

Chapter II

Performance Audit

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Chapter II Performance Audit

This chapter contains the findings of Performance Audit on implementation of schemes for welfare and protection of girl child in Odisha.

Planning and Co-ordination Department

2.1 Implementation of schemes for welfare and protection of girl child in Odisha

Executive Summary

As per Census 2011, children in the age group of 0-18 years constitute 36.52 per cent of total population of Odisha of which 49.09 per cent are girls. Child sex ratio declined from 953 in 2001 to 941 in 2011. Literacy rate for females remains at 62.46 in the State against the national rate of 65.46. Mortality rates for girl children under five years age stood at 74, which exceeds male child rate of 70 per 1000 live births.

Though State Plan of Action for Children (SPAC) 2009-12 sets different goals and objectives for development of all children, Odisha State Policy for Girls and Women 2014 was formulated only in June 2014. There were deficient institutional arrangements in implementation of Pre-conception and Pre-natal Diagnostic Techniques Act to check female foeticide.

Though there is gender inequality in the State, gender-based data was not maintained under Integrated Child Development Services platform to ensure 100 per cent coverage of children especially girls under Supplementary Nutritional Programme.

Calorie/ protein value of nutrition supplied was not determined to ensure nutritional security of girls even though 14,651 girls were found to be severely malnourished in test checked Child Development Project Officers.

Implementation of SABALA/ Kishori Shakti Yojana scheme for adolescent girls was not fully effective as an amount of ₹ 5.95 crore was surrendered even though 9.38 lakh adolescent girls remained uncovered under the scheme.

At elementary level, 2,516 Primary/ Upper Primary Schools did not have own school buildings, 7,497 schools did not have separate toilets for girls and 18,616 schools were not having boundary walls. Even in secondary schools where adolescent girls were studying, 220 and 2,201 schools did not have separate toilets for girls and boundary walls respectively.

Out of 17.80 lakh girls enrolled in Class I to IV during 2009-10, only 14.22 lakh girls were found pursuing their studies in Class V to Class VII during 2013-14. There was short/ delay in supply of Nationalised Text books to children including girls.

Out of 182 Kasturba Gandhi Balika Vidyalayas including 78 of test checked districts working in the State as of March 2014, 52 schools did not have hostel buildings to provide residential accommodation to girls of disadvantaged groups. Similarly, out of 1,514 hostels for SC/ ST students, 803 were completed and construction works of 711 hostels were in progress.

Implementation of National Scheme for Incentive to Girls for Secondary Education scheme in the State remained largely ineffective as out of 4.91 lakh ST/ SC girls enrolled during 2009-14, 3.58 lakh girls were deprived of incentive of ₹ 107 crore.

2.1.1 Introduction

Children in the age group of 0-18 years constitute 36.52 per cent of total population of Odisha of which 49.09 per cent are girls as per census 2011. Child sex ratio declined from 953 in 2001 to 941 in 2011 as against national ratio of 914. Infant Mortality Rate (IMR) and literacy rates of female in the State were at 59 and 62.46 against national rates of 46 and 65.46 respectively. Important human development indicators reflecting current status of girl child of the State is given in the table below:

Table 2.1.1: Different indicators reflecting current status of girl child

Indicators	Odisha	
	Male	Female
Population (Census 2011)	2.12 crore	2.07 crore
Child Population (0-6 years) (Census 2011)	27.16 lakh	25.57 lakh
Child population (0-18 years) (Census 2011)	77.99 lakh	75.20 lakh
Sex ratio (0-6 years) (Census 2011)	1000	941
Infant Mortality Rate (IMR) (Annual Health Survey 2012-13)	53	59
Under five mortality rate	70	74
Maternal Mortality Ratio (MMR) (AHS 2012-13)		257
Literacy rate (Census 2011)	81.59	62.46
Children (6-17 years) attending schools (AHS 2012-13)	85.7	84.1
Drop-out rate of 6-17 years children (AHS 2012-13)	13	14.1

(Source: Census 2011 and Annual Health Survey data 2012-13)

To end discrimination against girl child, Eleventh Five Year Plan specified various activities and measures. Some of these measures are strengthening of Pre-conception and Pre-natal Diagnostic Techniques (PCPNDT) Act to ensure balanced sex ratio, Right to Education Act to enroll and retain every child in school, National Programme for adolescent girls for empowerment of women, etc. But, taking vulnerabilities into account, Government of India (GoI) and State Government have envisaged several interventions which are discussed in subsequent paragraphs.

2.1.2 Audit objectives

Performance Audit was conducted in order to assess whether:

- State Government has formulated exclusive plan and policy, and made

adequate institutional arrangement for welfare and protection of girl child;

- Acts, Rules, schemes/ programmes were enforced/ implemented efficiently and effectively for protection of girl child from negligence, exploitation and abuse; and to enhance her all-round development; and
- There existed a robust system of monitoring of the outputs and outcomes of these schemes and their efficacy in overall development and protection of girl child.

2.1.3 Audit criteria

Criteria for this Performance Audit were drawn from the following list of documents:

- Pre-conception and Pre-natal Diagnostic Techniques (PCPNDT) Act 1994;
- Child Labour (Prohibition and Regulation) Act 1986;
- Juvenile Justice (Care and Protection of Children) Act 2000 and Rules made there under;
- Prohibition of Child Marriage Act 2006 and Rules made there under;
- Right to Education (RTE) Act 2009;
- Scheme guidelines of Integrated Child Development Service (ICDS), Sarva Siksha Abhiyan (SSA), SABALA, Kishori Shakti Yojana (KSY), Adolescent Anemia Control Programme and Ujjwala, Annual Health Survey Report; and
- State Plan of Action for Children (2009-12) and Orders/ circulars issued by Government of India/ Government of Odisha relating to protection and welfare of girl child.

2.1.4 Scope and methodology

Audit Objectives, criteria, scope and methodology of audit were discussed in an entry conference held on 3 June 2014 with the Development Commissioner-cum-Additional Chief Secretary to Government of Odisha and representatives of other concerned departments. Audit was conducted during June-November 2014 covering the period 2009-14. Records of six administrative departments¹ implementing different child related schemes, district level offices² coming under these departments in eight selected

¹ (1) Women and Child Development, (2) School and Mass Education, (3) Health and Family Welfare, (4) Scheduled Tribe and Scheduled Caste Development, Minorities & Backward Classes Welfare (5) Labour and Employees State Insurance and (6) Home

² District Social Welfare Officer (DSWO), District Welfare Officer (DWO), Integrated Tribal Development Agencies (ITDAs), District Labour Officer (DLO), District Education Officer (DEO), District Project Coordinator (DPC), District Child Protection Officer (DCPO), Child Welfare Committee (CWC) and Chief District Medical Officer (CDMO)

districts³ and 28 blocks/ Integrated Child Development Service Projects being 25 *per cent* of total blocks under each of the districts selected through Stratified Random Sampling method were test checked. Besides, records of 112 Anganwadi Centres (AWCs), 56 Primary/ Upper Primary schools, 21 Kasturba Gandhi Balika Vidyalayas (KGBVs), 28 Community Health Centres (CHCs)/ Primary Health Centres (PHCs) were also test checked.

Audit methodology included collection and analysis of data through examination of records, reply to questionnaires and audit observations made thereon. Joint physical inspection of assets created and facilities available to girl students was conducted in presence of representatives of audited organisations and photographs taken wherever required. The draft report was discussed with the Development Commissioner-cum-Additional Chief Secretary to Government of Odisha in an exit conference held on 21 January 2015.

Audit findings

Planning and institutional arrangement

2.1.5 Plan and Policy

Government of Odisha (GoO) designed and developed the State Plan of Action for Children (2009-12) which targets all children of Odisha under the age of 18 years and proposes a series of initiatives to improve their situation. The Odisha State Policy for Girls and Women formulated in June 2014, emphasised mainstreaming of collection and analysis of sex disaggregated data and conduct of independent evaluation and impact studies of programmes, schemes and services.

- Different departments of the State Government implement different schemes, Acts/ Rules for welfare and protection of girl child. But, there was no nodal department to oversee implementation of different schemes implemented across the departments. As per the new policy, a non-discriminatory institutional framework was to be evolved across departments for gender purposive planning, designing and implementation. But, the same is yet to be evolved. Absence of nodal department resulted in non-convergence.

Sex disaggregated data is not maintained at State and district level for issues like immunisation, nutrition, pre-school education under ICDS platform, child labour, etc. to bring a focused approach for girls to curb the situation of gender disparity.

2.1.6 Institutional arrangements

Different departments of GoO like Women & Child Development (WCD), School & Mass Education (SME), Health & Family Welfare (HFW),

³ Ganjam, Jagatsinghpur, Kandhamal, Keonjhar, Mayurbhanj, Puri, Rayagada and Sambalpur

Scheduled Tribes & Scheduled Caste Development, Minorities & Backward Classes Welfare (SSD), Home, and Labour & Employees State Insurance (L&ESI) are responsible for implementation of different schemes/programmes through their field functionaries for welfare and protection of girl child in the State.

GoO constituted different Bodies and Committees for effective implementation of schemes/ programmes and enforcement of Acts and Rules relating to welfare and protection of children. Audit, however, noticed following deficiencies in the institutional arrangements.

2.1.6.1 Ineffective functioning of Committees to check female foeticide

To address the problem of declining child sex ratio, PCPNDT Act was enacted in September 1994 for prohibiting sex selection and regulating pre-natal diagnostic techniques to prevent their misuse for sex determination leading to female foeticide. GoO constituted State Supervisory Board and State Appropriate Authority, and appointed District Appropriate Authorities (DAA) for smooth enforcement of the Act. State Advisory Committee⁴ (SAC) and District Advisory Committee (DAC)⁵ were constituted to aid and advise the Appropriate Authorities (AAs). Audit, however, noticed that

- Though SAC recommended (December 2011) constitution of one PNDT Cell in each district to keep records and reports of Ultrasound Clinics, PNDT Cells were formed (September 2013 and January 2014) only in eight districts including three⁶ in test checked districts as of March 2014.
- DACs required to be reconstituted after every three years were not reconstituted, but some new members were included in the committee after a gap of three to nine years.
- No squad or control room was formed as decided (July 2007) by Government for inspection of ultrasound clinics/ diagnostic centres in five test checked districts⁷ to verify their validity of registration, inpatient facilities etc. to check misuse of sex determination techniques. In three districts⁸, though squads were formed, they did not conduct any inspection.

Director of Family Welfare stated (January 2015) that observations of Audit would be taken as reference in future and compliance would be made as per provisions of the Act.

⁴ Under the Chairmanship of Commissioner-cum-Secretary, HFW Department; Members from HFW, Law, I&PR Departments; Professors from Sishu Bhawan, SCB Medical College and eminent social workers

⁵ District Collector: Chairman; CDMO: Member & Convener; Members: 3 senior most specialists from medical practices, DIPRO/ADIPRO and three eminent social workers

⁶ Jagatsinghpur, Puri and Sambalpur

⁷ Keonjhar, Mayurbhanj, Puri, Rayagada and Sambalpur

⁸ Ganjam, Jagatsinghpur and Kandhamal

2.1.7 Skewed child sex ratio

As per Census 2011, overall sex ratio in the State improved from 972 per thousand in 2001 to 979 in 2011. But, there was decline in sex ratio of children in the age group of 0-6 years, from 953 in 2001 to 941 in 2011. During 2001-11, Child Sex Ratio (CSR) declined in 21 out of 30 districts of the State by 1 to 49 points with highest decline in Nayagarh (904 to 855) followed by Dhenkanal (925 to 877) and Angul (937 to 889).

Census 2011 data showed that decline in child sex ratio in urban areas was more than that in rural areas of the State. This indicated possible misuse of techniques of pre-conception and pre-natal sex determination causing female foeticide as most of the ultrasound clinics/ centres were functioning in urban localities. Audit also noticed various deficiencies like unauthorised functioning of ultrasound clinics, issue of registration certificate without inquiry and inspection, delay in registration/ renewal of ultrasound clinics, non-tracking of portable ultra sonography machines, absence of regular inspections, non-implementation of recommendations of State Supervisory Board, etc. in implementation of provisions of the PCPNDT Act as discussed below.

2.1.7.1 Delay in registration/ renewal of certificate of registration

Audit noticed that there was delay in registration as well as renewal of registration of cases. As of March 2014, 549 ultrasound/ genetic clinics including 117 of test checked districts were registered with DAAs. Audit, however, noticed that delay in registration of 42 clinics ranged up to 796 days, 53 clinics were renewed with delays ranging from two to 775 days and in 35 cases, AAs granted registration/ renewal without obtaining advice of the SAC/ DAC. Though the clinics were to apply for renewal within thirty days before expiry of certification of registration, 48 clinics applied for renewal with delays up to 372 days.

These clinics thus functioned as deemed to have been registered during the intervening period without any scrutiny by AAs due to which the possibility of misuse of sex determination techniques during the intervening period cannot be ruled out.

Director of Family Welfare stated (January 2015) that certificate of registration and renewal of registration would be provided to the clinics within a stipulated period.

2.1.7.2 Delayed submission/ non-submission of monthly reports

Every Genetic Counseling Centre, Genetic Laboratory, Genetic Clinic, Ultrasound Clinic and Imaging Centre shall send a complete report in respect of all pre-conception or pregnancy related procedures/ techniques/ tests conducted by them by every 5th day of the following month to the concerned AA.

Audit observed that 23 out of 117 clinics/centres functioning in test checked districts did not submit monthly reports at all whereas 75 submitted monthly reports after 5th of next month on 320 occasions. Due to non/ delayed receipt

of monthly reports, details of pre-conception or pregnancy related procedures/ techniques/ tests conducted during the said period could not be examined by AAs to ensure that sex determination techniques were not misused.

Director of Family Welfare stated (January 2015) that District AAs would be intimated to take action against the defaulting clinics.

2.1.7.3 Non-surrender of certificates of registration by defunct USCs

It was noticed that though 18 ultrasound clinics (USCs) ceased to function during 2009-14 in Keonjhar (6) and Ganjam (12) districts, copies of registration certificates were not surrendered. AAs also did not insist upon the same. Due to non-surrender of the certificates, the possibility of their misuse could not be ruled out.

Director of Family Welfare stated (January 2015) that the observation of Audit would be taken as a reference in future and compliance would be made as per the provisions of the Act.

2.1.7.4 Operation of USCs by unqualified doctors

Audit noticed that 25 unqualified doctors were operating 25 USCs in six test checked districts⁹ having 15-45 days of short course training which is not permissible. Despite the fact that unqualified/ ineligible doctors were working as sonologist in USCs, DAC recommended registration, renewal of registration to these clinics time and again which is a clear violation of the PCPNDT Act and Rules.

Director of Family Welfare stated (January 2015) that observations of Audit would be strictly taken up.

2.1.7.5 Joint physical inspection of ultrasound clinics.

In order to ascertain whether the ultrasound clinics were following provisions of PCPNDT Act/ Rules, joint inspection of 16 diagnostic centres in eight test checked districts were made with the representatives of the audited unit and following irregularities were noticed.

- In 13 clinics, name and designation of doctors performing test or procedure were not displayed on the dress they had worn as required under Rule 18 of PCPNDT Rules.
- One ultrasound clinic was using portable ultrasound machine since 2004, though use of such machine was not permissible in the said clinic.
- Rule 9 (1) envisages that every ultrasound clinic should maintain a register showing names and addresses of the women subjected to pre-natal diagnostic procedures, names of their spouse or father and date on which they first reported for such procedure or test. But, it was noticed

⁹ Ganjam (3), Jagatsinghpur (2); Keonjhar (7), Mayurbhanj (2), Puri (2) and Sambalpur (9)

that one clinic in Keonjhar district did not maintain such register. Two other clinics maintained registers intermittently.

- The patients' reports also did not exhibit doctor's name and designation though required under Rule.

Thus, in test checked districts, provisions of PCPNDT Act/Rules were not enforced effectively and adequately to check misuse of techniques of pre-conception and pre-natal sex determination.

Director of Family Welfare stated (January 2015) that District AAs would be intimated to take action against the defaulting clinics.

2.1.8 Health and nutrition

To improve health and nutritional status of children below age of six years, supplementary nutrition is provided under ICDS scheme for a period of 300 days a year. Under Supplementary Nutrition Programme (SNP), hot cooked meal and morning snacks are provided to 3-6 years old children at AWCs and Take Home Ration (THR) *i.e.*, *chhatua* is supplied to children of six months to three years of age and 3-6 years old severely malnourished children.

Odisha State Policy for Girls and Women 2014 emphasises enhancement of nutritional security of girls and women by ensuring access to adequate quantity and quality of food and has a special focus on anaemia control. But, gender-based data was not maintained at State and district levels during 2009-14 even though IMR of girls was 59 per thousand against 53 for boys as per the Annual Health Survey 2012-13. In test checked seven¹⁰ districts, Audit noticed that out of identified 56.67 lakh children (six months to six years of age), 52.92 lakh (93 *per cent*) were provided supplementary nutrition leaving 3.75 lakh (7 *per cent*) including girls uncovered during 2009-14. In 28 test checked CDPOs, out of identified 15.12 lakh children, 14.15 lakh were covered under SNP and 0.97 lakh children remained uncovered during 2009-14.

Government stated (January 2015) that the coverage of SNP beneficiaries of 3-6 years old children was the number of children who attended pre-school and were actually fed at AWCs, hence there is difference in enrolment and coverage. Gender-based data was maintained at AWC level and the same was submitted to GoI in the MPRs. The reply is not tenable as no gender-based data was available at district and State level to ensure 100 *per cent* coverage of the children especially girls under SNP.

2.1.8.1 Quality of nutrition

Pregnant and lactating mothers including children of six months to three years old are supplied with THR as they do not attend AWCs daily. Severely malnourished children of 3-6 years old are also supplied THR over and above hot cooked meal. THR is supplied to children at 160 grams (g) per day

¹⁰ Excluding Jagatsinghpur district, where data relating to children identified were not made available to Audit

containing 100g wheat, 20g bengal gram (whole roasted), 15g groundnut and 25g sugar with total calorie value of 603 cal and protein of 19.02g. SHGs having experience in preparation of *chhatua* were to supply THR. Audit test checked records of AWCs and noticed following shortcomings in supply of THR.

- As per Government order (November 2012), samples of THR are to be tested by State Government Agency¹¹ for ensuring quality of nutrition. Accordingly, DSWOs collected samples of THR from SHGs by 10th of every month. But, samples reached laboratory in last week of month and laboratory took 10-15 days to generate test report. By the time test reports were received, THR was supplied to beneficiaries even if it was found adulterated/ infected. In test checked districts, 3183.45 quintals of *chhatua* valued ₹ 76.68 lakh supplied by 21 SHGs during 2012-14 were reported as adulterated and distributed among 82,856 beneficiaries. Only DSWO, Rayagada communicated to CDPOs not to supply THR. But, CDPOs had supplied THR to 7,652 beneficiaries by that time. District authorities neither rejected the adulterated lot nor took any action against SHGs for recovery of the cost or cancellation of their assignments; rather they were allowed to supply THR in subsequent years.

Due to delay in testing and non-determination of calorie/ protein value of nutrition supplied, nutritional security of girls could not be ensured due to consumption of THR with low nutritional value by children as was evident from the fact that 14651 girls were found severely malnourished in 28 ICDS projects.

Government stated (January 2015) that the matter was being taken up with concerned districts. It further stated that protein and calorie value are indicated in revised testing reports. The reply was not tenable as no such calorie and protein value was indicated in the testing reports as verified by Audit.

2.1.8.2 Implementation of KSY/SABALA schemes

With the objectives to improve nutritional and health status of girls in the age-group of 11-18 years; and to promote their overall development including awareness about health, personal hygiene, nutrition and family welfare, etc., GoI introduced Kishori Shakti Yojana (KSY) in the year 2000. From 2010-11, GoI implemented 'Rajiv Gandhi Scheme for Empowerment of Adolescent Girls (SABALA)' to address multi-dimensional problems of adolescent girls in 200 districts across the country with nine districts of Odisha including two test checked districts. In remaining 21 districts, KSY continued to be implemented. Audit, however, noticed that implementation of the schemes was not effective as discussed below:

- **Non-utilisation of scheme fund:** GoI released ₹ 15.43 crore under non-nutrition programmes of SABALA scheme for 2010-14 to Odisha to cover 34.74 lakh adolescent girls. Out of the above amount, GoO

¹¹ State Public Health Laboratory, Bhubaneswar

could utilise ₹ 9.48 crore (61 per cent) covering 25.36 lakh beneficiaries and surrendered balance amount of ₹ 5.95 crore¹². Thus, due to failure on the part of the Department to utilise the entire amount released by GoI, the State not only lost central assistance of ₹ 5.95 crore but also denied 9.38 lakh adolescent girls for availing nutritional benefits.

- ***Non-issue of Kishori Cards:*** As per para 5.4.1 of SABALA guidelines, a card namely 'Kishori Card' for each adolescent girl was to be maintained at the AWC with details as to her weight, height, body mass index, iron folic acid (IFA) supplementation, referrals and services received under the scheme. Audit noticed that out of 29.03 lakh adolescent girls identified, Kishori cards were issued to 10.56 lakh girls during 2011-14. In test checked CDPOs/AWCs, it was noticed that no cards were maintained up to 2012-13. But, only during 2013-14 were Kishori Cards issued to adolescent girls.
- ***Absence of provision for supply of supplementary nutrition to KSY beneficiaries:*** As per para 6.1 of SABALA guidelines, THR/ hot cooked meal was to be supplied to all out of school girls of 11-14 years age and to all adolescent girls of 14-18 years of age including school going girls. Audit noticed that THR was supplied to adolescent girls of nine SABALA districts for 25 days in a month and 300 days in a year. But, there was no such provision for supply of THR to adolescent girls of other districts in which KSY was under implementation.
- ***Inadequate training to adolescent girls:*** Para 6.5 of scheme guidelines provides that adequate training should be given to adolescent girls to promote better healthcare, family welfare and adolescent reproductive and sexual health (ARSH) etc. Such trainings were given during 2011-13. However, no training was imparted to adolescent girls during 2013-14 in test checked districts.

Government stated (January 2015) that central assistance could not be utilised as it was received at the fag end of the financial year. Out of ₹ 5.95 crore, ₹ 3.44 crore was revalidated and the proposal for revalidation of the balance amount was pending at GoI level. It further stated that there was provision for supply of SNP to SABALA beneficiaries only and not to KSY beneficiaries. The fact, however, remains that Government did not give fresh proposal for central assistance for 2012-13 and revalidation proposal for 2013-14 was not approved by GoI till date (December 2014).

2.1.8.3 Supply of Iron Folic Acid (IFA) tablets to adolescent girls under SABALA schemes

IFA and Vitamin-A is supplied to all children under ICDS programme. But, under SABALA scheme guidelines (para 6.2.1), adolescent girls shall be given two IFA tablets per week through ICDS platforms. As per para 6.2.3 of SABALA guidelines provision of ₹ 20,000 has been made for IFA

¹² 2011-12: ₹ 3.44 crore and 2013-14: ₹ 2.51 crore

procurement and supply in case HFW Department certifies that IFA tablets were not available under National Rural Health Mission.

Audit, however, noticed as follows:

- In Rayagada, out of 3.37 lakh out of school adolescent girls enrolled during July 2012-March 2014, 1.74 lakh (52 *per cent*) were administered IFA and remaining 1.63 lakh girls were not given IFA tablets. Against requirement of 6.94 lakh tablets for 1.74 girls, 6.23 lakh tablets were supplied leading to short supply of 0.71 lakh tablets. During December 2012, 38,075 tablets were destroyed in CDPO, Gudari project due to expiry of such tablets. Records for the period 2009-13 were not made available to Audit.

DSWO stated that during 2009-10, IFA tablets were supplied by both DSWO and CDMO to the projects in excess of requirement.

- In Mayurbhanj district, an amount of ₹ 10.02 lakh was received from the Department for purchase of IFA tablets under SABALA from GoI prior to 2009-10, but the amount was not utilised by the programme implementing agencies and was kept in DSWO's Account. Though 86,979 adolescent girls were enrolled during 2009-10, only 41,435 girls were administered IFA tablets. Despite availability of fund, 45,544 adolescent girls were not administered IFA.

Thus, all girls enrolled were not administered IFA tablets due to which possibility of their suffering from anaemia could not be ruled out.

Government stated (January 2015) that there was no provision for supply of IFA tablets under SABALA scheme. Reply is not tenable since SABALA guidelines provided ₹ 20,000 per project for procurement of IFA tablets, if not supplied by the HFW Department.

2.1.9 Education for girls

To make education system responsive to the needs of girls, various schemes and programmes like Pre-school education under ICDS, Sarva Siksha Abhiyan (SSA) for children of 6-14 years of age, National Programme for Education of Girls at Elementary Level (NPEGEL), Kasturba Gandhi Balika Vidyalaya (KGBV) for girls of disadvantaged groups of society, etc. were implemented which serve as a pull factor to enhance access and retention of girls in schools and to generate community demand for girls education.

2.1.9.1 Infrastructure facilities in schools

SSA, *inter-alia*, emphasises provision of good school building and equipment to all schools for ensuring quality of education at elementary level. As per State Plan of Action (2009-12), all schools should have basic education infrastructure and facilities like buildings, toilets, drinking water, electrification, playground, etc. for facilitating universal access to elementary schooling.

As of March 2014, 52,890 Primary and Upper Primary schools and 9,423 secondary schools were functioning in the State. Audit noticed that the schools were not having basic infrastructure facilities like building, toilet, boundary wall, etc. as indicated in the table given below:

Table 2.1.2: Number of schools without having infrastructure facilities

Details of facilities	Number of Primary/ Upper Primary schools (Up to class VIII)	Number of Secondary schools (Class IX and X)
Schools without own building	2516	11
Schools without toilet	2578	904
Schools without separate toilet for girls	7497	220
Schools without drinking water facilities	1714	663
Schools without boundary wall	18616	2201
Schools without play ground	41643	3151

(Source: Data furnished by Odisha Primary Education Programme Authority (OPEPA) and Odisha Madhyamika Siksha Mission)

It was seen from above that:

- 7,497 and 220 schools did not have separate toilets for girls at primary and secondary level respectively. Even at secondary level where girls were at their adolescent stage, 220 secondary schools did not have separate toilets. In 11 out of 56 test checked schools, there were no separate toilets.
- Safety and security of girl students could not be ensured in 18,616 primary and 2201 secondary schools which did not have boundary wall.

Due to absence of infrastructure facilities, a safe environment could not be provided to the children, especially to girls for ensuring their enrolment and retention in schools which contributed to their dropping out.

Government stated (January 2015) that all out steps had been taken to provide infrastructure such as school buildings, toilets, drinking water facilities, etc. in the coming years.

2.1.9.2 Enrolment and retention of girls in schools

Sarva Siksha Abhiyan (SSA) is an effort to provide useful and relevant elementary education for all children in the age group of 6-14 years and to bridge social, regional and gender gaps with active participation of community in the management of schools. SSA, *inter-alia*, envisages that girl child is central to the efforts to universalise elementary education. To enhance access and retention of girls in schools, targeted provisions for girl child under the scheme, *inter-alia*, include free textbooks, separate toilet for girls, back to school camps for out-of school girls, bridge course for older girls, recruitment of 50 per cent of women teachers, etc.

During 2009-14, enrolment of girl students (6-14 years) in schools ranged between 32.14 lakh and 30.95 lakh. District Information System of Education

(DISE) data provided by OPEPA showed that dropout rate of girl students at Upper Primary level in the State was reduced from 8.24 in 2009-10 to 2.08 in 2013-14. Similarly, dropout rate at Primary level was also reduced to 2.05 in 2013-14 whereas it was 3.10 in 2009-10 indicating an increasing trend in retention of girl children in schools. Only 2,417 girls were shown as out of school as of 2013-14. But, from class-wise data furnished by OPEPA, Audit noticed that out of 17.80 lakh girls enrolled in Class I to Class IV during 2009-10, only 14.22 lakh girls (80 *per cent*) were pursuing their studies in Class V to Class VIII during 2013-14. Thus, 3.58 lakh girls (20 *per cent*) remained out of schools. Records of eight test checked districts also revealed that out of 4.90 lakh girls enrolled in Class I to IV, only 3.83 lakh girls were pursuing studies in Class V to Class VIII during 2013-14 indicating that 1.07 lakh girls (22 *per cent*) dropped out from schools. Thus, the reliability and accuracy of DISE data maintained by OPEPA was doubtful.

Audit further noticed that out of 13.02 lakh girls enrolled in Class VIII during 2009-13, only 12.44 lakh girls were enrolled in Class IX and 0.58 lakh girls dropped out of schooling at secondary level. Similarly, out of 11.91 lakh girls enrolled in Class IX during 2009-13, 10.77 lakh girls continued their studies in Class X during 2010-14 and 1.14 lakh girls (9.54 *per cent*) had dropped out of schooling at Class X level.

Thus, even after intervention of different schemes and programmes, the objective of bringing all children including girls to schools by 2010 as envisaged in SSA was not achieved. The goal set in State Plan of Action to achieve universal elementary education by 2012 in the State also remained unfulfilled.

2.1.9.3 Supply of Nationalised Texts (NT) book

SSA provides free text books to all girls up to Class VIII as an innovative intervention relating to girls' education. In this context, State Project Director of OPEPA instructed the District Project Coordinators (DPCs) to provide text books to students of Class I to Class VIII at school points by 10-15th of April of the academic year.

Records of test checked districts revealed that DPCs supplied 1.54 crore books to students including girls against requirement of 1.73 crore books during 2009-14 on different subjects. Thus, there was short supply of 18.62 lakh books to students. There was also delay in distribution of books to students for a period ranging from two to eight months. Further, no gender-based data was maintained to ensure that all girls were supplied with text books.

Government stated (January 2015) that Director of Text Book Production and Marketing, had been advised to supply books in sets (class-wise) instead of numbers to avoid short/ delayed supply of NT books.

2.1.9.4 Appointment of women teacher

The targeted provisions for girls' education under SSA include recruitment of 50 *per cent* women teachers. Sub-Group Report on girl child in Eleventh Five Year Plan also envisaged increase of female teachers at all levels to encourage girl children to continue in school in a safe environment.

Scrutiny of records of test checked districts revealed that the percentage of women teachers in schools ranged between 24.28 and 49.30 during 2009-14 which was less than the required norm. In 10 out of 56 test checked schools, there were less than 50 *per cent* women teachers. Due to non-availability of required number of female teachers, the objective of creating a safer environment for retention of girl children in schools could not be ensured which may have contributed towards their dropping out, as 3.58 lakh girls were out of schools during 2009-14.

Government stated (January 2015) that there was no specific instruction for engagement of 50 *per cent* women teachers in schools. The fact, however, remained that provisions of SSA guidelines was not followed in this regard.

2.1.9.5 Working of Kasturba Gandhi Balika Vidyalaya (KGBV)

Government of India launched Kasturba Gandhi Balika Vidyalaya (KGBV) scheme in August 2004 to ensure access and quality education to girls of disadvantaged groups of society by setting up residential schools at upper primary level. The scheme was merged with SSA since April 2007 as a separate component. Scheme guidelines provide establishment of schools with hostels for 100 girls and/or 50 girls in existing schools.

Audit noticed that there were 182 KGBVs including 78 in test checked districts working in the State as of March 2014. Of the above, 52 schools were not having hostel buildings. In test checked districts, hostel facilities were not available in 23 KGBVs. Construction of hostel buildings remained incomplete even after lapse of stipulated period of their completion due to which basic amenities required for girl students could not be provided to them as was evident from following cases:

- **Girl students staying in class rooms:** KGBV at Durgee in Bisam Cuttack Block is functioning since 2008 without hostel building. The construction of hostel building for girls studying under KGBV was lying incomplete at roof level, though it was to be completed by November 2013. Due to non-availability of hostel accommodation, 50 girl students of KGBV had to stay in class rooms of the existing school at night.



Students of KGBV, Phulbani reading in a Class room with beddings therein

- In KGBV, Phulbani, construction of hostel building with an estimated cost of ₹ 74 lakh still remained incomplete, though the stipulated date of completion was April 2014. The building was constructed only up to lintel level. Due to non-availability of hostel accommodation, the girl students had to stay in two class rooms and sleep on the floor. Cots supplied for students were dumped in the store room losing their utility.

- **Safety of girl students:** One KGBV hostel building (Ch. Nuagaon) was located adjacent to a hill which had no complete boundary wall. In-charge warden/ boarders of KGBV also confirmed that due to absence of boundary wall, wild animals from the nearby hill entered into the hostel campus which was a threat to safety of the hostel boarders.



KGBV hostel building of Ch. Nuagaon without complete boundary wall

- **Provision of beddings and cots:** As per clause 5(ii) of revised guidelines for implementation of KGBVs, necessary infrastructure facilities like cots, beddings, etc. should be provided to students of these schools. Audit, however, noticed that 50 cots were provided to girls against requirement of 100 cots in Golmunda KGBV of Ramnaguda Block. In Naira KGBV of Padampur Block, 40 out of 100 cots were dumped for want of space. Further, no bedding was supplied to students of three KGBVs¹³ since 2007. Due to non-supply of cots, the girls had to either adjust with others or sleep on floor.
- **Tracking of girls for their continuance of studies:** Girls after leaving KGBVs were not being tracked for ensuring their continuance in schools at secondary level as 332 girl students in five test checked districts¹⁴ remained out of school during 2009-14 after completion of class VIII from KGBVs. No action was taken to track these girls for their retention in schools. In one case, school authorities allowed a girl student studying in Class VIII to leave school to join as a mini Anganwadi worker though she was below 18 years of age.

While admitting the above fact, Government stated (January 2015) that DPCs had been instructed to complete the construction work by March 2015 and different safety measures like provision of high height boundary wall and watch post, etc. had been taken to ensure safety and security of the inmates in the campus.

2.1.9.6 Education for disadvantaged groups

To encourage enrolment, retention and reduction of dropout rate of students of under privileged sections such as Scheduled Tribe and Scheduled Caste communities, residential facilities through provision of hostels is provided. State Government made a special drive to establish hostels in approachable places to facilitate education of ST/ SC students including girls studying in nearby schools. The Sub-Group Report on girl child in the Eleventh Five Year Plan (2007-12) also envisaged provision of more residential schools and hostels for girls (especially adolescent) to facilitate their continuance in education.

¹³ Golmunda KGBV (Ramanaguda Block); Durgee KGBV (Bisam Cuttack Block) and Dhakota KGBV (Anandapur)

¹⁴ Ganjam, Kandhamal, Keonjhar, Mayurbhanj and Rayagada

GoO sanctioned ₹ 1273.68 crore during 2009-14 for construction of 3,393 hostels in the State to provide residential accommodation to ST students. This included 1,514 hostels of eight test checked districts out of which 1,061 were for girls. Out of 1,514 hostels, 803 hostels were completed and construction works of 711 hostels were in progress. Audit noticed that in four districts¹⁵, out of 314 girls hostels undertaken by ITDAs for construction during 2009-14, 199 were completed and 115 remained incomplete as of October 2014 due to land dispute, shortage of funds, etc. after incurring an expenditure of ₹ 33.19 crore. Twenty four hostels, sanctioned during 2009-12, remained incomplete even after lapse of two to four years of sanction.

Due to non-completion of hostels, residential accommodation to 14,200 ST students could not be provided. On check of records of 36 schools in eight districts, Audit noticed that 183 SC/ ST girls of different classes had dropped out from schools during 2009-14. On further enquiry, Audit noticed that out of dropped out girls, 34 got married. Besides, nine girl students from Chandua UP School who took admission in Bhanjabhumi Girls High School under Kuliana Block School did not attend the school for want of hostel accommodation.

Government stated (February 2015) that hostels could not be completed in time due to influence of naxals, non-availability of materials in the locality, inaccessible areas, inadequate budget provision, etc. The fact, however, remains that ST girl students could not be provided residential accommodation to increase their enrolment in schools.

2.1.9.7 Absence of infrastructure facilities in hostels

Since a large number of girl boarders including adolescent girls stay in hostels, their safety and security is of prime importance. Hostels, *inter-alia*, should have basic infrastructure facilities like boundary wall with grill gates, toilets, dining hall and kitchen, drinking water facilities, etc. Audit test checked records of 36 girls hostels and conducted joint physical inspection with representatives of audited units and noticed various deficiencies as discussed below:

- Eighteen hostels had no boundary wall to provide safety and security to girl students including adolescent ones.
- In 21 hostels, there was no provision for water supply and cleaning of toilets.
- Suggestion boxes, though required to be provided for receiving suggestions/ complaints were not fixed in 16 hostels.
- Due to shortage of hostel accommodation in two schools, students were sleeping on floor in class rooms.
- In 11 hostels, there were no dining room and kitchen rooms. In these hostels, food was prepared in temporary sheds in an unhygienic condition.

¹⁵ Kandhamal, Keonjhar, Mayurbhanj and Rayagada

Due to lack of proper infrastructure facilities and required amenities, quality service could not be rendered to hostel boarders and they were allowed to stay in an unsafe condition, which factors also contributed to dropout rate of ST girls in the State standing at 19.71 *per cent* during 2012-13.

Government stated (February 2015) that all the Collectors had been instructed to take steps for raising the height of the boundary wall and funds had been provided for construction of toilet, supply of drinking water, etc.

2.1.9.8 Disbursement of scholarship/incentive to girl students

With the objective to check the incidence of drop out of SC and ST girls and promote their enrolment in elementary and secondary schools, different schemes like National Scheme of Incentive to Girls for Secondary Education (NSIGSE), Pre-Matric Scholarship (PMS), Orissa Girls Incentive Programme (OGIP), etc. are under implementation in the State. On test check of records, Audit noticed following deficiencies in implementation of the schemes:

- As per NSIGSE, ₹ 3,000 is deposited under term deposit/fixed deposit in a public sector bank or in a post office in the name of every eligible ST/SC girl student who passes Class VIII. To avail the assistance from GoI, the State was to send a consolidated proposal to the Department of School Education and Literacy, Ministry of Human Resources Development, GoI. Audit, however, noticed that against enrolment of 4.91 lakh SC/ST girls¹⁶ in Class IX during 2009-14, Odisha Madhyamik Sikshya Mission sent proposals for 2.23 lakh girls¹⁷ only and 2.68 lakh girls thus remained uncovered. Against this proposal, GoI sanctioned ₹ 10.76 lakh towards incentive for 35,854 girls of 2009-10 only and did not consider proposals of 2010-11 and 2011-12 due to delayed/non-compliance of discrepancies¹⁸ and delayed submission of proposals as the same were sent after 5-30 months of due dates *i.e.*, within three months of commencement of the academic year. Proposals for 2012-13 and 2013-14 had not been considered till date (January 2015).

Thus, implementation of the scheme in the State was not effective and adequate since incentive for 35,854 girls (7 *per cent*) only was sanctioned against total enrolment of 4.91 lakh ST/ SC girls during 2009-14 of which 3.58 lakh¹⁹ girls were deprived of availing the incentive of ₹ 107 crore²⁰ under the scheme.

State Nodal Officer, NSIGSE attributed low coverage and delay to poor response of District Education Officers to comply with the discrepancies and furnish correct information. This is indicative of inadequate action by Government to provide incentive to the girl

¹⁶ 2009-10: 73,965 girls; 2010-11: 91,477; 2011-12: 1,09,813; 2012-13: 1,06,264 and 2013-14: 1,09,736

¹⁷ 2009-10: 35,854 girls; 2010-11: 50,270; 2011-12: 39,926; 2012-13: 44,893 and 2013-14: 51,853

¹⁸ Incorrect data, bank details, etc.

¹⁹ 2.68 lakh girls for whom proposal was not sent plus 0.90 lakh girls proposed during 2010-12 and not considered by GoI

²⁰ 3.58 lakh X ₹ 3000

students, though dropout rate of ST and SC girls at secondary level in the State stood at 17.44 and 13.90 respectively during 2013-14.

- Revised guidelines (April 2013) issued by GoI on PMS provides that all SC and ST students studying in Class IX and X in Government and Government recognised schools are eligible for PMS whose parents/guardians' income do not exceed ₹ 2 lakh per annum. Besides, all SC and ST girls were assisted with top up amounts as per prescribed norm²¹ under Orissa Girls Incentive Programme. Audit noticed that though 2.25 lakh SC/ST girl students were enrolled during 2013-14, SSD Department sanctioned PMS to 2.07 lakh students leaving 18,156 students uncovered under the scheme due to non-furnishing of caste certificate from Tahasildar, low awareness among beneficiaries, etc. Records of eight test checked DWOs revealed that out of 78,259 ST and SC girl students enrolled in Class IX and X during 2013-14, only 72,485 were assisted under PMS and 5,774 girl students remained uncovered. Records of 20 schools revealed that 773 day scholar SC/ST girl students were also not given PMS during 2009-14.

As PMS is paid for retention of girl children in schools, its non-payment would contribute towards drop out of these adolescent girls.

Government stated (February 2015) that scholarship could not be paid to the students due to non-receipt of application in complete form. However, there was no facilitating measures of the Government in making the applications complete to enable the students to receive PMS.

2.1.9.9 Working of National Child Labour Project (NCLP) schools

National Child Labour Projects were established to withdraw children working in hazardous and semi hazardous occupations and rehabilitate them through education in special school centres. The NCLP schools had provision for non-formal education, vocational training, stipend, nutrition, etc. for three years. Thereafter, there was provision to enroll children in general schools for formal education to prevent their re-entry to work.

Audit noticed that:

- In 223 NCLP schools of four test checked districts²², 11,061 children including 4612 girls were enrolled during 2009-14. However, only 2,548 girls (55 *per cent*) were mainstreamed.
- As per AHS 2012-13, 3.12 lakh children²³ including 1.28 lakh girls²⁴ were at work which, thus, defeated the very objective of the scheme.
- Project Directors of NCLP schools did not involve parents of the enrolled child labourers including girls for their engagement in various self employment and poverty alleviation schemes implemented by

²¹ At the rate of ₹ 950 per annum (day scholars) who are availing PMS and at ₹ 3,200 per annum to those who are not eligible for PMS

²² Ganjam, Keonjhar, Mayurbhanj and Rayagada

²³ 3.7 *per cent* of 84.23 lakh children in the age group of 5-14 years as per census 2011

²⁴ 3.1 *per cent* of 41.34 lakh female children in the age group of 5-14 years as per census 2011

Government. No vocational instructor was deployed/ engaged to train the students in different trades to facilitate them for self employment.

- Gender-based data was not made available to Audit in Mayurbhanj and 1st phase of Keonjhar districts.

While confirming the facts, Project Director (PD), NCLP, Rayagada stated (October 2014) that the process of mainstreaming was going on. PD, NCLP, Mayurbhanj stated (July 2014) that due to assignment of different works, the project work could not be seen. PD, NCLP of Keonjhar stated (September 2014) that the scheme could not be reviewed due to non-availability of regular PD and assured to take steps to achieve goal in future.

2.1.9.10 Prohibition of child marriage

Prohibition of Child Marriage Act (PCMA) 2006 and Rule 2009 was implemented in the State for prohibition of child marriages. But, Annual Health Survey 2012-13 indicated that marriages among females below the legal age of 18 years constituted 4.4 *per cent* of total female marriages that took place during 2009-11 in the State.

2.1.10 Missing girl child

As per Eleventh Five year Plan, about 44000 children in India go missing every year. They are being trafficked for prostitution, marriage or illegal adoption, child labour, begging, recruitment to armed groups, and for entertainment (circus or sports). As there was acute shortage of data and information pertaining to issues related to child protection, it was planned under Integrated Child Protection Society (ICPS) to develop a nationwide website for tracking missing children and their ultimate repatriation and rehabilitation. At the State level, State Child Protection Society (SCPS) with support of District Child Protection Society (DCPS) were set up to manage the child tracking system.

It was noticed that 11,552 children including 8,246 girls (71 *per cent*) were reported missing in the State during 2009-2013 as detailed in the table given below:

Table 2.1.3: Number of missing girl children during 2009-14

Year	Boys below 18 years			Girls below 18 years		
	Missing	Rescued	Rescue percentage	Missing	Rescued	Rescue percentage
2009	469	86	18.33	910	152	16.70
2010	533	114	21.39	1212	193	15.92
2011	653	128	19.60	1517	250	16.48
2012	910	441	48.46	2601	890	34.22
2013	741	572	77.19	2006	1487	74.13
Total	3306	1341	40.56	8246	2972	36.04

(Source: White paper published by Home Department, Government of Odisha)

It would be seen from above that missing number of girls outnumbered the missing boys every year. Against missing number of 3,306 boys and 8,246 girls, only 2,972 girls (36 *per cent*) were rescued and 5,274 girls were left

untracked by 2013. The web-based child tracking system came into operation in the State only from January 2013 wherein details of missing and rescued children are registered. Prior to this (2009-12), the position of rescue of missing girls was very low as 6,240 girls were reported missing, of which 1,485 girls (24 *per cent*) were rescued. The number of missing girls was also in a rising trend *i.e.*, 910 in 2009 to 2,601 in 2012.

Monitoring

2.1.11 Inadequate monitoring to check sex determination

Keeping in view the decline in child sex ratio in the State, HFW Department instructed Appropriate Authorities to hold District Advisory Committee meetings bimonthly and ensure random visit to clinics to take action against defaulters. Audit, however, noticed following irregularities:

- DACs did not meet regularly. In eight test checked districts, number of meetings held by DACs ranged between two in Rayagada and 20 in Puri district against the requirement of 30 meetings during 2009-14.
- Reports on visit/inspections of ultrasound clinics were not made available to Audit in absence of which it could not be ascertained whether regular inspections were held.
- District Task Force Committees (DTFC)²⁵ constituted to decide *modus operandi* for inspection of nursing homes (NHs), diagnostics centres and ultrasound clinics (USCs) and to form squads for inspection of these establishments to verify their validity of registration, inpatient facilities, etc. is required to meet quarterly for taking appropriate action against violation of rules. But, in five test checked districts²⁶ DTFCs met only nine times during 2009-14 against the requirement of 160 meetings. In three districts²⁷, no DTFC meetings were held.

Director of Family Welfare stated (January 2015) that District Appropriate Authorities had been instructed to strictly adhere to the provisions of PCPNDT Amendment Rules 2014.

2.1.11.1 Ineffective Monitoring and Review Committees for ICDS

For effective implementation and monitoring of ICDS programmes including pre-school education, supplementary nutrition programmes, SABALA/ KSY for adolescent girls, etc., District Level Monitoring and Review Committee (DLMRC)²⁸ and Block Level Monitoring Committee (BLMC) and Village Level Jaanch Committee were to be formed.

Records of test checked districts revealed that though DLMRCs were formed in three districts (Sambalpur, Rayagada and Ganjam), no meetings were held

²⁵ Collector is the Chairman, Superintendent of Police and CDMO/CMO as members

²⁶ Jagatsinghpur, Kandhamal, Keonjhar, Rayagada and Sambalpur

²⁷ Ganjam, Mayurbhanj and Puri

²⁸ Collector is the Chairman and CDMO, local MPs and MLAs, Inspector of Schools, District Planning Officer, etc. are members of DLMRC

during 2011-14 against the requirement of one meeting in each quarter. In five other districts no committees were formed. Similarly, Block Level Review and Monitoring Committee Meetings were to be held in each quarter. But, no such meetings were held in test checked districts except Rayagada district which conducted 19 meetings against the requirement of 132 meetings during 2011-14. Due to non-holding of DLRMC and BLRMC meetings regularly, deficiencies/ shortcomings like shortfall in coverage of children including girls under SNP, supply of adulterated ration to malnourished girls, inadequate infrastructure facilities in Anganwadi Centres (AWC), etc. could not be addressed.

Government stated (January 2015) that MPRs are the in-built monitoring system in ICDS and field visits are also done at all levels. But, no specific reply as to formation and non-conducting of review meeting was furnished.

2.1.11.2 Working of District Level Core Committee

As per Government instructions (August 2011), District Level Core Committees (DLCC)²⁹ are to be constituted at the district level to meet at least once in every quarter and review overall progress in adolescent anaemia control programme. Audit, however, noticed that against the requirement of 12 meetings per annum for each district, only three meetings were held in Rayagada district during 2011-14. In other seven test checked districts, no records relating to conduct of such meetings for anaemia control programmes were made available to Audit.

Due to such inadequate meetings, effective implementation of anaemia control programmes including distribution of IFA and Vitamin tablets in the districts could not be ensured.

DSWO, Rayagada stated (October 2014) that steps would be taken to conduct the meetings regularly henceforth.

2.1.11.3 Inadequate monitoring for atrocity victim girls

Implementation of various provisions of Prevention of Atrocities Act could not be ensured due to inadequate meetings as was evident from the fact that 75 atrocity girl victims of Mayurbhanj, Puri, Ganjam and Jagatsinghpur districts were yet to be paid monetary relief.

Government stated (February 2015) that all Collectors and Sub-Collectors had been requested to reconstitute District Vigilance Monitoring Committee and conduct regular meetings as per the codal provision.

2.1.11.4 Rehabilitation and social reintegration

Section 40 of Juvenile Justice (Care and Protection of Children) Act 2000 provides for rehabilitation and reintegration of children through sponsorship,

²⁹ Collector is the Chairman of the Committee with the members from HFW, Education and W&CD Departments

foster-care, adoption and after care. District Child Protection Unit shall prepare individual child care plan and recommend social reintegration.

Though 5,425 girls with single/ both and no parents were living in 140 Child Care Institutions (CCIs) in the State, out of which 1,371 girls were living in 97 CCIs in five³⁰ test checked districts, it was noticed in Audit that individual care plan of only 54 girls (4 *per cent*) could be made. The plan was not regularly reviewed, though it was required to be monitored under the scheme.

Further, test check revealed that though GoI provided adequate funds under sponsorship and foster care, no foster care assistance to seven girls was provided in two³¹ districts despite availability of ₹ 11.08 lakh.

2.1.12 Conclusion

To end discrimination against girl children, Government of India and the State Government introduced several interventions, but there was no integrated approach/ planning to oversee implementation of various schemes as no department was designated nodal. Though child sex ratio declined from 953 in 2001 to 941 in 2011 in the State, enforcement of PCPNDT Act/ Rules was not adequate and effective to curb female foeticide due to belated/ non-constitution of PNDT Cells across all the districts coupled with absence of enforcement measures.

Gender-based data was also not maintained at State and district levels to enhance nutritional security of girls and women by ensuring access to adequate quantity. Individual care plan for Rehabilitation and Social reintegration was made only for 54 girls against 1,371 girls living in 97 CCIs of five test checked districts.

Implementation of SABALA scheme was inefficient as the State Government surrendered ₹ 5.95 crore of central assistance during 2010-14 despite leaving 9.38 lakh adolescent girls uncovered under the scheme. Besides, short supply of IFA tablets and non-distribution of same were also noticed. Under KSY scheme, out of 29.03 lakh adolescent girls identified, Kishori Card was issued to only 10.56 lakh girls.

Even after intervention of different schemes and programmes for enrolment, retention of all girl children in schools could not be achieved as 3.58 lakh girls remained out of school. Deficient infrastructure, absence of hostels, inadequate supply of text books, lesser coverage of PMS contributed to non-enrolment/ dropping out of enrolled girl students.

Functioning of schools under National Child Labour Project in the State was not effective as 3.12 lakh children including 1.28 lakh girls were at work as per AHS 2012-13. Incidence of missing children in the State was noticed as 8,246 girls were reported missing during 2009-13.

Monitoring was inadequate as DACs did not conduct required number of meetings. Functioning of District Level Monitoring and Review Committee

³⁰ Ganjam, Mayurbhanj, Puri, Rayagada and Sambalpur

³¹ Mayurbhanj and Rayagada

(DLMRC) and Block Level Monitoring Committee (BLMC) for effective implementation and monitoring of ICDS programmes which includes supplementary nutrition and prohibition of child marriages were not adequate and effective.

2.1.13 Recommendations

Audit recommends for consideration that:

- Adequate number of inspections and raids of ultrasound clinics/ Genetic centres be conducted to check misuse of sex determination techniques, specially in urban areas.
- Gender-based data be maintained at all levels for implementation of different schemes with more focus on girl children. All identified children may be covered under Supplementary Nutritional Programme.
- Utilisation of central assistance be made efficient and all identified adolescent girls may be brought under the coverage of SABALA/ KSY.
- Adequate systems be put in place to check missing, early tracking and rescue of girl children.
- Adequate infrastructure facilities including separate toilets be provided in schools to ensure a safe environment for the girl child.