

**Status of
Implementation of Food Schemes in Jharkhand**

A Report based on Field Survey in Four Districts

May 2010

**Office of Commissioners of Supreme Court (CWP 196/2001)
(in the case PUCL vs. Union of India and ors.)**

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Office of Adviser to Supreme Court Commissioners, Jharkhand

INTRODUCTION

Jharkhand is one of the poorest states in the country. Since its formation in 2000 the state has also witnessed political instability. Jharkhand has 24 districts, 211 blocks and 32,620 villages out of which only 45% are electrified while only 8,484 are connected by roads. Jharkhand is the leading producer of mineral wealth in the country, endowed as it is with vast variety of minerals like iron ore, coal, copper ore, mica, bauxite, graphite, limestone, and uranium. Jharkhand is also known for its vast forest resources.

Jharkhand has a population of 26.93 million, consisting of 13.88 million males and 13.08 million females. The sex ratio is 941 females to 1000 males. The population consists of 28% tribals, 12% Scheduled Castes and 60% others. The population density of the state is 274 persons per square kilometre of land. However, it varies from as low as 148 per square kilometre in Gumla district to as high as 1167 per square kilometre in Dhanbad district. Jharkhand has 32 tribal groups. In some of the districts of Jharkhand, the tribal population is predominant.

Jharkhand has a high infant mortality rate of 48 deaths per 1000 live births (SRS, 2008). Only 34.2% children are fully immunised and 27.8% deliveries are assisted by health personnel. The malnutrition rates in the state are very high with 59% children under three years of age being underweight. 42.6% of women have a BMI that is below normal, 77.7% children and 70% women are anaemic (NFHS-3). The literacy rates are also low with overall literacy according to Census 2001 being 53.6%.

The Right to Food Case in the Supreme Court

In the year 2001, a group of activists the People's Union for Civil Liberties, filed a case in the Supreme Court (now known as the "right to food" case), demanding that the right to food should be recognized as a legal right of every person in the country, whether woman or man, girl or boy. The basic argument is that the right to food is an implication of the fundamental "right to life" enshrined in Article 21 of the Indian Constitution. The petition argues that Central and State Governments have violated the right to food by failing to respond to the drought situation, and in particular by accumulating gigantic food stocks while people went hungry¹.

Since the hearings of this case have proceeded in recent years, the Supreme Court of India has passed a series of significant, and at times even historic interim orders, that have touched the lives of millions of indigent Indians living with desperate poverty and hunger. On 28 November, 2001, the Supreme Court passed a significant "interim order" pertaining to eight nutrition-related programmes. These are: Targeted Public Distribution System (TPDS); Antyodaya Anna Yojana (AAY); Mid Day Meal Scheme (MDMS); National Old Age Pension Scheme (NOAPS); Annapurna; Integrated Child Development Scheme (ICDS); National Maternity Benefit Scheme (NMBS) and National Family Benefit Scheme (NFBS). The significance of the interim order is that it converts the benefits of these nutrition-related programmes into legal entitlements and it directs the state and central governments to adopt specific measures to ensure public awareness and transparency of these programmes. Since this order of 2001, over the last nine years more than 50 interim orders have been passed, most of them relating to the schemes listed above. Orders have also been passed in relation to the Sampoorna Grameen Rozgar Yojana (SGRY), thereby acknowledging the critical role of access to work and livelihood in ensuring the right to food.

The schemes covered under the right to food case cover the entire life cycle of a human being. The NMBS scheme provides nutrition support for women during pregnancy and the ICDS programme addresses the comprehensive needs to pregnant and lactating mothers and children

¹ See www.righttofoodindia.org for details of the PIL.

under six years of age thereby covering the period from conception to the age of six years. The Mid-Day Meal programme is to provide a hot cooked meal to school aged children. The Sampoorna Grameen Rozgar Yojana is to provide work for those who have the ability to work (with the expansion of NREGA, the SGRY is being phased out and merged with the employment guarantee schemes). For the aged and the destitute, social security schemes such as the old age pension, family benefit scheme have also been included. Although there have been a series of very significant interim orders, the implementation of all of these has not taken place. The Supreme Court orders provide a tool for action of local organizations/movements to rally around and demand for the access to these schemes as a legal entitlement.

Role of Commissioners

On 8th May 2002, the Supreme Court appointed two Commissioners for the purpose of monitoring the implementation of the interim orders. Initially, the two Commissioners were Dr. N.C. Saxena (former Secretary, Planning Commission) and Mr. S.R. Sankaran (former Secretary, Ministry of Rural Development). Mr. Sankaran resigned in November 2004, for personal reasons. Dr. Saxena continues, with the help of Mr. Harsh Mander as Special Commissioner and a network of advisors in the various states in the country.

The Commissioners are empowered to enquire into any violations of the interim orders and to demand redressal, with the full authority of the Supreme Court. They are also expected to report to the Court from time to time, and may seek interventions going beyond existing orders if required. Further, in an order dated 29 October 2002, the Court clarified that the mandate of the Commissioners included "monitoring and reporting to this Court of the implementation by the respondents of the various welfare measures and schemes." (Supreme Court Order dated 29th October, 2002.) This is quite important, as it means that the Commissioners may scrutinise any aspect of food-related "measures and schemes", even if they are not the object of any specific order. Other tasks of the Commissioners include analysis of secondary data to monitor the performance of State Governments, seeking responses from them on specific issues, taking up complaints from grassroots organisations, setting up enquiry committees for verification purposes, and so on².

The Commissioners have been submitting detailed reports, special reports and updates to the Supreme Court from time to time. So far, nine reports have been submitted. In its deliberations, apart from the pleadings of the petitioner and replies and reports of the Union of India and several state governments, the Judges of the Supreme Court have relied significantly on a series of Reports submitted by the Commissioners appointed by the Supreme Court to assist it in its deliberations. In their reports, the Commissioners have (a) attempted firstly to monitor the implementation of various interim orders passed by the Supreme Court in the course of the hearings in the case PUCL vs. UoI and others, Civil Writ Petition 196 of 2001 (b) They have further reviewed and analysed the performance of Central and State Governments in implementing various schemes and programmes related to the food security of the people of India, particularly vulnerable people. (c) They have investigated and reported on complaints and reports of local failures in food programmes, including of starvation deaths. (d) And finally, they have, from time to time, made recommendations to both governments and the Supreme Court of India for possible steps that they may consider to defend and promote the food security of the people of India, particularly vulnerable people.

While most of the previous reports of the Commissioners are largely based on analysis of secondary data on the food-schemes and also reports of primary surveys conducted by other agencies (if available); it is planned that the next report (10th report) will be based on an assessment of the functioning of the food schemes on the ground in at least ten major states. For this purpose the Office of Commissioners along with the team of the state advisers conducted

² Supreme Court Orders on the Right to Food: A tool for action (2005)

studies in Assam, Bihar, Chhattisgarh, Gujarat, Jammu & Kashmir, Jharkhand, Madhya Pradesh, Nagaland, Orissa, Uttar Pradesh, West Bengal. While the surveys in Jammu & Kashmir and Nagaland were conducted in early 2009, the methodology was further revised based on this experience and surveys were conducted in the rest of the states during the months September – February 2009.

The present report presents the main findings of the survey conducted by Office of the Commissioners to the Supreme Court, along with the state advisers and their teams, to assess the status of implementation of the food and livelihood schemes in Jharkhand. A similar methodology was followed in all the states. Detailed state reports have been prepared by the state teams. All these state reports will be compiled to form the National Report to be presented to the Supreme Court.

Introduction to the Study

The main objective of the survey was to assess the implementation of food related schemes monitored by the Supreme Court of India under (CWP-196/2001) the right to food case. The survey covered the following aspects:

- Coverage
- Availability, accessibility and quality
- Problems in implementation
- Grievance redressal mechanism and general grievances

Sample

The study was conducted in four districts of Jharkhand – Palamu, Chatra, Godda and West Singhbhum. The districts were selected based on their geographical location to represent different regions in the state. Two blocks were selected from each district – one relatively forward block and the second one being one of the remote blocks of the district. The selection of the district and block was done by the State Advisor and the villages were selected by the Commissioners' office. From the Census list of villages, five villages were randomly selected from each block. Of the total 10 villages selected in each district it was ensured that at least one had a SC population in the range of 20% to 50% and that at least one other village had a population of minorities (Muslims, Christians) or PTGs.

It was very difficult to complete the survey in Jharkhand due to repeated 'bandhs' called in different parts of the state and the escalation in naxal-related violence in the state during the period of data collection. The survey managed to cover 39 villages out of the planned 40 for the survey.

Since the survey covered all the eight schemes that are covered under the Supreme Court case, the village rather than households were taken as the sample for the major schemes such as ICDS, MDM and PDS. Therefore data was collected from all the anganwadi centres (AWCs) and the schools to assess the functioning of the ICDS and MDM schemes respectively. The survey team spoke to both the service providers and the beneficiaries. The ration shop was visited and ration dealer interviewed for information on the TPDS and AAY. On the other hand for schemes that are based on cash payments to individuals, such as NOAPS, NFBS and NMBS, the homes of all BPL families were visited and every eligible beneficiary in the village was administered a simple questionnaire. Further, focus group discussions (FGDs) were held in all the villages to get community responses on the functioning of all the schemes. Care was taken to ensure that the FGDs included members from vulnerable communities and women. In villages, where it was felt that one FGD could not capture the voices of the different sections, more than one FGD was conducted.

The following sections present the main findings of the survey, for each scheme, in the state of Jharkhand

INTEGRATED CHILD DEVELOPMENT SERVICES

• Introduction

The Integrated Child Development Scheme was started in the year 1975 with the objective to improve the nutritional and health condition of children below 6 years, to reduce the no. of mortality, morbidity, malnutrition and school dropouts. Besides, it is to enhance the capability of the mother to get an all-round development of the child through community education. There are six services covered under ICDS program:

- 1) Supplementary Nutrition
- 2) Pre School Education
- 3) Immunization
- 4) Referral Services
- 5) Nutrition and health Counselling
- 6) Health Check ups

Anganwadi Centre works as a nodal centre. One AWC is established for each eight hundred population. It works under the guidance of one Anganwadi worker or Sevika and one Anganwadi helper or Sahayika each. The implementing authority is Directorate of social welfare under the supervision of Social welfare, Women and child development department of the state government based in the state capital.

Supreme Court orders on ICDS scheme

Since 2001, the Supreme Court has issued many significant orders regarding the scheme. Most importantly, through the orders of the court, the services under the scheme have become legal entitlement for all children under six, all pregnant and lactating women and all adolescent girls.

ICDS Court Order Summary

1. Every settlement in rural areas and urban slums must be covered with Anganwadi Centres.
2. Supplementary nutrition should be provided to every child under six, every adolescent girl, every pregnant woman and nursing mother for 300 days in a year.
3. All the services of ICDS including immunization, health education, pre-school education, and supplementary nutrition must be provided to ALL children up to the age of six years, adolescent girls, pregnant women and nursing mothers.
4. Efforts must be made to ensure that all SC/ST habitations in the country have AWCs as early as possible. Similar efforts shall also be made to cover all urban slums.
5. Private contractors should be banned from the supply of supplementary nutrition. Local women's SHGs and Mahila Mandals should be encouraged to supply supplementary food distributed in Anganwadi Centres.
6. The BPL status of a family is not a criterion for accessing the ICDS.
7. All State Governments/Union Territories are to put on their website full data for the ICDS schemes including where AWCs are operational, the number of beneficiaries category-wise, the funds allocated and used and other related matters
8. Communities (rural and urban) are entitled to an "anganwadi on demand" if there are more than 40 children under the age of six and there is no provision of an anganwadi centre.

ICDS in Jharkhand

As per the social welfare department government of Jharkhand, there are total 204 ICDS projects and total 32343 numbers of Centres, functioning under 24 districts.

Sample covered in the survey

District	No. of Villages Covered	No. of anganwadi centres covered	No. of anganwadis located in SC/ST	No. of FGDs conducted where ICDS was discussed

			mohallas	
Chatra	9	9	5	9
Palamu	10	10	3	10
West Singhbhum	10	10	10	10
Godda	10	8	8	10
Total	39	37	26	39

The survey covered total 37 Anganwadi centres in 39 sample villages. In two sample villages namely Champapur and Kusumghati of Godda district there are no Anganwadi centre. There are total 26 centres located in SC/ST hamlet which is 70.27% of the total centres. In 39 FGDs, ICDS was a topic of discussion.

1. Quality of buildings in which anganwadi centres are housed

	Anganwadis housed in government buildings		Number of anganwadis that are in:		
	Number	Percent	Pakka	Kachcha	Semi-Pakka
Chatra	4	44.44	4	5	0
Palamu	4	40	5	5	0
West Singhbhum	4	40	6	3	1
Godda	5	62.5	5	3	0
Total	17	45.95	20	16	1

There are 17 Anganwadi centers (45.95%) which functions in a government building. Out of 20 centers which are not located in government building 11 centres pays rent, 7 centres pay Rs 100 per month and 3 centres pay Rs 200 per month and rest one centre pays Rs 60 per month as house rent.

It was also found that out of 37 centres surveyed only 20 centres (54.05%) run from pucca buildings, 16 centres (43.24%) run from Kutchha building and rest 1 centre (2.7%) runs in a semi pucca building.

2. Facilities in anganwadi centres

Facilities	Number of anganwadis where the following facilities are available		Number of anganwadis where these are working:	
	Number	Percent	Number	Percent
Weighing scaling for children:				
Chatra	1	11.1	1	11.1
Palamu	10	100	5	50
West Singhbhum	9	90	6	60
Godda	6	75	6	75
Total	26	70.27	18	48.64
Toys for children				
Chatra	1	11.1	0	0
Palamu	1	10	0	0
West Singhbhum	2	20	2	20

Godda	6	75	3	37.5
Total	10	27.02	5	13.5
Medicine Kit				
Chatra	3	33.3	3	33.3
Palamu	0	0	0	0
West Singhbhum	8	80	8	80
Godda	3	37.5	1	12.5
Total	14	37.8	12	32.43
Drinking Water				
Chatra	4	44.4	3	33.3
Palamu	2	20	1	10
West Singhbhum	9	90	8	80
Godda	7	87.5	6	75
Total	22	59.45	18	48.64
Cooking facilities				
Chatra	1	11.1	1	11.1
Palamu	8	80	6	60
West Singhbhum	8	80	8	80
Godda	7	87.5	6	75
Total	24	64.86	21	56.75
Toilet Facilities				
Chatra	1	11.1	1	11.1
Palamu	2	20	2	20
West Singhbhum	5	50	2	20
Godda	3	37.5	2	25
Total	11	29.72	6	18.91

For an Anganwadi to function properly few basic facilities like drinking water, cooking facilities, toilet facilities, weighing facilities need to be available in the centre. Through the survey the team also tried to find if the centres have the basic facilities in it.

As per the survey, 70.27 percent of the AWCs have weighing scale for the children out of which only 48.64 percent are functioning. 27.02 percent AWCs have toys out of which only 13.5 percent are functioning. In Chatra and Palamu district none of the centres have toys that are in functional condition. In 37.8% of the centres, there is availability of medicine kit and in 32.43% centres they are in usable condition. In Palamu district none of the centres have medicine kit. Total 59.45 percent of all the centres have drinking water facility and in 48.64 percent they are in functioning condition. Only 10 percent of the centres in the Palamu district have functional drinking water facility. In 64.86 percent of the centres there is availability of cooking facility but only 56.75 percent are in functional stage. In Chatra district mere 11.1 percent of the AWCs have cooking facility. 29.72 percent of the centres have toilet facilities and only in 18.91 percent centres these are in afunctional condition.

3. Pre-School activities in anganwadi centres

District	Average Number of children present during visit	Av.no. of children attending pre-school as reported by FGD	Number of centres where pre-school activities were being conducted during visit:		Number of centres where pre-school activities are conducted regularly according to FGD:	
			Number	Percent	Number	Percent

Chatra	8	5	0	0	0	0
Palamu	6	7	1	10	0	0
West Singhbhum	4	9	4	40	1	10
Godda	8	12	5	62.5	5	50
Total	6	8	10	27.02	6	15

Non formal pre school is one of the important components of the Anganwadi centre. It provides pre learning experience to the children under 3 to 6 years of age. The pre school education is being conducted by the Anganwadi worker.

As per the per the order of the Supreme Court supplementary nutrition should be provided to children under six years, pregnant mother, lactating mother and adolescent girls. The Anganwadi should open 25 days a month.

The team visited 37 anganwadi centres during the survey (the visit was unannounced, during working hours and the Anganwadis were supposed to be open). The average numbers of children present in each centre during the visit was only 6. In only 10 anganwadi centres (27.02%) any pre-school were activities being conducted during the survey. In Chatra district in none of the centres preschool activities were being conducted during the visit. As per the FGDs the average number of children attending the pre-school is 8 per centre which is little higher then what was found during the visit. It also came out during the FGDs that pre school activities is being carried out in only 6 centres which is less than as per visit.

4. Caste discrimination

District	Number of anganwadis visited	Number of these in upper caste mohallas	Number of anganwadis that investigators felt is equally accessible to all castes	No. of anganwadi workers who belonged to SC/St communities
Chatra	9	4	9	1
Palamu	10	7	10	0
West Singhbhum	10	0	10	10
Godda	8	0	8	8
Total	37	11	37	19

There are 11 anganwadi centres in the upper caste mohallas out of 37 centres surveyed. In West Singhbhum and Godda districts none of the centres surveyed is located in the upper caste locality. As per the observations of investigators all the centres are equally accessible for beneficiaries of all castes. Total 19 anganwadi workers (51.35%) belong to SC/ST communities.

5. Frequency of opening of Anganwadi Centre

District	Average no. of days anganwadi centre was open in a month according to attendance register	Average no. of days anganwadi centre was open during the last month according to responses of the community from FGD*
Chatra	2	5

Palamu	21	17
West Singhbhum	22	10
Godda	24	23
Total	17	14

The surveyors checked the attendance register of AWCs to find out the number of days it opens in a month. As per the register AWCs opens 17 days a month in an average. However it is only 2 days a month in the Chatra district. As per the FGDs the centres opens 14 days a month in an average.

6. Supplementary Nutrition Programme

8. a. Kind of SNP Given:

	Supplementary Nutrition: Total number of centres providing:					
	Uncooked Daliya/ Panjiri	RTE mix	Dry rations (rice, dal, etc.)	Chana/peanuts	Cooked food (khichdi, etc.)	Other
under 3	5	3	17	1	9	0
3-6 years	4	9	1	2	18	0
pregnant/ lactating mothers	5	0	21	0	0	0
adolescent girls	3	0	19	0	0	0

The investigators verified the SNP distribution register during the survey to find out the details regarding the distribution of Supplementary Nutrition. As per the information 5 anganwadi centres provide uncooked dalia to children under 3, in 3 centres RTE mix is provided, in 17 centres dry ration is provided to the children under 3. It is mostly 65 grams of rice and 35 grams of dal per day. The children under three are also provided with channa/peanuts in one centres and cooked food in 9 centres.

In case of children 3-6 years of age in 4 centres uncooked food is being provided, in 9 centres dry ration is being provided, peanuts is provided in 2 centres and another 18 centres cooked food is being provided to the children. In the centres where cooked food is being distributed mostly 60 grams of rice and 30 gms of dal is being cooked as khichdi.

In case of pregnant and lactating mothers uncooked daliya/panjiri is distributed in 5 centres and dry ration in 21 centres. The allocation of dry ration to P&L mother is mostly 2 kg of rice and 900 grams of dal. In case of adolescent girls, in 3 centres uncooked dalia/panjiri is provided and in 19 centres, dry ration is being provided to the adolescent girls, however the allocation varied from centres to centres

8b. Regularity in distribution of SNP

District	Number of centres where AWW reported that SNP was distributed without disruption in the last 3 months		Av. No. of days of disruption according to AWW in centres where there	Responses from FGD		
	Number	Percent		No. of	No. of	No. of

			was disruption	anganwadis where SNP for under 3 was regular in the last one month	anganwadis where SNP for 3 to 6 was regular in the last one month	anganwadis where quality of food was reported to be good
Chatra	0	0		0	0	0
Palamu	8	80		7	7	1
West Singhbhum	1	10	148	7	6	1
Godda	5	62.5	20	6	7	2
Total	14	37.83		20	20	4

Basing on the SNP register from the anganwadi centres distribution of SNP is regular in only 37.83% centres. In case of Chatra district in all the centres have disruptions in distribution of SNP regularly. The days of disruption are 148 days on an average in West Singhbhum district and it is 20 days in Godda district. However in the rest two districts the Anganwadi workers could not provide information regarding the days of disruption. The reasons for disruption as told by the anganwadi worker are nonavailability foodgrains, disruption of supply from the block level etc.

As per the FGDs, the distribution of SNP is regular in 20 centres for children under 3 and 3 to 6 years of age group in the one month before the survey. However for Chatra district none of the centres is regular in distribution of SNP in the last one month. The quality of food distributed under SNP in the centres is reported to be good in only 4 centres out of all the 37 centres surveyed.

9. Growth Monitoring and Care of Severely Malnourished Children

9a. Weighing in anganwadi centres:

	Number of AWCs where children were weighed in the last three months according to AWW	Number of AWCs where grading was done in the last three months according to AWW	Number of AWCs where weighing was done in the last 3 months according to FGD	Number of centres where FGD participants said parents were informed about the growth monitoring
Chatra	0	0	0	0
Palamu	2	2	1	1
West Singhbhum	7	6	10	3
Godda	5	1	5	3
Total	14	9	15	7

The children enrolled in the anganwadi centres need to be weighed and graded every month. It should be communicated to their parents regularly. It helps to check the nutrition status of the children and to provided extra nutrition to the children if found under nourished.

As per the survey only 14 centres out of 37 centres measured weights of the children in the last three months prior to the survey. None of the centres in Chatra district weighed their children. It is worse in case of grading of children, where only 9 centres in the state did grading of the children in the centres and none in the Chatra district.

As per FGDs in 15 centres children were weighted and in only 7 centres parents were informed about the growth monitoring of the children.

9b. Grade III and Grade IV children

District	No. of Grade III & Grade IV children identified by AWCs	No. of Grade III & Grade IV children visited by survey team	No. of families where nutrition counselling was given	No. of children who received extra rations	No. of children who were referred to a health centre
Chatra	0	0	0	0	0
Palamu	2	2	4	2	1
West Singhbhum	17	17	8	7	3
Godda	5	5	5	0	0
Total	24	24	17	9	4

As per the guidelines of the ICDS scheme the severely undernourished (grade III and IV) children need to be provided with extra ration, parents should be counselled regularly regarding the nutrition need of the children and the children should be referred to the hospital for medical check-up. A total 24 children were identified as grade III and IV level as per the Anganwadi registers. The team visited all the 24 severely malnourished children identified. The parents of 17 severely malnourished children were given counselling out of total 24 children identified. Total 9 children got extra ration and only 4 of them were referred to hospital.

10. Health and nutrition counselling

District	Number of FGDs where the community responded the following:			
	Anganwadi worker holds meetings for mothers	Anganwadi worker makes home visits	Anganwadi worker comes regularly	
Chatra	0	0	0	
Palamu	2	2	6	
West Singhbhum	1	3	7	
Godda	5	4	5	
Total	8	9	18	

It came out from the FGDs that in only 8 centres the anganwadi worker holds meeting of the mothers, in 9 centres the workers makes home visits and in 18 centres the workers comes regularly.

11. Disability

District	Number of centres where any disabled children were present during the visit:		Number of centres where disability survey was conducted in the last one year		Number of centres where disability survey was NEVER conducted	
	Number	Percent	Number	Percent	Number	Percent
Chatra	0	0	2	22.2	5	55.5
Palamu	1	10	1	10	6	60
West Singhbhum	1	10	7	70	1	10
Godda	2	25	3	37.5	5	62.5

Total	4	10.81	13	35.13	17	45.94
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In all the 37 centres surveyed only 4 children were present in the centres. Only in 13 centres (35.13%) disability survey was conducted in the last one year, it is lowest in case of Palamu district. In 17 centres (45.94%) disability survey has never been conducted. In is lowest in case of west Singhbhum district only in 1 centre (10%).

12. Visit of supervisor and health worker

District	Average no. of visits by supervisor per centre in the last 12 months:	Average no. of visits by health worker per centre in the last 12 months:
Chatra	0	2
Palamu	1	7
West Singhbhum	5	3
Godda	1	5
Total	2	4

The role of Supervisor is very critical, as she provides on the job guidance to the AWW that bridges the gap between the training and job requirement. The Supervisor is supposed to visit every AWC once a month and she is supposed to stay a night in a far away AWC once every week. As per the survey the supervisor visits the Anganwadi centers on an average twice a year. The supervisors never visits centres in Chatra district.

The health worker or the ANM works as a link between the health department and the ICDS scheme. As per the survey her visit is more than the supervisors but still very poor. On an average a supervisor visits 4 times a year. It is also lowest in case of Chatra district.

13. Conclusion and Recommendations

The ICDS scheme is the only scheme which caters the needs of children, pregnant and lactating mothers and adolescent girls together. Effective implementation of the scheme can have a larger implication on the health and other development of the beneficiaries.

It was found from the survey that the scheme suffers from various loopholes and gaps. As per the survey only 45 percent of the anganwadi centres are located in government buildings though 54 percent of the centres are housed in pucca building. If we see the infrastructure facilities in more than 50 percent of the anganwadi centres the weighing machine is not functioning, in more than 52 percent of the centres have no drinking water facility, merely 18 percent of the centres have toilet facility.

The functioning of the services in the centres is poor as well. In only 15 percent of the centres preschool activities are being carried out regularly, in more than 60 percent centres there is a regular disruption of distribution of SNP. Less than 40 percent of the centres take weight of the children regularly and less than 25 percent of the centres had graded the children in the last month of the survey.

Recommendations

1. All the AWCs need to have pucca buildings and should have basic infrastructural facilities like drinking water, toys, weighing machine toilet in place.
2. The preschool was functioning in only 15 percent of the school which hampers the functioning of the centres in a great extent. The regular functioning of pre school need to be ensured with regular supervision and motivation of the Anganwadi workers.

3. It was found from the survey that there is a disruption in distribution of SNP in more than 60 percent of the centres. Strict instructions need to be issued to make the distribution of SNP regular and stipulated amount should be provided to the beneficiaries.
4. More emphasis should be given to enhance the capacity of the anganwadi workers and helpers.
5. Special drive should be initiated to make the beneficiaries aware of their entitlements in the scheme.
6. The state should place a uniform and robust grievance redressal mechanism in place to deal with the complaint and grievance of the scheme.

MID DAY MEAL SCHEME

In Jharkhand the scheme has important implications as around 59 percent of the children are malnourished and 21.45 lakh children who are of the age group 6-14 years continue to be out of school. The drop out rate is very high, particularly for dalits and adivasis. In the state (United Bihar) the Mid-Day meal programme commenced in August 1995 as a National Programme of Nutritional Support to Primary Education. 3 k.g. dry food grains per student per month was being distributed to the students of primary stage (class I to V) of the government schools. The basic aim was to prevent malnutrition that was widely prevalent among the growing children. It not only gives rise to morbidity and mortality, but also prevents a child from developing into a healthy adult. In addition it also adversely affects the universalisation of elementary education. By 2001, a few states started providing cooked meal, but in Jharkhand schools continued to provide only monthly 'dry rations' of food grains to school children up to primary level. With the Supreme Court order (dated 28th November 2001), to provide cooked mid-day meal (MDM) in primary schools, Jharkhand started providing MDM from 2003 on a pilot basis in 3140 government primary schools in 19 districts and 3.34 lakh children availed the facility. In a phased manner it has been extended to all the government primary schools, EGS centers and government aided schools including minority schools and AIE centers.

In 2006, as a follow up of Supreme Court orders, Ministry of Human Resource Development (MHRD), Department of School Education and Literacy, Government of India issued an order to revise the norms of MDM. According to the revised norm schools should provide MDM with minimum 400 calories and 12 grams proteins (as compared to the earlier norm of 300 calories and 8-12 grams proteins). The additional quantity of calories and proteins are to be provided through addition of vegetables or other ingredients. In the financial year 2007-08, the scheme has been extended up to upper primary level. Norm was fixed to provide with 700 calories and 20 grams proteins in the MDM for upper primary schools. As per government of Jharkhand on September 2008, 43.14 lakhs children were getting benefit of the scheme in the state; out of which 35.75 lakh children were enrolled in primary schools and 7.39 lakh children were enrolled in upper primary schools.

Supreme courts orders on Mid Day Meal Scheme

The Supreme Court passed an order on 28th Nov 2001 directing all state governments to introduce cooked mid day meals in primary schools: " The state government/ Union Territories to implement the mid day meal scheme by providing every child in every government and government assisted primary schools with a prepared mid-day meal with a minimum content of 300 calories and 8-12 gram of protein each day of school for a minimum of 200 days."

The Supreme Court issued further orders on 20th April 2004, in this order it directed the Central Government to provide financial assistance of "one rupee per child per school day" to meet cooking costs. The Court also clarified that the responsibility to monitor the implementation of the mid-day meal scheme "essentially lies with the Central Government". Again, the Court stressed the urgency of the situation and directed that "every child eligible for a cooked meal under the Mid-Day Scheme in all States and Union Territories shall be provided with the said meal immediately".

Findings of the survey

The team made unannounced visits to all the primary and upper primary schools in the 39 sample villages. The visit was at the time of distribution of mid day meal in the school. It helped the team to observe the quality of food cooked under MDM. The team also discussed with the children, teachers, cooks, SHGs and the villagers regarding the scheme.

1. Sample covered in the survey

District	No. of Villages Covered	No. of schools covered				
		Government	Government Assisted	EGS/AIE centres	Other	Total
Chatra	9	9	0	0	0	9
Palamu	10	10	0	0	0	10
West Singhbhum	10	10	0	0	0	10
Godda	10	9	0	0	0	9
Total	39	38	0	0	0	38

The survey covered total 38 schools in 39 sample villages. In one of the surveyed village named Kushumghati under Godda district, there was no school in the village. The highest class in any school is 10th class in Nuadiha village. Out of 38 schools in 15 schools highest class is 8th class.

2. Coverage

District	No. of schools where MDMS was not being served on the day of the visit.	Number of FGDs where community reported that hot cooked meal is served in school	
	Number	Number	Percent
Chatra	1	7	77.78
Palamu	2	9	90
West Singhbhum	0	10	100
Godda	0	9	100
Total	3	35	92.1

It came out during the FGDs that 35 (92.1%) out of 38 schools MDM meal is being provided in the school. As per FGDs all schools of Palamu and West Singhbhum district distribute hot cooked mid day meal in the school. On the day of the visit as well it was seen that in 35 out of the 38 schools mid day meal was being served.

3. Facilities for MDM in the school

District	Drinking water		Cooking shed		Plates		Utensils	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Chatra	8	88.8	6	66.6	8	88.8	7	77.7
Palamu	10	100	4	40	6	60	9	90
West Singhbhum	10	100	8	80	10	100	10	100
Godda	7	77.7	5	55.5	5	55.5	9	100
Total	35	92.1	23	60.52	29	76.3	35	92.1

The availability of infrastructural facilities like provision of drinking water, cooking shed, plates and utensils enhance the quality of mid day meal being served in the school.

As per the survey 92.1% schools have drinking water facility. In Palamu and West Singhbhum districts all the schools have drinking water facilities. There is a cooking shade in 23 schools (60.52%). It is lowest in case of Chatra district where only 40% schools have cooking shade. Plates have been provided 29 schools (76.3%); in West Singhbhum district all schools have provided plates to the children. It is lowest in case of Godda district where in only 55.5% schools plates have been provided to the children. Total 35 schools (92.1%) have required cooking utensils. All the schools of Godda and West Singhbhum district have required cooking utensils.

In 36 out of 38 schools wood is being used as cooking fuel.

4. Quality of Food Given

District	Quality of grains used in MDM				% schools where same menu is served everyday	% schools where eggs or fruits are given in MDM
	Good (%)	Fair (%)	Poor (%)	Not known (%)		
Chatra	0	100	0		33.3	22.2
Palamu	40	50	10		50	0
West Singhbhum	20	70	0		50	50
Godda	66.6	33.3	0		33.3	22.2
Total	21.57	63.15	2.63		42.1	23.68

Regarding the quality of foodgrains used in the mid day meal, in 21.57 percent schools it is good, in 63.15 percent schools it is fair and in 2.6 percent schools the quality of food grain is poor. The participants in 7 FGDs were of the view that the quality of foodgrains was good, in 29 it was fair and in 2 FGDs it came out that the foodgrains cooked under MDM was bad in quality.

In 42.1% schools same menu is being served every day. In 50 percent of schools in both Palamu and West Singhbhum districts same menu is being served every day. In 14 FGDs it came out that varied menu is being prepared in the schools. In 23.68 percent schools eggs or fruit is being provided along with the noon meal. No school of Palamu district serves eggs/fruits along with MDM. In only 3 FGDs people informed that eggs/fruits are being provided. It was also informed that it is provided mostly once in a month.

5. Regularity of Supplies

District	Schools where grain reaches on time		SHGs/cooks are usually paid on time	
	Number	Percent	Number	Percent
Chatra	3	33.3	4	44.4
Palamu	8	80	5	50
West Singhbhum	8	80	10	100
Godda	7	77.7	6	66.6
Total	26	68.42	25	65.7

In 26 schools (68.42%) grain reaches on time. It is lowest in case of Chatra district. It reaches in time in only 33.3 percent schools. In 25 schools (65.7%), the cooks/SHGs get paid on time. In case of West Singhbhum district in all the schools they get paid on time.

6. Cooks

District	Who has been given responsibility to cook?		% of female cooks*	% cooks from SC/ST communities*
	Cooks appointed by school	SHGs		
Chatra	7	2	50	60
Palamu	10	0	100	90
West Singhbhum	10	0	100	100
Godda	8	1	100	70
Total	35	3	87.5	80

In 35 schools the responsibility of cooking lies with the cook appointed by the school. In 2 schools of Chatra and in one school of Godda district, SHGs are being responsible for cooking MDM in the school. In 87.5 percent of schools the cooks are female in only Chatra district half of the cooks are male but in rest of the schools all cooks are female. Total 80 percent among all the cooks belong to SC/ST category.

7. Caste Discrimination

District	No. of schools where investigators found evidence of caste discrimination		No. of schools where community reported that children of all castes sit and eat together*	
	Number	Percent	Number	Percent
Chatra	0	0	9	100
Palamu	1	10	10	100
West Singhbhum	0	0	10	100
Godda	0	0	9	100
Total	1	2.63	38	100

Caste discrimination was found in only 1 school (2.63%). The issue was reported in Middle school Gadikhas under Patna block of Palamu district. As per the information children belonging to Scheduled Caste /Scheduled Tribe are being discriminated by the head master of the school.

8. Other Aspects of MDMS

9a. Supervision

District	No. of schools where MDMS has been inspected by government official in the last one year	
	Number	Percent
Chatra	1	11.1
Palamu	5	50
West Singhbhum	6	60
Godda	7	77.7
Total	19	50

For proper functioning of MDM the concerned authority needs to inspect it in a regular basis. As per the survey only 19 schools (50%) was inspected by the concerned officials. It is mere 11.1 percent in case of Chatra district. The inspection is also not regular as it is done once in a while.

In none of the schools a children fell ill after consuming mid day meal. The children in many of the places get sick regularly however it is difficult to verify whether it is because of eating MDM or for any other reason.

Conclusion and Recommendations

It came out from 92.1% of the FGDs that hot cooked meal is being provided in the schools. However still there are some gaps which need to be looked into to make the programme function better. In around 40 percent of the schools there are no cooking shade and they have to cook in the open space. More than 40 percent of the schools never change their menu in the school. In around 21 percent of schools there is a disruption in timely delivery of foodgrains. The concerned officials hardly supervise the MDM in the schools of the sample districts.

Recommendations

- In 40 percent of the schools there are no cooking shades and in another 10% of school there are no facilities for drinking water. It should be ensured that all the school should have required infrastructural facilities like cooking shade, drinking water facilities, cooking utensils, plates' etc.
- In 42 percent of the schools same menu is being provided every day. The state should take early steps to prepare weekly menu as per the availability of seasonal vegetables, it should be prepared in consultations with the parents. It should be known to all the children in the schools. In only 3 schools egg was provide as part of the mid day meal. All the schools should mandatory introduce eggs it in their weekly menu so that it will enhance the nutritional status of the children.
- In 21 percent of schools disruption of food grain was reported, it hampers the regularity in distribution of noon meal in the school. The food grain should be supplied at a regular basis without disruption; it is also advisable to maintain at least three months stock in advance at the school level.
- The MDM programme needs to be supervised regularly so that it functions smoothly. In only 50 percent of the school MDM was inspected in the last one year.

PUBLIC DISTRIBUTION SYSTEM

Introduction

The Targeted Public Distribution system was introduced w.e.f June 1st 1997. TPDS envisaged that below poverty line population would be identified in every State and every BPL family would be entitled to a certain quality of food grains at subsidized price.

PDS is operated under the joint responsibility of the Central and the State Governments. The Central Government has taken the responsibility for procurement, storage, transportation and bulk allocation of food grains, etc. The responsibility for distributing the same to the consumers through the network of Fair Price Shops (FPS) rests with the State Governments. The operational responsibilities including allocation within the State, identification of families below poverty line, issue of ration cards, supervision and monitoring the functioning of FPS rest with the State Governments.

The TPDS scheme classifies beneficiaries in three categories above poverty line (APL), Below Poverty line (BPL) and Antodaya Anna Yojana (AAY) The price at which they get the subsidized food grain is different for each Category. Under all these schemes, presently beneficiaries are entitled for 35 Kg of food grain

Following drought and reports of starvation, during the period November 2009 to March 2010 all the BPL and AAY card holder were given 35kgs of foodgrains free of cost in the state of Jharkhand. In this financial year the scheme was modified with the present allocation for BPL and AAY cardholders being 35 Kilos of rice @ 1 per kilo. However, there is no allocation for APL card holders.

The total numbers of cards issued in the state of Jharkhand are 29.09 lakhs.

No of BPL cards- 16.67 lakhs

No of AAY cards - 7.27lakhs

No of APL cards- 5.15 lakhs

Orders of Supreme Court on TPDS and AAY

1. Identification of BPL families: On 28th November 2001, the Court directed the State Governments "to complete the identification of BPL families, issuing of cards and commencement of distribution of 25 kgs of grain per family per month latest by 1st January, 2002". The entitlements of BPL families were subsequently raised from 35 kgs of grain per month to 35 kgs.

2. Accessibility of ration shops and regular supply of grain: On several occasions, the Supreme Court directed the government to ensure that all ration shops open regularly.

3. Accountability of PDS dealers: The licenses of PDS dealers and shop-keepers should be cancelled if they: "(a) do not keep their shops open throughout the month during the stipulated period; (b) fail to provide grain to BPL families strictly at BPL rates and no higher; (c) keep the cards of BPL households with them; (d) make false entries in the BPL cards; (e) engage in black-marketing or siphoning away of grains to the open market and hand over such ration shops to such other person/organizations".

4. Permission to buy in instalments: Arrangements must be made to "permit the BPL Household to buy the ration in instalments".

5. Awareness generation: "Wide publicity shall be given so as to make BPL families aware of their entitlement."

6. Antodaya Anna Yojana On 2nd May 2003, the Supreme Court declared that all Households belonging to six “priority groups” would be entitled to Antyodaya cards. More precisely, the Government of India was directed “to place on AAY category the following groups of persons:

- Aged, infirm, disabled, destitute men and women, pregnant and lactating women, destitute women;
- Widow and other single women with no regular support
- Old persons (aged above 60) with no regular support or no means of subsistence
- Household with a disabled adult with assured means of subsistence
- Households where due to old age, lack of physical or mental fitness, social customs, need to care for a disabled, or other reasons, no adult member is available to engage in gainful employment outside the house;
- Primitive tribe “

Survey details

The survey was undertaken in all the 10 sample villages in each of the four districts except from Chatra district where 9 villages were taken as sample villages. During the survey 5 samples families were taken for verification. The team also visited the ration shops present in the sample villages, collected the BPL, APL and Antodaya list. The team also interacted with the villagers, ration shop dealers, Panchayat officials and other stake holders.

1. Sample covered in the survey

District	No. of Villages Covered	Villages that have a ration shop within the same village		Number of villages where nearest ration shop if ration shop is not in village is:	
		Number	Percent	<3kms away	>3kms away
Chatra	9	5	55.5	3	1
Palamu	10	5	40	3	1
West Singhbhum	10	5	50	5	1
Godda	10	4	40	5	1
Total	39	19	48.71	16	4

As per the survey, out of total 39 sample villages 19 villages (48.71%) have ration shops in the village only. In the rest 20 villages which does not have a ration shop in the village, 16 are less than 3 kilometre and another 4 shops are more than 3 kilometres far from the nearest fair price shop from the respective village.

2. Information on ration shops

2a Information display

District	Information publicly displayed							
	Timings		Prices		Quotas		Card Holder details	
	No	%	No	%	No	%	No	%
Chatra	1	11.1	1	11.1	0	0	0	0
Palamu	4	40	2	20	2	20	3	30
West Singhbhum	4	40	5	50	4	40	4	40
Godda	4	40	5	50	5	50	4	40
Total	13	33.3	13	33.3	11	28.2	11	28.2

As per the order of the Supreme Court all ration shops need to display details on timings, pricings, quotas, card holders’ details etc. As per the survey 13 shops (33.3%) displayed timings

of opening in the shop. 13 shops (33.3) displayed pricing for the essential items , in 11 shops (28.2%) quota of foodgrain provided in the ration shop was displayed and in 11 shops (28.2%) the ration holders details is mentioned. In case of Chatra district none of the ration shops have displayed the quotas and card holder details.

2b.

District	No. of villages where ration dealers from same village		No. of villages where ration cards are usually kept with the households		No. of villages where ration can be bought in instalments		No. of villages where someone asked for ration records and it was made available for public scrutiny	
	No.	%	No.	%	No.	%	No.	%
Chatra	6	66.6	6	33.3	1	11.1	1	11.1
Palamu	7	70	5	50	2	20	0	0
West Singhbhum	7	70	10	100	5	50	0	0
Godda	8	80	8	80	1	10	3	30
Total	28	71.79	29	74.35	9	23.07	4	10.25

As per the survey 28 ration shop dealers (71.79%) are from the village it self. In 29 villages (74.35%) ration cards are usually kept by the beneficiaries' households' themselves. It is highest in West Singhbhum district where all the households keep their ration cards themselves, but in Chatra district it is as low as 33.3 percent. In only 9 ration shops (23.07%) ration can be brought in instalments which violate the orders of the Supreme Court. In merely 4 villages (10.25%) the records maintained under PDS are available for public scrutiny.

3. Verification of records/Leakages

While according to the survey design, the records of 5 BPL/AAY households in the distribution register of the ration dealer in each village were to be verified against the entries in the ration card and by asking the beneficiaries themselves; it was very difficult to get access to the records as in many cases the ration shop would be closed and the dealer was not traceable despite repeated attempts. Further, even in cases where the team was able to access the records, it was seen that the registers were not maintained properly with many blanks making it very difficult to carry out the verification exercise.

The team managed to get some details of 172 beneficiaries and it was seen that in 149 cases the amount of grain recorded in the distribution register was more than what was reported as being given by the beneficiary.

Further, in 23 villages (58.97%) community was of the view that they have to pay more than the stipulated price. In the villages where the beneficiaries have to pay more than the stipulated price, normally pay one rupee more per kilogram in an average.

District	Number of villages where the community reported that they have to pay more than the right price for their food grains from PDS	Number of villages where there was an any interruption of supply of food grains in the last 12 months

	Number	Percent	Number	Percent
Chatra	5	55.5	0	0
Palamu	7	70	1	10
West Singhbhum	9	90	3	30
Godda	2	20	5	50
Total	23	58.97	9	23.07

During FGDs it also came out that in 9 villages (23.07%) there are disruptions in distribution of ration. As per the community the average days of disruption in the distribution of ration is normally 30 days a year.

District	No. of villages where people said that they normally get their entire quota of grain under PDS		No. of villages where people reported instances of grain being pilfered/sold in the black market		No. of villages where there is a vigilance committee for PDS		No. of villages that have a vigilance committee where a meeting was held in the last one year	
	Number	Percent	Number	Percent	Number	Percent	No	%
Chatra	5		2	22.2	0	0	0	0
Palamu	4		0	0	2	20	1	10
West Singhbhum	5		1	10	1	10	0	0
Godda	3		0	0	4	40	1	10
Total	17	43.58	3	7.69	7	17.94	1	5.12

In 17 villages (43.58%) community was of the opinion that they get their entire quota of grain in time. In 3 villages (7.69%) grain pilferage was reported by the community. In 7 villages (17.94%) there are vigilance committees for PDS. None of the sample villages in Chatra district have a vigilance committee for PDS. In only 2 villages (5.12%) meeting of the vigilance committee was held in the last one year.

Conclusion in Summary

The Public distribution system is one of the most important schemes for a poverty stricken state like Jharkhand. However, the scheme suffers from many gaps and loopholes which need to be taken care of to make the functioning of the system better.

These are few recommendations below to strengthen the functioning of the system.

1. The information like timing, pricing, quota and card holders details should be displayed at public places in priority basis.
2. In Chatra district it was found that around 66 percent cards are kept by the ration dealers. It is a clear violation of the Supreme Courts order, therefore clear instructions should be issued by the state government against illegal hoarding of ration cards and the dealers found violating should be punished.
3. It was found that 59 percent of the beneficiaries had to pay more than the stipulated price. Strict orders need to be issued by the state government to charge not more than stipulated price and the dealer found charging more than stipulated price should be punished according to law.

4. Only in 23 percent cases the beneficiaries can buy ration in instalment, as it is going against order of the Supreme Court, the ration dealer should be instructed to provide food grain in instalment basis if some one wants to buy.
5. In only 17 percent of the villages there is a vigilance committee and in only two cases the committee had a meeting in the past one year. The vigilance committee can play a major role in preventing corruption in the system and make it work smoothly. Vigilance committee need to be set up for every ration shop and it need to be activated as soon as possible.

INDIRA GANDHI NATIONAL OLD AGE PENSION SCHEME

The scheme was launched in 1995 with the view to provide some cash assistance to old men and women (aged 65 years or more) of the down trodden section of the society. It is part of the National Social Assistance Program, which has two other schemes: The National Family Benefit Scheme (NFBS) and Annapurna. The NOAPS has been renamed as Indira Gandhi national Old Age Pension Scheme or IGNOAPS.

The IGNOAPS covers old people who have no assured source of income to support themselves. At present they get Rs 200 as monthly pension, with the central government contributing the same amount. Some state government supplements it by contributing some amount. It changes from state to state. Recently, government of India asked all states to cover all BPL individuals above the age of 65 under IGNOAPS. However, the state governments have not done much in this.

In 2002-03 NOAPS like (Other NSAP schemes) was taken out of "centrally sponsored schemes" and transferred to the state plan. As per the new change the central government contributes a cash grant to the state government under ("additional central assistance"). After its addition to the state plan, the program is not being implemented properly. First, the cash granted by the central government are often used by state governments for other purposes. Second, the central government no more monitors the scheme. Third, funds are released very late causing problems to the beneficiaries the administrative charges supposed to be paid by state governments are often not paid by them on time

Supreme Courts order on NOAPS

NOAPS was one of the schemes covered under the interim order of November 2001. Further orders were also issued in 2004 that were relevant to this scheme. The following give the gist of the orders related to the old age pension scheme:

1. State governments have been directed to complete the identification of persons entitled to pensions under NOAPS, and to ensure that the pensions are paid regularly (Supreme Court Order dated 28th November, 2001).
2. Payment of pensions is to be made by the 7th day of each month (Supreme Court Order dated 28th November, 2001).
3. The scheme must not be discontinued or restricted without the permission of the Supreme Court (Supreme Court Order dated 27th April, 2004).
4. The NOAPS grants paid by the Central Government to the State Governments under "Additional Central Assistance" should not be diverted for any other purposes (Supreme Court Order dated 18th November, 2004).

The orders that are relevant to the Annapurna scheme are the ones calling for prompt implementation of all the food schemes and that the scheme is not to be discontinued or restricted in any way without the permission of the Supreme Court.

Survey details

The survey was undertaken in 39 sample villages in the 4 selected districts. All the persons above the age of 60 years and belonging to BPL families were taken as sample during the survey.

1. Sample covered in the survey

District	No. of Villages Covered	No. of eligible old persons visited			Age group of old persons	
		Male	Female	Total	60 – 65 years	> 65 years
Chatra	9	12	21	33	2	31

Palamu	10	43	33	76	6	70
West Singhbhum	10	18	47	65	22	43
Godda	10	15	29	44	7	37
Total	39	88	130	218	37	181

The survey covered total 218 person above 60 years age out of which 181 person are above 65 years of age and are entitled to get an old age pension.

2. Coverage of old age pensions

District	Total no. of eligible old persons covered in survey	No. and % of eligible old persons receiving pension					
		Male		Female		Total	
		Number	Percent	Number	Percent	Number	Percent
Chatra	31	6	6.45	15	16.13	21	67.74
Palamu	70	17	18.09	8	8.51	25	35.71
West Singhbhum	43	4	4.30	17	18.28	21	48.84
Godda	37	8	8.60	19	20.43	27	72.97
Total	181	35	37.23	59	62.77	94	51.93

Out of total 181 persons eligible for pension benefits, only 94 persons (51.93%) are getting the benefits under the scheme. Among them 35 are male (37.23%) and 59 persons (62.77%) are female.

3. Amount of pension received

District	Less than 200 per month		200 to 300 per month		More than 300 but less than 400 per month		400 per month		More than 400 per month	
	No	%	No	%	No	%	No	%	No	%
Chatra	0		0		0	0	21	67.74	0	
Palamu	0		0		1	0	24	35.71	0	
West Singhbhum	0		0		0	0	21	48.84	0	
Godda	0		0		0	0	27	72.97	0	
Total	0		0		1	0.5	93	51.93	0	

As per the survey out of 94 persons receiving pension 93 persons (51.935%) are getting pension at a rate of Rs 400 per month and 1 person (0.5%) Rs 375 per month. The same thing came out in the FGDs as well. The community members were also of the same opinion regarding the amount of paid as pension benefits to each beneficiaries.

4. Last time that pension was given

District	Last month		Two months back		Three months back		More than three months back	
	No	%	No	%	No	%	No	%
Chatra	0	0	0	0	21	22.34	0	0

Palamu	2	2.13	12	12.77	0	0	11	11.70
West Singhbhum	2	2.13	0	0	9	9.57	10	10.64
Godda	2	2.13	0	0	3	3.19	22	23.40
Total	6	6.38	12	12.77	33	35.11	43	45.74

As per the survey 6 persons (6.38%) received pension in one month before the survey. None of them received pensions in one month before the survey in Chatra district. 12 persons (12.77%) received pension two month before the survey took place in their villages but none in Chatra. Another 33 persons (35.11%) received pension three months before the survey and rest 43 persons (45.74%) received more than three months before the survey undertaken in their village.

3. Mode of Disbursement

District	Bank/PO Payments	Cash given in the village	Cash to be collected from elsewhere
Chatra	2	0	0
Palamu	5	2	2
West Singhbhum	10	0	0
Godda	9	0	0
Total	26	2	2

It came out in 26 FGDs that pension is given through Bank/Post office in another 2 FGDs it came out that cash is given in the village and in 2 FGDs people are of the view that cash has to be collected from else where.

4. Annapurna Scheme

District	Number of old persons who do not get old age pensions		No. of these who receive free grain currently	
	No	%	No	%*
Chatra	10	32.26	6	60
Palamu	45	64.29	0	
West Singhbhum	22	51.19	2	9.09
Godda	10	27.03	0	
Total	87	48.02	8	9.19

Out of all the eligible persons 87 (48.02%) did not receive old age pension. Out of them only 8 people (9.19%) got 10 kilograms of rice free of cost under the Annapurna scheme.

Conclusion and Recommendations

It seems from the survey that the scheme is not functioning up to the mark. As per the findings of the survey 48.07% of the total eligible persons are yet to be included in the beneficiaries list. The state has done a good step in providing matching grant of Rs 200 same as with the central government, which is enhancing the pension amount to Rs 400 per month. However the payment made is very irregular in nature. More than 92% of the beneficiaries surveyed did not receive pension benefits one month before survey.

The selection of beneficiaries is normally very non transparent process as came out in the FGDs. The communities were of the view that it is mostly done by the Panchayat level officials and very few cases it is done by the gram sabha. The concern Panchayat official submits the list of probable beneficiaries from which BDO selects the beneficiaries.

Recommendation

These are some of the recommendation below to strengthen the functioning of the scheme

1. As seen in the survey only slightly above half the eligible people are receiving pensions in the four districts surveyed. The reasons for this are many, with the most important one being inadequate allocations from the state in spite of expansion of the programme in 2007 to cover ALL old people who are above 65 years and from BPL households
2. As per the survey less than 8 percent of the beneficiaries received their pension benefits one month before the survey and the disbursement is very irregular. This contravenes the order of the supreme court of India which directs the administration to disburse the pension amount 7th of every month. The state government should ensure that beneficiaries should be paid their pension amount in the first week of every month.
3. The selection of beneficiaries is not clear. The Gram Sabha should be given the authority to select beneficiaries for the scheme and it should be binding over the officials involved in the selection process.

NATIONAL MATERNITY BENEFIT SCHEME

National Maternity Benefit Scheme (NMBS) came into effect as a component of National Social Assistance programme (NSAP) on 15th August, 1995. The scheme provided Rs.500 as assistance for nutritional support to BPL pregnant women, 8-12 weeks prior to delivery, for each of the first two births. In 2001, under PUCL vs UOI Civil writ petition 196 of 2001, this scheme was one among the schemes taken by the Supreme Court, whereby implying that the 'maternity relief' in form of cash assistance worth Rs. 500, also has a food security component in it.

The National Maternity Benefit Scheme was modified into a new scheme called Janani Suraksha Yojana (JSY) and launched w.e.f 12.04.2005. The objectives of the JSY are reducing maternal mortality/infant mortality through promotion of institutional deliveries through incentivisation, while the focus of the NMBS was provision of maternity benefits. As mentioned in the guidelines for implementation of JSY, "While NMBS is linked to provision of better diet for pregnant women from BPL families, JSY integrates the cash assistance with antenatal care during the pregnancy period, institutional care during delivery and immediate post-partum period in a health centre by establishing a system of coordinated care by field level health worker." Although the main objective of the JSY scheme remains promoting institutional delivery, the component of Rs.500 payment has been retained for all eligible women, irrespective of place of delivery. This is so, because of the order of the Supreme Court that no existing entitlements for food rights can be abridged without the consent of the Court.

Supreme Courts order on NMBS

The orders that have been passed until now in relation to NMBS are summarized below.

1. The Supreme Court order of 28th November 2001 calls for prompt implementation of the National Maternity Benefit Scheme.
2. This scheme is not to be discontinued or restricted in any way without the permission of the Supreme Court (Supreme Court Order dated 27th April, 2004).
3. The Supreme Court refused to allow the Government of India to phase out NMBS and provide maternity benefits under a new scheme, Janani Suraksha Yojana (JSY). The reason for this refusal is that it is not clear whether the new scheme preserves all the benefits available under NMBS, as the government claims. The Court requested the government to submit further information on JSY, and asked the Commissioners to "examine the matter in depth and file a report".
4. Meanwhile, the existing National Maternity Benefit Scheme will continue." (Supreme Court Order dated 9th May, 2005)
5. In the context of NMBS/JSY, the order of the Supreme Court says, "it would be appropriate if the Union of India and the State Governments take steps to make the beneficiaries aware of the benefits of the schemes and the entitlements flowing there from" (Supreme Court Order dated 01.02.2007).

Survey details

The team visited all the households having a BPL/AAY cards. All the women who delivered in the last twelve months prior to the survey were taken as the sample. The team tried to find out if the delivery took place at home or in hospital and all about the benefits they received after or before delivery.

1. Sample covered in the survey

District	No. of Villages Covered	No. of eligible women covered:			Age group of women	
		No. who had home	No. who had	Total	< 19 years	> 19 years

		delivery	hospital delivery			
Chatra	9	9	15	24	2	22
Palamu	10	19	29	48	0	48
West Singhbhum	10	28	27	55	1	54
Godda	10	35	3	38	0	38
Total	39	91	74	165	3	162

The survey covered total 165 women in the four sample villages. Out of them 91 had a home delivery and rest 74 women had an institutional delivery. 3 surveyed women are less than 19 years of age and rest 162 women are above 19 years of age.

2. Coverage under NMBS/JSY

2a. By place of delivery

District	No. of eligible women covered	No. of eligible women who received monetary benefit:		
		No. who had home delivery	No. who had hospital delivery	Total
Chatra	24	0	6	6
Palamu	48	0	23	23
West Singhbhum	55	16	25	41
Godda	38	11	1	12
Total	165	27	55	82 (50%)

Out of total 165 women surveyed only 82 of them got the benefits under NMBS/JSY schemes (about 50%). Among the 65 beneficiaries 27 are home delivery and rest 55 are institutional delivery. None of the women who had a home delivery in Chatra and Palamu district got benefit under the scheme.

2b. Age

District	No. of eligible women covered	No. of eligible women who received monetary benefit:		
		No. who were < 19 years of age	No. who were > 19 years of age	Total
Chatra	24	1	5	6
Palamu	48	0	23	23
West Singhbhum	55	1	40	41
Godda	38	0	12	12
Total	165	2	80	82

Among the 82 women who received the benefits under the scheme only two women were under 19 years of age and rest 80 are above 19 years of age.

2c. Number of children

District	No. of eligible women covered	No. of eligible women who received monetary benefit:		
		No. who had 2 or less children	No. who had more than 2 children	Total
Chatra	24	4	2	6
Palamu	48	12	11	23
West Singhbhum	55	22	19	41

Godda	38	6	6	12
Total	165	44	38	82

Among the 82 women 44 had 2 or less children and 38 had more than 2 children.

3. Total Amount Received

District	Total amount received by women who had hospital delivery and received benefit		Total amount received by women who had home delivery and received benefit	
	< Rs. 1400	>=Rs. 1400	< Rs. 500	>=Rs. 500
Chatra	4	2	0	0
Palamu	6	17	0	0
West Singhbhum	0	22	0	19
Godda	0	1	0	11
Total	10	42	0	30

It came out from the survey that out of 82 beneficiaries 30 women received a sum of Rs 500 (while there were only 27 home delivery beneficiaries), 10 beneficiaries got less than Rs. 1400 and rest 42 women got more than or equal to Rs 1400 after delivery.

It came out from the FGDs that most of the beneficiaries got the benefits in form of cheque however in 7 FGDs the community was of the view that they also got it as cash. Except in 6 FGDs where payment was made within the week after delivery, in rest of the places it was delayed for several weeks and even for months. Those who got the monetary support mostly spent it on food and medicine for the mother and the new born baby. It also came out in few cases that it was included in the regular expenditure in the family.

4. Systems of selection and payment

In most of the FGDs the community was not clear about the process of selection of beneficiaries under the scheme. However in some FGDs it came out that all the pregnant women are being registered by the Anganwadi worker and the ANM submits required report after delivery of the women in the hospital. After submission of due documents the medical office provides the money in form of cheque to the beneficiaries.

Conclusions and Recommendations

The good thing the team found from the survey is that most of the women who got benefits under the scheme spent it on their food and medicine which means it is satisfying the very objective of the scheme. However it came out from the survey that less than 50 percent of the eligible beneficiaries got the benefits under the scheme. Out of 82 beneficiaries only 27 had a home delivery and rest 55 had an institutional delivery. Only two beneficiaries out of 82 were under the 19 years of age and 44 beneficiaries had less than 2 children. The team also found lot of confusion over the selection of beneficiaries and mode of payment. The team also found lot of delay in disbursing the benefit to the beneficiaries. Most of the case it takes several weeks for the beneficiaries to get her entitled benefits.

Recommendations

1. The state government should regularize the NMBS abiding the Court's orders. As it came out from the study that only 27 women who had a home delivery got the benefits under the scheme, it should be provided to all pregnant women from the BPL families 8-12 prior to the delivery irrespective of age and numbers of birth.
2. The process of selection of beneficiaries and disbursement of the benefits should be made clear to all villagers by displaying it prominent public places like hospitals, Anganwadi

centres, Panchayat buildings etc. The latest list of all the beneficiaries under the scheme should be displayed along with the scheme details.

3. The villages health committees should be made functional and should be given the authority to review the scheme at local level and the grievance redressal mechanism under the scheme need to be set right.

NATIONAL FAMILY BENEFIT SCHEME

Introduction

The National family Benefit Scheme is part of the national social Assistance programme started in the year 1995. Under the scheme an amount of Rs 10,000 is paid to BPL families in the case of the death of primary bread earner, if he or she is of the age between 18 and 65. Primary bread earner means one who contributes substantially to family income. The benefit is provided to the surviving head of the family.

Supreme Court order on NFBS

As with other food-related schemes, the Supreme Court order of 28th November 2001 calls for prompt implementation of the National Family Benefit Scheme. BPL families are to be paid Rs 10,000 within four weeks through the local Sarpanch when the breadwinner dies.

- As with NOAPS, this scheme is not to be discontinued or restricted in any way without the permission of the Supreme Court.
- None of the benefits should be withdrawn from this scheme as a result of this order till further orders, by any of the State Governments or Union Territories

Survey details

The survey covered all the BPL households where an adult member died within the age group of 18 to 64 years during the last five years. The team interacted with the family members of the deceased and tried to know the functioning of the scheme.

1. Sample covered in the survey

District	No. of Villages Covered	No. of eligible families covered:			Sex of Deceased	
		Deceased member was an "earning" member	Deceased member was not an "earning" member	Total	Male	Female
Chatra	9	19	0	19	12	7
Palamu	10	25	3	28	15	13
West Singhbhum	10	24	0	24	23	1
Godda	10	25	0	25	17	8
Total	39	93	3	96	67	29

The survey covered a total of 96 families out of which 93 were earning members and rest 3 are non-earning members of the family. Among the deceased persons 67 were male and rest 29 were female.

2. Coverage under NFBS

District	No. of Families Covered	No. of eligible families who received benefit under NFBS:			No. of eligible families who received benefit under NFBS:		
		When deceased was	When deceased was	Total	Deceased was a married	Deceased was not a married	Total

		male	female		person	person	
Chatra	19	0	0	0	0	0	0
Palamu	28	1	0	1	1	0	1
West Singhbhum	24	5	0	5	5	0	5
Godda	25	0	0	0	0	0	0
Total	96	6	0	6	6	0	6

Out of 96 families only 6 families (6.25%) got benefit under the scheme and all the deceased person were married and male. None of the families from the Chatra and Palamu districts got support under the scheme.

3. Timing of Payment

District	Number of eligible families who received NFBS	Timing of Payment				
		Within 4 weeks since death	1 to 3 months after death	4 to 6 months after death	7 months to one year after death	13 months to 5 years after death
Chatra	0	0	0	0	0	0
Palamu	1	0	0	0	1	1
West Singhbhum	5	0	0	2	1	1
Godda	0	0	0	0	0	0
Total	6	0	0	2	2	2

Out of 6 deceased's family 2 families got the benefit 4 to 6 months after death another 2 families got the payment 7 months to 1 year after death and 2 families got the benefit 13 months to 5 years after death.. This clear violation of the Supreme Court's orders, as it has been directed payments should be made within a month of death.

All the 6 families got the total stipulated amount of Rs 10,000. It was informed by two of the beneficiary families in West Singhbhum district that they had to pay a bribe of Rs. 1000 each to the responsible officials.

Conclusion and Recommendations

The death of primary bread earner of a poor family pushes it further in to destitution. The scheme was started with an objective to support the aggrieved family in an immediate basis to undertake the death rituals and also provides a little support for their struggle for survival.

However the survey shows the functioning of the scheme is very poor and only 6% of the families have received their due entitlement. Those six families who got the benefits also had to wait for quite long, varying from six months to five years. It was also found during the FGDs that the awareness level among the communities regarding the scheme quite low.

Recommendations

- The detailed provisions of the scheme should be pasted/displayed in the public buildings such as Panchayat building, hospitals, block headquarters, anganwadi centres etc to enhance the level of awareness among people over the scheme, as the awareness is currently abysmally low.

- The state government should ensure timely disposal of money to the districts and strictly instruct the district collectors to disburse the money to the beneficiaries within a month
- Action must be taken against the responsible personnel for delaying the disbursement of allowance in stipulated time line under this scheme.