of kutcha buildings. These figures are also high for Manipur (68 per cent), West Bengal (37 per cent), Jammu and Kashmir (35 per cent), Madhya Pradesh (27 per cent), Karnataka (26 per cent), Jharkhand (22 per cent), and Bihar (20 per cent).

- Moreover, not all AWCs have drinking water facilities. In FY 2017-18, the percentage of AWCs with drinking water facilities out of operational AWCs stood at 86 per cent. However, it was only 21 per cent in Manipur, 29 per cent in Arunachal Pradesh, and 54 per cent in Karnataka. Telangana, Uttar Pradesh, and Himachal Pradesh reported that all AWCs had drinking water facilities.

ONLY 1 OUT 5 ANGANWADI CENTRES IN MANIPUR HAD DRINKING WATER FACILITIES IN 2017-18

OUTCOMES

Malnutrition and Risk

- One way of measuring loss due to poor health is to analyse Disability-Adjusted Life Years (DALYs). DALYs express the premature death and disability attributable to a particular cause, and are made up of two components: years of life lost (YLLs) and years of life lived with disability (YLDs). YLLs measure time lost due to not attaining ideal life expectancy, measured as the highest global life expectancy for that person’s age group. YLDs measure years of life lived with any short-term or long-term condition that prevents a person from living in full health. Combining YLLs and YLDs yields DALYs, or total health loss a person experiences during their life.

- DALY’s attributable to child and maternal malnutrition fell from 36 per cent in 1990 to 15 per cent in 2016, driven partly by the increase in non-communicable diseases such as heart disease and cancer. However, it continues to be India’s leading risk factor for health loss in 24 out of 30 states for which data was available. This is due largely to the contribution that malnutrition makes to high-burden conditions such as neonatal disorders and nutritional deficiencies as well as diarrhoea, lower respiratory infections, and other common infections.

- Percentage DALYs attributable to child and maternal malnutrition out of total DALYs differs significantly across states. In Bihar and Rajasthan, it accounted for 20 per cent or more DALYs. Proportions, however, were low in Himachal Pradesh (9 per cent), Punjab (9 per cent), Tamil Nadu (8 per cent), Goa (7 per cent), and Kerala (4 per cent).