



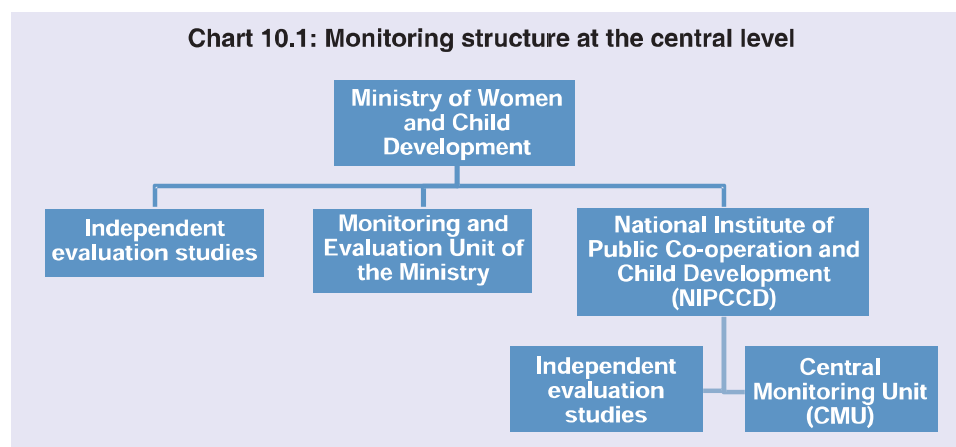
Monitoring and Evaluation

10.1 Monitoring and evaluation

The ICDS Scheme envisages an inbuilt system of its monitoring through regular reports and returns flowing upwards from Anganwadi Centre (AWC) to Project Headquarter, District Headquarter, State Headquarter and finally to the Ministry. The monitoring and supervision of the Scheme had a three-tier set up, viz. at the National, the State and the Community levels.

10.2 Monitoring at the National level

The overall structure of monitoring and evaluation of the ICDS Scheme at the National level is depicted in the following diagram:



10.3 Monitoring and evaluation by Central Monitoring Unit (CMU)

10.3.1 Setting up of CMU

The Monitoring and Evaluation (M & E) Unit of the Ministry was the sole monitor of the Scheme till 2006-07. In view of the expansion of the scheme, the Ministry decided in 2006-07, to set up a regular monitoring and supervision mechanism of ICDS Scheme through National Institute of Public Co-operation and Child Development (NIPCCD), an autonomous body of the Ministry. This set up was established in the form of a Central Monitoring Unit (CMU), in addition to the existing M&E Unit in the Ministry. The CMU was set up at National Institute of Public Co-operation and Child Development (NIPCCD) in January 2007 with the appointment of one consultant.

As per the scheme guidelines, NIPCCD was responsible for hiring a team of six professional consultants for CMU, each having expertise in

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public health, nutrition, Management Information System (MIS), early childhood education, statistics and ICDS administration, on contractual basis for accomplishment of the desired task at the Central level.

Audit found that during most of the period during 2006-11, the operations of the Central Monitoring Unit (CMU) were managed without a professional consultant. A retired officer of the Ministry worked as a consultant during January 2007 to March 2009. Another consultant worked at CMU during April to October 2007. CMU was functioning without any consultant since April 2009.

NIPCCD at the State level was required to identify and engage academic institutions for providing monitoring inputs to the CMU on pre-decided parameters through their visits to the ICDS projects and the AWCs. However, 42 academic institutions were identified to act as selected institutions in 2008-09. Four regional centres of NIPCCD were also associated with the monitoring. The monitoring and supervision project in States finally became functional in October 2008.

The Ministry stated (November 2012) that though the financial sanction for setting up of the CMU was accorded in December 2006, the administrative approval for the same was given in February 2008. The efforts to engage consultants suffered due to low response of the suitable candidates for the post against the advertisement for the same and unwillingness of two selected candidates to join on account of meagre honorarium proposed for the post.

The reply of the Ministry should be viewed in light of the fact that after more than five years of setting up the CMU, the NIPCCD had proposed the enhancement of honorarium for consultants. This indicated administrative laxity on the part of the NIPCCD.

10.3.2 Shortfall in utilisation of funds by Central Monitoring Unit (CMU)

Audit found that NIPCCD failed to utilise funds approved by the Ministry for CMU. Against the budget of ₹ 1.40 crore approved for a period of twelve months in November 2006, NIPCCD could utilise ₹ 74.65 lakh up to 2009-10. During the first 41 months of functioning of the CMU, NIPCCD utilised merely 53 *per cent* of the budget earmarked for 12 months. Similarly, NIPCCD could utilise ₹ 24.27 lakh (18 *per cent* of budget of ₹ 1.38 crore) during the year 2010-11. The low achievement in funds utilisation was clearly reflected in physical achievements under monitoring and evaluation by the CMU as discussed in subsequent observations.

10.3.3 Concurrent monitoring and evaluation

A system of concurrent evaluation, of outcomes and nutritional status of children at the National and State levels at the end of every three to five years through external agencies/professional bodies of ICDS was to be established under the guidance of the Central Monitoring Unit (CMU).

Audit found that the CMU had not done any concurrent evaluation of ICDS on scheme outcomes and nutritional status of children till March 2012. The CMU had instead prepared concurrent evaluation reports on input indicators. The data for the same were sent by 42 State-level academic institutions selected by National Institute of Public Co-operation and Child Development (NIPCCD). The report focussed on issues such as infrastructure of Anganwadi Centres(AWCs), profile of ICDS functionaries, status of supplies, supervision by Child Development Project Officer (CDPO)/ Supervisor, status of community participation, ICDS delivery status etc. The CMU had mainly selected faculties of medical colleges (34), home science (5) and social sciences (3) to act as selected institution for concurrent evaluation. However, it failed to utilise their services for conducting concurrent evaluation of scheme outcomes and nutritional status of children.

In addition, data used for preparing the reports were not concurrent. Audit found that the evaluation report of January 2012 contained data used previously for preparing the report of July 2010. Similarly, report of July 2010 contained data of report of March 2009. Thus, the evaluation report published in January 2012 contained data as old as March 2009.

Further, evaluation report of January 2012 was stated to be based on data received from 433 projects and 2353 AWCs visited during October 2008 to December 2010. It was, however, found that out of 433 projects and 2353 AWCs, CMU had not received any report in respect of 153 projects and 869 AWCs from 18 selected institutions.

The Ministry stated (November 2012) that concurrent evaluation of the Scheme was not taken up by the CMU in order to avoid duplication with initiatives of the Planning Commission which started evaluation of the ICDS Scheme at the national level. Further, January 2012 Report of the CMU contained data on some new parameters such as World Health Organisation (WHO) Growth Standards, Pre-school Education (PSE) and Mother and Child Protection Card (MCPC) card and the Report was not entirely based on the old data. The practice of using old data in its Report is being discontinued by the CMU in view of the audit observation.

The reply should be viewed in light of the fact that the main objective of setting up of the CMU was to have internal and concurrent monitoring

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on outcome indicators and provide reports thereagainst to the Ministry on continuous basis, while the Planning Commission had carried out external evaluation of the Scheme. Both were necessary for effective monitoring and evaluation of the Scheme and the notion of duplication of monitoring efforts was misconstrued. Further, though the CMU covered some process indicators such as type of supplementary nutrition (SN) provided, disruptions in SN, availability of WHO growth charts and their use, methods of PSE, monitoring and supervision methods etc in its Report, it failed to divulge information on the impact and effectiveness of the interventions made under the Scheme. By engaging professionals from the field of medicine, home science and social sciences the CMU was expected to report on nutritional aspects and achievements on outcome indicators.

10.3.4 Monitoring through progress reports

As per the guidelines on monitoring, the Central Monitoring Unit (CMU) was to periodically receive information from ICDS units and selected institutions. Reliability of the data received was to be verified by CMU through test checks/field visits.

Audit found that the CMU did not receive Monthly Progress Reports (MPRs), Quarterly Progress Reports (QPRs) and Annual Progress Reports (APRs) consistently from the States/UTs as detailed below:

- Against 420 MPRs due in each year from 35 States/UTs, CMU received 110 MPRs from 12 States in 2008-09, 81 MPRs from eight States in 2009-10 and 84 MPRs from nine States in 2010-11.
- CMU did not receive QPRs from any State/UT during 2008-09 to 2010-11.
- CMU received APRs from three States in 2008-09. No APR was received from any State/UT during 2009-10 and 2010-11.

CMU stated that cross checking of the data was being done by its consultants/officers of the Ministry and National Institute of Public Cooperation and Child Development (NIPCCD) during project visits. However, no documentation regarding cross checking of data to ensure veracity thereof was found on record.

The Ministry stated (November 2012) that despite several requests to the States/UTs, progress reports were not sent by a number of States on continuous basis. Further, it had taken note of audit observation to adopt a formal procedure for cross checking of data.

10.3.5 Follow up action on Central Monitoring Unit (CMU) reports

As a part of monitoring and supervision, NIPCCD faculty members visited 44 ICDS projects, 228 Anganwadi Centres (AWCs) under them and 22 Anganwadi Workers Training Centres (AWTCs)/Middle Level Training Centres (MLTCs) of 22 States/UTs between October 2009 and March 2010. A report, describing problems faced in the implementation of ICDS and suggestions to improve the status, was submitted to the Ministry in November 2010. The key findings of the report included inadequate infrastructural support including poor condition of building, non-availability of equipment and medicine kits, inadequate availability of reference materials and manuals, absence of qualified and experienced trainers, lack of training to functionaries etc.

Audit noted that the Ministry forwarded the report to the States/UTs concerned in February 2011 to take remedial measures. However, no corrective measure taken by the State/UT Governments so as to implement the recommendations mentioned in the Report was found on record. The Ministry also failed to take follow up action in this regard.

Besides, CMU had also prepared reports on AWTCs and MLTCs based on concurrent evaluation of the Scheme by external professionals under its guidance. However, any corrective measures having been taken by the Ministry so as to avoid recurrence of persisting shortcomings were not found on record.

The Ministry stated (November 2012) that introduction of five-tier monitoring and supervision scheme and revised Management Information System (MIS) would take care of shortcomings emerging out of the CMU reports.

The above observations clearly indicate that the CMU was not functioning with the strength of staff stipulated for it. Further, it was able to utilise only a small portion of funds earmarked for it, clearly suggesting under performance on all fronts of its formation.

Recommendations

- ***The Ministry should augment the capacity of the CMU so as to evolve it as a unit capable of supplementing the Ministry's task of monitoring and evaluation of the scheme. The role and responsibilities of the CMU should be made specific so as to avoid duplication of its efforts with other agencies involved in monitoring of the Scheme.***
- ***The Ministry may develop a system to periodically monitor the action taken on shortcomings emerging out of monitoring and evaluation reports.***

10.4 Inadequate monitoring by Monitoring and Evaluation Unit

The Monitoring and Evaluation (M & E) Unit in the Ministry was responsible for collection and analysis of the periodic work reports prepared by the States in the prescribed formats.

Audit noted that the unit was monitoring two components of the scheme, viz. supplementary nutrition (SN) and pre-school education (PSE). It monitored only the number of beneficiaries availing these two services. Impact assessment of the services was not being done. The data on nutritional status were compiled from the reports received from the State Governments. The Ministry had not made any evaluation of nutritional status of children at the National level. The task was assigned to the CMU. However, in view of the failure of the CMU to deliver, the Ministry was not able to monitor the Scheme on outcome indicators.

The monitoring of these two components remained concentrated on input-output indicators, viz. infrastructure support, manpower, number of beneficiaries, etc. Audit noted several instances of discrepancy between data (like number of sanctioned posts/AWCs/persons in position, expenditure figures) provided by the Ministry and those reported by the States and between two sets of data maintained by the Ministry (refer to paragraphs 3.4, 5.1.3, 6.3.3 and 6.5.1).

The Ministry was not monitoring other four components of the Scheme. The immunisation, health check-up and referral services were stated to be monitored by Ministry of Health and Family Welfare. State Governments were required to monitor nutrition and health education. The Ministry was not obtaining any report or returns from the Ministry of Health and Family Welfare and the State Governments on these components. The Ministry, thus, did not assess the effectiveness of delivery of services under these components of the Scheme.

The monitoring of the scheme by the Ministry remained restricted to its quantitative aspects. The monitoring on qualitative parameters like nutritional status of children and effectiveness of the scheme remained neglected even after three and half decades of its launch.

Recommendation

- ***The Ministry should develop outcome indicators under the scheme and periodically evaluate its achievement.***

10.4.1 Shortfall in reporting of data on Anganwadi Centres (AWCs)

Test check revealed that monitoring of the M & E section of the Ministry on two components of the Scheme, viz. the supplementary nutrition (SN) and the pre-school education (PSE), was not based on data received from all the operational AWCs. Audit noted shortfall in number

of AWCs in respect of which data were available on these two components vis-à-vis the total operational AWCs. Further, the database provided by the Ministry showed annual details on number of AWCs providing more than 21 days' services of the supplementary nutrition (SN) and the pre-school education (PSE). The status on the extent of services provided by remaining AWCs was not available with the Ministry. The number of reporting AWCs and the AWCs providing more than 21 days of the SN and the PSE in the month of March during the period 2006-11 is depicted in table 10.1:

Table 10.1: Number of AWCs in respect of which data was not available (As per Monthly Progress Report of March)

Year	No. of operational AWCs	AWCs in respect of which no data was available		AWCs in respect of which data on SN (21 days a month) was not available		AWCs in respect of which data on PSE (21 days a month) was not available	
		Number	Per cent	Number	Per cent	Number	Per cent
2006-07	8,44,743	21,160	2.50	91,954	10.89	41,759	4.94
2007-08	10,13,337	42,685	4.21	97,896	9.66	40,441	3.99
2008-09	10,44,269	41,693	3.99	1,08,664	10.41	55,920	5.35
2009-10	11,42,029	59,372	5.20	1,27,486	11.16	99,538	8.72
2010-11	12,62,267	59,342	4.70	1,50,381	11.91	1,32,825	10.52

The table shows that in respect of 0.21 lakh to 0.59 lakh operational AWCs (3 to 5 *per cent*), no data were available with the Ministry. Further, data on the SN were not available in respect of 0.92 lakh to 1.50 lakh AWCs (10 to 12 *per cent*) and data on the PSE were lacking in respect of 0.40 lakh to 1.33 lakh AWCs (4 to 11 *per cent*). The State-wise details are given in **Annex 10.1 and 10.2**.

The absence of complete database on the two most important components of the ICDS indicated shortcomings in the monitoring and evaluation of the Scheme being carried out by the Ministry.

The Ministry stated (July and November 2012) that due to enormous number of AWCs and also as some of the Child Development Project Officers/Anganwadi Workers (AWWs) were on leave or training and other factors like postal delay, some of the AWC's reports were not received by the CDPOs in time. This resulted in shortfall in reporting of data on AWCs.

10.5 Central Supervision Mission

The Ministry decided to launch two Central Supervision Missions under the ICDS in 2007-08 in view of envisaged expansion of the Scheme. The Mission, comprising of a core team of two officials from the Ministry, two faculty members of National Institute of Public Co-operation and Child Development (NIPCCD) and outside experts, was to visit selected States once in a year to analyse the impact of the scheme at the field level. The team was expected to pinpoint the areas of concern, both in

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programme implementation and in the social scenario in the States. Such areas of concern were to be the focus of monitoring till these were assessed to be rectified by a future supervision mission. The Mission was also required to give a report and its recommendations to strengthen the monitoring mechanism at the Centre.

Audit noted that the significant objectives set under guidelines remained unachieved for want of launch of the Central Supervision Mission during the period 2006-11. Central Monitoring Unit (CMU), on the other hand, stated that the Secretary and the Joint Secretary of the Ministry reviewed the implementation of ICDS with States at frequent intervals. It further informed that the reports prepared by the CMU /NIPCCD consultants on areas of concern and recommendations were discussed in these meetings.

The review of the implementation of the scheme by the higher officers of the Ministry and organisation of review meetings with States was an indispensable component of monitoring of the scheme. However, these were not a substitute of the Central Supervision Mission which was expected to pin point the areas of concern in the programme implementation and monitor the compliance on its recommendations at the highest level.

The Ministry stated (July 2012) that as the revision of monitoring mechanism under the Scheme was in the pipeline during 2010-11, the Central Supervision Mission under CMU could not be launched. It further stated (November 2012) that the audit comments had been noted.

Recommendation

- ***The Ministry should launch the first Central Supervision Mission as soon as possible with wide representation of members from administration, academicians, child health professionals, civil society and other stakeholders.***

10.6 State visits

The senior officials from the Ministry and the NIPCCD were required to visit the States and the Projects to have meetings with their counterparts in State Government to assess whether the performance was up to the mark. They had to monitor ICDS implementation on various aspects like provision of supplementary food, number of beneficiaries, availability of infrastructural facility, functional weighing scale, cooking utensils, etc. They were also required to see that children were weighed, immunized and their nutritional status recorded in the growth charts regularly.

Audit noted that the details of visits of the officials of the Ministry to ICDS projects conducted during the years 2006-07 to 2009-10 were not

documented. The Ministry did not provide any record to Audit in this regard.

During the year 2010-11, the officials of the Ministry visited 16 States. Besides, officials of Food and Nutrition Board (FNB) had also inspected various Anganwadi Centres (AWCs) in 27 States/UTs. The Ministry had compiled a report on the basis of visits of its officials during the year 2010-11. It was found that the FNB officials had reported only on AWC buildings, number of beneficiaries present as against registered and average number of beneficiaries available in the AWC. Other aspects of ICDS implementation were not monitored by the visiting officials. Thus, opportunity to obtain monitoring inputs on qualitative aspects of the scheme through direct interaction with the field ICDS functionaries and beneficiaries was hardly utilised for the purpose of determining future course of intervention under the scheme.

Recommendation

- ***The Ministry should streamline monitoring of ICDS projects and AWCs through visits by its officials thereby ensuring proper documentation of visit records. Subsequently, compliance/action taken report on findings of the visiting officials should also be properly documented, so as to facilitate effective follow up.***

The Ministry stated (November 2012) that audit recommendations had been noted.

10.7 State level monitoring

10.7.1 State Supervision Mission

As per the Scheme guidelines, the 42 academic institutions selected by National Institute of Public Co-operation and Child Development (NIPCCD) were to launch one or two State Supervision Mission per year. The State Supervision Mission was to primarily focus on coverage of beneficiaries, service delivery system, maintenance of records and registers and follow-up action. Based on the feedback received from the Consultants, the State Supervision Mission Team was to visit selected ICDS Projects, Anganwadi Centres (AWCs), Middle Level Training Centres (MLTCs) and Anganwadi Workers Training Centres (AWTCs).

Audit noted that the selected institutions did not launch any State Supervision Mission during 2008-09 to 2010-11. CMU stated that senior officers of the Ministry were visiting different States along with officials of NIPCCD. It was also stated that since the Monitoring and Evaluation (M & E) Unit of the Ministry was already launching the State Supervision Mission, therefore, such missions had not been launched by CMU to avoid duplicity.

The contention of the CMU was not tenable. As per the scheme guidelines, State Supervision Missions were to be launched by the selected institutions in their respective States and submit their report to the CMU. The visits of the officers of the Ministry/NIPCCD had no relationship with the launch of State Supervision Mission by the independent evaluators selected by the CMU itself.

10.7.2 Discrepancy in data

All the Monthly Progress Reports (MPRs) received from district cells are consolidated at the State level and a consolidated MPR (based on district cells MPRs) is submitted to the Ministry. Discrepancies were noticed in data in different set of reports as discussed below:

Karnataka: Details of beneficiaries under the Supplementary Nutrition component of the Scheme furnished by the State Nodal Department to Audit for the years 2008-09 to 2010-11 were found to be at variance with those furnished to GOI in the utilisation certificates for the corresponding period. The details are as given below:

Table 10.2: Discrepancy in data furnished by Karnataka State Nodal Department

Year	No. of Children (6 mths to 72 mths)		No. of Pregnant women and Lactating mothers	
	As per the information furnished to Audit	As per the utilization certificates furnished to GOI	As per the information furnished to Audit	As per the UC furnished by the Directorate to GOI
2008-09	3230482	3245029	801226	803920
2009-10	3411481	3472324	847913	850754
2010-11	3559320	3235495	885406	885406

West Bengal: Against 39,088 AWCs operational in five test checked districts, as of March 2011, the State records showed 39,596 AWCs, i.e. an excess of 508 AWCs. On it being pointed out, the department stated that some of the new AWCs were opened with the help of Anganwadi Worker (AWW) and Anganwadi Helper (AWH), working at nearby AWCs, pending recruitment of regular staff. But those AWCs could not be continued for a long time without regular staff and the state figure remained unchanged. The reply indicated lapses in system of updation of data, casting doubt over the reliability on the State level data.

The discrepancy in different set of reports indicated that actual figures were not intimated to the Ministry. Thus, the Ministry was unaware of the actual status of implementation of ICDS scheme. This concern was also highlighted in the evaluation report of the Scheme by the Planning Commission.

10.8 Monitoring at the Project and Anganwadi Centre (AWC) levels

10.8.1 Supervision by the Child Development Project Officer(CDPO)

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As per the Scheme guidelines, the CDPOs/ACDPOS were required to undertake field visits to the AWCs for at least 18 days in a month with 10 night halts outside the headquarters.

Audit found that, in 193 test checked projects of 47 districts in 10 States¹, against the requirement of visit of 4.61 lakh days, CDPOs had visited AWCs only on 1.96 lakh days during 2006-07 to 2010-11. This resulted in a shortfall of 58 *per cent*. Further, in 37 districts of 9 States², 153 CDPOs did not make any night halt at AWCs during the period of audit. In case of 14 districts in five States³, 56 CDPOs had stayed at night at AWCs but that was merely 13 *per cent* of the required stay.

10.8.2 Role of the Supervisor

The Supervisor in an ICDS project plays a crucial role in monitoring and evaluation of the working of the centre at grass root level. She is required to make regular visits to the AWCs. A Supervisor is expected to visit each AWC at least once a month and liaise with Lady Health Visitor (LHV) for a joint visit to one AWC once a week and make at least one night halt every week in a village located at a distance of more than 5 kms from her circle headquarters.

Records of 271 projects in 67 districts of 13 States were checked. Audit found the following observations in this regard:

- Out of 2099 supervisors of 136 projects in 40 districts of nine⁴ States, 393 supervisors had not visited 25 AWCs in a month;
- 40 supervisors failed to visit even 10 AWCs in a month;
- 475 supervisors had not made weekly night halt at any AWC;
- 123 supervisors halted at AWCs in the night but not on a weekly basis;
- During 1.38 lakh visits in three States supervisors did not check the medicine stock; and

¹ Andhra Pradesh, Chhattisgarh, Gujarat, Karnataka, Madhya Pradesh, Meghalaya, Odisha, Rajasthan, Uttar Pradesh and West Bengal

² Andhra Pradesh, Gujarat, Haryana, Karnataka, Madhya Pradesh, Meghalaya, Rajasthan, Uttar Pradesh and West Bengal

³ Karnataka, Madhya Pradesh, Meghalaya, Odisha and Rajasthan

⁴ Gujarat-4, Haryana-4, Meghalaya-3, Madhya Pradesh-7, Odisha-5, Rajasthan-6, West Bengal-5, Karnataka-4 and Uttar Pradesh-2

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- In two States, out of 180 supervisors (in 28 projects in 7 districts), 156 did not visit 25 AWCs in a month. In this case none of the supervisors had made weekly night halt at any AWC.

It was also noted that in 34 districts of eight States⁵, shortfall in visits by supervisors ranged from 30 to 39 *per cent* during 2006-07 to 2010-11. Further, supervisors failed to submit field visit reports in respect of nearly 25 *per cent* visits, to the CDPO. In five districts of Madhya Pradesh, only 55 *per cent* of the target of AWCs visits was achieved by the supervisors but data regarding submission of field visit reports were not found on record. In remaining States, either data were incomplete or not available.

The shortfall in supervision of the AWCs by the designated officers had deprived the Anganwadi Workers (AWWs) of the guidance required to improve the functioning of AWCs and the quality of service to be delivered.

The CDPOs of Andhra Pradesh, Madhya Pradesh and West Bengal, however, attributed the shortfall to the acute shortage in the cadre of supervisory staff (CDPO/ACDPO/Supervisor). In Bihar also deficient monitoring was attributed to 1428 posts of supervisors lying vacant as of March 2011.

10.8.3 Database of beneficiaries

Under the ICDS Scheme, a household survey of all the families was to be conducted by the AWWs especially covering the mothers and children in the age group of zero to six years. The household survey register, maintained at AWCs for this purpose, was to be updated monthly by the AWCs. Further, information collected by the AWW in household survey was to be revised by conducting door to door surveys once in five years. A central database of beneficiaries was to be maintained at the project/district levels.

Test check in 1858 sample AWCs and the projects revealed the following shortcomings in this regard:

- In Jharkhand, the survey register was not maintained in 26 AWCs out of 94 test-checked AWCs.
- In 1459 AWCs⁶, the household survey register was updated once in

Good practice

In 204 AWCs of three States (Rajasthan: 125, Odisha: 79 and Madhya Pradesh: 2) the Household survey Register was updated every month.

⁵ Chhatisgarh-2, Gujarat-4, Karnataka-5, Meghalaya-3, Odisha-5, Rajasthan-6, Haryana-4 and West Bengal-5

⁶ Andhra Pradesh: 270, Bihar: 240, Chhatisgarh: 60, Gujarat: 160, Madhya Pradesh: 250, Odisha: 77, Rajasthan: 105 and Uttar Pradesh: 297

three months to one year. In four AWCs⁷ the household survey register was updated every two months.

- In 56 AWCs⁸ the household survey register was not updated even once in a year.
- 156 out of 198 test-checked AWCs of Odisha, 209 out of 280 test-checked AWCs of Madhya Pradesh and 73 out of 240 test-checked AWCs of Rajasthan did not repeat door to door survey after five years of previous survey.

Further, a central database of the beneficiaries was not maintained by test-checked projects (Andhra Pradesh: 31, Bihar: 24, Chhattisgarh: 12, Madhya Pradesh: 27 out of 28, Odisha: 16 out of 20, Rajasthan: 2 out of 24, Uttar Pradesh: 32 and West Bengal: 20) in violation of guidelines.

The goal of targeting of beneficiaries through periodical household surveys by grass root level functionaries and monitoring thereof by the project remained unaccomplished.

10.8.4 Basic statistical information

An AWC was required to maintain basic statistical information such as birth, weight, maternal mortality rate, infant mortality rate, institutional delivery and enrolment of children for formal education after pre-school non formal education.

Test-check in sample AWCs revealed that this basic statistical information was not available at many AWCs as given below:

- In Chhattisgarh and Madhya Pradesh, survey registers were not maintained adequately and complete details of child population, live births, still births, adolescent girls, pregnant and lactating mother, etc. of the concerned AWCs were not recorded in the register.
- 109 test-checked AWCs of Rajasthan and 17 test-checked AWCs of Odisha did not maintain data on the enrolment of children in primary school.

Thus, the basic data essential for proper implementation of the scheme was not available with the AWCs.

10.8.5 Submission of reports

As per scheme guidelines, each AWC is required to submit progress reports at the end of every month (MPR), quarter (QPR), half-year (HPR) and year (APR) at the stipulated time to the project in-charge.

⁷ Rajasthan: 2 and Madhya Pradesh: 2

⁸ Andhra Pradesh: 40, Rajasthan: 5, Uttar Pradesh: 2 and Madhya Pradesh: 9

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It was observed that in 225 selected projects of 55 districts in 11 States⁹, nearly 70 per cent of AWCs did not submit QPR, HPR and APR to the higher authorities. In comparison to this, position of submission of MPR was found satisfactory as 84 to 88 per cent of AWCs submitted MPR regularly.

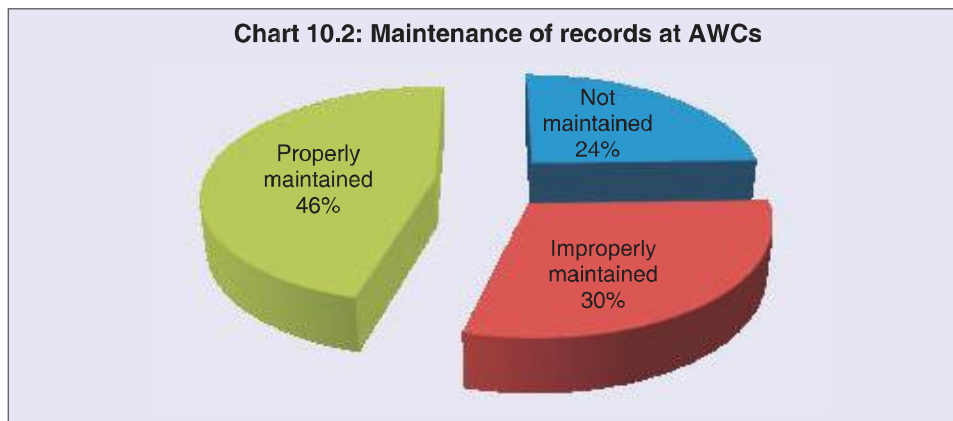
In Madhya Pradesh, 280 AWCs falling under 28 projects in 7 districts never submitted any QPR, HPR and APR. In five districts of Jharkhand (3) and Uttar Pradesh (2) no information regarding submission of reports was available on record for 20 projects selected. Year-wise details of 55 districts are given in **Annex 10.3**.

10.8.6 Maintenance of records

An Anganwadi Worker (AWW) is to maintain records and registers for the services provided at AWC. These records and registers help to assess reach and utilization of services; access to data related to nutrition and health indicators of women and children; facilitate supervision and training; and assess self-performance.

These records/registers also make available information and data required for monitoring and evaluation.

In 2713 test checked AWCs in 67 districts of 13 States, Audit noted that record maintenance was not satisfactory in all the selected AWCs. AWCs maintaining various registers/records properly ranged between 678 (25 per cent) and 1826 (67 per cent) during the period 2006-07 to 2010-11. The remaining AWCs either did not maintain the required records or the maintenance was improper. The extent of maintenance of records at AWCs is depicted in the following diagram.



Record maintenance was particularly poor in Gujarat, Jharkhand and Madhya Pradesh where none of the registers was maintained properly.

⁹ Andhra Pradesh: 6, Bihar: 6, Chhattisgarh: 3, Gujarat: 4, Haryana: 4, Karnataka: 7, Meghalaya: 3, Odisha: 5, Rajasthan: 6, Uttar Pradesh: 6 and West Bengal: 5

In Bihar also none of the records, other than Anganwadi Food Stock Register, was maintained properly in any of the AWCs visited. Detailed list of status of maintenance of registers in AWCs is given in **Annex 10.4**.

The Ministry stated (November 2012) that introduction of five-tier monitoring and supervision scheme and revised Management Information System (MIS) would take care of deficiencies pointed out at the State, District, Project and AWC levels including field visit of Child Development Project Officers (CDPOs) and Supervisors.

Recommendations

- *The Ministry should develop a mechanism to monitor the field visits of CDPOs and Supervisors.*
- *Necessary steps may be taken to improve documentation at the AWC level.*