

Adolescent Girls



Chapter 6: Adolescent Girls

Introduction

To address the problems of adolescence, a significant phase of transition from childhood to adulthood and marked by physical changes accompanied by psychological changes, *Kishori Shakti Yojana* (KSY) and Rajiv Gandhi Scheme for Empowerment of Adolescent Girls or *SABLA* (*SABLA*) were launched through ICDS platform. The objectives of these schemes were to make adolescent girls (AGs) aware of health, nutrition, and lifestyle related behaviour and adolescent reproductive & sexual health needs to be positioned in this phase of life in order to improve the health of adolescent girls and facilitate an easier transition to womanhood. The important audit findings relating to these two schemes are discussed in succeeding paragraphs.

6.1 *Kishori Shakti Yojana*

Ministry of Women and Child Development (MWCD), GoI, in the year 2000, introduced a scheme called *Kishori Shakti Yojana* (KSY) to improve the nutrition and health status of girls in the age-group of 11 to 18 years, to equip them to improve and upgrade their home-based and vocational skills, and to promote their overall development, including awareness about their health, personal hygiene, nutrition, family welfare and management. The scheme was running in 53 districts of the State, of which 14 districts were covered under this performance audit.

Audit findings

6.1.1 Financial Management

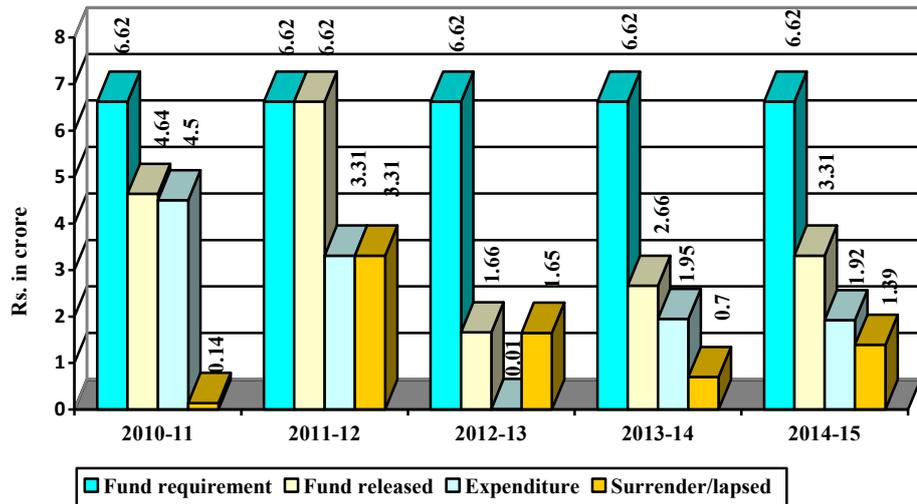
It is a centrally sponsored scheme under which an amount of ₹ 1.10 lakh per block/ICDS project per annum for interventions to be carried out under the scheme is provided to the State through funds released for ICDS Scheme.

6.1.1.1 Allotment and expenditure

Against the requirement of ₹ 33.10 crore¹ during 2010-15, ₹ 32.42 crore was allocated; ₹ 18.88 crore (58 *per cent* of allocated amount) was released; and ₹ 11.69 crore (62 *per cent* of released amount) was spent for implementation of the scheme in the State (*Appendix 6.1*). The Funds required, released and expenditure incurred under the scheme during 2010-15 is depicted in Chart 6.1 below:

¹ Total 602 projects X 60 AGs/project X ₹ 1,833 x 5 years = ₹ 33,10,39,800.

Chart 6.1: Funds allotted, released and expenditure



(Source: Directorate, ICDS)

Thus, there was huge gap between allocation and release and also between release and actual expenditure. Insufficient budget provisions and non-utilisation of available funds resulted in shortfall in physical achievement of the targets as discussed in paragraph 6.1.3.

Scrutiny of records in test checked districts revealed that against the requirement of ₹ 155.24 lakh only ₹ 139.34 lakh of training fund was released which in turn could not be utilised in 2014-15 as the amount was received on 31 March 2015 and lapsed due to late release of funds by Directorate, liability to the extent of ₹ 155.24 lakh has been created.

In reply, the Government stated that the scheme was implemented as per availability of the budget and the funds lapsed due to non-payment of bills by the district level authorities. Reply is not acceptable as department should have released the funds timely and also monitored implementation of the scheme closely to avoid slippages in implementation leading to surrender of funds.

6.1.2 Insignificant coverage of adolescent girls

The KSY scheme was initiated with the objective of improving nutrition and health status of AGs in the age group of 11-18 years but it provided for coverage of only 60 girls per Block (Project) in a year in 53 districts covered under the scheme. On the other hand, *SABLA* scheme implemented in remaining 22 districts of the State with similar objective had no such limitation and covered all the AGs in the block.

As a result of this ceiling of covering 60 AGs per block, it was noticed during scrutiny of records of test-checked 14 districts that against the total population of 70,74,240 AGs, only 35,100 AGs were covered under the KSY scheme during 2012-15 (*Appendix 6.2*). Hence, only one *per cent* of the AGs in these districts could be covered under KSY. In other words, 99 *per cent* of the AGs

in the districts were deprived of the nutritional support and vocational training. Thus, the limited scope of the scheme defeated the very purpose of the introduction of the scheme.

On this being pointed out in audit, District Programme Officers (DPOs) of test checked districts stated that work was conducted as per availability of budget. In reply, the Government, however, accepted (December 2015) the facts.

Recommendation: The Government should expand the scope of the scheme to cover all adolescent girls, on the lines of *SABLA* scheme implemented in other 22 districts.

6.1.3 Nutritional support to AGs

Under KSY, one of the objectives was to improve the nutritional and health status of girls in the age group of 11-18 years. However, department ordered to provide supplementary nutrition to only three Adolescent Girls per AWC per year. This implied that most of the AGs were not covered under KSY for receiving nutritional support.

It was noticed in test-checked districts that in compliance of the departmental order, only 5 to 6 *per cent* of total population of adolescent girls were benefited with supplementary nutrition. Thus, about 95 *per cent* AGs were deprived of intended benefit of supplementary nutrition during 2012-15 (*Appendix 6.3*).

No specific reply was furnished by the Department but the Government during discussion in exit conference stated that the facts have been taken in cognizance and required action will be taken.

6.1.4 Health and Vocational training



Training under Kishori Shakti Yojana at Allahabad

Under the scheme, 1,80,600 AGs in 602 sanctioned projects in the State were to be imparted three days training in respect of health & nutrition and 60 days vocational training in two batches of 30 girls under each project/block. The vocational training covered area such as stitching, pickle making etc (*Appendix 6.4*). The status of training provided under the scheme was given in Table below:

Table 6.1: Status of training imparted (State level)

Year	Total no. of Projects	Targeted no. of Beneficiaries as per norm ²	Actual no. of Beneficiaries	Shortage	Shortage in per cent
2010-11	602	36,120	25,922	10,198	28
2011-12	602	36,120	18,040	18,080	50
2012-13	602	36,120	0	36,120	100
2013-14	602	36,120	10,981	25,139	70
2014-15	602	36,120	20,940	15,180	42
Total	3,010	1,80,600	75,883	1,04,717	58

(Source: Directorate, ICDS)

It is evident from the above table that training was not imparted in 2012-13 while there were shortfalls ranging from 28 to 70 *per cent* in imparting training to the AGs against the target fixed in remaining four years. Scrutiny of records of test-checked districts revealed that overall shortfall in imparting training, during 2010-15, was 87 *per cent* (**Appendix 6.5**).

In reply, the Government accepted the facts and stated that the training was imparted as per availability of the budget.

Recommendation: The Government should ensure that training is imparted to all eligible AGs and should make available requisite funds for imparting training.

6.1.5 Selection of ineligible beneficiaries

KSY Scheme had been designed for AGs in the age group of 11-18 years. Scrutiny of records of test checked districts revealed that 134³ over-aged ineligible beneficiaries, in five out of 14 test checked districts, were provided training under the scheme in the year 2014-15.

In reply, the Government stated that information has been asked for from the districts in this regard.

6.1.6 Absence of follow-up system for vocational training

Vocational and skill development training activities were to be undertaken for AGs for their economic empowerment. DPO, in consultation with CDPOs and NGOs, was to organize vocational training courses, non-formal education courses etc., for the AGs to encourage them to initiate various productive activities and to become useful active member of the society.

Audit scrutiny revealed that no mechanism was developed by the department to ensure the follow up of the training imparted to the AGs. This fact was also confirmed during scrutiny of records of test-checked districts.

² 60 AGs per project.

³Ambedkar Nagar-62; Bareilly-10; Hardoi-51; Jhansi-07 and Varanasi: 04.

In reply, the Government accepted (December 2015) the facts.

Recommendation: The Government should develop a follow-up mechanism so that the impact of the training imparted under scheme could be assessed.

6.2 Rajiv Gandhi Scheme for Empowerment of Adolescent Girls or SABLA (SABLA)

Rajiv Gandhi Scheme for Empowerment of Adolescent Girls or *SABLA*, merging the erstwhile KSY and Nutrition Programme for Adolescent Girls (NPAG) schemes, has been formulated (2010) to address the multi-dimensional problems of AGs. The services provided and the adolescent girls covered under *SABLA* are listed in Table below:

Table 6.2: Details of Nutrition and non-Nutrition components of the Scheme

Nutrition components	Non-nutrition components
<p>It consisted of Take Home Ration (THR) or Hot Cooked Meal for</p> <p>(i) Non-school going girls in the age group of 11-14 years, and</p> <p>(ii) All the girls in the age group of 14-18 years (both non-school going and school going).</p>	<p>This component consisted of</p> <p>(i) Iron Folic Acid (IFA) supplementation and Health checkup etc., for the age group of 11-18 years of non-school going AGs;</p> <p>(ii) Vocational training to the age group of 16-18 years of non-school going AGs; and</p> <p>(iii) Nutrition and health education, guidance on family welfare and Life skill education etc., to the age group of 11-18 years of school going AGs.</p>

The scheme was functional in 22 districts⁴ of the State using the platform of ICDS, of which six districts⁵ were covered under 20 test-checked districts of this performance audit.

Audit findings

6.2.1 Financial Management

SABLA was a centrally sponsored scheme and the financial assistance to the State Government was to be provided in four instalments for Supplementary Nutrition Programme (SNP) components and in two instalments for the non-SNP components by GoI.

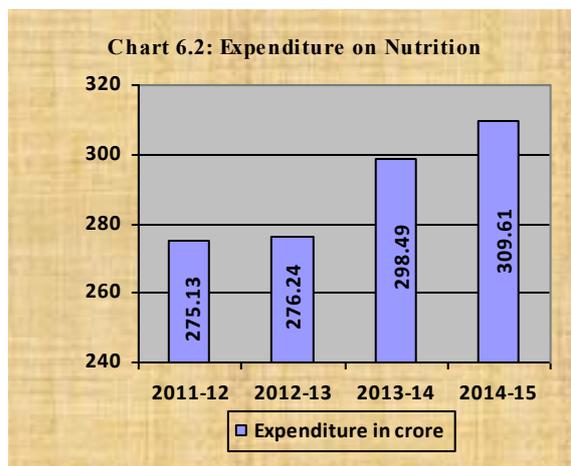
6.2.1.1 Funding of Nutrition component

GoI was to share cost of nutrition up to the extent of 50 *per cent* of the financial norms⁶ or of the actual expenditure incurred, whichever was less and

⁴ Agra, Amethi, Bahraich, Banda, Bijnor, Bulandshahr, Chandauli, Chitrakoot, Deoria, Farrukhabad, Jalaun, Lalitpur, Lucknow, Maharajganj, Mahoba, Mirzapur, Pilibhit, Raebareli, Saharanpur, Shrawasti, Sitapur and Sonbhadra.

⁵ Agra, Banda, Bulundshahr, Deoria, Saharanpur and Sitapur.

the rest 50 per cent was to be shared by GoUP. Year-wise release of GoI share, GoUP share and expenditure against for the year 2010-15 was given in **Appendix 6.6**



GoI released ₹ 564.34 crore as central assistance (97.77 lakh AGs) to GoUP during 2010-15. GoUP released ₹ 1,175.74 crore during 2010-15 incorporating Central share against which ₹ 1,186.41 crore was shown utilised by the Department for the same period. GoUP failed to get reimbursement of ₹ 28.86 crore from GoI for which reason was not furnished by the Department.

In reply, the Government accepted the facts and stated that efforts were being made to obtain the remaining central grant.

6.2.1.2 Funding for vocational training and other services

Non-nutrition component was to be funded through 100 per cent central assistance from GoI. GoI released ₹ 14.59 crore during 2010-15 against which the department could spend only ₹ 10.09 crore. Moreover, no expenditure was incurred during 2010-11 and 2012-13 despite availability of funds. Further, due to short utilisation of available funds upto 42 per cent, the department was unable to get central assistance from GoI during 2012-15 (**Appendix 6.7**).

Scrutiny of records of the test-checked districts revealed that no funds were made available by the department in 2010-11 and 2012-13. Further, as ₹ 1.01 crore under training fund was released by the Directorate at the fag end of the financial year, the same could not be utilized by five test-checked districts during 2014-15, which has created a liability of ₹ 1.01 crore on account of non-payment of outstanding dues.

Thus, the department failed to utilise the funds released by GoI and, therefore, could not get further central assistance during 2012-15 resulting in shortfall in physical achievement of targets as discussed in the succeeding paragraphs.

In reply, the Government stated that the Scheme was not implemented in the year 2010-11 and 2012-13 and the funds lapsed due to non-payment of bills by the district authorities. The reply was not acceptable as the scheme was implemented in 2010-11 and 2012-13 and ₹ 9.73 crore was released by GoI in 2010-11 and ₹ 9.69 crore was available in the beginning of the year 2012-13

⁶ Each AG was to be given at least 600 calories and 18-20 grams of protein and recommended daily intake of micronutrients per day, at the rate of ₹ five per day per beneficiary, for 300 days in a year.

for the implementation of the scheme. As regards lapse of funds, government should have closely monitored the implementation of the scheme at district level to ensure that bills were paid timely by the district authorities.

6.2.2 Inadequate planning

The scheme guidelines issued by GoI provided for preparation of a plan to conduct baseline survey for identification of beneficiaries; to organize State, District and Project level workshops to introduce the scheme to the personnel of ICDS, functionaries of other Ministries/Departments and the implementing partners; to increase awareness/generate publicity about the scheme by developing IEC material; to establish effective convergence mechanism with other Departments⁷ at the State/UT/district/project/village level; and to select MNGOs/NGOs/CBOs for various non nutrition services in consultation with DMs, DPOs and CDPOs.

Scrutiny of records of the Directorate revealed that no such plan was prepared in the State for organising workshops, IEC activities and effective convergence mechanism with other departments/NGOs. This impacted the scheme adversely as non-nutrition components were not implemented, vocational training was not imparted to beneficiaries and huge number of beneficiaries were deprived of the benefits of supplementary nutrition. Further, scrutiny of records of test-checked districts also confirmed these facts.

In reply, the Government stated that Kishori Balika Module was provided with *SABLA* training kit, however, no reply was furnished in regard of planning.

6.2.3 Implementation

6.2.3.1 Nutrition Component

Take Home Ration (THR) at the rate of 150 gram per day in the form of amylase rich energy food was to be provided⁸ to each AG⁹ once in a week to meet required daily intake of protein and micronutrients of at least 600 calories and 18-20 grams of protein per day. For this purpose, ₹ Five per day was to be spent on each AG for 300 days in a year.

Scrutiny of records of test-checked six districts revealed that 13.45 lakh AGs were deprived of THR during 2011-15 (*Appendix 6.8*). This implied that 28.21 *per cent* of the eligible AGs did not get nutritional support under the scheme in these districts.

In reply, the Government stated that 85 *per cent* AGs were benefited under the component. Reply is not acceptable as the Government should have ensured

⁷ Education; Medical Health and Family Welfare; Labour and Employment; Youth Affairs; and PRIs.

⁸ Since November 2010.

⁹ 11 to 14 years non-school going girls and all girls of 14 to 18 years.

availability of funds and THR for extending nutritional support to eligible AGs as intended in the scheme.

Recommendation: The Government should monitor and ensure that THR to all eligible adolescent girls is provided in all the districts as per approved scale.

6.2.3.2 Non-nutrition Component

Under this component, Iron Folic Acid (IFA) supplementation, Health check-up and Referral services to out of school AGs of 11 to 18 years and Nutrition & Health Education (NHE), Counseling/Guidance on family welfare, Adolescent Reproductive & Sexual Health (ARSH), child care practices, Life Skill Education and accessing public services to all AGs of 11-18 years were to be provided. Further, vocational training was to be imparted to all AGs in the age group of 16 to 18 years. The shortcomings noticed in audit are discussed in succeeding paragraphs.

(i) Lack of Vocational Training

Vocational training providers such as Central Government, State Government, public and private sector and industrial establishments were to provide counselling & vocational guidance, training facilities as per norms, post training support to trainees in getting employment, maintain data base on trainees trained and the outcome of the training. The department was to decide the number of girls and the suitable training modules for vocational training.

Audit scrutiny revealed that vocational training to AGs was not imparted in any of test-checked six districts during 2011-15 though ₹ 34.70 lakh given to the Director, Training and Employment Department, Lucknow during 2011-12 remained unspent. In absence of the vocational training, the AGs (aged 16-18 years) were deprived of skill development training required for improving their employability.

In reply, the Government accepted the facts and stated that efforts were being made to get the released fund returned.

Recommendation: The Government should ensure that vocational training is imparted to all adolescent girls as required under the scheme guidelines.

(ii) Inadequate supply of SABLA training KIT

A training kit was to be provided in every AWC to assist AGs in understanding various health, nutrition, social and legal issues. Activities were to be transacted in an interesting and interactive manner. The training kit contained a number of games and activities viz. flash cards, quiz games etc., to make learning process interactive and enjoyable.

Audit scrutiny revealed that only 26,084 training kits (10 *per cent*) against requirement of 2,60,865 kits¹⁰ in 52,173 AWC's of 22 districts were provided in the year 2014-15 by the Directorate. Thus, due to inadequate supply of *SABLA* training kit, AGs were deprived in understanding various health, nutrition, social and legal issues in an interesting and interactive manner.

In reply, the Government stated that 150 *SABLA* training kits per project were provided, however in the test checked districts audit found that only 11 *per cent* (*Appendix 6.9*) *SABLA* training kits were provided during the year 2010-15.

Recommendation: The Government should ensure that training kits are supplied timely and issued to all AWCs as per scheme guidelines.

(iii) Non-maintenance of Kishori Card

A card for each AG, called as *Kishori Card*, was to be made available by the directorate and to be maintained at the AWC containing information regarding weight, height, Body Mass Index, IFA supplementation, referrals and services received under *SABLA* scheme.

Scrutiny of records of test-checked districts revealed that *Kishori Cards* were not made available by Director, ICDS to any of the districts during 2010-15. In absence of this card, health status of AGs could not be recorded, tracked and monitored.

In reply, the Government stated that *Kishori Cards* were provided in *SABLA* training kits. The reply was not acceptable as only 10 *per cent* *SABLA* training kits were provided in the State during the year 2010-15. Even then also, remaining 90 *per cent* AWCs were not provided with *Kishori card*.

6.3 Conclusions

- *Kishori Shakti Yojana* which has been implemented in 53 districts of the State covered only one *per cent* of the AGs and, therefore, had little impact on the nutritional status and vocational skills of AGs in the State. In comparison to *KSY*, the *SABLA* scheme implemented in remaining 22 districts of the State had much greater impact as it covered all AGs in the age group of 14 to 18 years and also non-school going AGs in the age group of 11 to 14 years.

(Paragraph 6.1.2)

- Under *KSY* no vocational and health training was imparted to AGs in 2012-13 while there were shortages ranging from 28 to 70 *per cent* in remaining four years.

(Paragraph 6.1.4)

¹⁰ One kit each to 52,173 AWCs per year for five years.

- Under *SABLA* scheme the funds allocation and utilization was much higher. However, 28 *per cent* of the eligible AGs were not provided Take Home Ration; vocational training was not imparted during 2011-15; and about 90 *per cent* of AWCs were not provided *SABLA* training kits.

(Paragraph 6.2.3.1 and 6.2.3.2 (i))

Thus, both the schemes viz., KSY and *SABLA* aimed at empowerment of adolescent girls had major structural and implementation deficiencies which led to denial of scheme benefits to majority of AGs in the State.