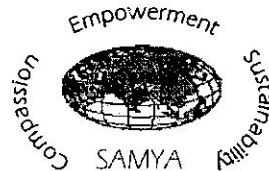


DRAFT

**INTEGRATED CHILD DEVELOPMENT  
SERVICES  
(ICDS)**

**SOCIAL AUDIT MANUAL**

Samya  
Centre for Equity Studies



साम्या  
समानता शोध संस्था

2007

## INTRODUCTION

The Integrated Child Development Services (ICDS) Scheme offers an integrated delivery package of early childhood services so that their synergistic effect can be taken full advantage of. The Scheme aims to improve the nutritional and health status of vulnerable groups including pre-school children, pregnant women and nursing mothers through providing a package of services including supplementary nutrition, pre-school education, immunization, health check-up, referral services and nutrition & health education. In addition, the Scheme envisages effective convergence of inter-sectoral services in the anganwadi centres.

With the enactment of the Right to Information (RTI) Act of 2005, the people of India have finally got a facilitating law that can enable them to exercise their fundamental right to information. Through the exercise of this right they can initiate a process that could go a long way in ensuring that the various programmes and schemes of the government are properly implemented and that the intended beneficiaries receive the benefits that were meant for them.

An analysis of the ICDS reveals that there are various entitlements that the people have under this scheme. Many or most of these entitlements are vulnerable to distortions, if the stakeholders were not involved in a meaningful way right from the planning stage,.

In order to ensure that such a meaningful involvement of the potential beneficiaries and other stakeholders gets institutionalised, this manual describes the various steps that need to be taken by the people and their groups and organisations to ensure transparency and accountability by the government, the Panchayati Raj institutions and other implementing agencies. The focus is on integrating people's participation in the planning and auditing process of the ICDS.

Shekhar Singh  
Convenor  
National Campaign for People's Right to Information  
&  
Project Director, Project on Social Audits

# 1. INTEGRATED CHILD DEVELOPMENT SERVICES

## INTRODUCTION

As per 1991 census, India has around 150 million children, constituting 17.5% of India's population, who are below the age of 6 years. A large number of them live in economic and social environment which impede the child's physical and mental development. These conditions include poverty, poor environmental sanitation, disease, infection, inadequate access to primary health care, inappropriate child caring and feeding practices. Government of India proclaimed a **National Policy on Children** in August 1974 declaring children as, "supremely important asset". The policy provided the required framework for assigning priority to different needs of the child. The programme of the **Integrated Child Development Services(ICDS)** was launched in 1975 seeking to provide an integrated package of services in a convergent manner for the holistic development of the child.

The Integrated Child Development Services (ICDS) Scheme was conceived in 1975 with an integrated delivery package of early childhood services so that their synergistic effect can be taken full advantage of. The Scheme aims to improve the nutritional and health status of vulnerable groups including pre-school children, pregnant women and nursing mothers through providing a package of services including supplementary nutrition, pre-school education, immunization, health check-up, referral services and nutrition & health education. In addition, the Scheme envisages effective convergence of inter-sectoral services in the anganwadi centres.

## Targetted Beneficiaries

The Scheme targets the most vulnerable groups of population including children upto 6 years of age, pregnant women and nursing mothers belonging to poorest of the poor families and living in disadvantaged areas including backward rural areas, tribal areas and urban slums. The identification of beneficiaries is done through surveying the community and identifying the families living below the poverty line.

<b>Recipients</b>	<b>Calories</b>	<b>Grams of Protein</b>
Children upto 6 Years	300	8-10
Adolescent Girls	500	20-25
Pregnant and nursing mothers	500	20-25
Malnourished Children	Double the daily supplement provided to the other children(6000 and/or special utrients on medical recommendation)	

## Objectives

The objectives of the scheme are :-

- to improve the nutritional and health status of pre-school children in the age-group of 0-6 years;
- to lay the foundation of proper psychological development of the child;
- to reduce the incidence of mortality, morbidity, malnutrition and school drop-out;
- to achieve effective coordination of policy and implementation amongst the various departments to promote child development; and
- to enhance the capability of the mother to look after the normal health and nutritional needs of the child through proper nutrition and health education.

## Package of Services :

To achieve the above objectives, the ICDS aims at providing a package of services, consisting of

- Supplementary Nutrition;
- Immunization;
- Health Check-up;
- Referral Services;
- Non-formal Pre-school Education; and
- Nutrition & Health Education.

The programme provides an integrated approach for converging basic services through community-based Anganwadi Workers and helpers, supportive community structures/women's group -through the Anganwadi Centre, the health system and in the community. Besides this, the AW is a meeting ground where women's/mother's group can come together, with other frontline workers, to promote awareness and joint action for child development and women's empowerment.

## Expansion of ICDS

The ICDS Scheme was sanctioned during 1975-76 in just 33 blocks of the country. At present, there are 4200 Operational ICDS Projects in the Country. Approval of the Cabinet has been obtained for operationalisation of 461 new ICDS blocks under World Bank assisted ICDS III and ICDS-APER projects during the next three years. In addition to this proposal for operationalisation of 390 ICDS Projects in a phased manner during IXth Plan period under General ICDS scheme has been submitted to CCEA for approval.

## **Expenditure on ICDS**

Alongside gradual expansion of the Scheme, there has also been a significant increase in the Central Government's spending on implementation of the Scheme. As against the expenditure of only Rs. 1190.21 crores during 17 years, i.e. 1975-76 to 1991-92, the expenditure during the five years of the 8th Plan period was Rs. 2271.28 crores representing 191% increase in during just 5 years period as compared to 17 years period. The expenditure of Rs.2271.28 crores during VIIIth Plan was against the approved VIIIth Plan outlay of Rs.1285.74 crores for ICDS. During 1999-2000, against the budgetary allocation of Rs.855.76 crores , an amount of approximately Rs. 772 crores has been released upto Sept. 1999.

## **Coverage**

The number of beneficiaries under the ICDS Scheme have also significantly increased over the period. As against 1.66 crores beneficiaries uptill March 1992, there are at present 2.77 crores beneficiaries as on June 1999.

(Source: [www.wcd.nic.in/childdet.htm](http://www.wcd.nic.in/childdet.htm))

## **2. THE RIGHT TO INFORMATION ACT 2005**

### **Coverage**

The RTI Act 2005 covers all central, state and local government bodies and, in addition to the executive, it also applies to the judiciary and the legislature. It covers all bodies owned, controlled or substantially financed, either directly or indirectly by the government, and non-governmental organisations and other private bodies substantially funded, directly or indirectly, by the government. This would seem to include private schools, hospitals and other commercial institutions that have got subsidies in the form of land at concessional rates or tax concessions, among others.

Apart from these, the law, interestingly, also covers the private sector as it provides the citizen access to all information that the government can itself access through any other law currently in force.

### **Definitions**

The act gives a detailed definition of the term 'information', and significantly includes "opinions and advices" as subject to disclosure. This clearly means that file notings are also to be disclosed, unless their content falls under one of the exemptions specified in section 8 of the act. The definition of 'information' also includes the right to inspect work, documents and records held by the government, and allows for the extraction of certified samples for verification. Therefore, the act moves beyond the realm of files and documents and enables the public to actually examine the field reality.

### **Process of Access**

The act has set out a relatively simple process for accessing information. Each public authority must appoint a Public Information Officer (PIO), who accepts requisitions and provides information. The PIO must ordinarily respond to a requisition within 30 days, but extensions are allowed in some cases, for example when a third party is involved. Information relating to the life or liberty of a person must, nevertheless, be provided in 48 hours.

### **Exemptions**

The act exempts certain categories of information from disclosure. Included are the obvious exemptions of information, the disclosure of which would prejudicially affect the sovereignty and integrity of India, the security, strategic, scientific or economic interests of the State, relation with foreign State or lead to incitement of an offence; or information which has been expressly forbidden to be published by any court of law or tribunal or the disclosure of which may constitute contempt of court. It also exempts information, the disclosure of which would cause a breach of privilege of

Parliament or the State Legislature.

Information, including commercial confidences, trade secrets or intellectual property, the disclosure of which would harm the competitive position of a third party, or information available to a person in his fiduciary relationship, is also exempt. However, there is a public interest override that specifies that such information can be made public if the competent authority is satisfied that larger public interest warrants the disclosure of such information.

Also exempt is information received in confidence from foreign governments, or information, the disclosure of which would impede the process of investigation or apprehension or prosecution of offenders, or would endanger the life or physical safety of any person or identity the source of information or assistance given in confidence for law enforcement or security purposes.

Though cabinet papers, including records of deliberations of the Council of Ministers, Secretaries and other officers are exempt, the decisions of Council of Ministers, the reasons thereof, and the material on the basis of which the decisions were made becomes accessible after the decision has been taken, and the matter is complete, or over, unless they are exempt under any other section of this act.

Also exempt is information that might violate copyright, except that of the state, or personal information the disclosure of which has no relationship to any public activity or interest, or which would cause unwarranted invasion of the privacy of the individual. However, here also it can be disclosed if larger public interests so warrants.

There are some general clauses qualifying the exemptions. These include a clause that specifies that any information that cannot be denied to the Parliament or a State Legislature cannot be denied to any person. Also, where a part of a document is exempt the whole document cannot be withheld. thus, the section that contains exempt information can be removed, and the remaining part disclosed.

In another clause, it is stated that notwithstanding the exemptions specified in the law or provisions of the Official Secrets Act, 1923, “a public authority may allow access to information, if public interests in disclosure outweighs the harm to the protected interests.” In addition, most of the exempt information becomes accessible after twenty years.

### **Complaints and Appeals**

The act envisages the setting up of independent Information Commissions, one at the centre and one at each state, comprising one Chief Information Commissioner and up to ten Information Commissioners. Complaints against violations of provisions of this act can be made to the Information Commission. The act also provides for two levels of appeals against the PIO, the first to an officer senior to the PIO, and the second to the central or state Information Commission, against delay in supplying, or refusal to supply, information by the PIO. The section on appeals

specifies that the onus of proof that the denial of a request was justified would be on the PIO. This necessitates the appellate authorities treating all information as “disclosable” unless proved otherwise. The act also specifies that appeals should be disposed off within 30-45 days.

### **Penalties**

The act stipulates penalties for PIOs found to be in violation of the act. For unreasonable delay, the Information Commission can impose penalties at Rs. 250 per day, and also penalise for refusal to accept requests, for malafide destruction of information, knowingly giving false information etc., with an upper limit of Rs. 25,000. However, PIOs are given immunity for actions done in good faith.

### **Universal Access**

The act also has provisions to ensure that all categories of people, especially the rural and urban poor, can access information,. Towards this end, the act specifies that fees would be reasonable, and must be waived for persons below the poverty line. There is no need to give reasons for requisitioning information, nor for providing information about yourself beyond your contact details. The government is also obliged to assist all requisitioners to formulate requests, especially in the case of sensorily challenged individuals.

### **Suo Moto Disclosures**

Public authorities are obliged to publish a great deal of information *suo moto*, including relevant facts while formulating policies and making policy decisions. They are also bound to explain quasi-judicial decisions to affected persons and to raise awareness and educate the public about the law.



### **3. PRINCIPLES OF A SOCIAL AUDIT**

#### **Definition and Objective**

A social audit is an ongoing process by which the potential beneficiaries and other stakeholders of an activity or project are involved from the planning to the monitoring and evaluation of that activity or project. It thereby tries to ensure that the activity or project is designed and implemented in a manner that is most suited for the prevailing (local) conditions, appropriately reflects the priorities and preferences of those affected by it, and most effectively serves public interest.

#### **Principles**

The basic principles of social audit include:

- Complete transparency in the process of administration and decision-making, with an obligation on the government to *suo moto* give the people full access to all relevant information.
- A right based entitlement for all the affected persons (and not just their representatives) to participate in the process of decision making and validation;
- In those rare cases where options are pre-determined out of necessity, the right of the affected persons to give informed consent, as a group or as individuals, as appropriate.
- Immediate and public answerability of elected representatives and government functionaries, to all the concerned and affected people, on relevant actions or inactions.

#### **Methods**

Keeping in mind the objective and principles, the process of social audit can involve various types of activities including making information public through notice boards or other forms of communication, to public hearings, public decision making and participatory monitoring and evaluation.

#### 4. INTEGRATING SOCIAL AUDITING INTO ICDS

	Stage	Vulnerabilities	Steps to be taken by the government
1.	Demarcation of area to be covered by a new anganwadi centre  [Responsibility: Child Development Programme Officer]	1. Dominant / politically active communities might be able influence this decision	1. Publicly display and have read out the criteria for demarcation. 2. Also, publicise how the final demarcation meets with the prescribed criteria. 3. Where there seems to be a high risk of the decision being dominated by one section of the community, have separate discussions with each segment of the community. Where feasible, have the community express its preference by anonymously putting stones next to a pictorial depiction of options (like in participatory rural appraisal exercises).
2.	Selection of the anganwadi worker  [Responsibility: CDPO]	1. Selected at <i>aam sabha</i> meeting, may be influenced by dominant communities	1. Publicly display and have read out the criteria for selection. 2. Also, publicise the list of applicants/potential appointees and the reasons for the final selection. 3. Organise selection by secret ballot organised by putting stones next to a pictorial depiction of candidate (like in participatory rural appraisal exercises).
3.	Location of the anganwadi  [Responsibility: CDPO]	1. Location selected at <i>aam sabha</i> , influenced by dominant communities 2. Often not located in SC / ST hamlets due to social pressures and political influence exercised by dominant community	1. Make public explicit criteria for location. 2. Within the area that qualifies, (eg. within SC/ST hamlets), determine specific location by first identifying feasible options through open discussion – if required by separate discussion with distinct groups – and then a secret ballot, as described earlier.
4.	Issuance of contracts for supplies (such as toys, weighing machines etc.)  [Responsibility: Director, ICDS]	1. Influenced by contractor lobby 2. Corruption: Supplied on paper but may not reach AWC 3. Quantity supplied may be low, so material not used at all (for. E.g. in one centre there are	1. All purchases through open tendering. 2. List of goods purchased and corresponding list of the anganwadis to which they are supplied, to be published in local newspapers once a year and to be put up on the web. 3. Each anganwadi to be supplied the list of equipment and material that they have officially been allocated, and the list to be made public and also read out. 4. Five randomly selected citizen's to certify the receipt of the listed equipment and materials,

	Stage	Vulnerabilities	Steps to be taken by the government
		<p>only 6 slates and 30 children so the slates are not brought out)</p> <p>4. No facility to repair items that don't work (e.g. weighing machines)</p>	<p>once at the beginning of each year, and to certify their continued presence every three months. The certificates to be displayed outside the anganwadi and also become an essential part of the district and state accounts.</p> <p>5. Responsibility to be fixed (and resources made available) for ensuring that the toys and other equipment and materials are kept in good repair. The three monthly checks specified above would also assess the state of repair and use of the items.</p>
<b>SERVICE: Supplementary Nutrition</b>			
	<p>5. Establishment of system for service delivery for supplementary nutrition programme (SNP)</p> <p>[Responsibility: Director, ICDS]</p>	<p>1. Might be influenced by contractor lobby, even though contractors are not to be issued for the implementation of the supplementary nutrition programme as per a 7.10.2004 Supreme Court order</p>	<p>1. The guidelines and details of the Supreme Court order regarding delivery system to be publicly displayed and read out in a public meeting.</p> <p>2. Discussion of details every six months, of the delivery system being used, with the local people.</p>
	<p>6. Ensuring supply of food for SNP to the anganwadi</p> <p>[Responsibility: CDPO and Supervisor]</p>	<p>1. CDPO or supervisor posts might be vacant leading to an absence of supervision</p> <p>2. Or, individual appointed to a CDPO/ Supervisor post might have 'additional charge' of the anganwadi, again leading to poor supervision</p> <p>3. SNP food sold in black market at various levels</p>	<p>1. The norms for the supply of food under the SNP would be made public and displayed prominently.</p> <p>2. The stock register would also be made accessible to the public, who could examine it at will.</p> <p>3. A team of five randomly selected women would be empowered to make surprise checks and verify stock register with existing stocks, and the food being distributed compared to the prescribed norms.</p> <p>4. This check must be done at least once a month and the reports would be sent to supervisory officers and also displayed publicly.</p>
	<p>7. Implementation of SNP at the anganwadi</p> <p>[Responsibility: anganwadi worker (AWW)]</p>	<p>1. Restricted number of beneficiaries catered to since limited allocations are made for supplementary nutrition programme per anganwadi.</p>	<p>1. Where there are inadequate allocations and beneficiaries have to be selected, the criteria for selection must be publicly displayed and read out.</p> <p>2. The list of beneficiaries finally selected must also be made public along with the reasons for their selection.</p> <p>3. The timings for distribution of Take Home rations to be fixed in consultation with the</p>

	Stage	Vulnerabilities	Steps to be taken by the government
		<ol style="list-style-type: none"> <li>2. Selection of beneficiaries is politically influenced.</li> <li>3. Distribution of Take Home Rations, might be done at a time when beneficiaries cannot be present at the AWC</li> <li>4. SNP food sold in black market at various levels</li> </ol>	<p>potential beneficiaries and the timings displayed publicly. The distribution of rations at times other than those specified should be discouraged and the timings of actual distribution (as opposed to scheduled distribution) be also displayed every week.</p>
<b>SERVICE: Immunisation and health care services</b>			
8.	<p>Supply of medicines to anganwadis</p> <p>[Responsibility: Director, ICDS]</p>	<ol style="list-style-type: none"> <li>1. Poor coordination between Health and Social Welfare/ Women and Child Development Departments</li> <li>2. Corruption in supplies</li> <li>3. Old stock supplied, including medicines which have expired</li> <li>4. There are supplies but not used so future supply is stopped</li> </ol>	<ol style="list-style-type: none"> <li>1. The norms for the supply of medicines would be made public and displayed prominently.</li> <li>2. The stock register would also be made accessible to the public, who could examine it at will.</li> <li>3. A team of five randomly selected women would be empowered to make surprise checks and verify stock register with existing stocks.</li> <li>4. This check must be done at least once a month and the reports would be sent to supervisory officers and also displayed publicly.</li> <li>5. A list of medicines received, the ailments that they are for and the number used would also be displayed every month and read out in the public meetings.</li> </ol>
9.	<p>Provision of immunisation services</p> <p>[Responsibility: Auxiliary Nurse Midwife (ANM)]</p>	<ol style="list-style-type: none"> <li>1. Might not visit AWC on scheduled day</li> <li>2. No supervision of ANM's work</li> <li>3. Refusal to open vaccines if a minimum number of children not present</li> <li>4. ANM visits at a time when women have already gone for work</li> </ol>	<ol style="list-style-type: none"> <li>1. Scheduled time/day for immunisation must be fixed in advance and publicised.</li> <li>2. Norms for immunisation activities (minimum numbers required, etc.) must also be publicised.</li> <li>3. The ANM must get signatures/thumb impressions of at least five of the local women certifying the time and day she visited, and how many children she immunised. If no children were immunised, then the reasons must also be certified.</li> <li>4. A copy of this certificate must be put up on the notice board in the village every week and the summary be read out to the villagers, including the names of those who certified, every six months.</li> </ol>
10	Growth Monitoring	<ol style="list-style-type: none"> <li>1. Not done regularly</li> <li>2. Growth charts not</li> </ol>	<ol style="list-style-type: none"> <li>1. The responsibilities of the AWW be publicised regularly.</li> </ol>

	Stage	Vulnerabilities	Steps to be taken by the government
	[Responsibility: AWW]	<p>maintained, so there may not be effective monitoring of malnutrition levels</p> <ol style="list-style-type: none"> <li>3. Does not cover ALL children but only those enrolled in the centre</li> <li>4. Those in the 0-3 age group left out and only those children who come to the centre everyday are weighed</li> <li>5. Purpose and meaning not explained to mothers</li> <li>6. Weighing machines may be out of order and not fixed, so growth monitoring stops for months on end</li> </ol>	<ol style="list-style-type: none"> <li>2. The AWW publicly state in the scheduled meeting the names of those children that were not regularly monitored, along with reasons why they were not monitored.</li> <li>3. These public meetings also used to assess how well mothers understand the purpose and meaning of the various health related activities for their children. This can be done by once in six months or once a year having a quiz with some nominal prizes. The AWW whose group consistently gets low marks should be given a warning and, if there is no improvement, removed.</li> <li>4. Five randomly selected citizens to certify the receipt of the listed growth monitoring equipment and materials, once at the beginning of each year, and to certify their continued presence every three months. The certificates to be displayed outside the anganwadi and also become an essential part of the district and state accounts.</li> <li>5. Responsibility to be fixed (and resources made available) for ensuring that the growth monitoring equipment is kept in good repair. The three monthly checks specified above would also assess the state of repair and use of the items.</li> </ol>
SERVICE: Pre-School Education			
11	<p>Conducting pre-school activities everyday</p> <p>[Responsibility: AWW]</p>	<ol style="list-style-type: none"> <li>1. Centre open for too little time – only an hour or two</li> <li>2. No teaching aids</li> <li>3. AWW not trained on pre-school activities.</li> </ol>	<ol style="list-style-type: none"> <li>1. Scheduled time for centre to be open must be fixed in advance and publicised.</li> <li>2. Norms of activities in the centre, along with the aids prescribed and sanctioned, must also be publicised.</li> <li>3. The ANM must get signatures/thumb impressions of at least five of the local women certifying the time, each day that the centre was open.</li> <li>4. A summary of this certificate must be put up on the notice board in the village every week and the summary read out to the villagers every six months, including the names of those who certified.</li> </ol>

## **5. METHOD OF ORGANISING A PEOPLES AUDIT MEETING (JAN AUDIT MANCH)**

### **Mandatory Social Audits in the Gram Sabha**

Apart from the ongoing process of social audit enumerated above, there will be a mandatory periodic review of all aspects of social audit in ward sabhas (where they exist) and in the Gram Sabha meetings to be held at least once every six months for this purpose (To be called “Jan Audit Manch”). These will not only give people an opportunity to review compliance with the ongoing requirements of transparency and social audit, they will also serve as an institutional forum where people can conduct a detailed public audit of all components of the ICDS that has been carried out in their area in the preceding six months. The importance of this platform is not only the independent value of publicly auditing a particular work, but also that it provides an opportunity to review the functioning of all the transparency provisions at various points in the implementation of the scheme with beneficiaries and all the stakeholders residing in the area.

The social audit compliments the financial audit, and facilitates examination aspects of the scheme by the people. This is beyond the scope of the financial audit. It provides an institutional platform for people to seek and obtain information, verify financial expenditure, examine the provision of entitlements, the reflection of priorities through choices made, quality of work, and quality of services of programme staff. While the social audit must be seen as an ongoing process, the ward/gram sabha Jan audit manch is a crucial platform for ensuring peoples participation in all aspects of the ICDS. Because of the requirement to **read information out aloud**, the manch facilitates the participation of people who don't have the literacy skills to understand documents. It is therefore mandatory that such social audits be conducted on a bi-annual basis, and that the child development programme officers be made responsible for ensuring they take place.

There are three essential aspects regarding the bi-annual Jan Audit manch: The Publicity and preparation before the social audit takes place; Organisational and procedural aspects of the social audit; and the mandatory agenda for all aspects of an ICDS social audit.

### **The Preparatory Phase**

The success of a social audit is dependent on the open and fearless participation of all the people- particularly the potential beneficiaries of the programme. Effective public participation is dependent on adequate publicity about the meeting as well as informed public opinion, dependent on prior information provided to people in a demystified form.

#### ***Publicity***

It must be ensured that sufficient publicity be given to the date, time, importance and sanctity of the social audit, so that maximum participation is ensured. Some of the steps that are needed are listed

below.

- People should be aware of the months when the Jan Audit Manch is to be held so that it becomes a regular event that people are aware of. State Governments should therefore issue instructions about the time of year when it is convenient for people to attend such meetings. Such meetings can be done in conjunction with meetings being organised for other rural based programmes like the Rural Employment Guarantee Scheme, so that in one gathering people can audit more than one programme or scheme.
- Announcement of the specific date, time and location of the Janta Audit Manch atleast one month in advance
- Use of traditional modes of publicity like informing people through beating of drums, and modern means like mike announcements,
- Notices on the notice board, in newspapers, and through pamphlets etc
- Conducting these audits in a campaign mode so that the entire administration gears up to meet the institutional requirements of the manch, and the campaign encourages people to attend

#### ***Preparation of Documents***

The full and efficient participation of people in the social audit manch is dependent on full information. This is not only facilitated through easy access to all documents and information through the year, but also by preparing for the social audit by collating information and demystifying the information so that people can look at summaries of information before the social audit, and these summaries can be read out aloud during the Jan Audit Manch. In this connection it is essential that:

- All the relevant documents, including stock registers, norms and certificates given by local people, be made available for inspection at the anganwadi centre or the gram panchayat office, atleast fifteen days in advance of the jan audit. There should be free and easy access to all residents of the panchayat to these documents during this period, and no fees should be charged for inspection. During this period, if anyone wants copies of the documents, they should be provided at cost price as soon as possible, but no later than five days of the request being made.
- Summaries of purchase registers, stock registers, lists of children who have been monitored, summary of certificates regarding the allocation and availability of toys, equipment, materials and food, summary of the certificates issued for these and for the timely opening of the centre, must be prepared in advance for presentation in the Jan Audit. If possible, these summaries should be put onto charts for public display on the day of the jan audit, and to put up at the panchayat office during the fifteen day pre-audit phase

- The original documents and papers should be available on the day of the jan audit, so that any information can be cross checked
- The issues/activities to be taken up for audit, should be listed in advance, and the list should be put up on the notice boards, along with the other items on the agenda

### **Requirements for the jan Audit manch**

The Jan Audit Manch is a platform where the independence and facilitating nature of the institutional arrangements will contribute directly to its credibility. It is essential to ensure that proceedings are conducted in a transparent and non-partisan manner, where the poorest and most marginalized can participate and speak out in confidence and without fear. Care has to be taken that the manch not be manipulated by vested interests. Towards this end:

- The time of year for the manch meetings must be such that it is convenient for as many residents to attend- in particular, family members of the children who are ICDS beneficiaries, and all marginalized communities
- The timings must be such that these, especially the women, can attend
- The quorum of the manch must be the same as for all gram sabhas, and the quorum must be maintained as per separate categories. Social audit objections must, however, be recorded at all times, and lack of a quorum should not be taken as a reason for not recording objections
- **The social audit Manch must be chaired by an individual independent of the ICDS implementing agencies.**
- The person responsible for presenting the information should not be a person responsible for implementing the scheme. The vigilance committee, or a school teacher for instance could be considered for the purpose of reading aloud the information as per the required format
- All officials responsible for implementation must be required to be present at the jan audit manch and be required to answer queries from members of the gram sabhaa.
- Decisions and resolutions must be made by vote, but dissenting opinion must be recorded.
- Minutes must be recorded by a person from outside the implementing agencies, and the minute register must be signed by people at the beginning and end of the meeting (after the minutes are written)
- The agenda (given below) must be gone through including the transparency checklist, and all objections recorded as per format (see format)
- The action taken report of the last social audit must be read out at the beginning of each jan audit manch.

### **The Agenda for the Gram Sabha Social Audit**

The Agenda for the social audit in the Gram Sabha must include the following:



A checklist must be prepared to review whether norms and provisions of the scheme and guidelines are being followed:

- a) Whether the process of demarcation of area to be covered by a new anganwadi centre was done in a transparent manner? Specifically:
  - Was criteria for demarcation publicly displayed and read out?
  - Was it publicised how the final demarcation meets with the prescribed criteria?
  - Were separate discussions with each segment of the community organised?
  - Was the community given the opportunity to express its preference by anonymously putting stones next to a pictorial depiction of options (like in participatory rural appraisal exercises).
- b) Whether selection of the anganwadi worker was done in a transparent manner? Specifically:
  - Were the criteria for selection publicly displayed and read out?
  - Was the list of applicants/potential appointees publicised, along with the reasons for the final selection?
  - Was selection by secret ballot organised, by putting stones next to a pictorial depiction of candidate (like in participatory rural appraisal exercises).
- c) Whether the location of the anganwadi as per norms and determined transparently? Specifically:
  - Were the criteria for location made publicly explicit?
  - Was the location in accordance with these criteria?
  - Was the location selected within the area that qualifies, (eg. within SC/ST hamlets), by first identifying feasible options through open discussion – if required by separate discussion with distinct groups – and then a secret ballot, as described earlier?
- d) Was there transparency in the issuance of contracts for supplies (such as toys, weighing machines etc.)? Specifically:
  - Were all purchases through open tendering?
  - Were the list of goods purchased and corresponding list of the anganwadis to which they were supplied, published in local newspapers once a year and to be put up on the web?
  - Did each anganwadi get the list of equipment and material that they were officially allocated, and was the list made public and also read out?
  - Did five randomly selected citizens certify the receipt of the listed equipment and materials, once at the beginning of each year, and certify their continued presence every three months?
  - Were these certificates displayed outside the anganwadi and also incorporated in the district and state accounts?
  - Was responsibility fixed (and resources made available) for ensuring that the toys and other equipment and materials are kept in good repair?

- Were there three monthly checks, as specified above, to assess the state of repair and use of the items? And, if so, what was the outcome?
- e) Was there transparency in the Establishment of system for service delivery for supplementary nutrition programme (SNP)? Specifically:
- Were the norms and guidelines, and details of the Supreme Court order regarding delivery system, publicly displayed and read out?
  - Was there a discussion of details, every six months, of the delivery system being used, with the local people.
- f) Was there transparency in the supply of food for SNP to the anganwadi ? Specifically:
- Were the norms for the supply of food under the SNP made public and displayed prominently?
  - Were the stock registers also made accessible to the public, to examine at will?
  - Were a team of five randomly selected women empowered to make surprise checks, at least once a month, and verify stock register with existing stocks, and compare the food being distributed with the prescribed norms? If so, what was the outcome?
  - Were their reports sent to the supervisory officers and also displayed publicly?
- g) Was the implementation of SNP at the anganwadi transparent? Specifically:
- Where there are not adequate allocations and beneficiaries had to be selected, was the criteria for selection publicly displayed and read out?
  - Was the list of beneficiaries finally selected also made public along with the reasons for their selection?
  - Were the timings for distribution of Take Home rations fixed in consultation with the potential beneficiaries and the timings displayed publicly?
  - Was their distribution of rations at times other than those specified?
  - Were the timings of actual distribution (as opposed to scheduled distribution) displayed every week?
- h) Was the supply of medicines to anganwadis carried out in a transparent manner? Specifically:
- Were the norms for the supply of medicines made public and displayed prominently.
  - Was the stock register made accessible to the public, to examine at will.
  - Were a team of five randomly selected women empowered to make surprise checks and verify stock register with existing stocks?
  - Was this check done at least once a month and the reports sent to supervisory officers and also displayed publicly?
  - Was a list of medicines received, the ailments that they were for, and the number used,

displayed every month and read out in public meetings?

i) Were immunisation services provided in a transparent manner? Specifically:

- Was the time/day for immunisation fixed in advance and publicised?
- Were the norms for immunisation activities (minimum numbers required, etc.) also publicised?
- Did the ANM get signatures/thumb impressions of at least five of the local women certifying the time and day she visited, and how many children she immunised?
- If no children were immunised, did she get a certificate of the reasons thereof?
- Was a copy of this certificate put up on the notice board in the village every week, and the summary read out to the villagers every six months, including the names of those who certified?

j) Was growth monitoring done in a transparent manner? Specifically:

- Were the responsibilities of the AWW publicised regularly?
- Did the AWW read out in a public meeting the names of those children who were not regularly monitored, along with reasons why they were not so monitored?
- Were these public meetings also used to assess how well mothers understood the purpose and meaning of the various health and nutrition related activities for their children. If so, what was the outcome?
- Was the AWW, whose group consistently got low marks, given a warning or removed?
- Did five randomly selected citizens certify the receipt of the listed growth monitoring equipment and materials, once at the beginning of each year, and certify their continued functionality and presence every three months?
- Were these certificates displayed outside the anganwadi and also become a part of the district and state accounts?
- Was responsibility to be fixed (and resources made available) for ensuring that growth monitoring equipment was kept in good repair.
- Did the three monthly checks specified above also assess the state of repair and use of the items? If so, what was the outcome?

k) Were pre-school activities conducted transparently everyday ? Specifically:

- Was the scheduled time for the centre to be open fixed in advance and publicised?
- Were the norms of activities in the centre, along with the aids prescribed and sanctioned, also publicised?
- Did the ANM get signatures/thumb impressions of at least five of the local women

certifying the time, each day, that the centre was open?

- Was a summary of this certificate put up on the notice board in the village every week and the monthly summary read out to the villagers every six months, including the names of those who certified it?

### **The procedure for conducting a model social audit**

Notice

Publicising

Quorum (category wise)

Agenda (As per format)

Chairing the session

Presenting the information

Keeping minutes

Mode of decision making- vote, consensus, dissent