



सत्यमेव जयते

**PARLIAMENT OF INDIA**  
**RAJYA SABHA**

**DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE  
ON EDUCATION, WOMEN, CHILDREN, YOUTH AND SPORTS**

**THREE HUNDRED AND THIRTY EIGHTH REPORT**

**Demands for Grants 2022-23 of the  
Ministry of Women and Child Development**

*(Presented to the Rajya Sabha on 16<sup>th</sup> March, 2022)*  
*(Laid on the Table of Lok Sabha on 16<sup>th</sup> March, 2022)*



**Rajya Sabha Secretariat, New Delhi**  
**March, 2022 /Phalguna, 1943 (Saka)**

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Hindi version of this publication is also available

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**DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE ON  
EDUCATION, WOMEN, CHILDREN, YOUTH & SPORTS**

*(Constituted w.e.f. 13<sup>th</sup> September, 2021)*

1. **Dr. Vinay P. Sahasrabudhe** — **Chairman**  
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2. Shri R. S. Bharathi
3. Shri Bikash Ranjan Bhattacharyya
4. \* Ms. Sushmita Dev
5. Shri Bhubaneswar Kalita
6. Shri Vishambhar Prasad Nishad
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27. Shri Vishnu Dutt Sharma
28. Shri Dharambir Singh
29. Shri Rajveer Singh (Raju Bhaiya)
30. Shri S. Venkatesan
31. \*\* Shrimati Pratibha Singh

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\* Nominated w.e.f. 27.09.2021

\*\* Nominated w.e.f. 07.02.2022

**SECRETARIAT**

Shri Sunil Dutt Nautiyal, Joint Secretary  
Shri A.K.Mallick, Director  
Shri Har Prateek Arya, Deputy Secretary  
Smt. Oindrila Roy, Deputy Secretary

## INTRODUCTION

I, the Chairman of the Department-related Parliamentary Standing Committee on Education, Women, Children, Youth and Sports, having been authorized by the Committee to submit the Report on its behalf, do hereby present this Three Hundred and Thirty-eighth Report on the Demands for Grants (2022-23) pertaining to the Ministry of Women and Child Development.

2. In accordance with the constitutional requirement under Article 113, the estimated expenditure of the Ministries/Departments of the Government of India projected under various Demands for Grants for the upcoming financial year needs to be voted by Parliament. As a sequel thereto, Demands for Grants of the relevant Ministries/Departments stand referred to concerned Department-related Parliamentary Standing Committee to make a close scrutiny thereof under Rule 270 of Rules of Procedure and Conduct of Business in the Council of States. While making scrutiny of the Demands for Grants, the Committee has made an appraisal of the allocations--- overall and Scheme-wise --- besides performance, programmes, schemes and policies of the Ministry of Women and Child Development *vis-à-vis* expenditure made out of Consolidated Fund of India in the current Financial Year.

4. The Budget allocations of the Ministry of Women and Child Development have been sought under Demand No. 101. In this Report, a scrutiny of Demand No. 101 pertaining to the Ministry of Women and Child Development, for the Financial Year 2022-23, has been made by the Committee.

5. The Report has been divided into three parts – first part provides an Overview of the Ministry and Demands at a glance, second part makes an Assessment of the Demands for Grants of the Ministry and the third part makes a Scheme/body wise appraisal of the Ministry.

6. During the course of examination of the Demands, the Committee heard the views of the Secretary, Ministry of Women and Child Development and Member-Secretary, National Commission for Women and representatives of National Institute of Public Cooperation and Child Development (NIPCCD) and Central Adoption Resource Authority (CARA) in its sitting held on 26<sup>th</sup>February, 2022.

7. The Committee, while making its observations/recommendations, has mainly relied upon the following: -

- (i) Budget Speech of the Finance Minister on 1<sup>st</sup> February, 2022;
- (ii) Detailed Demands for Grants of the Ministry of Women and Child Development for the year 2022-23;
- (iii) Detailed Explanatory Notes on the Demands for Grants (2022-23) received from the Ministry and the agencies/organizations of Ministry of Women and Child Development;

- (iv) Output-Outcome Framework 2022-23, Ministry of Women and Child Development;
- (v) Annual Report of the Ministry of Women and Child Development for the year 2021-22, and the latest available Annual Reports of the agencies/organizations of the Ministry;
- (vi) Presentation made by the Secretary, Ministry of Women and Child Development;
- (vii) Presentations made by the heads/representatives of organizations/agencies under the Administrative Control of the Ministry of Women and Child Development *namely*, National Commission for Women (NCW), National Institute of Public Cooperation and Child Development (NIPCCD) and Central Adoption Resource Authority (CARA);
- (viii) Written replies furnished by the Ministry of Women and Child Development on the Questionnaires (Issues and Schemes & Budgetary Allocations) prepared by the Secretariat;
- (ix) Written clarifications furnished by the Ministry of Women and Child Development to the points/issues raised by Members in the meeting of the Committee; and
- (x) Depositions made by the Secretary and Ministry Officials before the Committee.

8. The Report is based on facts, figures and submissions (both oral and written) tendered to the Committee by Ministry of Women and Child Development and Organizations under the Ministry.

9. The Committee wishes to express its thanks to the Secretary and officers of the Ministry of Women and Child Development as well as Heads/Officers of the organizations/agencies under the administrative control of the Ministry of Women and Child Development for appearing before the Committee and furnishing the requisite information in connection with the examination of Demands for Grants of the Ministry.

10. The Committee considered and adopted the Report in its meeting held on 15<sup>th</sup> March, 2022 and presented to both Houses of Parliament on 16<sup>th</sup> March, 2022.

11. For the facility of reference and convenience, the observations and recommendations of the Committee have been printed in bold letters in the body of the Report.

NEW DELHI  
15 March, 2022  
Phalgun 24, 1943 (Saka )

**Dr. Vinay P. Sahasrabudhe**  
Chairman  
Department-related Parliamentary  
Standing Committee on Education, Women,  
Children, Youth and Sports

## ACRONYMS

AWC	Anganwadi Centre
AWH	Anganwadi Helper
AWW	Anganwadi Worker
BBBP	Beti Bachao Beti Padhao
BE	Budget Estimates
CARA	Central Adoption Resource Authority
CCI	Child Care Institution
CPS	Child Protection Services
CSWB	Central Social Welfare Board
CWC	Child Welfare Committee
DBT	Direct Benefit Transfer
DCPU	District Child Protection Unit
DLCW	District Level Centre for Women
ECCE	Early Childhood Care and Education
EFC	Expenditure Finance Committee
EWRs	Elected Women Representatives
FNB	Food and Nutrition Board
IBRD	International Bank for Reconstruction and Development
ICDS	Integrated Child Development Services
JJA	Juvenile Justice Act
JJB	Juvenile Justice Board
MHA	Ministry of Home Affairs
MoU	Memorandum of Understanding
MPV	Mahila Police Volunteer
MWCD	Ministry of Women and Child Development
NCPCR	National Commission for Protection of Child Rights
NCW	National Commission for Women
NEP	National Education Policy
NHFS	National Family Health Survey
NIPCCD	National Institute of Public Cooperation and Child Development
OSC	One Stop Centre



PAB	Project Approval Board
PMMVY	Pradhan Mantri MatruVandana Yojana
PW&LM	Pregnant Women and Lactating Mother
RE	Revised Estimates
RMK	Rashtriya Mahila Kosh
SAG	Scheme for Adolescent Girls
SCPCR	State Commission for the Protection of Child Rights
SoE	Statement of Expenditure
SRCW	State Resource Centre for Women
UC	Utilization Certificate
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNODC	United Nations Office on Drugs and Crime
UT	Union Territories
VO	Voluntary Organization
WHL	Women Helpline

## REPORT

### OVERVIEW OF THE MINISTRY AND OVERALL BUDGETARY ALLOCATIONS

1.0. The Ministry of Women and Child Development is mandated to formulate and administer regulations and laws relating to the welfare of women and children in the country. Its prime objective is to address gaps in state action for women and children and for promoting inter-ministerial and inter-sectoral convergence to create gender equitable and child centered legislation, policies, and programmes. The Ministry has to evolve policies, plans of action, legislations, programmes and schemes for the advancement of women and children and implement them with the support of State Governments/ UTs, Government and Non-Government organizations for achieving its mandate. The Ministry has three autonomous organizations, namely National Institute of Public Cooperation and Child Development (NIPCCD), Central Social Welfare Board (CSWB) and Rashtriya Mahila Kosh (RMK), besides three statutory bodies namely National Commission for Women (NCW), National Commission for Protection of Child Rights (NCPCR) and Central Adoption Resource Authority (CARA).

1.1 The Budgetary allocation of the Ministry for the year 2021-22 is Rs. 24,435.00 crore with a Revised Estimate of Rs. 23,200.00 crore. The Budget Estimate (BE) for the year 2022-23 is Rs. 25,172.28 crore, under Demand No. 101, and the allocations (Scheme/ Non-Scheme) against each Head are as under:

<b>SCHEMES</b>	<b>BE 2022-23 (Rs. in crore)</b>
Saksham Anganwadi Services and Poshan 2.0	20263.07
Mission Vatsalya	1472.17
Mission SHAKTI	
(I) SAMBAL	562.00
(ii) SAMARTHYA	2622.11
Total Nari Shakti	3184.11
Other Schemes funded from Nirbhaya Fund	20.00
<b>Total (Schemes)</b>	<b>24939.35</b>
<b>NON-SCHEMES</b>	

Secretariat	64.10
Food and Nutrition Board	9.00
National Awards	1.60
Contribution to UNICEF	5.60
<b>Total Secretariat Social Services</b>	<b>80.30</b>
Autonomous Bodies	
NIPPCD	56.80
Central Adoption Resource Agency (CARA)	10.00
National Commission for Protection of Child Rights	21.09
National Commission for Women (NCW)	27.00
Central Social Welfare Board (CSWB)	37.74
<b>Total Autonomous Bodies</b>	<b>152.63</b>
<b>TOTAL (Non Schemes)</b>	<b>232.93</b>
<b>Total (Schemes + Non Schemes)</b>	<b>25172.28</b>

1.2 Brief explanatory note, Demand-wise, on each of the allocations in the Demands for Grants (2022-23) as mentioned in Para 1.1 is as under:

**1.2.1 Saksham Anganwadi and POSHAN 2.0:** The schemes of Anganwadi Services, Poshan Abhiyaan and Scheme for Adolescent Girls of the erstwhile Umbrella Integrated Child Development Services (ICDS) have been revamped and have been brought under the Umbrella Scheme of Saksham Anganwadi and POSHAN 2.0. The sub- component of the scheme are as under: -

- (i) **Anganwadi Services:** The scheme provides a package of six services, viz., supplementary nutrition, non-formal pre-school education, nutrition and health education, immunization, health check-up and referral services. After universalization of the services, the Government has approved 14 lakh Anganwadi Centres in 7075 Projects covering every habitation level of the country. The Anganwadi Services under Umbrella ICDS were rationalized with revised scope,

structure and cost sharing ratio in November, 2017. The Government has also revised the cost norms of Supplementary Nutrition Programme in October, 2017 and enhanced honorarium payable to Anganwadi Workers and Helpers from 1<sup>st</sup> October,2018.

(ii) **National Nutrition Mission (Poshan Abhiyaan):** The National Nutrition Mission was launched by the Hon'ble Prime Minister on 8<sup>th</sup> March, 2018. It aims to reduce the level of stunting, under-nutrition, anemia and low birth weight in children through use of technology, targeted approach and convergence. It also aims to address the issue of malnutrition among adolescent girls, pregnant women and lactating mothers. The programme makes interventions by use of technology, behavioral change through convergence and lays down specific targets to be achieved across different monitoring parameters. To ensure a holistic approach, the scheme is being implemented in all 36 States/UTs. The Abhiyaan aims to reduce mal-nourishment in the country in a phased manner, through the life cycle concept, by adopting a synergized and result oriented approach. The Abhiyaan aims to ensure mechanisms for timely service delivery and a robust monitoring as well as intervention infrastructure. Target is to bring down stunting of the children in the age group of 0-6 years from 38.4 % to 25% by the year 2022.

(iii) **Scheme for Adolescent Girls:** Government is implementing the Scheme for Adolescent Girls to improve the nutritional and health status of out of school adolescent girls of age 11-14 years and to upgrade their skills. In addition to providing nutritional support to adolescent girls, the scheme aims to motivate out of school girls to go back to formal schooling or vocational /skill training. The scheme has been extended to all the districts of the country with effect from 01.05.2018.

**1.2.2 Mission VATSALYA:** The scheme of Child Protection Services which was a part of erstwhile Umbrella ICDS, has been re-structured and renamed as Mission Vatsalya from the year 2021-22. This Scheme is being implemented with a view to create a safe and secure environment for comprehensive development of children who are in need of care and protection, children in conflict with law and other vulnerable children. The Child Protection Services scheme is being implemented from the financial year 2009-10. The programme components include Institutional Services by way of Child Care Institutions and Family based

non institutional care through sponsorship, foster care & adoption. It also supports after care programme & Emergency outreach service through Child line and Child Tracking System.

**1.2.3 MISSION SHAKTI:** The erstwhile scheme of ‘Mission for Protection and Empowerment of Women’ has been revamped and brought under the Umbrella Scheme of Mission Shakti from the year 2021-22. The Mission Shakti has been divided in to 2 sub-schemes as under: -

(i) **SAMBAL:** This sub-scheme includes components *viz.* Beti Bachao Beti Padhao, One Stop Centre, Nari Adalat, Mahila Police volunteer and Women’s Helpline.

- **Beti Bachao Beti Padhao:** Beti Bachao Beti Padhao scheme aims to address the issue of declining child sex ratio through mass campaigns across the country. The scheme focused on multi sectoral interventions in 405 selected districts low in Child Sex Ratio. The expansion of the Scheme has been approved covering all districts. The scheme aims to increase sex ratio at birth, reduce under 5 child mortality, increase institutional deliveries, enhance enrollment in school, provide girl toilets, create awareness about POCSO Act, access to skilling, vocational training etc.
- **One Stop Centre:** One Stop Centre is exclusively designed to provide support and assistance to women affected by violence, both in private and public spaces, including in the family, community, workplace etc. under one roof. The scheme aims to facilitate access to an integrated range of services including medical aid, police assistance, legal aid/ case management, psychosocial counseling and temporary support service to women affected by violence. The scheme is being implemented since 1<sup>st</sup> April 2015.
- **Women Helpline:** The scheme is being implemented from 1<sup>st</sup> April 2015. The Women Helpline (WHL) provides 24 hours emergency response to all women affected by violence both in public and private sphere. It also gives information about women related Government schemes across the country through a single uniform number.
- **Mahila Police Volunteers:** Under the re-structuring proposal, the scheme has been proposed to be closed. The scheme aimed to act as a link between police and community and facilitate women in distress.

(ii)**SAMARTHYA:** The sub-scheme includes various components *viz.* Shakti Sadan (erstwhile Swadhar, Ujjwala, Widow Home), Shakhi Niwas (erstwhile Working Women Hostel), Palna (erstwhile National Creche Scheme), Pradhan Mantri Matru Vandana Yojana, National Hub for Women Empowerment, Gender Budgeting, Research/ Skilling/ Training/Media Advocacy.

- **Shakti Sadan (Swadhar & Ujjwala):** The Scheme aims to support women victims of difficult circumstances who are in need of institutional support for rehabilitation so that they could lead their life with dignity. It envisages that shelter, food, clothing and health as well as economic and social security are assured for such women. Further, the scheme envisages rescue, rehabilitation, re-integration and repatriation of victims of trafficking for commercial sexual exploitation.
- **Sakhi Niwas (Working Women Hostel):** The scheme has been devised to ensure safe accommodation for working women away from their place of residence.
- **Palna (National Creche Scheme):** The Scheme aims to provide day care facilities to children (age group of 0-6 years) of working mothers and other deserving women belonging to families whose monthly income is not more than Rs. 12,000/- The Scheme provides supplementary nutrition, health care inputs like immunization, polio drops, basic health monitoring, sleeping facilities, early stimulation (below 3 yrs), pre-school education for 3-6 years and emergency medicine.
- **Pradhan Mantri Matru Vanadna Yojana:** The Hon'ble Prime Minister in his address to the nation on 31<sup>st</sup>December, 2016, announced Pan-India implementation of Maternity Benefit Programme for eligible Pregnant Women and Lactating Mothers (PW&LM). The scheme has been named as Pradhan Mantri Matru Vandana Yojana (PMMVY). The scheme aims to provide partial compensation for the wage loss in terms of cash incentive so that the woman can take adequate rest before and after delivery of the first child and lead to improved health seeking behavior amongst the PW&LM. The Scheme envisages to provide cash incentive directly to the Bank/Post Office Account of PW&LM in DBT Mode during pregnancy and lactation in response to individual fulfilling specific conditions.
- **National Hub for Women Empowerment:** It has been proposed to put in place a single and dedicated Hub to be called National Hub for Women Empowerment as a

project monitoring Unit at Central level by subsuming the existing schemes of Mahila Shakti Kendra. Similar hubs would be created at State and district levels.

- **Gender Budgeting & Research Publication and Monitoring:** Gender Budgeting was adopted by the Government of India as a powerful tool for promoting gender equality and ensuring continued investments through Government planning and budgeting. Gender budgeting maintains a gender perspective at various stages of programme/policy formulation, assessment of needs of target groups, review of existing policies and guidelines, allocation of resources, implementation of programmes, gender sensitive output/outcome achievement, gender audit and impact assessment, and reprioritization of resources. The Ministry sponsors projects of research, publications & monitoring in the fields of welfare and development of women and children including aspects relating to food and nutrition. This scheme is proposed to be subsumed under the National Hub for Women Empowerment.
- **Information and Mass Communication (Media):** This scheme has been proposed as a tool for campaigning and amplifying the initiatives of this Ministry and other Ministries for converging all mindset and social behavioural changes pertaining to gender based disadvantages, safety and empowerment of girls and women at national, state, district and village levels

1.2.4 **Secretariat:** The provision is for expenditure on Secretariat of the Ministry. It also includes requirements for purchase of Information Technology applications, purchase of hardware and software, training etc. for strengthening of e-governance activities in the Ministry.

1.2.5 **Food and Nutrition Board:** The Food and Nutrition Board (FNB) is a technical support wing under Child Development Bureau of the Ministry. FNB is responsible for the policy issue related to nutrition. It provides inputs for nutrition education and awareness through a wide range of nutrition education and extension services as well as training programmes.

1.2.6 **National Institute of Public Cooperation and Child Development (NIPCCD):** NIPCCD conducts research and evaluation studies, organizes training programmes, seminars, workshops, conferences, provides information services in the field of public cooperation and child development and also caters to the need of training and research consultancy through its

headquarters in New Delhi and its four regional centres at Bangalore, Guwahati, Indore and Lucknow.

**1.2.7 Central Adoption Resource Authority (CARA):** Central Adoption Resource Authority (CARA) is a statutory body of Ministry of Women & Child Development, Government of India. It functions as the nodal body for adoption of Indian children and is mandated to monitor and regulate in-country and inter-country adoptions. CARA primarily deals with adoption of orphan, abandoned and surrendered children through its associated /recognized adoption agencies.

**1.2.8 National Commission for Protection of Child Rights (NCPCR):** The Commission was set up under the Commissions for Protection of Child Rights Act, 2005 to ensure better protection of the rights of the child through the monitoring of constitutional and legal rights of children and monitoring programmes relating to the survival, welfare and development of children.

**1.2.9 National Commission for Women (NCW):** National Commission for Women is a statutory body constituted under National Commission for Women Act, 1990. It has the mandate to investigate and examine all matters relating to the safeguards provided for women under the Constitution and other laws. It looks into complaints and takes *suo-moto* notice of matters relating to deprivation of women rights etc.

**1.2.10 Central Social Welfare Board (CSWB):** CSWB has initiated several programmes for the welfare and development of women and children, especially in rural areas. The important programmes that are currently being implemented include condensed courses of education for women and girls, Awareness Generation implemented through Voluntary Organizations in collaboration with State Social Welfare Boards.

**1.2.11 National Awards:** This includes provision for the National Awards for Child Welfare.

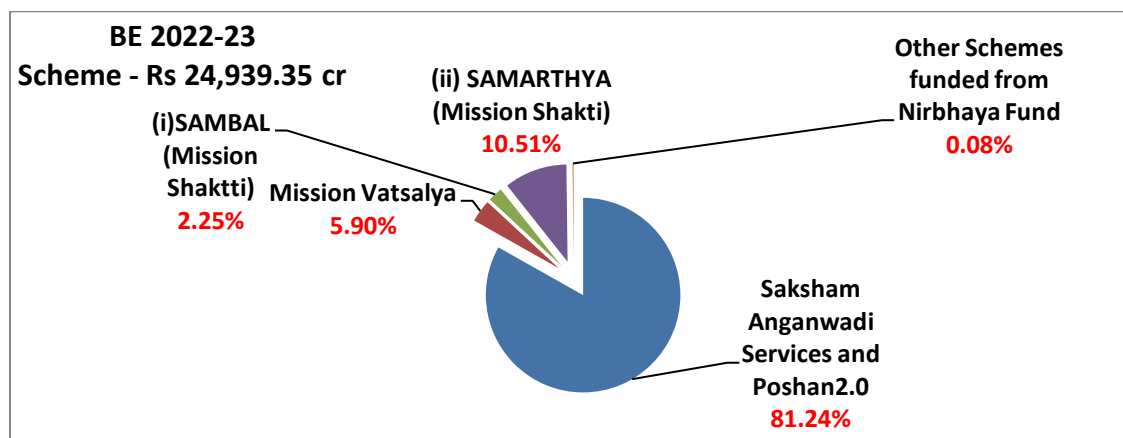
**1.2.12 Contribution to UNICEF:** This is meant for meeting India's contribution to the UNICEF.

**1.3** In a nutshell, the Ministry has devised three flagship programmes namely, Saksham Anganwadi and Poshan 2.0, Mission Vatsalya and Mission Shakti for advancement of the



mandate given to it. Saksham Anganwadi and Poshan 2.0 with a budget allocation of Rs. 20,263.07 for the year 2022-23 have the following components, namely, Anganwadi services, Poshan Abhiyan and Scheme for Adolescent Girls. Mission Vatsalya has a budget allocation of Rs. 1,472.17 crore for the year 2022-23. The Scheme aims to create a safe and secure environment for comprehensive development of children who are in need of care and protection, children in conflict with law and other vulnerable children. Mission Shakti with a budget allocation of Rs. 3,184.11 crore for the year 2022-23 has the following sub schemes, namely, SAMBAL and SAMARTHYA. It has components like Beti Bachao Beti Padhao, One Stop Centre, Women Helpline, Shakti Sadan, Sakhi Niwas, Palna, Pradhan Mantri Matru Vandana Yojana, National Hub for Women Empowerment, Gender Budgeting & Research Publication and Monitoring and information and mass communication (Media).

1.4 The total budgetary allocation of the Ministry for the financial year 2002-23 in the prism of three flagship Schemes, namely Saksham Anganwadi Services and Poshan 2.0, Mission Shakti and Mission Vatsalya , represented as a Pie Chart is as under:



It may be noticed that the three flagship schemes account for 81.24% (Saksham Anganwadi Services and Poshan 2.0), 12.76 % (Mission Shakti) and 5.90% (Mission Vatsalya) respectively.

## 2. ASSESSMENT OF THE DEMANDS FOR GRANTS OF THE MINISTRY

2.1 The Committee considered the Demands for Grants (2022-23) of the Ministry of Women and Child Development in its meeting held on 26<sup>th</sup> February, 2022. The Demands for Grants (2022-23) of the Ministry have been presented to Parliament under Demand Number 101.

2.2 Out of the total budgetary allocation for financial year 2022-23 which is Rs. 39,44,908.67 crores, the allocation for the Ministry of Women and Child Development is Rs. 25,172.28 crores, which is 0.64% of the total allocation. Also, the budgetary allocation to the Ministry as percentage of GDP is as under:

*(Rs. in crore)*

<b>Year</b>	<b>GDP of India at Market Price</b>	<b>BE allocation for the Ministry</b>	<b>Percentage of GDP allocated for the Welfare of Women and Children</b>
2018-19	18722302	24,700.00	0.13%
2019-20	21100607	29,164.90	0.14%
2020-21	22489920	30,007.10	0.13%

**2.2.1 The Committee notes that the allocation of funds for the welfare of women and children in the country comes from various Ministries and as such the allocations in this respect are segregated. The Committee is of the view that since women and children together constitute about 67.7% of the country's population, as per 2011 Census, undertaking an evaluative exercise to collate the Budgetary allocations throughout the respective Ministries/ Departments on specific Schemes concentrating on welfare and improvement towards condition of women and children in the country, would not only be instructive but also be beneficial for policy makers while taking decisions in respect of allocations and also helpful in identifying overlapping areas, if any, so as to coalesce and synergize the thrust of budgetary allocations. The Committee also observes that based on such an evaluation, the Ministry of Women and Child Development being mandated with the responsibility of creating an enabling environment for both women and children so that they have access to fundamental services such as pre-school non formal education, health, nutrition and protection etc. would be able to articulate and get greater share of GOI budget so that schemes and programmes being run by them do not suffer any lags due to shortfall in resources.**

2.3 The budgetary performance of the Ministry in the previous years is as under:

(Rs. in crore)

<b>Year</b>	<b>BE</b>	<b>RE</b>	<b>Actuals</b>	<b>Percentage achievement to RE</b>
<b>2018-19</b>	24700.00	24758.42	22534.33	90.99
<b>2019-20</b>	29164.90	26184.50	22679.90	86.62
<b>2020-21</b>	30007.10	21008.31	18744.13	89.22
<b>2021-22</b>	24435.09	23200.00	17078.15 ( as on 25.2.2022)	73.61

2.3.1 It has been informed that in respect of year 2018-19, the BE was Rs. 24,700 crores and the RE was Rs. 24,758.42 crore and thus there was an increase in allocation for this year. During FY 2019-20, the BE was Rs. 29,164.90 crores and RE was Rs. 26,184.50 crore and the main factors which have been conveyed for reduction in allocation at RE stage include the availability of unspent/opening balance and non-receipt of utilization certificates (UCs) in respect of many schemes, delays in procurement of smartphones, GMDs, etc. by the States/UTs, reduction of beneficiaries from 17 lakh to 10 lakh under the Scheme for Adolescent Girls and revision of norms being underway in respect of the scheme Child Protection Services. For 2020-21, the BE was Rs. 30,007.10 crores and RE was Rs. 21,008.31 crores. Similarly, for 2021-22, the BE was Rs. 24435.09 and RE was Rs. 23,200. The reasons for the reduction in allocation at RE stage included non-receipt of UCs in time for release of funds, many of the planned activities could not be taken up due to Covid, Anganwadis and creches remaining closed for a substantial period during the year. Similarly, the budgetary allocation under RE 2021-22 was reduced since many schemes were showing slow progress due to COVID-19 related restrictions and the State Government shares were taking time to get released.

2.3.2 The BE, RE and Actuals for the financial years for 2019-20 and 2020-21 in respect of Centrally Sponsored Schemes are as under:

(Rs. in crores)

	<b>Scheme</b>	<b>2019-20</b>			<b>2020-21</b>		
		<b>BE</b>	<b>RE</b>	<b>Actual</b>	<b>BE</b>	<b>RE</b>	<b>Actuals</b>

	<b>Centrally Sponsored Schemes</b>						
	<b>1. Umbrella ICDS</b>						
1	Aaganwadi Services	19834.37	17704.50	16893.55	20532.38	17252.31	15784.41
2	POSHAN Abhiyaan(National Nutrition Mission- Programme) Component	3400.00	3400.00	1880.09	3700.00	600.00	408.27
3	Pradhan Mantri MatruVandana Yojana (IGMSY)	2500.00	2300.00	2238.97	2500.00	1239.44	1112.13
4	Scheme for Adolescent Girls	300.00	150.00	105.46	250.00	50.00	40.82
5	Child Protection Services	1500.00	1350.00	865.83	1500.00	881.56	846.63
6	National Creche Scheme	50.00	50.00	47.77	75.00	15.00	11.60
	<b>Total Umbrella ICDS</b>	<b>27584.37</b>	<b>24954.50</b>	<b>22031.67</b>	<b>28557.38</b>	<b>20038.31</b>	<b>18203.86</b>
	<b>2.Mission for Protection and Empowerment of Women</b>						
1	Mahila Shakti Kendra (National Mission for Empowerment of Women)	150.00	50.00	23.97	100.00	15.00	14.32
2	Swadhar Greh	50.00	35.00	25.49	50.00	25.00	24.40
3	Support to Training and Employment Programme	3.00	0.00	0.00	0.00	0.00	0.00
4	Ujjwala	30.00	20.00	9.35	30.00	8.00	8.00

5	Working Women Hostels	165.00	45.00	32.55	150.00	20.00	19.51
6	Gender Budgeting Research, Publication and	7.00	7.00	2.83	8.00	3.00	0.55
7	Information & Mass Education	130.00	100.00	72.68	100.00	50.00	16.63
8	BetiBachaoBetiPadhao (BBBP)	280.00	200.00	85.78	220.00	100.00	60.56
9	Women's Helpline	17.78	17.00	11.34	30.00	24.96	12.53
10	One Stop Centre	274.00	204.00	137.59	385.00	170.00	159.78
11	Mahila Police Volunteer	7.01	4.00	1.14	5.00	2.00	0.00
12	Other Schemes Funded from Nirbhaya Fund	201.21	275.00	0.04	80.00	303.04	0.10
13	Home for Widows	15.00	4.00	0.00	5.00	5.00	1.00
	<b>Total Mission for Empowerment and Protection of Women</b>	<b>1330.00</b>	<b>961.00</b>	<b>402.76</b>	<b>1163.00</b>	<b>726.00</b>	<b>317.38</b>
	<b>Total CSS</b>	<b>28914.37</b>	<b>25915.50</b>	<b>22434.43</b>	<b>29720.38</b>	<b>20764.31</b>	<b>18521.24</b>

2.3.4 As the Schemes have got restructured, the Statement indicating BE, RE and Actuals for 2021-22, for CCS Schemes is as under:

(Rs. in crores)

	SCHEMES	BE	RE	Actuals (as on 31.01.2022)
1	Saksham Anganwadi Services and Poshan 2.0	20105.00	19999.55	11517.72
2	Mission Vatsalya	900.00	829.65	286.57

3	<b>Mission SHAKTI</b>			
	<b>(I) SAMBAL</b>	587.00	258.00	132.44
	<b>(ii) SAMARTYA</b>	2522.00	1863.09	1159.73
	<b>Total Nari Shakti</b>	<b>3109.00</b>	<b>2121.09</b>	<b>1292.17</b>
4	<b>Other Schemes funded from Nirbhaya Fund</b>	48.00	10.00	2.55
	<b>Total (Scheme)</b>	<b>24162.00</b>	<b>22960.29</b>	<b>13099.01</b>

**2.3.5 The Committee is constrained to observe that the actual expenditure has been showing a declining trend over the years which is not only worrisome but is also indicative that there is a need to address the issues which are proving as obstacles. The Committee understands that under each of these schemes/programmes, financial and physical targets are fixed in accordance with the Annual Action Plan, preparation of which itself is a very exhaustive exercise. However, funds remaining underutilized indicate that financial prudence is not being exercised while seeking budget allocation under these schemes or there are gaps in proper planning, implementation and monitoring which is resulting in steep decline in actual expenditure. The Committee also appreciates that for the past two years, the pandemic and the related restriction of activities has had a severe effect on the implementation of the Schemes. However, in such a situation, it is the targeted beneficiaries who are denied the benefits of the schemes/programmes. The Committee observes that if allocation is not utilized fully, the purpose of recommending increased allocation gets defeated. The Committee, accordingly, recommends the Ministry to exercise financial prudence and make endeavour to utilize the allocated funds optimally and judiciously. The Ministry may devise a framework for cent percent utilization of funds and fix responsibilities for any lapse at any level. Moreover, if there is underutilization of funds in the schemes, the Ministry may re-appropriate such funds at revised stage for other schemes where there is a shortage of funds after obtaining due approval of the Ministry of Finance.**

2.4 The Committee also took note of the scheme-wise projected demand of the Ministry and actual allocation to it for the years 2021-22 and 2022-23 which is as under:

**Statement indicating Projected Demand and Actual Allocation for the F.Y. 2021-22**

*(Rs. in crore)*

	<b>SCHEMES</b>	<b>Projected Demand</b>	<b>Actual Allocation (BE)</b>
1	<b>Saksham Anganwadi Services and Poshan 2.0</b>	26930.00	20105.00
2	<b>Mission Vatsalya</b>	1500.00	900.00
3	<b>Mission SHAKTI</b>		
	<b>(I) SAMBAL</b>	520.04	587.00
	<b>(ii) SAMARYA</b>	3455.00	2522.00
	<b>Total Mission Shakti</b>	<b>3975.04</b>	<b>3109.00</b>
4	<b>Other Schemes funded from Nirbhaya Fund</b>	197.96	48.00
	<b>Total (Scheme)</b>	<b>32603.00</b>	<b>24162.00</b>

**2.4.1 Statement indicating Projected Demand and Actual Allocation for the F.Y. 2022-23**

*(Rs. in crore)*

	<b>SCHEMES</b>	<b>Projected Demand</b>	<b>Actual Allocation (BE)</b>
1	<b>Saksham Anganwadi Services and Poshan 2.0</b>	20258.17	20263.07
2	<b>Mission Vatsalya</b>	1472.17	1472.17
3	<b>Mission SHAKTI</b>		
	<b>(i) SAMBAL</b>	547.00	562.00
	<b>(ii) SAMARYA</b>	2642.01	2622.11
	<b>Total Mission Shakti</b>	3189.01	3184.11
4	<b>Other Schemes funded from Nirbhaya Fund</b>	20.00	20.00
	<b>Total (Scheme)</b>	<b>24939.35</b>	<b>24939.35</b>

**2.4.2 The Committee observes from the details given above, it is evident that the BE allocation to the Ministry for the year 2022-23 has registered a meagre increase of around 3 percent only over the BE allocation of 2021-22. In respect of the overall projected demand and actual allocations, the Committee is happy to note that unlike the previous year, the Projected Demand and Actual Allocation has no gaps for the F.Y. 2022-23. The Committee observes that since the allocations to the Ministry have been made as per the Projected Demand, the onus of effective implementation of the Schemes of the Ministry lies with them as the projected demand of the Ministry for each of its programmes and the actual allocations has been bridged completely. The Committee understands that when the Ministry raises a demand, they have an assessment of targets and outreach of beneficiaries and any gap means that either targets get compromised or intended beneficiaries get left out; both defeating the purpose of the schemes meant for the benefit of the most vulnerable section of the society *i.e.* women and children. In this background, the Committee recommends that the Ministry must now put in all efforts to meet the targets as envisaged under each of the Schemes to make visible improvements on the ground.**

2.5 The Output-Outcome Monitoring Framework represents an important reform towards outcome-based monitoring. It is in a way a paradigm shift from measuring simply physical and financial progress, to a governance model based on outcomes as this Framework endeavours to provide measurable indicators for achievement of scheme objectives, or the 'Outcomes'. It is felt that actively tracking progress against defined targets provides key benefits for improving governance like the development impact and the public accountability of amounts spent. The framework facilitates target setting on output (measurable product of programme activities) and outcome (collective results or qualitative improvements brought about by delivery of services) indicators by the respective Ministry/ Department. The Output-Outcome Monitoring Framework (OOME) 2022-23, relating to the Schemes under the Ministry has been noted by the Committee. The Committee further notes that Saksham Anganwadi and Poshan 2.0 with a Budget allocation of Rs. 20,263.07 for the year 2022-23 having the components of Anganwadi services, Poshan Abhiyan and Scheme for Adolescent Girls, accounts for around 80.49 % of the total allocation and the Output-Outcomes for this flagship scheme are as under:

FINANCI	OUTPUTS 2022-23	OUTCOMES 2022-23
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AL OUTLAY (In Cr.) Rs. 20263.07						
2022-23	Output	Indicators	Target 2022-23	Outcome	Indicators	Target 2022- 23
	1.Operational-izing the AWCs	1.1. Operational-izing AWCs	13,99,697	1. Improved nutritional and health status of children in the age group 6 months - 6 years	1.1 Percentage reduction of children who are wasted (Base NFHS-5)	2%
		1.2. Number of AWCs with Drinking Water Supply	60,000		1.2 Percentage reduction of children who are underweight (Base NFHS-5)	2%
		1.3. Number of AWCs with Toilets	80,000			
		1.4. Number of AWCs with Poshan Vatikas	40,000			
		1.5. Outreach	40,00,000			

		Activities				
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**2.5.1 The Committee recommends that in view of this flagship scheme being the mainstay with 80% of the total allocation being used through this scheme, a well-defined monitoring mechanism with inbuilt system for regular monitoring will be helpful in fund management and also in plugging the loopholes, if any, in implementation of the Scheme. The budget allocated for Saksham Anganwadi and POSHAN 2.0 (Umbrella ICDS - Anganwadi Services, Poshan Abhiyan, Scheme for Adolescent Girls) is Rs 20,263 crore, which is a small increase from Rs 20,105 crore in 2021-22. The Committee hopes that the suggested monitoring mechanism will also help the Ministry to remain more aware through continuous evaluation, so that if needed, additional funds with valid justification and rationale can be sought at the RE stage.**

### **3. SCHEMES AND BODIES UNDER THE MINISTRY**

**3.1** Anganwadi Services under Umbrella ICDS Scheme (earlier known as ICDS) which was launched in 1975, is one of the flagship programmes of the Government of India and represents one of the world’s largest and unique programmes for early childhood care and development, with the following objectives:-

- i. To improve the nutritional and health status of children in the age-group of 0-6 years;
- ii. To lay the foundation for proper psychological, physical and social development of the child;
- iii. To reduce the incidence of mortality, morbidity, malnutrition and school dropouts;
- iv. To achieve effective co-ordination of policy and implementation amongst the various departments to promote child development; and
- v. 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.

3.1.2 Thereafter, on 16<sup>th</sup> November, 2017, the Umbrella Integrated Child Development Services Scheme was launched with a revised scope, structure and cost sharing ratio along with the following sub-schemes:

- a. Anganwadi Services (in place of ICDS)

- b. Scheme for Adolescent Girls (in place of SABLA)
- c. Child Protection Services (in place of Integrated Child Protection Services)
- d. National Crèche Scheme (in place of Rajeev Gandhi National Crèche Scheme)
- e. Pradhan Mantri Matru Vandana Yojana (PMMVY)
- f. POSHAN Abhiyaan

3.1.3 The beneficiaries under this scheme are children in the age group of 0-6 years, pregnant women and lactating mothers. Presently, under the Scheme, total numbers of beneficiaries are:

<b>Beneficiaries under Anganwadi Services</b>	
No of children aged 6 months - 6 years	7,36,91,025
No. of Pregnant Women and Lactating Mothers	1,69,25,928
<b>Total No of Beneficiaries (Children 6 months-6 years plus PW&amp;LM)</b>	<b>9,06,16,953</b>

3.1.4 Under the Scheme, package of following six services is provided under the Anganwadi Services scheme:

- i. Supplementary Nutrition (SNP)
- ii. Pre-school Non-formal Education
- iii. Nutrition & Health Education
- iv. Immunization
- v. Health Check-up
- vi. Referral Services

3.1.5 Three of the six services, viz. Immunization, Health check-up and Referral Services, are related to health and are provided through NRHM & Public Health Infrastructure.

**Physical and Financial Targets and their achievements:** The physical progress of Anganwadi Services Scheme during the last five years is as under:

#### **STATUS OF ANGANWADI SERVICES SCHEME DURING THE LAST FIVE YEARS**

Year	Sanctioned AWCs	Operational AWCs	Total SNP beneficiaries (children 6 mo-6 years and PW&LM)	Total PSE beneficiaries (children 3-6 years)
2016-17	1400000	1354916	98342390	34052303
2017-18	1400000	1363021	89276933	32591866
2018-19	1399697	1372872	87560671	30191978
2019-20	1399697	1381376	85505148	24503688
2020-21	1399697	1387432	83182823	23037565
2021-22 (up to June 2021)	1399697	<b>1389110</b>	90616953	20043635

**STATUS OF INFRASTRUCTURE UNDER ANGANWADI SERVICES SCHEME DURING THE LAST FIVE YEARS**

Year	No. of AWCs with Pucca Buildings	No. of AWCs with Drinking Water Facilities	No. of AWCs with Toilet Facilities
2016-17	999470	1015114	868071
2017-18	1132698	1016149	927178
2018-19	1190113	1176105	944252
2019-20	1222595	1154078	972362
2020-21	1242126	1196458	1005257
2021-22 (up to June 2021)	1255675	1223370	1101843

3.1.6 The details of Budget Allocation and Expenditure for the years 2016-17 to 2021-22 in respect of Anganwadi Services are as under:

*(Rs. in crore)*

<b>Years</b>	<b>Budget Estimates</b>	<b>Revised Estimates</b>	<b>Expenditure</b>	<b>Percentage w.r.t. RE</b>
2016-17	14,000.00	14,560.60	14,430.31	99.11%
2017-18	15,245.19	15,245.19	15,155.34	99.41%
2018-19	16,334.88	17,879.17	16,811.71	94.03%
2019-20	19,834.37	17,704.50	16,891.99	95.41%
2020-21	20,532.38	17,252.31	15,784.39	91.49%
2021-22	20,105.00	19,999.55	* 11,517.72	57.59%

\* As on 30.01.2022 (including SAG and POSHAN 2.0)

**3.1.7 The Committee observes that while infrastructure development and capacity building of the Anganwadi remains the key to improving the programme, the standards of all its services need to be upscaled. The economic fallout of the Covid pandemic has made necessity of quality public welfare services more pressing than ever. Thus, Anganwadi Centres (AWCs) could become agents of improved delivery of such services and need to play a much larger role in anchoring community development, more so as beneficiaries for want of services due to lack of adequate facilities at AWCs, turn to paid options, which hit the low-income families the hardest. Also, effective implementation of the Scheme rests heavily on the combined efforts of the Anganwadi workers (AWWs), ASHAs and ANMs, but a lot requires to be done to improve the career prospects and service conditions of these frontline workers. The Committee recommends that sustained efforts towards infrastructure development and capacity building of the AWCs be made besides upscaling the standards of all its services. Observing that the States have much to learn from each other's experience and good practices, the Committee recommends that the Ministry must undertake a comprehensive impact assessment through state-wise review of the status of AWCs and its services, to collate the best practices that emerge and push for their adoption in States which are lagging.**

3.1.8 During the deposition by the Ministry, several queries in respect of the dilapidated state of old buildings housing Anganwadis, wages of Anganwadi workers and avoidance of their engagement by State Governments in other activities unrelated to their core work, were raised by the Committee. The Committee also suggests for review of the issues like using Anganwadi workers for various other duties, enhancement of their Honorarium, opening of large model

Anganwadi Centres in each District, engagement of Mahila Mandals, finding avenues for CSR funds for building AWCs. **The Committee is of the view that each of the issues raised needs in-depth examination as they bring to the fore the ground level issues and challenges which this flagship Scheme faces. The Committee recommends that these issues be thoroughly examined, and a status report be presented to the Committee in this regard.**

3.2 POSHAN Abhiyaan is a multi-ministerial convergence mission with a vision to attain a 'Malnutrition Free India' in a phased manner. Launched by the Hon'ble Prime Minister on 8<sup>th</sup> March, 2018, the programme focuses on ensuring strengthening of service delivery mechanisms by leveraging technology, bringing behavioural change supported by convergence at all levels and promoting a nutrition-centric *Jan Andolan*. To achieve the larger goals, the Abhiyaan has been effectively addressing malnutrition issues since its launch, through components like ICT Application, Convergence, Community Mobilization, Behavioural Change & Jan Andolan, Capacity Building, Incentives and Awards, and Innovations. Some of the new initiatives taken under POSHAN Abhiyaan are as under:

**3.2.1 MoU with Ministry of AYUSH:** Ministry of Women & Child Development signed a Memorandum of Understanding with Ministry of AYUSH (MoAYUSH) on 20<sup>th</sup> September, 2020 for Integration of AYUSH systems with on-going nutrition Interventions under the ICDS programme. As part of collaboration, MoAYUSH would provide support to the beneficiaries of Umbrella ICDS attending Anganwadi Centers to help address malnutrition through the principles and practices of Ayurveda, Yoga and other AYUSH systems and provide context specific solutions for holistic wellbeing of Women and Children. Simultaneously, MoWCD will enable outreach of AYUSH systems through Anganwadi Centres to complement and support Government's existing AYUSH infrastructure by providing grass-root level access for health and wellness services to the community. During the Poshan Pakhwada 2021, Plantation Drive was taken up in extensive manner and supported by MoAYUSH, under which 1.10 lakhs saplings of medicinal plants were planted in 21 districts.

**3.2.3 Poshan Tracker:** The Ministry of WCD has conceptualized and launched a digital platform, viz. Poshan Tracker on 1<sup>st</sup> March, 2021, which will be an overarching system, providing facilities, services and inter-linkages, and thereby also promoting real-time data with analytics. Poshan Tracker management application will provide a 360-degree view of the activities of the

Anganwadi Centre (AWC), service deliveries of Anganwadi Workers (AWWs) and complete beneficiary management for pregnant women, lactating mothers and children.

**Status of enrolment of beneficiaries on Poshan Tracker is as under:**

<b>Category</b>	<b>Beneficiaries</b>
<b>Total Beneficiaries</b>	<b>98468538</b>
Lactating Mothers	3373309
Pregnant Women	8812210
Children 0-6M	2187548
Children 6M-3Y	35688460
Children 3-6Y	36982773
Adolescent Girls	11424238

3.2.4 As regards the physical progress and component-wise achievements of POSHAN Abhiyaan, it has been informed that the recently released report of NFHS-5 (2019-21) by Ministry of Health & Family Welfare (MoH&FW) has validated the efforts of POSHAN Abhiyaan, reflecting a decline in key nutrition indicators. Among children under 5 years of age, stunting has reduced from 38.4% to 35.5%, while wasting has reduced from 21.0% to 19.3% and underweight prevalence has reduced from 35.8% to 32.1%, the components-wise progress and achievements are as below.

### **Financial progress of POSHAN Abhiyaan**

3.2.5 The total outlay for the scheme till 31<sup>st</sup> December 2021 is Rs 9046.17 crore. The cumulative budgetary estimate (RE) is Rs 7950.00 crore, and the cumulative funds released to the states till 31<sup>st</sup> December 2021 is Rs 5256.97 crore.

<b>Criteria</b>	<b>Year wise Progress</b>			<b>Target</b>
	<b>2019-20</b>	<b>2020-21</b>	<b>2021-22</b>	
States/UTs covered	28	28	36	<b>All States/UTs</b>
Districts covered	347	351	738	<b>All Districts</b>
AWCs Launched	6.30 lakh	6.42 lakh	12.61 lakh	<b>13.82 lakh AWCs</b>
Smartphones Procurement	7.52 lakh	8.65 lakh	11.03 lakh	<b>14.95 lakh</b>

GMDs Procurement	7.76 lakh	9.60 lakh	11.94 lakh	<b>13.82 lakh</b>
Capacity building of AWWs	9.87 lakh	10 lakh	10.85 lakh	<b>14 lakh</b>
Community Based Events (CBEs) organized by AWCs	2.20 crore	2.51 crore	-	<b>3.36 crore</b>
Convergence Action Plan (CAP) submitted by States/UTs	30	31	-	<b>36</b>

**3.2.6 The Committee notes that to strengthen nutritional content, delivery, outreach, and outcomes, Government had merged the Supplementary Nutrition Programme and Poshan Abhiyan to launch Mission POSHAN 2.0. The Scheme aims to provide holistic nutrition and improve nutritional outcomes for children, pregnant women and lactating mothers. The Committee observes that multiple forms of malnutrition have been rampant across all age groups in India for several decades now resulting in deficiencies, excesses or imbalances in intake of nutrients. The National Family Health Survey, December 2020 mentions that malnutrition increased significantly among children in 22 States and Union Territories between 2015-16 and 2019-20. Also, as per a Lancet study in 2019, 68% deaths of children (under five years) were due to malnutrition. With Covid-19 further exacerbating this challenge in the country, with reduction in income and disruption of essential services making the economically disadvantaged population more vulnerable to malnutrition and food insecurities during lockdown, it is understood that the progress made must have been affected adversely. The Committee is of the view that Mission Poshan 2.0 is a critical step towards addressing the challenge of malnutrition; however, its successes will substantially depend on the way it is implemented. In this respect, the Committee recommends that special efforts be made by the Ministry to highlight and firm up clarity in roles, objectives and targets for all stakeholders involved as this will help to provide a sustained focus to the Scheme.**

**3.3 Scheme for Adolescent Girls (SAG) is a Centrally-sponsored scheme which aims at providing nutritional support to out of school girls in the age group of 11-14 years for improving their health and nutritional status under the nutrition component on one hand and motivates them**



to go back to formal schooling, provides life skill training, accessing public services etc. under non-nutrition component on the other hand. The components of the Scheme are:

(i) Nutrition: Under this component, supplementary nutrition containing 600 calories, 18-20 grams of protein and micronutrients is provided to out of school adolescent girls in the age group of 11-14 years in the form of Take Home Ration or Hot Cooked Meal for 300 days in a year.

(ii) Non Nutrition Component: Under this component, the out of school adolescent girls (11-14 years) are being provided IFA supplementation, Health check-up and Referral services, Nutrition & Health Education, motivating out of school girls to go back to formal schooling or skill training, Counselling/Guidance on child care practices, Life Skill Education and accessing public services.

3.3.1 As regards cost norms, supplementary Nutrition @ Rs.9.5/- per beneficiary per day for 300 days in a year and Non-nutrition @ Rs.1.10 lakh per project per year has been fixed.

The status of funds released and nutrition beneficiaries during last five years is as under:

<b>S. No.</b>	<b>Year</b>	<b>Funds Released(Rupees in Lakhs)</b>	<b>Nutrition Beneficiaries</b>
i.	2016-17	47700.05	10702367
ii.	2017-18	44629.52	1336355
iii.	2018-19	20506.46	1188350
iv.	2019-20	10548.24	933696
v.	2020-21	4082.06	503309

3.3.2 It has been informed by the Ministry that there was a decline seen in the number of beneficiaries under the Scheme which was due to enforcement of Right to Education Act, 2009. The RTE Act provides legal entitlement for compulsory and free education to Adolescent Girls (AGs) in the age group of 11-14 years and all the AGs in this group are entitled to go-to school. Keeping in view the above facts, recently the Scheme for Adolescent Girls has been revised and subsumed under Saksham Anganwadi and Poshan 2.0. The targeted beneficiaries under the revised scheme are all the AGs in the age group of [14+ to18 years] in the Aspirational Districts and the North Eastern States instead of only out of school AGs in the age group of 11-14 years, as was earlier. The revised Scheme aims at providing nutritional support to all adolescent girls [14-18 years] for improving their health and nutritional status under the nutrition component and

providing them Iron Folic Acid supplementation, Health check-up and Referral service, Nutrition & Health Education (NHE), skill training etc. under non-nutrition component of the scheme.

**3.3.4 The Committee observes that the Scheme recognizes the importance of the all-around development and empowerment of adolescent girls and provides a nationwide platform to address their challenges. The Committee is of the view that besides scaling the programme in all districts of the country, mechanism for keeping sustained focus on outreach and performance for improved implementation must be built. The Committee recommends for putting in place a continuous monitoring and corrective action taking review of existing systems, and the challenges noticed in implementation. In case of difficulties being noticed, possibilities may be explored for alternative efficient mechanisms for implementation of the Scheme which has the potential to facilitate a healthy and empowered female adolescent population in India.**

3.4 **Mission Vatsalya (Child Protection Services (CPS) Scheme)** is being implemented by the Ministry as a Centrally Sponsored Scheme through the State Government/UT Administrations on predefined cost sharing financial pattern and all States/UTs have signed Memorandum of Association (MoU) with the Ministry. The objective of the Scheme is to provide the security net of statutory and service delivery structure to the children in difficult circumstances. It also aims at reduction of vulnerabilities to situation and actions, that lead to abuse, neglect, exploitation, abandonment and separation of children from parents by focusing on improved access to quality child protection services, raising public awareness about the reality of child rights, situations and physical and social protection in India, articulating responsibilities and enforced accountability for child protection, established and functional structure at all levels for delivery of statutory and support services to children in difficult circumstances and operational evidence based monitoring and evaluation.

3.4.1 In terms of the tangible physical progress made under the Scheme, the following has been conveyed by the Ministry:

<b>Year</b>	<b>Number of Child Care Institutions</b>	<b>Number of Beneficiaries</b>
2016-17	2283	88908
2017-18	2110	76231

2018-19	2089	74683
2019-20	2162	77765
2020-21	2215	77615

3.4.2 The achievements under the Scheme as shared by the Ministry are as follows:

<b>FY 2016-17</b>	<b>FY 2017-18</b>	<b>FY 2018-19</b>	<b>FY 2019-20</b>	<b>FY 2020-21</b>
i) No. of JJBs - 698 No. of CWCs-707	i) No. of JJBs - 709 No. of CWCs-719	i) No. of JJBs-707 No. of CWCs-725	i) No. of JJBs-703 No. of CWCs-710	i) No. of JJBs-717 No. of CWCs-719
ii) No. of DCPUs-692 No. of CCIs-2283 Beneficiaries Covered- 88908	ii) No. of DCPUs-703 No. of CCIs-2110 Beneficiaries Covered- 76231	ii) No. of DCPUs-705 No. of CCIs-2089 Beneficiaries Covered- 74683	(ii) No. of DCPUs-723 No. of CCIs-2162 Beneficiaries Covered- 77765	(ii) No. of DCPUs-732 No. of CCIs-2215 Beneficiaries Covered- 77615
(iii) Childline services became functional in 412 districts.	(iii) Childline services became functional in 420 districts.	(iii) Childline services became functional in 503 districts.	(iii) Childline services became functional in 569 districts.	(iii) Childline services became functional in 598 districts.
(iv) Child Help Desk was established at 33 major Railway stations during the year 2016-17.	(iv) Child Help Desk was established at 62 major Railway stations during the year 2017-18.	(iv) Child Help Desk was established at 92 major Railway stations during the year 2018-19.	(iv) Child Help Desk was established at 128 major Railway stations during 2019-20.	(iv) Child Help Desk are established at 141 major Railway stations.  (v) Registration of 7275 CCIs by State/UTs under JJ Act.

**3.4.3 The Committee observes that the outcome of such a Schemes i.e., Mission Vatsalya (Child Protection Services Scheme) is best measured not against numerical data but in the manner in which their effectiveness gets translated into the child protection/ welfare set-up**

in the country. The Committee also feels that it is also the responsibility of the States/UTs to effectively implement these schemes at the ground level. The Committee is of the view that although substantial progress has been made to provide a skeletal framework for rehabilitation of children in difficult circumstances, considerable ground is yet to be covered to achieve the outcome fully. The Committee also notes that there is provision for situational analysis under the scheme, however no such analysis is reported to have been conducted in most of the States. Besides this, delay in submission of proposals by States/UTs, absence of certificate of inspection by senior Officers, lack of reconciliation of expenditure *vis-à-vis* funds released are some of the difficulties which have been mentioned by the Ministry. As conveyed by the Ministry, the measures that have been taken to address the identified issues are steps to streamline the process of release of grant to States/UTs so that the implementation of the Scheme does not suffer due to delay in fund release, directing States/UTs to conduct situational analysis, submission of timely Financial Proposal, provide status of Child Care Institutions(CCI) /Juvenile Justice Boards(JJBs) and status of registration of CCI under the Juvenile Justice (JJ) Act, 2015. It has also been noted that the Ministry has been frequently conducting National Consultations with all the States/UTs to discuss issues related to Child Protection which are also attended by Senior Police Officers of all the States/UTs. The Committee is of the view that addressing the issue of child protection requires coordination amongst various Ministries, especially with the Ministry of Home Affairs, as well as the State Governments. In view of this, the Committee recommends that a coordinating mechanism can be put in place by the Ministry with active engagement of the Ministry of Home Affairs in order to make the Child Protection Services effective and bring the desired benefits of the Scheme to the children.

3.4.4 The Budget Estimate and actual expenditure, under Child Protection Services (CPS) Scheme for the year 2016-17, 2017-18, 2018-19, 2019-20 and 2020-21 are as under:

(Rs. in Crores)

Year	Budget Estimate (BE)	Revised Estimate (RE)	Actual Expenditure
2016-17	400.00	610.22	575.96

2017-18	648.00	648.00	637.82
2018-19	725.00	922.50	915.69
2019-20	1500.00	1350.00	865.83
2020-21	1500.00	881.56	856.65

**3.4.5** The Committee observes that as regards BE, RE and Actuals for 2021-22, out of the BE of Rs. 900 crores, which was revised to Rs. 829.65 crores, the utilized allocation stands at Rs. 286.57 which is 34.54 % of the RE. Also BE (2022-23) is for Rs. 1472.17 crore. The Committee notes that Mission Vatsalya has a total financial implication of Rs 10916 Crore, with a Central Share of Rs 6928 crore and State share of Rs 3988 crore and during last 5 years, total allocation under Child Protection Services (CPS) Scheme was Rs 3852 crore which shows an increase of about 63.68% in allocation under Mission Vatsalya as compared to CPS scheme. The Committee is of the view that since children have been recognized by policy makers as one of the supreme national assets, and India is home to 472 million children up to the age of 18 years which comprise 39 percent of the country's population, it would be prudent for the Ministry to get an independent evaluation done of the manner of use of resources, allocations, coordination with State Governments, issues hampering effective implementation so that the objectives of Mission Vatsalya can be fully realized with the enhanced Budgetary allocation. Also, the Committee reiterates its recommendation made in its earlier Report that children who are rehabilitated should be able to integrate into the mainstream society for which it was recommended that the Ministry initiatives be undertaken in coordination with the Ministry of Education and Ministry of Skill Development in formulating skill development and vocational training programmes for children rescued from begging, drug abuse, child labour and adolescent dropout girls.

**3.5** National Institute of Public Cooperation and Child Development (NIPCCD), is an autonomous body under the Ministry and conducts research and evaluation studies, organizes training programmes, seminars, workshops, conferences, provides information services in the field of public cooperation and child development and also caters to the need of training and research consultancy through its headquarters and regional centres. It has been informed that the

Institute focuses on essential and need-based programmes for holistic development of children and their protection, and for creating awareness regarding women's empowerment and gender issues, especially women's rights—political, social and economic.

3.5.1 The Committee notes that the Institute is also focusing on gender planning and mainstreaming, gender-budgeting, economic and political empowerment of women, prevention of sexual harassment at work place, prevention of gender-related violence such as female foeticide, female infanticide, trafficking of women and children, child marriage, etc. and the current thrust areas relating to child development remain maternal and child health and nutrition, early childhood care and education, childhood disabilities, positive mental health in children and child care support services. Also, the activities of the Institute in the area of women development are geared to support national policies and programmes for women's empowerment through training, research and documentation. **The Committee recalls that in its 326<sup>th</sup> Report, it has recommended that NIPCCD should create a platform for sharing their research with different Universities having gender/women studies and also use the research findings for the benefit of the general public. Also, NIPCCD should re-structure itself to provide consultation or consultancy services and make impact assessment study of various schemes, programmes relating to women and children. It has been informed that NIPCCD shares its Research Studies Reports with the database of Developing Library Network (DELNET). The Committee is of the view that for the Institute to realize its objectives towards coordination and promotion of voluntary action in social development and emerge as an institute of global repute in child rights, child protection and child development, it should make efforts towards developing partnerships and linkages with national and international agencies and making its training and research activities in tune with the needs of its varying stakeholders, besides building up an interface with various Universities/ Departments/other Institutes working in the same area by sharing of data and development of collaborations so that the policy recommendations that come out of the evaluation and research studies by the Institute get more synergy and are in tune with the ground realities and practical challenges.**

3.5.2 The Committee also feels that time has come to consider auditing organizations on the parameter of gender, more so with the efforts towards social mainstreaming of the

third gender. **The Committee recommends that the assessment process through Gender Audit in which the gender equality status of the organization gets analyzed and the main gender biases are identified, be made mandatory for Organizations---public or private. The Committee feels that efforts in this regard would bring to the fore the status of gender equality in policy and decision-making structures, organizational culture and processes leading to organizations formulating and implementing Gender Equality Plans. The Committee recommends that NIPCCD can examine and take the lead in defining the parameters for such a Gender Audit, keeping in view our societal challenges.**

3.5.3 It is also noted that Training is one of the core activities of the Institute and the Programmes conducted by NIPCCD cover the major schemes introduced by the Ministry and during the period from April to December, 2021, NIPCCD organized 296 online programmes which included orientation courses, sensitization/skill training programmes, workshops and consultation meets/review meets covering various schemes and programmes of the Ministry as well as contemporary need-based themes which were attended by a total of 18154 participants. **The Committee while appreciating the training programmes recommends that the Institute should also think in terms of providing some kind of internships to research students pursuing related research projects in Universities/Bodies in the field of women and child and gender issues.**

3.5.4 As far as Budgetary allocations to NIPCCD is concerned, it is noted that the position in respect of BE, RE and Actual utilization for the past three years is as under:

*(Rs. in crores)*

<b>Financial year</b>	<b>BE</b>	<b>RE</b>	<b>Actuals</b>
2019-20	63.00	63.00	55.48
2020-21	70.00	53.80	50.13
2021-22	60.00	45.50	31.13 (as on 31.1.2022)

3.5.5 Allocation for BE 2021-22 was Rs. 60.00 Crore, which was reduced to Rs. 45.50 Crore at RE 2021-22. The BE 2022-23 has been kept at 56.60 crores. **The Committee observes that**

there has been decline in the utilization of allocated funds by the NIPCCD over the last few years. The Ministry has informed that most of the training programmes were conducted online thereby reducing the expenditure substantially. The Committee is of the view that as the pandemic wanes, a planned and defined chart of activities of the Institute, both in the nature of academic research and training outreach, may be worked out, which will prove beneficial in realization of its mandate and better utilization of allocated funds.

3.6 **Central Adoption Resource Authority (CARA)** is a statutory body which functions as the nodal body for adoption of Indian children and is mandated to monitor and regulate in-country and inter-country adoptions. CARA is designated as the Central Authority to deal with inter-country adoptions in accordance with the provisions of the Hague Convention on Inter-country Adoption, 1993, ratified by Government of India in 2003. CARA primarily deals with adoption of orphan, abandoned and surrendered children through its associated /recognized adoption agencies. It has been informed that CARA has framed the Adoption Regulations, 2017 as mandated under section 68 (c) of the JJ Act, 2015 and these Adoption Regulations are under revision with an aim to further strengthen adoption programme in the country by streamlining the adoption process. Transparency, early deinstitutionalization of children, informed choice for the parents, ethical practices and strictly defined timelines in the adoption process are the salient aspects of the Adoption Regulations. Also, an online application with centralized database, for access & use by all the stakeholders, which is known as Child Adoption Resource Information & Guidance System (CARINGS) is operational and brings greater transparency in the adoption process and also for minimizing the delays in the adoption process through e-governance.

The details of In-country and Inter-country adoption statistics, over the years are as follows:

<b>Year</b>	<b>In-country</b>	<b>Inter-country</b>
2016-17	3210	578
2017-18	3276	651
2018-19	3374	653
2019-20	3351	394
2020-21	3142	417



3.6.1 The Ministry in their deposition have stated that the number of prospective adoptive parents which are registered is 26000 but the number of children who are legally free for adoption is 2400 only out of these 900 are children with special needs. Such children are generally not adopted by Indian parents and they go in foreign adoptions. It was also submitted that various steps have been taken to ease the mechanism of adoption including amendments in JJ Act to give the power to issue adoption order to District Magistrates and also under Hindu Adoption and Maintenance Act, 1956. It was also submitted that Hindu adoption which happens directly between relatives does not get to CARA and thus data regarding such adoptions is not available. **The Committee recommends that the process of adoption needs to be simplified by taking a close relook at the various regulations guiding the procedure of adoption and the Ministry can engage with concerned experts working in this field to get feedback on the practical difficulties which prospective parents are facing. The Committee also recommends that the issue of children with special needs requires special focus in terms of highlighting and advocacy at various platforms, besides regular sensitizing of prospective parents for adoption of such children. It is also suggested that CARA can arrange special counseling / sensitization sessions in coordination with various fertility clinics/ Hospitals/ Maternity centers to encourage parents to have a positive approach to adopt children with special needs.**

The Budgetary Outlay to CARA over the years is as under:

*(Rs. in crores)*

<b>Year</b>	<b>BE</b>	<b>RE</b>	<b>Actual</b>
2017-18	10.50	10.50	9.42
2018-19	9.00	9.00	9.00
2019-20	9.00	11.00	8.24
2020-21	17.00	8.10	7.30
2021-22	10.00	6.60	4.91(as on 31.1.2022)

3.6.2 The Committee notes that BE (2021-22) allocated to CARA, was Rs. 10.00 Crore which was reduced to Rs. 6.60 Crore at RE stage (2021-22) with the utilization being 4.91 as on 31.1.2022. However, in BE (2022-23) allocation has again been kept at Rs. 10.00 Crore, due to

the reason that the post of CEO-CARA and other vacant posts in CARA not being filled up and training programme on adoption, media activities and inspection and monitoring etc. not being conducted physically due to pandemic. During 2022-23, it is expected to overcome the situation and do some programme activities on adoption and thus the budget has been provisioned accordingly in BE (2022-23). **The Committee observes that there is a need to address the issues related to filling up vacant posts and conducting training programmes on adoption, media activities, inspection, monitoring, etc. by CARA so that surrendering of funds can be avoided and hopes that the current year allocation will find better utilization.**

**3.7 National Commission for Protection of Child Rights (NCPCR)** is a statutory body under the Commissions for Protection of Child Rights (CPCR) Act, 2005, to protect, promote and defend child rights in the country. The Commission also has responsibility of monitoring of implementation of laws relating to children such as Juvenile Justice (Care and Protection of Children) Act, 2015; Protection of Children from Sexual Offences (POCSO) Act, 2012 and Right to Education (RTE) Act, 2009. The Commission inquires into complaints and takes *suo moto* cognizance of cases of violation/deprivation of child rights, inspection of child care institutions, examines factors inhibiting enjoyment of child rights, reviews existing laws and policies for children, promotes public awareness and makes inquiries into matters relating to deprivations of child rights etc. with its powers of a civil court under the Code of Civil Procedure, 1908. **The Committee is of the view that there is a need for proactive advocacy and action on part of the National Commission for Protection of Child Rights (NCPCR) to highlight child right issues. Upon being informed during the deposition by the Ministry about illegal adoption rackets and the NCPCR working in that field, the Committee feels that since issues of child trafficking and abuse need close coordination with law enforcement authorities, the NCPCR should evolve a system to keep itself abreast of any such illegal adoptions, which can be taken up with the concerned stakeholders.**

The Budgetary Outlay over the years to NCPCR is as under:

(Rs. in crores)

<b>Year</b>	<b>BE</b>	<b>RE</b>	<b>Actual</b>
2019-20	18.00	18.00	15.86
2020-21	18.00	17.00	15.27

2021-22	18.00	18.66	13.84( as on 31.1.2022)
2022-23	21.09	--	--

**3.7.1 The Committee observes that BE (2022-23) allocated to NCPCR is Rs. 21.09 crore, which is a substantial increase from the previous allocations. The Committee hopes that the NCPCR would have already factored in and planned for the various activities which it will be undertaking so that the utilization and outcome levels justify the enhanced allocation.**

3.8 **National Commission for Women (NCW)** is a statutory organization set up in January, 1992 under the National Commission for Women Act, 1990. The main tasks of the Commission, *inter alia*, include study and monitoring of all matters relating to constitutional and legal safeguards provided to women, review, monitoring of existing legislations, suggest amendments, wherever necessary, looks into the complaints and takes *suo moto* notice of the cases involving deprivation of the rights of women. During the deposition of the Ministry before the Committee upon a query in respect of the studies being undertaken by the NCW, it was informed that NCW is planning, in the next financial year, to conduct city safety audits in 14 tier-2 cities. **The Committee suggests that the Commission may also consider undertaking an organized study on Women Police stations as that will bring insights into the issues that women are facing with regard to their complaints not being registered and not getting justice. The Committee is of the view that there is a need for increased outreach for awareness, especially among the uneducated women in the rural areas, that such a Commission exists to address the issues concerning their rights. The Committee, therefore, recommends that the Commission may also look into the aspect of building a network to reach out and help women who are vulnerable and prone to exploitation.**

3.9 **Nirbhaya Fund** had been set up as a dedicated fund for implementation of initiatives aimed at enhancing the safety and security for women in the country. It is a Non-lapsable Fund which lies with the Ministry of Finance. It is noted that so far, an amount of Rs. 6212.85 Cr. was provided under the Nirbhaya Fund parked with the Department of Economic Affairs, Ministry of Finance up to 2021-22. Details of year-wise fund allocation provided by D/o Economic Affairs under the Nirbhaya Fund are as under:

FY	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	Total
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Allocation (Rs. Crore)	1000.00	1000.00	--	707.62	550.00	550.00	550.00	1355.23	500.00*	6212.85
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\*An amount of Rs.500.00 Cr. allocated to the Ministry for the FY 2021-22 and the amount has been transferred to the Public Account operated for Nirbhaya Fund.

3.9.1 It is also noted that as per the guidelines issued by the Ministry of Finance, Ministry of Women and Child Development is the nodal Ministry to appraise schemes under Nirbhaya Fund and also to review and monitor the progress of sanctioned schemes in conjunction with the line Ministries/Departments. The financial approval and expenditure is then taken up directly by the concerned Ministries. An Empowered Committee of Officers has been constituted under the Chairpersonship of Secretary, WCD for appraising and approving various proposals to be funded from the Nirbhaya Fund and its reviewing and monitoring. Also, the total appraised amount currently stands at Rs. 9549.04 Cr. for 35 different projects/schemes across the country. So far, an amount of Rs. 4241.91 Cr. has been disbursed/released by concerned Ministries/Departments including the Ministry of Women and Child Development for various projects/schemes under Nirbhaya Fund. It has been informed that Ministry itself implements the schemes of One Stop Centre, Women Helpline and Mahila Police Volunteers under Nirbhaya Fund. **The Committee recalls that in its various recommendations, it has highlighted the need for effective utilization of Nirbhaya Fund. Despite the legal frameworks and various institutions put in place, violence against women has not been reduced and outbreak of COVID-19 pandemic had worsened the situation of women in the country. The Committee reiterates its recommendation made in its 334<sup>th</sup> Report wherein it has observed that “underutilization of Nirbhaya Fund has remained a pressing issue of concern for long. At present out of the allocated funds of Rs. 9549 crores and funds released as Rs. 4241 crores, the funds utilized so far stand at around Rs. 2989 crores only. The Committee recommends that the factors which are leading to such underutilization of the Fund need to be identified. Also, State Governments need to be brought onboard in ensuring that the Projects/Schemes, in which they are stakeholders, get implemented effectively and any issues raised by the State Governments should be addressed expeditiously. The Committee also recommends that the concerned Ministries must develop a robust mechanism for constant monitoring of Projects/Schemes being handled by them. Also, guidelines may be prepared to ensure that this fund is not utilized for creating routine infrastructure, which even otherwise the relevant Departments have to undertake. The Committee also stresses that wherever there is provision under the guidelines for financial assistance/compensation to the victims, it**

**should be ensured that the same is made available without any procedural impediments and undue delays".**

## **OBSERVATIONS/RECOMMENDATIONS AT A GLANCE**

### **ASSESSMENT OF THE DEMANDS FOR GRANTS OF THE MINISTRY**

The Committee notes that the allocation of funds for the welfare of women and children in the country comes from various Ministries and as such the allocations in this respect are segregated. The Committee is of the view that since women and children together constitute about 67.7% of the country's population, as per 2011 Census, undertaking an evaluative exercise to collate the Budgetary allocations throughout the respective Ministries/ Departments on specific Schemes concentrating on welfare and improvement towards condition of women and children in the country, would not only be instructive but also be beneficial for policy makers while taking decisions in respect of allocations and also helpful in identifying overlapping areas, if any, so as to coalesce and synergize the thrust of budgetary allocations. The Committee also observes that based on such an evaluation, the Ministry of Women and Child Development being mandated with the responsibility of creating an enabling environment for both women and children so that they have access to fundamental services such as pre-school non formal education, health, nutrition and protection etc. would be able to articulate and get greater share of GOI budget so that schemes and programmes being run by them do not suffer any lags due to shortfall in resources. (Para 2.2.1)

The Committee is constrained to observe that the actual expenditure has been showing a declining trend over the years which is not only worrisome but is also indicative that there is a need to address the issues which are proving as obstacles. The Committee understands that under each of these schemes/programmes, financial and physical targets are fixed in accordance with the Annual Action Plan, preparation of which itself is a very exhaustive exercise. However, funds remaining underutilized indicate that financial prudence is not being exercised while seeking budget allocation under these schemes or there are gaps in proper planning, implementation and monitoring which is resulting in steep decline in actual expenditure. The Committee also appreciates that for the past two years, the pandemic and the related restriction of activities has had a severe effect on the implementation of the Schemes. However, in such a situation, it is the targeted beneficiaries who are denied the benefits of the schemes/programmes. The Committee observes that if allocation is not utilized fully, the purpose of recommending increased allocation gets

defeated. The Committee, accordingly, recommends the Ministry to exercise financial prudence and make endeavour to utilize the allocated funds optimally and judiciously. The Ministry may devise a framework for cent percent utilization of funds and fix responsibilities for any lapse at any level. Moreover, if there is underutilization of funds in the schemes, the Ministry may re-appropriate such funds at revised stage for other schemes where there is a shortage of funds after obtaining due approval of the Ministry of Finance.

(Para 2.3.5)

The Committee observes from the details given above, it is evident that the BE allocation to the Ministry for the year 2022-23 has registered a meagre increase of around 3 percent only over the BE allocation of 2021-22. In respect of the overall projected demand and actual allocations, the Committee is happy to note that unlike the previous year, the Projected Demand and Actual Allocation has no gaps for the F.Y. 2022-23. The Committee observes that since the allocations to the Ministry have been made as per the Projected Demand, the onus of effective implementation of the Schemes of the Ministry lies with them as the projected demand of the Ministry for each of its programmes and the actual allocations has been bridged completely. The Committee understands that when the Ministry raises a demand, they have an assessment of targets and outreach of beneficiaries and any gap means that either targets get compromised or intended beneficiaries get left out; both defeating the purpose of the schemes meant for the benefit of the most vulnerable section of the society *i.e.* women and children. In this background, the Committee recommends that the Ministry must now put in all efforts to meet the targets as envisaged under each of the Schemes to make visible improvements on the ground.

(Para 2.4.2)

The Committee recommends that in view of this flagship scheme being the mainstay with 80% of the total allocation being used through this scheme, a well-defined monitoring mechanism with inbuilt system for regular monitoring will be helpful in fund management and also in plugging the loopholes, if any, in implementation of the Scheme. The budget allocated for Saksham Anganwadi and POSHAN 2.0 (Umbrella ICDS - Anganwadi Services, Poshan Abhiyan, Scheme for Adolescent Girls) is Rs 20,263 crore, which is a small increase from Rs 20,105 crore in 2021-22. The Committee hopes that the suggested

monitoring mechanism will also help the Ministry to remain more aware through continuous evaluation, so that if needed, additional funds with valid justification and rationale can be sought at the RE stage. (Para 2.5.1)

## **SCHEMES AND BODIES UNDER THE MINISTRY**

### **STATUS OF ANGANWADI SERVICES SCHEME DURING THE LAST FIVE YEARS**

The Committee observes that while infrastructure development and capacity building of the Anganwadi remains the key to improving the programme, the standards of all its services need to be upscaled. The economic fallout of the Covid pandemic has made necessity of quality public welfare services more pressing than ever. Thus, Anganwadi Centres (AWCs) could become agents of improved delivery of such services and need to play a much larger role in anchoring community development, more so as beneficiaries for want of services due to lack of adequate facilities at AWCs, turn to paid options, which hit the low-income families the hardest. Also, effective implementation of the Scheme rests heavily on the combined efforts of the Anganwadi workers (AWWs), ASHAs and ANMs, but a lot requires to be done to improve the career prospects and service conditions of these frontline workers. The Committee recommends that sustained efforts towards infrastructure development and capacity building of the AWCs be made besides upscaling the standards of all its services. Observing that the States have much to learn from each other's experience and good practices, the Committee recommends that the Ministry must undertake a comprehensive impact assessment through state-wise review of the status of AWCs and its services, to collate the best practices that emerge and push for their adoption in States which are lagging. (Para 3.1.7)

The Committee is of the view that each of the issues raised needs indepth examination as they bring to the fore the ground level issues and challenges which this flagship Scheme faces. The Committee recommends that these issues be thoroughly examined, and a status report be presented to the Committee in this regard. (Para 3.1.8)

## **FINANCIAL PROGRESS OF POSHAN ABHIYAAN**

The Committee notes that to strengthen nutritional content, delivery, outreach, and outcomes, Government had merged the Supplementary Nutrition Programme and Poshan



**Abhiyan to launch Mission POSHAN 2.0. The Scheme aims to provide holistic nutrition and improve nutritional outcomes for children, pregnant women and lactating mothers. The Committee observes that multiple forms of malnutrition have been rampant across all age groups in India for several decades now resulting in deficiencies, excesses or imbalances in intake of nutrients. The National Family Health Survey, December 2020 mentions that malnutrition increased significantly among children in 22 States and Union Territories between 2015-16 and 2019-20. Also, as per a Lancet study in 2019, 68% deaths of children (under five years) were due to malnutrition. With Covid-19 further exacerbating this challenge in the country, with reduction in income and disruption of essential services making the economically disadvantaged population more vulnerable to malnutrition and food insecurities during lockdown, it is understood that the progress made must have been affected adversely. The Committee is of the view that Mission Poshan 2.0 is a critical step towards addressing the challenge of malnutrition; however, its successes will substantially depend on the way it is implemented. In this respect, the Committee recommends that special efforts be made by the Ministry to highlight and firm up clarity in roles, objectives and targets for all stakeholders involved as this will help to provide a sustained focus to the Scheme.**

**(Para 3.2.6)**

#### **SCHEME FOR ADOLESCENT GIRLS**

**The Committee observes that the Scheme recognizes the importance of the all-around development and empowerment of adolescent girls and provides a nationwide platform to address their challenges. The Committee is of the view that besides scaling the programme in all districts of the country, mechanism for keeping sustained focus on outreach and performance for improved implementation must be built. The Committee recommends for putting in place a continuous monitoring and corrective action taking review of existing systems, and the challenges noticed in implementation. In case of difficulties being noticed, possibilities may be explored for alternative efficient mechanisms for implementation of the Scheme which has the potential to facilitate a healthy and empowered female adolescent population in India.**

**(Para 3.3.4)**

#### **MISSION VATSALYA (CHILD PROTECTION SERVICES SCHEME)**

The Committee observes that the outcome of such a Schemes i.e., Mission Vatsalya (Child Protection Services Scheme) is best measured not against numerical data but in the manner in which their effectiveness gets translated into the child protection/ welfare set-up in the country. The Committee also feels that it is also the responsibility of the States/UTs to effectively implement these schemes at the ground level. The Committee is of the view that although substantial progress has been made to provide a skeletal framework for rehabilitation of children in difficult circumstances, considerable ground is yet to be covered to achieve the outcome fully. The Committee also notes that there is provision for situational analysis under the scheme, however no such analysis is reported to have been conducted in most of the States. Besides this, delay in submission of proposals by States/UTs, absence of certificate of inspection by senior Officers, lack of reconciliation of expenditure *vis-à-vis* funds released are some of the difficulties which have been mentioned by the Ministry. As conveyed by the Ministry, the measures that have been taken to address the identified issues are steps to streamline the process of release of grant to States/UTs so that the implementation of the Scheme does not suffer due to delay in fund release, directing States/UTs to conduct situational analysis, submission of timely Financial Proposal, provide status of Child Care Institutions(CCI) /Juvenile Justice Boards(JJBs) and status of registration of CCI under the Juvenile Justice (JJ) Act, 2015. It has also been noted that the Ministry has been frequently conducting National Consultations with all the States/UTs to discuss issues related to Child Protection which are also attended by Senior Police Officers of all the States/UTs. The Committee is of the view that addressing the issue of child protection requires coordination amongst various Ministries, especially with the Ministry of Home Affairs, as well as the State Governments. In view of this, the Committee recommends that a coordinating mechanism can be put in place by the Ministry with active engagement of the Ministry of Home Affairs in order to make the Child Protection Services effective and bring the desired benefits of the Scheme to the children.

(Para 3.4.3)

The Committee observes that as regards BE, RE and Actuals for 2021-22, out of the BE of Rs. 900 crores, which was revised to Rs. 829.65 crores, the utilized allocation stands at Rs. 286.57 which is 34.54 % of the RE. Also BE (2022-23) is for Rs. 1472.17 crore. The Committee notes that Mission Vatsalya has a total financial implication of Rs 10916 Crore,

with a Central Share of Rs 6928 crore and State share of Rs 3988 crore and during last 5 years, total allocation under Child Protection Services (CPS) Scheme was Rs 3852 crore which shows an increase of about 63.68% in allocation under Mission Vatsalya as compared to CPS scheme. The Committee is of the view that since children have been recognized by policy makers as one of the supreme national assets, and India is home to 472 million children up to the age of 18 years which comprise 39 percent of the country's population, it would be prudent for the Ministry to get an independent evaluation done of the manner of use of resources, allocations, coordination with State Governments, issues hampering effective implementation so that the objectives of Mission Vatsalya can be fully realized with the enhanced Budgetary allocation. Also, the Committee reiterates its recommendation made in its earlier Report that children who are rehabilitated should be able to integrate into the mainstream society for which it was recommended that the Ministry initiatives be undertaken in coordination with the Ministry of Education and Ministry of Skill Development in formulating skill development and vocational training programmes for children rescued from begging, drug abuse, child labour and adolescent dropout girls. (Para 3.4.5)

#### **NATIONAL INSTITUTE OF PUBLIC COOPERATION AND CHILD DEVELOPMENT**

The Committee recalls that in its 326<sup>th</sup> Report, it has recommended that NIPCCD should create a platform for sharing their research with different Universities having gender/women studies and also use the research findings for the benefit of the general public. Also, NIPCCD should re-structure itself to provide consultation or consultancy services and make impact assessment study of various schemes, programmes relating to women and children. It has been informed that NIPCCD shares its Research Studies Reports with the database of Developing Library Network (DELNET). The Committee is of the view that for the Institute to realize its objectives towards coordination and promotion of voluntary action in social development and emerge as an institute of global repute in child rights, child protection and child development, it should make efforts towards developing partnerships and linkages with national and international agencies and making its training and research activities in tune with the needs of its varying stakeholders, besides building up an interface with various Universities/ Departments/other Institutes working in the same area by sharing of data and development of collaborations

so that the policy recommendations that come out of the evaluation and research studies by the Institute get more synergy and are in tune with the ground realities and practical challenges. (Para 3.5.1)

The Committee also feels that time has come to consider auditing organizations on the parameter of gender, more so with the efforts towards social mainstreaming of the third gender. The Committee recommends that the assessment process through Gender Audit in which the gender equality status of the organization gets analyzed and the main gender biases are identified, be made mandatory for Organizations---public or private. The Committee feels that efforts in this regard would bring to the fore the status of gender equality in policy and decision-making structures, organizational culture and processes leading to organizations formulating and implementing Gender Equality Plans. The Committee recommends that NIPCCD can examine and take the lead in defining the parameters for such a Gender Audit, keeping in view our societal challenges.

(Para 3.5.2)

The Committee while appreciating the training programmes recommends that the Institute should also think in terms of providing some kind of internships to research students pursuing related research projects in Universities/Bodies in the field of women and child and gender issues.

(Para 3.5.3)

The Committee observes that there has been decline in the utilization of allocated funds by the NIPCCD over the last few years. The Ministry has informed that most of the training programmes were conducted online thereby reducing the expenditure substantially. The Committee is of the view that as the pandemic wanes, a planned and defined chart of activities of the Institute, both in the nature of academic research and training outreach, may be worked out, which will prove beneficial in realization of its mandate and better utilization of allocated funds.

(Para 3.5.5)

#### **CENTRAL ADOPTION RESOURCE AUTHORITY (CARA)**

The Committee recommends that the process of adoption needs to be simplified by taking a close relook at the various regulations guiding the procedure of adoption and the Ministry can engage with concerned experts working in this field to get feedback on the

practical difficulties which prospective parents are facing. The Committee also recommends that the issue of children with special needs requires special focus in terms of highlighting and advocacy at various platforms, besides regular sensitizing of prospective parents for adoption of such children. It is also suggested that CARA can arrange special counseling / sensitization sessions in coordination with various fertility clinics/ Hospitals/ Maternity centers to encourage parents to have a positive approach to adopt children with special needs. (Para 3.6.1)

The Committee observes that there is a need to address the issues related to filling up vacant posts and conducting training programmes on adoption, media activities, inspection, monitoring, etc. by CARA so that surrendering of funds can be avoided and hopes that the current year allocation will find better utilization. (Para 3.6.2)

#### **NATIONAL COMMISSION FOR PROTECTION OF CHILD RIGHTS (NCPCR)**

The Committee is of the view that there is a need for proactive advocacy and action on part of the National Commission for Protection of Child Rights (NCPCR) to highlight child right issues. Upon being informed during the deposition by the Ministry about illegal adoption rackets and the NCPCR working in that field, the Committee feels that since issues of child trafficking and abuse need close coordination with law enforcement authorities, the NCPCR should evolve a system to keep itself abreast of any such illegal adoptions, which can be taken up with the concerned stakeholders. (Para 3.7)

The Committee observes that BE (2022-23) allocated to NCPCR is Rs. 21.09 crore, which is a substantial increase from the previous allocations. The Committee hopes that the NCPCR would have already factored in and planned for the various activities which it will be undertaking so that the utilization and outcome levels justify the enhanced allocation.

(Para 3.7.1)

#### **NATIOANL COMMISSION FOR WOMEN (NCW)**

The Committee suggests that the Commission may also consider undertaking an organized study on Women Police stations as that will bring insights into the issues that

women are facing with regard to their complaints not being registered and not getting justice. The Committee is of the view that there is a need for increased outreach for awareness, especially among the uneducated women in the rural areas, that such a Commission exists to address the issues concerning their rights. The Committee, therefore, recommends that the Commission may also look into the aspect of building a network to reach out and help women who are vulnerable and prone to exploitation.

(Para 3.8)

## **NIRBHAYA FUND**

The Committee recalls that in its various recommendations, it has highlighted the need for effective utilization of Nirbhaya Fund. Despite the legal frameworks and various institutions put in place, violence against women has not been reduced and outbreak of COVID-19 pandemic had worsened the situation of women in the country. The Committee reiterates its recommendation made in its 334<sup>th</sup> Report wherein it has observed that “underutilization of Nirbhaya Fund has remained a pressing issue of concern for long. At present out of the allocated funds of Rs. 9549 crores and funds released as Rs. 4241 crores, the funds utilized so far stand at around Rs. 2989 crores only. The Committee recommends that the factors which are leading to such underutilization of the Fund need to be identified. Also, State Governments need to be brought onboard in ensuring that the Projects/Schemes, in which they are stakeholders, get implemented effectively and any issues raised by the State Governments should be addressed expeditiously. The Committee also recommends that the concerned Ministries must develop a robust mechanism for constant monitoring of Projects/Schemes being handled by them. Also, guidelines may be prepared to ensure that this fund is not utilized for creating routine infrastructure, which even otherwise the relevant Departments have to undertake. The Committee also stresses that wherever there is provision under the guidelines for financial assistance/compensation to the victims, it should be ensured that the same is made available without any procedural impediments and undue delays”.

(Para 3.9.1)