



PARLIAMENT OF INDIA
RAJYA SABHA

DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE ON
HUMAN RESOURCE DEVELOPMENT

THREE HUNDRED FOURTH REPORT

**Demands for Grants 2018-19 (Demand No. 98) of the
Ministry of Women and Child Development**

(Presented to the Rajya Sabha on 9th March, 2018)

(Laid on the Table of Lok Sabha on 9th March, 2018)



Rajya Sabha Secretariat, New Delhi
March, 2018/Phalguna, 1939 (Saka)

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COMPOSITION OF THE COMMITTEE

(Constituted w.e.f.1st September, 2017)

1. Dr. Satyanarayan Jatiya — *Chairman*

RAJYA SABHA

2. Shri Partap Singh Bajwa
3. Shrimati Vandana Chavan
4. Prof. Jogen Chowdhury
5. Prof. M.V. Rajeev Gowda
6. Shri Anubhav Mohanty
7. Shri Vishambhar Prasad Nishad
8. Dr. Sasikala Pushpa
9. Dr. Vinay P. Sahasrabuddhe
10. Shri Gopal Narayan Singh

LOK SABHA

11. Shrimati Santosh Ahlawat
12. Shri Bijoy Chandra Barman
13. Shri Nihal Chand
14. Shrimati Bhawana Gawali (Patil)
15. Shri Faggan Singh Kulaste
16. Shrimati Geetha Kothapalli
17. Prof. Chintamani Malviya
18. Shri Bhairon Prasad Mishra
19. Shri Ramachandran Mullappally
20. Shrimati Neelam Sonker
21. Shri Hari Om Pandey
22. Dr. Bhagirath Prasad
23. Shri N.K. Premachandran
24. Shri K.N. Ramachandran
25. Shri M.I. Shanavas
26. Dr. Nepal Singh

27. Dr. Prabhas Kumar Singh
28. Shri Satyapal Singh
29. Shri Sumedhanand Saraswati
30. Shri P.R. Sundaram
31. Shrimati P.K. Sreemathi Teacher

SECRETARIAT

Shri K.P. Singh, *Joint Secretary*

Shri Rajiva Srivastava, *Director*

Shri Vinay Shankar Singh, *Additional Director*

Shri Arun Kumar, *Deputy Secretary*

Shrimati Himanshi Arya, *Under Secretary*

Shri K. Sudhir Kumar, *Research Officer*

Shri Mohit Misra, *Committee Officer*

INTRODUCTION

I, the Chairman of the Department-related Parliamentary Standing Committee on Human Resource Development, having been authorised by the Committee to present the Report on its behalf, do hereby present this Three Hundred Fourth Report of the Committee on the Demands for Grants (Demand No. 98) of the Ministry of Woman and Child Development for the year 2018-19.

2. The Committee considered the various documents and relevant papers received from the Ministry of Woman and Child Development and also heard the Secretary and other Officials of the Ministry of Woman and Child Development on the said Demands for Grants in its meeting held on 27th February, 2018. Besides, the Committee, while making its observations/recommendations, has also relied upon the following:

- (i) Detailed Demands for Grants of the Ministry of Woman and Child Development for the year 2018-19;
- (ii) Detailed Explanatory Notes on the Demands for Grants (2018-19) received from the Ministry and the agencies/attached offices of the Ministry of Woman and Child Development;
- (iii) Annual Report of the ministry for the year 2017-18 and the latest available Annual Reports of the agencies/attached offices of the Ministry of Woman and Child Development;
- (iv) Written replies furnished by the Ministry of Woman and Child Development to the Questionnaires sent to it by the Secretariat; and
- (v) Written clarifications to the points/issues raised by Members in the meetings of the Committee.

3. The Committee wishes to express its thanks to the Secretary and officers of Ministry of Woman 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.

4. 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.

5. The Committee considered the Draft Report and adopted the same in its meeting held on the 7th March, 2018.

NEW DELHI;
7 March, 2018
Phalguna 16, 1939 (Saka)

DR. SATYANARAYAN JATIYA
Chairman,
Department-related Parliamentary
Standing Committee on Human
Resource Development,
Rajya Sabha

ACRONYMS

| | | |
|---------|---|---|
| ADI | : | Average Daily Intake |
| AGs | : | Adolescent Girls |
| AKBY | : | Anganwadi Karyakartri Bima Yojana |
| ARSH | : | Adolescent, Reproductive and Sexual Health |
| AWCs | : | Anganwadi Centres |
| AWHs | : | Anganwadi Helpers |
| AWWs | : | Anganwadi Workers |
| APIP | : | Annual Programme Implementation Plan |
| BBBP | : | Beti Bachao Beti Padhao |
| BE | : | Budget Estimates |
| CARA | : | Central Adoption Resource Agency |
| CARINGS | : | Child Adoption Resource Information and Guidance System |
| CCI | : | Child Care Institution |
| CSR | : | Child Sex Ratio |
| CWC | : | Child Welfare Committee |
| DCPU | : | District Child Protection Unit |
| EFC | : | Expenditure Finance Committee |
| FAA | : | Foreign Adoption Authority |
| FFC | : | Fourteen Finance Commission |
| HSR | : | Home Studying Report |
| ICDS | : | Integrated Child Development Services Scheme |
| ICPS | : | Integrated Child Protection Scheme |
| IEC | : | Nationwide Information, Education and Communication |
| IFA | : | Iron and Folic Acid |
| GP | : | Gram Panchayat |
| IGMSY | : | Indira Gandhi Matritva Shayog Yojana |

| | | |
|---------|---|--|
| JJ Act | : | Juvenile Justice Act |
| JJB | : | Juvenile Justice Board |
| LSG | : | Local Self Government |
| MGNREGS | : | Mahatma Gandhi National Rural Employees Guarantee Scheme |
| MSY | : | Matritva Sahyog Yojana |
| MSDP | : | Multi Sectoral Development Programme |
| MWCD | : | Ministry of Women and Child Development |
| NCRB | : | National Crime Records Bureau |
| NCW | : | National Commission for Women North Eastern Region |
| NFHS | : | National Family Health Survey |
| NGO | : | Non Governmental Organization |
| NIPCCD | : | National Institute of Public Cooperation and Child Development |
| NMEW | : | National Mission for Empowerment of Women |
| NNM | : | National Nutrition Mission |
| NRCW | : | National Resource Centre for Women |
| NRHM | : | National Rural Health Mission |
| OSC | : | One Stop Centre |
| PAP | : | Prospective Adoptive Parents |
| PCPNDT | : | Pre-Conception and Pre-Natal Diagnostic Techniques Act. |
| PRIs | : | Panchayati Raj Institutions |
| PSE | : | Pre-School Education |
| PSK | : | Poorna Shakti Kendra |
| RDA | : | Recommended Dietary Allowance |
| RE | : | Revised Estimates |
| RGSEAG | : | Rajiv Gandhi Scheme for Empowerment of Adolescent Girls |
| SAA | : | Specialized Adoption Agency |
| SARA | : | State Adoption Resource Agency |

| | | |
|------|---|--|
| SCPS | : | State Child Protection Society |
| SNP | : | Supplementary Nutrition Programme |
| SRB | : | Sex Ratio at Birth |
| SRCW | : | State Resource Centre for Women |
| THR | : | Take Home Ration |
| VCFS | : | Village Convergence and Facilitation Service |
| WH | : | Women Helpline |
| WWH | : | Working Women Hostel |

REPORT

INTRODUCTION

1.1 The Ministry of Women and Child Development is the apex body of Government of India for formulation and administration of regulations and laws related to women and child development. It came into existence as a separate Ministry *w.e.f* 30th January, 2006. It has the nodal responsibility to advance the rights and concerns of women and children who constitute 67.7 per cent of the country's population as per 2011 census. The Ministry was constituted with the prime intention of addressing gaps in state action for women and children and for promoting inter-ministerial and inter-sectoral convergence to create gender equality and child-centred legislation, policies and programmes. The function of the Ministry is to promote the empowerment and protection of women and children and to ensure their equitable and wholesome development.

1.2 The role of the Ministry includes policy formulation, programme implementation, coordination with other sectors, child and gender budgeting, data management, training and capacity building, reporting and monitoring on the status of women and children and their rights, The Ministry is the prime mover of inclusive programmes, policies, schemes and legislations for women and children and stands solely for securing the best interest of women and children. Promoting social and economic empowerment of women and ensuring survival, development, care and protection of children drive the Ministry's agenda. Principles of equity, justice and non-discrimination guide the Ministry's actions concerning women and children.

1.3 The Secretary, Ministry of Women and Child Development, in his presentation before the Committee on the 27th February, 2018 gave an overview of various programmes/schemes of the Ministry and achievements thereof. He informed the Committee that the budget allocation for the year 2018-19 has been kept at ₹ 24700.00 crore, whereas the projected demand of the Ministry was for ₹ 31058.54 crore. Giving the budget overview of the current year *i.e.* 2017-18, the Secretary informed the Committee that the BE allocation for the year was ₹ 22094.67 crore which at revised stage was reduced to ₹ 21236.81 crore. Overall expenditure till 9.2.2018 was ₹ 17461.03 crore which came to 79 per cent of BE and 82.22 per cent of RE. The major schemes of the Ministry included Anganwadi Services, Scheme for Adolescent Girls, Child Protection Services (CPS) and Pradhan Mantri Matru Vandana Yojana. He informed the Committee about the targets and achievements of Integrated Child Development Services, (ICDS) Supplementary Nutrition Programme (SNP), Pradhan Mantri Matru Vandana Yojana, National Nutrition Mission (NNM), Scheme for Adolescent Girls, Child Protection Services and Beti Bachao Beti Padhao Yojana. Among the constraints, the Secretary informed that there were still around 4.5 lakh Anganwadi Centres that lacked both drinking water and toilet facilities. Then, there were issues of stunting, under-nutrition, low birth weight and prevalence of Anaemia in children between 0-6 years. It was informed that key interventions such as growth monitoring and use of information and communication technology etc. are being proposed in National Nutrition Mission to tackle above issues.

1.4 The Secretary also apprised the Committee about the new initiatives taken by the Ministry which included draft anti-human trafficking Bill, draft National Policy for Women, 2017 and online Complaint mechanism for combating sexual harassment at the workplace. It was further pointed out that National Repository of Information for Women (NARI) Portal has also been envisaged where information of over 350 government schemes and other important information for the benefit of women will be summarised. The, Mahila Shakti Kendra have been envisaged to address women's issues at the village level and Elected Women Representatives (EWR) training to build capacities of elected women representatives of PRIs, to enable them to exercise their power effectively. The Committee was also informed that the Ministry of Women and Child Development in Coordination with the Ministry of Human Resource Development has decided to shift Anganwadi Centres running from make shift/temporary premises to the schools.

II BUDGETARY ALLOCATION

2.1 In the year 2018-19, the budget allocation for the Ministry of Women and Child Development has been ₹ 24700.00 crore which is ₹2605.33 crore more than the budget allocations and ₹ 3463.19 crore more than revised allocations of the year 2017-18. The budget allocation of the Ministry for the year 2018-19 shows an overall increase of 10.55 and 14.03 per cent respectively when compared with the budget and revised allocations of 2017-18. A comparison of overall demand, actual allocation and actual expenditure of funds for the Ministry during the last three years and the allocation of 2018-19 is given below:

| (₹ in crore) | | | |
|--------------|------------------|------------------------------------|--------------------------------|
| Year | Projected Demand | Actual Allocation | Actual Expenditure |
| 2015-16 | 30807.72 | 17930.40 (including Supplementary) | 17260.28 |
| 2016-17 | 25110.8 | 17408.12 | 16597.52 |
| 2017-18 | 25425.38 | 22094.67 | 16204.98 (as on 03.02.2018) |
| 2018-19 | 31058.54 | 24700.00 | - |

2.2 The Committee also takes note of the scheme-wise projected demand of the Ministry and actual allocation to it for the year 2018-19 as given below:

| Sl. No. | Name of the Scheme | BE 2018-19 (Projected) | BE 2018-19 (Allocated) |
|---------|----------------------------|---------------------------|---------------------------|
| 1 | 2 | 3 | 4 |
| 1 | Anganwadi Services | 21101.00 | 16334.88 |
| 2 | National Nutrition Mission | | |
| | (a) Programme Component | 1475.00 | 2928.70 |
| | (b) EAP Component | 2411.50 | 71.30 |

| 1 | 2 | 3 | 4 |
|----|---|---------|---------|
| 3 | Maternity Benefit Programme | 2449.00 | 2400.00 |
| 4 | Scheme for Adolescent Girls | 870.47 | 500.00 |
| 5 | National Creche Scheme | 200.00 | 128.39 |
| 6 | Child Protection Scheme | 712.28 | 725.00 |
| 7 | National Mission for Empowerment of Women | 299.40 | 267.30 |
| 8 | Swadhar Greh | 100.00 | 95.00 |
| 9 | Support to Training and Employment Programme (STEP) | 5.00 | 5.00 |
| 10 | Ujjawala | 50.00 | 50.00 |
| 11 | Working Women Hostel | 75.00 | 60.00 |
| 12 | Gender Budgeting and Research, Publication and Monitoring | 7.28 | 8.28 |
| 13 | Information and Mass Education | 100.00 | 100.00 |
| 14 | Beti Bachao Beti Padhao | 377.50 | 280.00 |
| 15 | Women Helpline | 28.80 | 28.80 |
| 16 | One Stop Centre | 105.10 | 105.10 |
| 17 | Other Schemes Funded from Nirbhaya Fund | 400.00 | 359.09 |

2.3 As it is evident from the data that there has always been a gap in the overall projected demand of the Ministry and actual allocation. In the year 2015-16, out of the Ministry's overall projected demand of ₹ 30,807.77 crore only 58 per cent funds were allocated. In the year 2016-17, the fund allocation was 69 per cent of the projected demand. In the year 2017-18, around 87 per cent of the Ministry's projected demand was met. For the year 2018-19, about 80 per cent of the Ministry's overall projected demand has been met. The Committee notes that there has always been a gap between the projected demand of the Ministry and actual allocation to it. This gap is a cause of serious concern for the Committee as it ultimately affects the implementation of some of the most important schemes/programmes of the Ministry, catering to the needs of most vulnerable sections of the society *i.e* women and children. Similarly, except for the schemes of Support to Training and Employment Programme (STEP), Ujjawala, Information and Mass Education, Women Helpline and One Stop Centres Schemes, where allocation has been as per the projected demand, all other schemes/programmes of the Ministry have been allocated lesser funds against the projected demands. The Committee feels that either the projected demands of the Ministry are not realistic or it is not able to convince the Ministry of Finance to get its projected demands met. In both the cases, it is the implementation of the schemes/programmes that gets affected resulting in depriving the targeted beneficiaries, the benefits of various schemes/programme. The Ministry may look into it. The Committee suggests that the Ministry should continue to pursue with the Ministry of Finance for the requisite funds of appropriate stage(s).

2.4 The Committee also took note of the overall actual expenditure of the Ministry for the last three years against the actual allocations. In the year 2015-16, the Ministry could exhaust allocated funds upto 96 per cent. For the year 2016-17, the Ministry exhausted 95 per cent of the allocated funds. In 2017-18, the reported expenditure of the Ministry is 73 per cent of the allocated funds upto 3.2.2018. The Committee feels that by the end of the financial year 2017-18, the expenditure percentage would go up further seeing the overall pace of the expenditure of the Ministry, the Committee feels that it should rigorously pursue the Ministry of Finance for allocation of funds as per its projected requirement.

2.5 The Committee was apprised that the total allocation for the child development schemes has been increased from ₹ 20755.19 crore in BE 2017-18 to ₹ 23088.28 crore in BE 2018-19 whereas for women welfare schemes, the allocation increased from ₹ 1089.02 crore in BE 2017-18 to ₹ 1365.58 crore in BE 2018-19. A comparison of the allocations to the child development schemes and women welfare schemes for the past five years is as follow:

(₹ in crore)

| Financial Year | Child Development Schemes | | Women Welfare Schemes | |
|----------------|---------------------------|----------|-----------------------|---------|
| | Budget | Revised | Budget | Revised |
| 2014-15 | 20111.00 | 17936.80 | 909.00 | 507.80 |
| 2015-16 | 9486.231 | 16723.92 | 719.50 | 462.08 |
| 2016-17 | 16260.00 | 16579.60 | 907.00 | 821.40 |
| 2017-18 | 20755.19 | 19962.75 | 1089.02 | 987.50 |
| 2018-19 | 23088.28 | - | 1365.58 | - |

2.6 The Committee also that for the year 2018-19, there has been an appreciable increase of 19 per cent in BE for the women welfare scheme when compared with BE 2017-18 whereas for child development schemes the increase in BE allocation has been around 10 per cent. However, in terms of figures there has been a huge gap in allocations between women welfare schemes and the child welfare schemes.

2.7 As it is evident from the table, the allocation for child development schemes has always been higher than that of the women welfare schemes. The reason for such a huge difference between the two, according to the Ministry, is that the child development schemes are implemented on a pan India basis whereas the women welfare schemes are implemented in selected areas/districts of the country. Further, a close scrutiny of budget and revised allocations for both the child development schemes and women welfare schemes reveals that at revised stage the allocation for women welfare schemes has always been reduced substantially in comparison to child development schemes. The Committee feels that women welfare schemes deserve equal attention and importance and required funds should be allocated to women welfare schemes as well if the objectives of social and economic empowerment of women are to be achieved.

2.8 The Committee feels that the socio-political empowerment of women should be a core development goal for any society if it wishes to be a developed and equal society. This goal requires gender equality which in turn needs critical policy steps in favour of women. Indian women have traditionally been vulnerable and marginalized section in the society. This is the reason that the constitution of India not only prohibits discrimination on the grounds of sex but also permits positive discrimination in favour of women. Seen in this context, the formulation and implementation of women centric schemes acquires utmost importance. It is the implementation part of the schemes that suffers due to lack of funds. Therefore, it is Committee's concerted opinion that sufficient funds should be provided for the women welfare schemes as well if the objective of socio-economic development of women is to be achieved. Further, the Committee feels that there is a need to universalize women welfare schemes also so as to ensure their participation in social, economic and political decision making process.

2.9 During the year 2017-18, the Ministry of Women and Child Development had a total budget allocation of ₹ 22094.67 crore including ₹ 20755.19 crore for ICDS which was around 94 per cent of the total budget of the Ministry. The pace of expenditure under ICDS has been satisfactory and by 31st December, 2017, the Ministry had released up to 77.26 per cent of the BE allocation. In respect of three other major schemes *i.e* Maternity Benefit Programme (Pradhan Mantri Matru Vandana Yojana), Child Protection Services and Scheme for Adolescent Girls, the pace of expenditure has been 75.50, 80.69 and 92.81 percent of the Budget allocation upto 5th February, 2018. However, under many other schemes of the Ministry the pace of expenditure has been very slow. A statement showing BE, RE, actuals and percentage expenditure for the year 2017-18 and BE 2018-19 in respect of some schemes/programmes is shown below:

(₹ in crores)

| Schemes/Programmes | BE | RE | % | BE |
|--|----------|----------|---|----------|
| | 2017-18 | 2017-18 | Expenditure <i>w.r.t</i> BE 2017-18 | 2018-19 |
| 1 | 2 | 3 | 4 | 5 |
| Anganwadi Services | 15245.19 | 15245.19 | 77.26 | 16334.88 |
| National Nutrition Mission- Programme Component | 1100.00 | 550.00 | 43.86 | 2928.70 |
| National Nutrition Missioin- EAP Component | 400.00 | 400.00 | 69.19 | 71.30 |
| Maternity Benefits Programme (Pradhan Mantri Matru Vandana Yojana) | 2700.00 | 2594.55 | 75.50 | 2400.00 |
| Scheme for Adolescent Girls | 460.00 | 460.00 | 92.81 | 500.00 |
| Child Protection Services | 648.00 | 648.00 | 80.69 | 725.00 |
| National Creche Scheme | 200.00 | 65.00 | 24.2 | 128.39 |

| 1 | 2 | 3 | 4 | 5 |
|--|--------|--------|-------|--------|
| National Mission for Empowerment of Women (Mahila Shakti Kendra) | 70.00 | 64.00 | 79.57 | 267.30 |
| Swadhar Greh | 100.00 | 75.00 | 52.46 | 95.00 |
| Support to Training and Employment Programme | 40.00 | 4.50 | 6.22 | 5.00 |
| Ujjawala | 50.00 | 35.00 | 48.76 | 50.00 |
| Working Women Hostels | 50.00 | 30.00 | 50.82 | 60.00 |
| Gender Budgeting | 2.00 | 2.00 | 81.5 | 8.28 |
| Research, Publication and Monitoring | 2.00 | 2.00 | | |
| Information & Mass Education | 75.00 | 75.00 | 42.22 | 100.00 |
| Beti Bachao Beti Padhao (BBBP) | 200.00 | 200.00 | 61.73 | 280.00 |
| Womens Helpline | 10.00 | 10.00 | 56.3 | 28.80 |
| One Stop Centre | 90.00 | 90.00 | 21.01 | 105.10 |
| Other Schemes Funded from Nirbhaya Fund | 400.00 | 400.00 | 28.66 | 359.09 |
| Food and Nutrition Board | 14.36 | 15.16 | 76.60 | 14.00 |
| NIPPCD | 60.60 | 70.08 | 62.01 | 59.41 |
| Central Adoption Resource Agency (CARA) | 10.50 | 10.50 | 66.47 | 9.00 |
| National Commission for Protection of Child Rights | 19.00 | 26.50 | 58.47 | 18.00 |
| National Commission for Women (NCW) | 25.60 | 25.60 | 70.54 | 24.00 |
| Central Social Welfare Board (CSWB) | 71.28 | 83.38 | 63.80 | 71.50 |

2.10 The Committee finds that in almost all the major schemes/programmes except Maternity Benefit Programme, ICPS and the scheme for adolescent girls, the allocated funds have remained underutilized. The Committee observes that on the one hand there is shortage in fund allocations and on the other hand there is under-utilization of funds in respect of some schemes/programmes of the Ministry. The Committee feels that there should be optimum utilization of funds under each of the schemes of the Ministry if the desired goals of various schemes were to be achieved. Since all the schemes of the Ministry are meant for the development and welfare of children and women, it is of utmost importance that allocated funds are utilized optimally to cover targeted beneficiaries. The Committee accordingly, recommends that the factors responsible for under utilization of funds be identified and remedial action taken in a time bound manner. The Committee further desires that a status note be furnished on the schemes where utilization of funds has been abysmally low in respect of the budget allocations.

2.11 The Committee also observes that under-achievement of financial targets in a number of schemes is indicative of the fact that physical targets of those schemes also remained under-achieved. The Committee is fully aware of the fact that various schemes/programmes of the Ministry are implemented in accordance with the Annual Action Plan. Funds remaining under-utilized are indicative of non-adherence of the financial norms as well as slow pace of implementation of the schemes/programmes sending to targeted beneficiaries not being covered fully. The Committee reiterates that the Ministry should be more vigilant in realizing its fiscal responsibility.

2.12 The Committee believes that the schemes of children and women are of vital importance and under-achievement of these schemes would necessarily mean that the benefits of the schemes have not reached the targeted beneficiaries or they have been denied the benefits of welfare schemes. In this context, the Committee feels that problems faced in the achievements of both financial and physical targets should be identified and addressed for efficacious implementation of the schemes. The Ministry should also take up the matter of under-achievement with the concerned State Governments/UTs for resolving constraints.

III INTEGRATED CHILD DEVELOPMENT SERVICES (ICDS) SCHEME

3.1 The Integrated Child Development Services (ICDS) Scheme 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. The beneficiaries under the scheme are children in the age group of 0-6 years, pregnant women and lactating mothers. The ICDS Scheme offers a package of six services, viz :

- (i) supplementary nutrition;
- (ii) pre-school non-formal education;
- (iii) nutrition and health education;
- (iv) immunization;
- (v) health check-up; and
- (vi) referral services.

Immunization, health check-up and referral services are related to health and are provided by the Department of Health and Family Welfare, Ministry of Health and Family Welfare through National Rural Health Mission (NRHM) and health system. Convergence is one of the key features of the ICDS Scheme for better governance in the delivery of the scheme. This convergence is inbuilt in the scheme which provides a platform in the form of Anganwadi Centres for providing all services under the scheme. The ICDS scheme has been gradually universalized and currently 7076 projects and 14 lakh Anganwadi Centres (AWCs) have been approved. This also includes a provision of 20,000 AWCs 'on demand'. As on 31.12.2017, out of 14 lakh approved AWCs about 13.62 lakh AWCs are operational.

3.2 The Committee was given to understand that in order to address various programmatic, management and institutional gaps and to meet administrative and operational challenges, the Government had approved

the strengthening and restructuring of ICDS Scheme with an allocation of ₹1,23,580 crore during the 12th Five Year Plan. The budget allocation and expenditure under the ICDS Scheme during the 12th Five Year Plan and the budget allocation of 2018-19 is as shown below:

(₹ in crore)

| Sl. No. | Financial Year | Budget | Revised | Expenditure | Expenditure % with respect to RE |
|---------|----------------|----------|----------|-----------------|----------------------------------|
| 1. | 2012-13 | 15850.00 | 15850.00 | 15701.50 | 99.06 |
| 2. | 2013-14 | 17700.00 | 16312.00 | 16267.49 | 99.73 |
| 3. | 2014-15 | 18195.00 | 16561.60 | 16581.82 | 100.12 |
| 4. | 2015-16 | 8335.77 | 15483.77 | 15438.93 | 99.71 |
| 5. | 2016-17 | 14000.00 | 14560.60 | 14430.32 | 99.11 |
| 6. | 2017-18 | 15245.19 | 15245.19 | 11779.39 | 77.26 |
| | | | | (upto 5/2/2018) | |
| 7. | 2018-19 | 16334.88 | - | - | - |

3.3 The Committee noted that there has been consistent increase in the Budget allocation for the ICDS Scheme for the first three years of the 12th Five Year Plan. In the fourth year of the 12th Five Year Plan *i.e.* 2015-16, the Budget allocation was reduced substantially on account of the recommendations of the 14th Finance Commission. However, at the revised stage, the allocation was enhanced to ₹ 15483.77 crore. It is noticed that for the year 2016-17, the budget allocation of ₹ 14,000 crore was even less than the total expenditure of ₹ 15438.93 crore in the previous year *i.e.* 2015-16. For the year 2017-18 both BE and RE allocation remained the same *i.e.* ₹15245.19 crore while the reported expenditure upto 5th February, 2018 was ₹ 11779.39 which came to 77.26 per cent of both BE and RE of 2017-18. For the year 2018-19, the budget allocation has been kept at ₹16334.88 crore which is only 6.63 per cent more than the budget allocation of 2017-18. The Committee was informed that for 2018-19, the demand projected by the Ministry for ICDS core programme was ₹ 21101.00 crore.

3.4 On a specific query regarding difficulties faced by the States/UTs in the implementation of the ICDS scheme, the Ministry informed the Committee that major difficulties faced by the States/UTs were related to timely recruitment and deployment of manpower, timely release of funds as the State share, stopping leakage, effective supervision and monitoring timely payment of honorarium to the field functionaries, timely submission of utilization certificates etc. Regarding the steps taken to overcome these difficulties, the Ministry informed that it has been holding periodical review meetings, undertaking inspections, issuing guidelines, reviewing their programme from time to time especially at the time of approving their APIP, etc. Government has recently approved NNM which will provide a very effective tool for Real Time Monitoring of the scheme besides providing incentives to the better performing States/UTs and the field functionaries.

3.5 The Committee also inquired from the Ministry regarding the States/UTs who performed better in the implementation of the ICDS Scheme, to which the Ministry replied that the performance of ICDS is seen through the National Family Health Surveys conducted by the MH&FW from time to time. As per NFHS-4 data, most of the States/UTs have performed better in reducing prevalence of underweight as the overall percentage has come down from 42.5% in NFHS-3 to 35.7% in NFHS-4 with an overall 6.8% reduction. Similarly, the prevalence of stunting at the national level has come down from 48% in NFHS-3 to 38.4% in NFHS-4.

3.6 Regarding assessment of impact of ICDS by an independent body in recent past and the effectiveness of the existing monitoring mechanism and supervision of the ICDS, the Ministry informed that normally, the performance and assessment of ICDS is seen through National Family Health Surveys conducted by the Ministry of Health and Family Welfare. It was informed that NITI Aayog had conducted a quick evaluation study of Anganwadi Centres in June, 2015. The Ministry shared with the major findings of this survey were shared with the Committee which were as follows:

- It was found that 75.7% of AWCs are maintaining records properly, however, problems were noticed in records maintained by the remaining 24.3% of AWCs.
- It was noticed that 99% of AWCs are providing mothers counselling on the child healthcare and 68.6% of AWCs are intervening on children's malnutrition.
- Further, 22.5% of AWCs do not have the required medicines for the children.
- Scrutiny of health records maintained by AWCs for the month of December, 2013 revealed 74.6 %, 19.7% and 5.7% of children had Normal (N), moderately malnourished (MM) and severely malnourished (SM) health respectively. Similarly, the health records of children enrolled in AWCs in January, 2015 was 75.4% (N), 19.1% (MM) and 5.5%(SM). Finally, the health records for February, 2015 was 78.8%(N), 17% (MM) and 4.2% SM).
- The on the spot weight measurement carried out by the evaluation teams during April, 2014 revealed that 77.4%, 17.6% and 5% of the sample children had N, MM and SM health status.
- Physical verification of the infrastructure and supports provided to AWCs revealed that 59% of them have adequate space, and thus the remaining 41% have either shortage of space or unsuitable accommodation. It was also found that 40% of AWCs have their own accommodation and the remaining 60% are located in rented accommodations.
- Study found that 86.3% of AWCs have drinking water facilities and the remaining 13.7% do not have safe drinking water facilities. Further, the hygiene conditions at AWCs require improvement as only 48.2% of them are maintaining good hygiene condition.

3.7 The Committee while taking note of the above findings observes that ICDS scheme is one of the biggest and most unique scheme of the Ministry aimed at improving the nutritional and health status of children in the age group of 0-6 years and laying the foundation of their proper psychological, physical and social development. Further the findings of NITI Aayog also point towards issues relating to medicines, space, accommodation and hygiene conditions in the AWCs

requiring immediate attention of all the stakeholders. Further, it is also of utmost importance that adequate funds should be provided under the scheme to cover all the targeted beneficiaries who are children in 0-6 years of age, pregnant women and lactating mothers. The Committee notes that the Ministry has got around 23 per cent less allocation in BE 2018-19 than their projected demand. It is Committee's concerted view that shortage of fund should not hamper the proper implementation of the scheme. It is the duty of the Ministry to get the required funds allocated for its major scheme.

3.8 Status of Infrastructure in Anganwadi Centres (AWCs)

Anganwadi Centres (AWCs) under the ICDS Scheme provide a platform for rendering all services under the scheme. They are a pre-requisite for delivering child related services. Out of the 14 lakh sanctioned AWCs, there are 13.62 lakh operational AWCs as on 31.12.2017. However, state-wise details of sanctioned and operational AWCs indicate gaps in many States/UTs. This gap is prominent in the following States/UTs:

(as on 31.12.2017)

| Sl. No. | State/UTs | No. of Anganwadi Centres | |
|---------|-------------------|--------------------------|-------------|
| | | Sanctioned | Operational |
| 1. | Bihar | 115009 | 91677 |
| 2. | Chhattisgarh | 52474 | 50448 |
| 3. | Gujarat | 53029 | 52092 |
| 4. | Jammu and Kashmir | 31938 | 29599 |
| 5. | Maharashtra | 110486 | 109498 |
| 6. | Odisha | 74154 | 72587 |
| 7. | Punjab | 27314 | 26880 |
| 8. | Rajasthan | 62010 | 61147 |
| 9. | Uttar Pradesh | 190145 | 187997 |
| 10. | West Bengal | 119481 | 115318 |
| 11. | Delhi | 11150 | 10897 |

3.9 From the above table, it is evident that the gap between sanctioned and operational Anganwadi Centres is maximum in the States of Bihar and Jammu & Kashmir with 20 and 7.3 per cent gap in the sanctioned and operational AWCs. Further, in a number of States such as Gujarat, Uttar Pradesh and Delhi, the number of operational AWCs have not increased even by a single unit in the last year. On a specific query regarding the steps taken by the Ministry in making the sanctioned AWCs operational, it was informed that the Ministry continuously monitors the implementation of ICDS scheme including the

operationalization of AWCs through reports, returns, field visits and review meetings at the national level. ICDS being a self selecting scheme, states/UTs have been advised to operationalize the pending ICDS projects and Anganwadi centres (AWCs) immediately. As for the reasons for delay it was informed that they were largely administrative, legal and court cases as reported by the States/UTs. **The Committee feels that the constraints in making the sanctioned AWCs operational need to be tackled and remedial steps taken in an urgent manner as AWCs are the platform from where ICDS Services are rendered to the beneficiaries.**

3.10 As for drinking water and toilet facilities in the AWCs, it was informed that 74.66 and 63.86 per cent operational AWCs have drinking water and toilet facilities. However, state-wise data on drinking water and toilet facilities show a large scale regional disparities. The following tables showing drinking water and toilet facilities in AWCs in respect of some States/UTs are self revealing:

Number of AWCs having drinking water facilities as on 30.6.2017

| Sl. No. | State | No. of operational AWCs | Drinking water facilities | % Achievement |
|---------|-------------------|-------------------------|---------------------------|---------------|
| 1. | Telangana | 35634 | 14329 | 40.21 |
| 2. | Arunachal Pradesh | 6225 | 1775 | 28.51 |
| 3. | Jammu and Kashmir | 29599 | 14262 | 48.18 |
| 4. | Karnataka | 65911 | 25548 | 38.76 |
| 5. | Maharashtra | 109498 | 59335 | 53.47 |
| 6. | Manipur | 11510 | 2418 | 21.00 |
| 7. | Uttarakhand | 19694 | 5720 | 24.04 |

Number of operational AWCs with toilet facilities as on 30.6.2017

| Sl. No. | State/UT | Operational | No. of toilets constructed | % achievement |
|---------|-------------------|-------------|----------------------------|---------------|
| 1. | Andhra Pradesh | 55606 | 24429 | 43.93 |
| 2. | Telangana | 35634 | 7593 | 21.30 |
| 3. | Arunachal Pradesh | 6225 | 3043 | 48.73 |
| 4. | Assam | 61779 | 29356 | 47.51 |
| 5. | Jammu and Kashmir | 29599 | 13057 | 44.11 |
| 6. | Jharkhand | 38432 | 14892 | 38.74 |
| 7. | Manipur | 11510 | 3114 | 27.05 |
| 8. | Odisha | 72587 | 38211 | 52.64 |

3.11 From the data given above it is evident that a number of States/UTs are lagging far behind in providing basic amenities of drinking water and toilets in the operational AWCs. In Manipur only 21 per cent AWCs have drinking water facilities followed by Uttarakhand (29.04 per cent), Arunachal Pradesh (28.51 per cent), Karnataka (38.76 per cent), Telangana (40.21), Jammu & Kashmir (48.18 per cent) and Maharashtra (53.47 per cent). Similarly, for toilet facilities in operational AWCs Telangana is lagging far behind with only 21.30 per cent AWCs having toilet facilities. Situation is equally discouraging in the States of Manipur (27.05 per cent), Jharkhand (38.74 per cent), Andhra Pradesh (43.93 per cent), Jammu & Kashmir (44.11) per cent), Assam (47.51 per cent), Arunachal Pradesh (48.73 per cent) and Odisha (52.64 per cent).

3.11A The Committee notes with serious concern that such massive gaps in the creation of infrastructural facilities relating to drinking water and toilet facilities are leading to a large scale regional disparities. The Committee would like the Ministry to take up the issue of infrastructure creation, on priority basis with the States/UTs which show dismal and slow performance. The Committee would like to reiterate that all AWCs must be run with proper infrastructure having sufficient facilities if quality services under ICDS are to be rendered. The Committee views the inadequacy of infrastructural facilities seriously and desires the Ministry to play a more proactive role in persuading the States/UTs in creating the required infrastructure facilities in a time bound manner.

3.12 As per the information made available to the Committee by the Ministry Anganwadi Services Scheme under umbrella ICDS has been revised *w.e.f* 01.12.2017. Under revised Anganwadi Services,, construction of 70000 toilets and providing drinking water facilities in 2000 AWCs per annum have been approved for 2017-18 and 2018-19. Accordingly, funds to the tune of ₹ 54.14 crores for construction for 70000 toilets and ₹ 13.24 crores for providing to drinking water facilities in 20000AWCs have been released to the States/UTs in the month of December, 2017. The Committee appreciates the initiative of the Ministry and hopes that basic amenities of drinking water and toilet facilities would go up in future.

NATIONAL NUTRITION MISSION

3.13 The Ministry informed the Committee that Government has approved setting up of National Nutrition Mission (NNM) with a three year budget of ₹ 9046.17 crore commencing from 2017-18 The NNM, as an apex body, will monitor, supervise, fix targets and guide the nutrition related interventions across the Ministries. The Mission will strive to reduce the level of stunting, under-nutrition, anaemia and low birth weight babies. All the States and districts will be covered in a phased manner *i.e.* 315 districts in 2017-18, 235 districts in 2018-19 and remaining districts in 2019-20. The key focus areas under NNM are Convergence, ICT based real-time monitoring system through Common Application Software (CAS), the backbone for the Real Time Monitoring mechanism for the Mission (ICT-RTM) for effective operation of the system and to provide IT-related assistance to the field functionaries, Behavioural Change-Community Based Events (CBE), IEC Advocacy, Jan Andolan, Incentives, Innovations, Training and Capacity Building (Incremental Learning Approach (ILA)) and Grievance Redressal - Call Centre. The total allocation of ₹ 3000 crore (Programme Component- ₹ 2928.70 crore + EAP Component- ₹ 71.30 crore), the GoI share amounts to ₹ 1236.70 crore only (Gross Budgetary Support) and the balance share *i.e* the EAP

Share is ₹ 1763.10 crore would be funded by IBRD/ Multi lateral development bank. The allocation for programme component under NNM has been increased substantially as in the current year only 315 districts are covered under NNM. In 2018-19, NNM would be implemented in additional 235 districts, hence, due to increase in the coverage of NNM in the next financial year i.e 2018-19, more funds would be required.

3.14 The Committee in its 289th Report on Demands for Grants 2017-18 had expressed its concern over the prevalence of underweight children under the age of five years and the problem of anaemia in pregnant women and lactating mothers in the age group of 15-49 year. The Committee hopes that with the setting up of National Nutrition Mission these problems will be tackled in right perspective and ICDS services would result in positive outcomes.

PRE-SCHOOL EDUCATION (PSE) KITS AND MEDICINE KITS

3.15 States/UTs are expected to ensure the delivery of Pre-School Education (PSE) kits and Medicine Kits to the targeted beneficiaries under ICDS. It has been brought to the notice of the Committee that the Ministry has prescribed a five tier monitoring mechanism at the National, State, District, Block and AWC level to ensure that the services under the ICDS scheme are delivered as per the norms, which includes distribution of PSE and medicine kits and supplementary nutrition to the targeted beneficiaries.

3.16 The status of expenditure on the procurement of PSE kits during the years 2014-15, 2015-16 and 2016-17 and the figures for 2017-18. is given below:

| | | | | | | (₹ in lakhs) |
|---------|--------------------|---------|---------|---------|----------------------------------|--------------|
| Sl. No. | States/UTs | 2014-15 | 2015-16 | 2016-17 | 2017-18 (Approved in APIP) | |
| 1 | 2 | 3 | 4 | 5 | 6 | |
| 1. | Andhra Pradesh | 1178.57 | NR | NR | 1000.89 | |
| 2. | Bihar | NR | 1181.03 | NR | 1650.19 | |
| 3. | Chhattisgarh | 1411.11 | 223.5 | 537.52 | 899.05 | |
| 4. | Goa | 32.22 | 1.91 | NR | 22.59 | |
| 5. | Gujarat | 385.64 | 1131.63 | 1075.29 | 948.94 | |
| 6. | Haryana | NR | NR | 711.77 | 467.32 | |
| 7. | Himachal Pradesh # | 746.22 | * | 671.6 | 510.98 | |
| 8. | Jammu and Kashmir | 415.23 | * | 39.81 | 599.17 | |
| 9. | Jharkhand | 899.51 | 530.14 | 526.81 | 691.78 | |
| 10. | Karnataka | 182.45 | * | 191.74 | 1162.04 | |
| 11. | Kerala | 1730.42 | 539.55 | 488.57 | 596.07 | |

| 1 | 2 | 3 | 4 | 5 | 6 |
|-------|-----------------------------|----------|----------|---------|----------|
| 12. | Madhya Pradesh | 2094.65 | 3074.39 | 1531.3 | 1699.16 |
| 13. | Maharashtra | 974.75 | 329.65 | NR | 1976.02 |
| 14. | Odisha | 1489.46 | 108.08 | 1783.21 | 1299.51 |
| 15. | Punjab | 154.2 | NR | - | 480.37 |
| 16. | Rajasthan | NR | NR | 481.57 | 1092.22 |
| 17. | Tamil Nadu | 1559.07 | 935.43 | 935.44 | 979.90 |
| 18. | Uttar Pradesh | NR | NR | NR | 541.81 |
| 19. | Uttarakhand | 4071.45 | 3115.30 | NR | 3383.95 |
| 20. | West Bengal | 1849.58 | * | 244.84 | 2069.12 |
| 21. | Delhi | 0 | 0.2 | NR | 196.15 |
| 22. | Puducherry | 22.42 | NR | NR | 15.39 |
| 23. | Andaman and Nicobar Islands | 18.53 | NR | 16.62 | 21.60 |
| 24. | Chhattisgarh | 14.99 | 14.66 | - | 15.00 |
| 25. | Dadra and Nagar Haveli | NR | NR | - | 9.06 |
| 26. | Daman and Diu | 2.8 | 1.19 | - | 3.21 |
| 27. | Lakshadweep | NR | NR | - | 3.21 |
| 28. | Arunachal Pradesh | 325.51 | * | NR | 168.08 |
| 29. | Assam | 1783.21 | 1783.22 | NR | 1678.13 |
| 30. | Manipur | 289.68 | NR | NR | 266.84 |
| 31. | Meghalaya | 122.55 | NR | 141.67 | 159.14 |
| 32. | Mizoram | 67.32 | 67.32 | 67.32 | 60.59 |
| 33. | Nagaland | 93.29 | 103.65 | 119.41 | 93.29 |
| 34. | Sikkim | NR | 39.12 | 38.41 | 34.83 |
| 35. | Tripura | 270.52 | NR | 297.33 | 267.60 |
| 36. | Telangana | 1010.39 | NR | NR | 641.41 |
| TOTAL | | 23195.74 | 13179.97 | 9900.23 | 25904.59 |

The State Government has clubbed expenditure on PSE Kit with Medicine Kit.

NR= Not reported in Statement of Expenditure.

* Final Statement of Expenditure still awaited from States/UTs.

3.17 The statement showing expenditure on procurement of medicine kits during the years 2014-15, 2015-16 and 2016-17 and of the year 2017-18 is given below:

| (₹ in Lakhs) | | | | | |
|--------------|--------------------|---------|---------|---------|----------------------------------|
| Sl. No. | States/UTs | 2014-15 | 2015-16 | 2016-17 | 2017-18 (Approved in APIP) |
| 1 | 2 | 3 | 4 | 5 | 6 |
| 1. | Andhra Pradesh | 487.87 | NR | NR | 333.63 |
| 2. | Bihar | NR | NR | NR | 550.06 |
| 3. | Chhattisgarh | NR | NR | NR | 299.68 |
| 4. | Goa | 11.26 | 1.02 | NR | 7.53 |
| 5. | Gujarat | 3.29 | 310.97 | 389.83 | 316.31 |
| 6. | Haryana | NR | NR | NR | 155.77 |
| 7. | Himachal Pradesh # | NR | * | NR | 170.33 |
| 8. | Jammu and Kashmir | 125.81 | * | 21.68 | 266.39 |
| 9. | Jharkhand | 243.52 | NR | NR | 230.59 |
| 10. | Karnataka | 590.99 | * | 105.49 | 387.35 |
| 11. | Kerala | 297.45 | NR | 54.63 | 198.69 |
| 12. | Madhya Pradesh | 45.46 | 861.95 | 426.06 | 566.39 |
| 13. | Maharashtra | 615.11 | NR | * | 658.67 |
| 14. | Odisha | NR | NR | 199.96 | 433.17 |
| 15. | Punjab | 58.93 | 128.08 | * | 160.12 |
| 16. | Rajasthan | NR | NR | 348.54 | 364.07 |
| 17. | Tamil Nadu | 519.69 | 311.81 | 311.81 | 326.63 |
| 18. | Uttar Pradesh | 159.84 | 5.36 | NR | 180.60 |
| 19. | Uttarakhand | 1159.64 | 1033.24 | NR | 1127.98 |
| 20. | West Bengal | 848.74 | * | 517.49 | 689.71 |
| 21. | Delhi | 56.3 | NR | NR | 65.38 |
| 22. | Puducherry | 4.32 | NR | - | 5.13 |

| 1 | 2 | 3 | 4 | 5 | 6 |
|-------|-----------------------------|---------|---------|---------|----------|
| 23. | Andaman and Nicobar Islands | 7 | NR | 6.3 | 7.20 |
| 24. | Chhattisgarh | 4.99 | 4.93 | - | 5.00 |
| 25. | Dadra and Nagar Haveli | NR | 2.57 | - | 3.02 |
| 26. | Daman and Diu | 0.61 | 1.02 | - | 1.07 |
| 27. | Lakshadweep | NR | NR | - | 1.07 |
| 28. | Arunachal Pradesh | NR | * | * | 56.03 |
| 29. | Assam | 199.96 | 594.4 | NR | 559.38 |
| 30. | Manipur | 96.56 | NR | NR | 88.95 |
| 31. | Meghalaya | 51 | NR | 47.22 | 53.05 |
| 32. | Mizoram | 22.44 | 22.44 | 22.44 | 20.20 |
| 33. | Nagaland | 39.8 | 34.55 | 39.8 | 31.10 |
| 34. | Sikkim | NR | NR | 13 | 11.61 |
| 35. | Tripura | NR | NR | 99.11 | 89.20 |
| 36. | Telangana | 336.84 | NR | NR | 213.80 |
| TOTAL | | 5987.42 | 3312.34 | 2603.36 | 8634.857 |

The State Govt. has clubbed expenditure on PSE Kit with Medicine Kit

N.R= Not reported in Statement of Expenditure.

* Final Statement of Expenditure still awaited from States/UTs

3.18 From the information made available to the Committee, it is concluded that very few states/UTs have reported increased expenditure on the procurement of PSE and medicine kits. States/UTs of Goa, Delhi, Puducherry, Andaman and Nicobar Islands, Dadra and Nagar Haveli, Daman and Diu, Lakshadweep, Mizoram, Nagaland and Sikkim have reported negligible expenditure on both the Pre-School Education (PSE) Kits and Medicine Kits. Further, some States/UTs such as Uttar Pradesh, Arunachal Pradesh, Manipur and Meghalaya have also reported less expenditure in the year 2017-18 on PSE Kits. Similarly, for medicine kits, the States/UTs of Haryana, Himachal Pradesh, Jammu and Kashmir, Jharkhand, Kerala, Punjab, Uttar Pradesh, Arunachal Pradesh, Manipur, Meghalaya and Tripura have also reported less expenditure in 2017-18. The Committee would like to emphasize upon the importance of availability of PSE and medicine kits in AWCs which introduce young children to non-formal pre-school education through a variety of activities and teaching and medical kits may prove to be of major help to young children during their stay in AWCs. The Committee recommends that adequate attention and priority must be given to this

component of the ICDS Scheme. The Ministry should take steps to convince States/UTs about the importance and availability of both PSE and medical kits for the targeted beneficiaries.

STAFF AND KEY FUNCTIONARIES OF ICDS

3.19 Availability of staff and key functionaries under ICDS has been an area of concern for the Committee for quite some time. Year after year a large number of posts of Supervisors, AWWs and Helpers Continue to lay vacant. The table below shows the status of vacancy position of Supervisors, AWWs and Helpers for the last three years:

| Year | Supervisors | | | AWWs | | | AWHs | | |
|---------|-------------|-----------------|--------|------------|-----------------|--------|------------|-----------------|--------|
| | Sanctioned | In- position | Vacant | Sanctioned | In- position | Vacant | Sanctioned | In- position | Vacant |
| 2015-16 | 55187 | 36691 | 18496 | 1400000 | 1286286 | 113714 | 1283150 | 1163941 | 119209 |
| 2016-17 | 55187 | 36109 | 19078 | 1400000 | 1290003 | 109997 | 1283150 | 1169040 | 114110 |
| 2017-18 | 55187 | 35679 | 19508 | 1400000 | 1289545 | 110455 | 1283150 | 1163344 | 119806 |

Individual vacancy positions in respect of some of the States/UTs is an indicated below:

| State/UT | Supervisors | | | AWWs | | | AWHs | | |
|-------------------|-------------|-----------------|--------|------------|-----------------|--------|------------|-----------------|--------|
| | Sanctioned | In- position | Vacant | Sanctioned | In- position | Vacant | Sanctioned | In- position | Vacant |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
| Andhra Pradesh | 2205 | 1559 | 646 | 55607 | 53926 | 1681 | 48768 | 44699 | 4069 |
| Telangana | 1440 | 839 | 601 | 35700 | 33156 | 2544 | 31711 | 28230 | 3481 |
| Bihar | 4435 | 2562 | 1873 | 115009 | 85980 | 29029 | 107894 | 80176 | 27718 |
| Chhattisgarh | 1969 | 1585 | 384 | 52474 | 49253 | 3221 | 46660 | 42366 | 4294 |
| Gujarat | 2445 | 1767 | 678 | 53029 | 51491 | 1538 | 51229 | 48545 | 2684 |
| Haryana | 1146 | 688 | 458 | 25962 | 25347 | 615 | 25450 | 24891 | 559 |
| Himachal Pradesh | 814 | 584 | 230 | 18925 | 18804 | 121 | 18386 | 18237 | 149 |
| Jammu and Kashmir | 1308 | 932 | 376 | 31938 | 28707 | 3231 | 31938 | 29599 | 2339 |
| Jharkhand | 1288 | 864 | 424 | 38432 | 35424 | 3008 | 35881 | 33117 | 2764 |
| Karnataka | 2767 | 1888 | 879 | 65911 | 63186 | 2725 | 62580 | 59026 | 3554 |
| Kerala | 1470 | 1079 | 391 | 33318 | 33102 | 216 | 33189 | 32953 | 236 |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 |
|----------------|------|------|------|--------|--------|-------|--------|--------|-------|
| Madhya Pradesh | 3425 | 2841 | 584 | 97135 | 94413 | 2722 | 84465 | 82078 | 2387 |
| Maharashtra | 4227 | 3176 | 1051 | 110486 | 107170 | 3316 | 97475 | 92179 | 5296 |
| Manipur | 391 | 362 | 29 | 11510 | 10274 | 1236 | 9958 | 9497 | 461 |
| Nagaland | 167 | 145 | 22 | 3980 | 3455 | 525 | 3980 | 3455 | 525 |
| Odisha | 2932 | 2129 | 803 | 74154 | 69625 | 4529 | 63738 | 60168 | 3570 |
| Punjab | 1179 | 750 | 429 | 27314 | 26444 | 870 | 26074 | 24918 | 1156 |
| Rajasthan | 2533 | 1537 | 996 | 62010 | 58744 | 3266 | 55806 | 52257 | 3549 |
| Tamil Nadu | 1786 | 943 | 843 | 54439 | 38827 | 15612 | 49499 | 35154 | 14345 |
| Uttar Pradesh | 7297 | 3891 | 3406 | 190145 | 173445 | 16700 | 167855 | 150796 | 17059 |
| Uttarakhand | 631 | 512 | 119 | 20067 | 19130 | 937 | 14947 | 13987 | 960 |
| West Bengal | 5151 | 1769 | 3382 | 119481 | 107353 | 12128 | 119481 | 101599 | 17882 |
| Delhi | 432 | 288 | 144 | 11150 | 10806 | 344 | 11150 | 10897 | 253 |

The Committee notes that in some of the States/UTs, a large number of posts of supervisors, AWWs and AWHs are lying vacant. Situation is particularly discouraging in the States of Bihar, Tamil Nadu, Uttar Pradesh and West Bengal where a large number of vacancies exist in all the three categories viz. supervisors, AWWs and AWHs. Position is no better in a number of other States/UTs in this regard. On a specific query on this issue the Ministry informed that the implementation of the scheme including recruitment of field functionaries is done by the States/UTs. Government of India has been impressing upon the States/UTs through various meetings, letters, visits, etc. to fill up the vacant positions on priority basis.

3.20 The Committee while noting the reply of the Ministry observes that ICDS functionaries play an important role in rendering services to the targeted beneficiaries efficiently. With the expansion and strengthening of ICDS schemes their role becomes more vital for effective delivery system. If 20 to 30 per cent posts of ICDS functionaries are lying vacant, the Ministry's claim of strengthened and effective delivery system under ICDS cannot be taken seriously. It is Committee's concerted view that the Ministry should take up the matter with the State Governments/UTs on priority basis so that vacant posts are filled up at the earliest.

3.21 On the Committee's specific query regarding efforts taken by the Ministry to ensure that AWWs/AWHs are remunerated adequately so that they are motivated to perform their required tasks, the Ministry replied that the Anganwadi Services Scheme envisages the Anganwadi Workers (AWWs) and Anganwadi Helpers (AWHs) as "honorary workers" from the local community who come forward to render their services, on part time basis, in the area of child care and development. The Government of India presently pays monthly honorarium to the AWWs and AWHs @ ₹ 3000 and ₹ 1500 respectively in the

prescribed cost sharing ratio with the States/UTs. The States/UTs are also paying additional honorarium to these functionaries from their own resources. Since the additional honorarium is paid by the States/UTs from their own financial resources, Government of India has been requesting them to increase the honorarium of these functionaries. However, there is no proposal to enhance the existing honorarium paid by the Government of India to the above functionaries.

3.22 Regarding the steps taken by the Ministry to improve the working conditions of AWWs and AWHs, the Committee was informed that the Government of India is fully conscious of the voluntary services of these functionaries and the benefits available to AWWs/AWHs. Efforts have been made to improve their working conditions by extending facilities/benefits from time to time which as mentioned below :

- Leave: Allowed paid absence of 180 days of maternity leave.
- Insurance cover: The Government of India introduced Anganwadi Karyakartri Bima Yojana' to Anganwadi Workers/Anganwadi Helpers w.e.f. 01.04.2004 under Life Insurance Corporation's Social Security Scheme.

Further, AWWs and AWHs in the age group of 18 to 50 years have been covered under PMJJBY; the AWWs and AWHs in the age group of 18-59 years under PMSBY and the AWWs/AWHs in the age group of 50 to 59 years would continue to remain under the AKBY (modified) as long as they are engaged.

The scholarship component of AKBY will continue for these beneficiaries who are eligible for the benefits during the current Academic Year.

- Award: In order to motivate the Anganwadi Workers and give recognition to good voluntary work, a Scheme of Award for AWWs was introduced both at the National and State level. The number of Awards and the amount has been increased. Now the Awards would be given to 100 AWWs and the cash prize would be ₹ 50,000 each and a Citation at Central level and ₹10,000/- cash each and a Citation at State level.
- Promotion: Reservation of 50% of vacant posts of Supervisors for AWWs, recruitment of 25% of AWWs from AWHs etc.
- Uniform: Government has made a provision for a set of two Uniforms (saree/suit @ ₹400/-per saree per annum).

3.23 The Committee expresses its serious concern about Ministry's efforts reaching to the ground level. It is to be noted that AWWs/AWHs play a very important role in the proper implementation of the ICDS Scheme. Therefore, it is important that these benefits reach to the workers and they are remunerated properly. The Committee feels that the honorarium being paid to the AWWs and AWHs presently is on the lower side therefore, the Ministry should make concerted efforts for enhancing the honorarium paid to the AWWs and AWHs. The Committee also understands the constraints on the part of Union Government in increasing the amount of honorarium and impressing upon the State/UT Governments or enhancing their contribution so that ICDS workers get a reasonable honorarium. The Committee desires that the Union Government may use its

highest offices in persuading the State/UT Governments particularly those which are paying nominal amount on their behalf. The Committee hopes this may sensitise the respective State/UT Governments to the needful.

IV INTEGRATED CHILD PROTECTION SCHEME (ICPS)

4.1 In order to provide financial support to State Governments and UT Administrations for effective implementation of the Juvenile Justice Act, a centrally sponsored scheme, namely the "Integrated Child Protection Scheme" was introduced in 2009. ICPS aimed to create a safely net of dedicated structures, services and personnel for protection of children, especially those in difficult circumstances. The Integrated Child Protection Scheme was comprehensively revised in the year 2014 that come into effect from 1st April, 2014.

Since 1st October, 2017, the scheme has been brought under the Umbrella ICDS as its sub-scheme with the nomenclature as Child Protection Services(CPS). The financial norms under the scheme have been enhanced in the following respect:

- (i) The maintenance grant of ₹2000/- for children has been increased by 8 % annually in homes, open shelter and SAAs
- (ii) Sitting allowance of CWC and JJB members have been enhanced from ₹1000/- to ₹1500/-.
- (iii) Increase in programmatic allocation for CIF Head Office and its regional centers, by ₹9.70 crore for protection services of CHILDLINE.

The Committee was informed that since the approval of the Cabinet was given in November, 2018 only, the scheme will be once again reviewed to make it more topical, pragmatic and child friendly.

4.2 The Ministry informed the Committee that so far 710 Child Welfare Committees (CWCs) and 701 Juvenile Justice Boards (JJBs) have been set up across the country. The status of the scheme with respect to budgetary allocation and number of beneficiaries for the last three years is as shown below:

| (₹ in crores) | | | | |
|---------------|-------------------------------------|------------------------|----------------------------|--------------------------|
| Year | No. of States that have signed MOUs | Budget Allocation | Amount Sanctioned | Number of Beneficiaries |
| 2015-16 | 36 | BE-402.23 RE-450.00 | 497.30 | 76,634 |
| 2016-17 | 36 | BE-400.00 RE-610.00 | 576.96 | 87119 |
| 2017-18 | 36 | BE-648.00 RE- | 523.12 (upto 31.1.2018) | 86908 (upto 5.2.2018) |

4.3 For effective implementation, the scheme envisages a three tier service delivery structure at National, State and District level by setting up Central Project Support Unit, State Child Protection Societies

(SCPSs), State Adoption Resource Agencies (SARA) and District Child Protection Units (DCPU). Till now SCPSs have been constituted in 35 States/UTs, SARA in 34 States/UTs and DCPU in 697 districts of the country. During the current financial year i.e. 2017-18, till 31.12.2017, Ministry assisted 1620 Homes, 306 Specialized Adoption Agencies (SAAs) and 336 Open Shelters through State Governments/ UT Administrations. These care, protection and rehabilitation services provide various types of facilities like food, shelter, clothes, medical care etc. for the welfare and development of children in need of care and protection and those in conflict with law.

4.4 Attention of the Committee was also drawn to the increase in the number of missing children over the years. As per the information provided by the National Crime Records Bureau (NCRB), the number of missing children during the years 2014, 2015 and 2016 was as under:

| Year | No. of Missing Children |
|------|-------------------------|
| 2014 | 69731 (65608)* |
| 2015 | 57545 (77939)* |
| 2016 | 63407 (48162)* |

*figures mentioned in the brackets are backlog of previous year

According to the Ministry under Child Protection Service(CPS) an effective system for child protection, data management and reporting and a tool for monitoring the implementation of all its child protection issues has been developed. A nationwide website 'Track Child' has been developed for tracking missing children and their ultimate repatriation and rehabilitation. The 'Track Child' Portal of the Ministry has been functional since 2012. It is a networking and interactive platform for various Stake holders such as Police, Child Welfare Committees (CWCs), Juvenile Justice Boards (JJBs), Child Care Institutions (CCIs), National Crimes Records Bureau (NCRB), NGOs and Citizens etc. A revised and user friendly version 2.0 of Track Child was launched in 2015-16 for better connectivity with enhanced features such as Mobile Application. The Ministry has also launched *Khoya-Paya* on 2nd June, 2015. *Khoya-Paya*, is an enabling platform, where citizens can report missing children as well as sightings of their whereabouts without losing much time. Found children can also be reported. Any citizen can register on *Khoya Paya* by using an Indian Mobile number. The *Khoya-Paya* portal has been integrated as a citizen corner on the track child portal. During the FY 2017-18 around 30,972 children have been matched through the Track Child portal. 6133 Police stations have entered the information of 40,401 missing children. The Ministry is also exploring options for procuring a Facial Recognition Software.

4.5 Further, Childline Services are functional in 412 locations (including 33 railway stations) across the country as on 19.1.2018. By the end of March, 2018, the Childline Services are expected to be functional in 500 districts including railway Childline Services in 88 railway stations. As per the Ministry, incremental expansion of the Childline Services will take place in the coming years. The following table provide the status of Childline Services over the years:

(₹ in crores)

| Year | No. of Cities/districts covered | No. of Partner Organisations | Grant released (₹ in crores) |
|---------|---------------------------------|------------------------------|------------------------------|
| 2014-15 | 283 | 543 | 53.62 |
| 2015-16 | 366 | 607 | 98.28 |
| 2016-17 | 412 | 674 | 63.15 |
| 2017-18 | 412 | 660 | 99.13 |

4.6 The Committee appreciates the steps taken by the Ministry to deal with the issue of missing children. However, it cannot be denied that everyday thousands of children are reported missing and many of them are never found. Therefore, it is imperative that all out efforts be made by all the stakeholders i.e. Central Government, State/UTs Governments, police and other law enforcement agencies in coordination with each other to tackle the issue of missing children on the priority basis. The Committee reiterates its earlier recommendation for establishing separate cells in all the police stations for handling the missing children cases. Further, as the issue of missing children requires sensitive handling, efforts to locate them need to be synergized to build an effective and functional system where all the stakeholders work in a concerted, coordinated and integrated manner. The Committee feels strongly about utilisation of advanced technologies, skills and training for the same.

4.7 On a query regarding steps taken by the Ministry to strengthen the mechanism for monitoring of quality services in the juvenile homes so as to prevent abuse and exploitation of children, the Ministry informed the Committee that in order to ensure quality of services in Juvenile Homes, Section 41 of the JJ Act, 2015 has made registration of homes mandatory. Stringent penalties have been prescribed in case of non-compliance/non-registration of homes. The Ministry has been requesting the State Governments/ UT Administrations from time to time to identify and register all CCIs under relevant provisions of JJ Act and set up functional inspection and other Committees to ensure that children in all the CCIs receive the best of care, and are not subject to any kind of abuse and neglect. Inspection Committees are to be formed by the State Government for inspection of Child Care Institutions registered under the JJ Act and such inspection committees shall conduct visits to all facilities housing children in the area allocated, at least once in three months and submit reports of the findings of such visits within a week of their visit to the District Child Protection Units or State Government. Further, the Ministry of Women and Child Development has developed a manual titled "Living conditions in Institutions for Children in conflict with Law". The basic objective of the manual is to provide guidelines to the States/UTs and other stakeholders to establish appropriate institutional and rehabilitative services to children in conflict with law.

4.8 The Committee, while noting the reply of the Ministry would like to reiterate that the well meaning laws alone would not make any change at ground level. There is no denying the fact that the living conditions at most juvenile homes in the country are so worse that they could

be termed as violation of both human and child rights. There are persistent problems of inadequate space, bathrooms, toilets, cleanliness, lack of recreational activities, life skills and vocational training and staff shortage. Further, there are reports of children running away from these homes which indicates that living conditions in the Juvenile homes are such that they drive children out of the Juvenile homes. It may also be that the staff posted in these homes is not equipped with adequate training to handle juveniles in these homes. The Committee accordingly, suggests that Ministry should impress upon the States/UTs to ensure that living conditions of juvenile homes improves.

V BETI BACHAO BETI PADHAO (BBBP)

5.1 Beti Bachao Beti Padhao (BBBP) was launched by the Prime Minister on 22nd January, 2015 at Panipat, Haryana. BBBP addresses the declining Child Sex Ratio (CSR) and related issues of women empowerment over a life-cycle continuum. It is a tri-ministerial effort of the Ministries of Women and Child Development, Health and Family Welfare and Human Resource Development. The key elements of the scheme include Enforcement of Pre-Conception and Pre-Natal Diagnostic Techniques Act (PCPNDT), nation-wide awareness and advocacy campaign and multi-sectoral action in select 100 districts (low on CSR) in the first phase. There is a strong emphasis on mindset change through training, sensitization, awareness raising and community mobilization. The scheme is well received in the selected 100 districts and seeing the criticality of the CSR issue, it has been expanded in additional 61 districts covering 11 States/UTs

5.2 according to the Ministry, the scheme has been successful in establishing the improvement in Child Sex Ratio as a National Agenda. Since its inception in January 2015, this programme has resulted in hundreds of local level innovative initiatives to promote the girl child. Some of these district/state level initiatives include- installing digital *Guddi Gudda* Display Boards in offices and public places in Jalgaon district, Maharashtra; multi-sectoral interventions by Cuddalore district, Tamil Nadu which include dedicating special day on value of girl child, linking sukanya samridhi accounts with birth of girl child and felicitating parents, plantation drives symbolizing nurturing and care for girl child, prevention of child marriages; a social assistance scheme titled "Ladli Beti" (LB) for new born girl child born on or after 01st April 2015 by Jammu and Kashmir; cash reward of ₹ 1 lakh for whistle blowers informing about illegal sex selection announced by Haryana; *Shaurya dals* and *Har Ghar Dastak* initiative in Madhya Pradesh, holding Special Gram Sabhas and Mahila Sabhas on child sex ratio in BBBP districts of Assam, Andhra Pradesh, Madhya Pradesh, Himachal Pradesh, Tamil Nadu and Tripura; local champions and brand ambassadors identified in Gomati district, Tripura, Jhunjhunu district, Rajasthan; "Ambassador of Girl Child" launched by Nagaland; recognizing girl achievers in the community in Sikkim, Andhra Pradesh and Tripura.

5.3 The Ministry further informed the Committee that arresting decline in Child Sex Ratio is a challenging process as it is a symptom of socio-cultural mindset and gender bias against girl child that results from conditioning through socialization of several years. The transformative potential of BBBP can be assessed by the fact that for the first time in several decades, Haryana has crossed the mark of Sex Ratio at Birth of 900 girl children per 1000 male children in December, 2015 while it has remained much below 850

for quite some time. Haryana was selected for the Nari Shakti Award by WCD Ministry for this achievement and its work in progress. CSR is a decadal term and calculated once in ten year by Registrar General of Census. The various initiatives undertaken by the districts have seen positive trends in intermediately targets in many of the districts. The latest reports as per HMIS data of MoHFW for 161 BBBP districts indicate that for the time period between April-March, 2015-16 & 2016-17, an improving trend in Sex Ratio at Birth (SRB) is visible in 104 districts, 119 districts have reported progress in first trimester registration against the reported Anti Natal Care registrations and 146 districts have reported improvement in institutional deliveries.

5.4 The budgetary allocation and expenditure under the BBBP Scheme for the last three years and the BE of 2018-19 is as given below:

| | | | | (₹ in crore) |
|---------|-----|-----|-------------|------------------|
| Year | BE | RE | Expenditure | |
| 2015-16 | 100 | 75 | 59.37 | |
| 2016-17 | 100 | 43 | 28.65 | |
| 2017-18 | 200 | 200 | 123.47 | |
| | | | | (as on 3/2/2018) |
| 2018-19 | 280 | - | - | |

5.5 The Committee noted that the utilisation of funds under this ambitious scheme has been substantially low in comparison to BE for all the three years. Regarding the problems in the implementation of the scheme, the Ministry informed that the funds under the scheme would be released directly by the Ministry to the district (collector/deputy Commissioner). The guidelines of BBBP have been revised and sent to all the States/UTs. The collectors have been requested to initiate action for opening a separate designated BBBP account for transfer of funds through Public Financial Management System. The Committee notes the above procedure for transfer of funds under the scheme. The Committee has been given to understand that the Scheme has been approved. For expansion for a Pan India reach covering all the 640 districts (as per census 2011) of the Country in order to have a deeper positive impact on Child Sex Ratio through sustained nation-wide Advocacy and Media Campaign. Expansion of BBBP has been approved based on the successful implementation in 161 districts. The expansion of Scheme includes Multi sectoral intervention in 405 districts and 235 districts through Alert District Media, Advocacy and Outreach.

5.6 The Committee while noting the above initiative is of the concerted view that the scheme deals with a grave matter and the funds remaining unutilized is a cause of serious concern. The Committee accordingly, recommends that the factors responsible for funds remaining unutilized may be identified and remedial measures taken accordingly so that the objectives with which the scheme has been introduced are achieved. Further, as has been informed by the Ministry the scheme is to be implemented only through district collector or deputy Commissioner. The Committee apprehends that this will overburden them. The Committee also feels that the representatives of people i.e. Member of Parliament or Member of Legislative Assembly may be taken into board in the implementation process of the scheme.

VI SCHEME FOR ADOLESCENT GIRLS

6.1 Scheme for Adolescent Girls (SAG) introduced on a pilot basis in 2010 was operational in 205 selected districts across the country. Realizing the multi-dimensional needs of out of school adolescent girls (11-14 years) owing to the onset of second growth spurt during this period and with an aim to motivate these girls to join school system, the Government on 16.11.2017 approved continuation of the Scheme for Adolescent Girls for out of school girls in the age group of 11-14 years. Under the scheme, the nutritional support @ ₹ 9.50/beneficiary/day is provided to the beneficiaries for 300 days in a year, motivating out of school girls to go back to formal schooling or /skill training under non-nutrition component of the scheme. Government also approved expansion and universalisation of the Scheme for Adolescent Girls in a phased manner i.e. in additional 303 districts in 2017-18 and the remaining districts in 2018-19 with the simultaneous phasing out of Kishori Shakti Yojana. The scheme presently implemented in 508 districts across the country, targets to provide services to 40 lakh out of school adolescent girls of age 11-14 years. In 2018-19, the Scheme for Adolescent Girls (SAG) will be universalized benefitting nearly 56 lakh adolescent girls. The on-going Kishori Shakti Yojana has also been limited to out of school girls in the age group of 11-14 years and would be phased in sync with roll out of Scheme for Adolescent Girls. Against the allocation of ₹ 460 crore for Scheme for Adolescent Girls for 2017-18, ₹ 427 crore (as on 24.01.2018) have been released to States/UTs.

6.2 According to the Ministry, target and achievements under nutrition and non nutrition component of the scheme during 2015-16, 2016-17 and 2017-18 are as under:

| Year | Allocation | (₹ in crore) | | | |
|---------|----------------------|--------------|----------|---------------|----------|
| | | Nutrition | | Non Nutrition | |
| | | Released | Utilized | Released | Utilized |
| 2015-16 | BE:75.5 RE: 475.5 | 450.7 | 474.27 | 19.7 | 20.23 |
| 2016-17 | BE: 460 RE:510 | 467.44 | 364.22* | 09.55 | 11.97* |
| 2017-18 | BE: 460 | 408.41 | 117.17 | 23.31 | 2.34 |

* expenditure reported upto 31.12.2017.

6.3 The Committee was also apprised of the physical performance under the scheme as indicated below:

| Services | Number of beneficiaries (in lakh) | | |
|-----------------------------|-----------------------------------|---------|---------|
| | 2015-16 | 2016-17 | 2017-18 |
| | (as on 30.11.2017) | | |
| 1 | 2 | 3 | 4 |
| Nutrition | 110.03 | 107.02 | 82.50 |
| IFA | 48.56 | 43.39 | 21.87 |
| Health check up & referrals | 34.94 | 32.75 | 14.03 |

| 1 | 2 | 3 | 4 |
|--|-------|-------|-------|
| Nutrition & Health Education | 37.70 | 39.13 | 16.96 |
| Counseling on Family Welfare & ARSH services | 30.69 | 30.53 | 14.66 |
| Life skill Education | 23.72 | 24.47 | 8.85 |
| Accessing Public Services | 17.54 | 15.79 | 4.55 |
| Mainstreaming out of school adolescent girls | 0.52 | 1.30 | NR |
| Vocational Training | 1.08 | 2.05 | 0.27 |

6.4 The Committee is happy to note that the scheme for adolescent girls is yielding good results especially in respect of the nutrition component. It is the non-nutrition component which required strengthening. On a specific query in this regard, the Ministry informed the Committee that non-nutrition component of the scheme involves convergence with various line Ministries, in addition to the limited financial resources provisioned for the various Non-nutrition services under the scheme. However, efforts are being made to strengthen the convergence under the scheme. Revision in the financial norms of Non-Nutrition has been proposed, the EFC in its meeting held on 30.09.2016 considered the proposal for umbrella scheme "Integrated Child Development Services" for continuation during Fourteenth Finance Commission (FFC) period i.e. from 2017-18 to 2019-20 and recommended the following:

- (i) Implementation of Scheme for Adolescent Girls for out of school adolescent girls in the age group of 11-14 years with a financial outlays of ₹ 2400 crore (GoI share) over the Fourteenth Finance Commission (FFC) period 2017-18 to 2019-20.
- (ii) In the non nutrition component, an activity may be built-in to motivate out of school girls to go back to formal schooling or/skill training.
- (iii) On-going Kishori Shakti Yojana to be limited to out of school girls in the age group of 11-14 years and would be phased in sync with roll out of Scheme for Adolescent Girls (SAG).

6.5 The Ministry further informed the Committee that Government on 16.11.2017 approved continuation of the Scheme for Adolescent Girls for out of school / beneficiary/day for 300 days in a year, motivating out of school girls to go back to formal schooling or vocational/skill training under non-nutrition component of the scheme for a period of one year i.e. upto 30.11.2018. Government has also approved expansion and universalisation of the Scheme for Adolescent Girls in a phased manner i.e. in additional 303 districts in 2017-18 and the remaining districts in 2018-19 with the simultaneous phasing out of Kishori Shakti Yojana. In 2017-18, the scheme has been extended to additional 303 districts across the country.

6.6 The Committee while taking note of the reply of the Ministry observes that it is the non-nutrition component of the scheme that would lead to overall development and empowerment of Adolescent Girls and bring them to the mainstream of the society. The Committee hopes that the initiatives of the Ministry would strengthen this component to benefit the maximum number of Adolescent Girls.

VII MATERNITY BENEFIT PROGRAMME (MBP)

7.1 The Government of India has approved Pan-India implementation of Maternity Benefit Programme known as Pradhan Mantri Matru Vandana Yojana (PMMVY) to cover all the districts of the country w.e.f. 01.01.2017. The Cabinet has accorded its approval for Pan-India implementation of PMMVY on 17.05.2017.

7.2 The Ministry of Women and Child Development has conveyed the administrative approval of Pan-India implementation of PMMVY *vide* letter dated 19.05.2017. All eligible Pregnant Women for first living child in the family, excluding all Government/PSUs (Central and State) employees or those who are in receipt of similar benefits under any law for the time being, are entitled for benefits under the scheme. The beneficiaries are being paid ₹5,000/- in three installments per Pregnant Women and Lactating Mothers (PW&LM) on fulfilling specific conditions related to maternal and child health. The eligible beneficiaries would receive the remaining cash incentive as per approved norms towards Maternity Benefit under Janani Suraksha Yojana (JSY) after institutional delivery so that on an average, a women will get ₹6,000/-.

7.3 The details of physical and financial targets fixed and achieved under the old MBP during the years 2015-16 and 2016-17 are as under:

| Year | Physical (Numbers in Lakhs) | | Financial (Rupees in Crores) | |
|---------|-----------------------------|-------------|------------------------------|-------------|
| | No. of Beneficiaries | | Allocation | |
| | Target | Achievement | BE/RE | Achievement |
| 2015-16 | 10.50 | 3.69 | 438.00/233.50 | 233.37 |
| 2016-17 | 10.50 | 2.82 | 400.00/634.00 | 75.45 |
| 2017-18 | 51.70 | 4.97 | 2700.00/2594.00 | 2038.68 |

(as on 3.2.2018)

7.4 The Committee was also apprised of the details of beneficiaries paid in the States/UTs under Maternity Benefit Programme for the financial year 2017-18 as shown below:

(₹ in Lakh as on 15.2.2018)

| Sl. No. | State/UT | Beneficiaries Paid | Amount Paid |
|---------|-----------------------------|--------------------|-------------|
| 1. | Andaman and Nicobar Islands | 812 | 16,62,000 |
| 2. | Andhra Pradesh | 2,902 | 56,67,000 |
| 3. | Arunachal Pradesh | 6 | 6,000 |
| 4. | Assam | 0 | 0 |
| 5. | Bihar | 1,676 | 19,63,000 |
| 6. | Chandigarh | 892 | 20,91,000 |
| 7. | Chhattisgarh | 31,646 | 4,26,43,000 |
| 8. | Dadra and Nagar Haveli | 153 | 2,19,000 |
| | Daman and Diu | 0 | 0 |

| Sl. No. | State/ UT | Beneficiaries Paid | Amount Paid |
|-----------------|-------------------|--------------------|--------------|
| 9. | Delhi | 0 | 0 |
| 10. | Goa | 0 | 0 |
| 11. | Gujarat | 17,742 | 4,16,45,000 |
| 12. | Haryana | 1881 | 33,16,000 |
| 13. | Himachal Pradesh | 3231 | 64,97,000 |
| 14. | Jammu and Kashmir | 1 | 1,000 |
| 15. | Jharkhand | 3,615 | 46,62,000 |
| 16. | Karnataka | 9602 | 1,69,32,000 |
| 17. | Kerala | 1,316 | 32,80,000 |
| 18. | Lakshadweep | 0 | 0 |
| 19. | Madhya Pradesh | 40479 | 5,27,50,000 |
| 20. | Maharashtra | 54,745 | 15,75,16,000 |
| 21. | Manipur | 124 | 1,24,000 |
| 22. | Meghalaya | 0 | 0 |
| 23. | Mizoram | 359 | 3,98,000 |
| 24. | Nagaland | 0 | 0 |
| 25. | Odisha | 5 | 5,000 |
| 26. | Puducherry | 2 | 2,000 |
| 27. | Punjab | 19,550 | 3,47,18,000 |
| 28. | Rajasthan | 3,043 | 42,25,000 |
| 29. | Sikkim | 129 | 1,66,000 |
| 30. | Tamil Nadu | 0 | 0 |
| 31. | Telangana | 0 | 0 |
| 32. | Tripura | 505 | 5,05,000 |
| 33. | Uttar Pradesh | 47312 | 11,78,94,000 |
| 34. | Uttarakhand | 0 | 0 |
| 35. | West Bengal | 0 | 0 |
| ALL INDIA TOTAL | | 241,728 | 49,88,87,000 |

7.5 From the above table it is evident that a number of States/UTs have not reported any beneficiary or disbursal of fund for the year 2017-18. Assam, Daman and Diu, Delhi, Goa, Lakshadweep, Manipur, Nagaland, Tamil Nadu, Telangana, Uttarakhand and West Bengal show zero beneficiaries and zero fund disbursal under the scheme. Arunachal Pradesh, Jammu and Kashmir, Odisha and Puducherry have also shown negligible beneficiaries and fund disbursal. It appears that benefit of the scheme is not percolating down to the intended or targeted beneficiaries and that the States/UTs are not taking full advantage of the scheme. The Committee recommends to the Ministry to take a pro-active role in implementing the scheme by co-ordinating with the States/UTs.

VIII HOME HOSTELS FOR WORKING WOMEN

8.1 Under the Scheme of Working Women Hostel financial assistance is provided for construction/running of Hostel in rented premises for those working women who may be single, widowed, divorced, separated, married or whose husband or immediate family does not reside in the same area and for those women who are under training for job. Provision of Day Care Centre for children of the inmates of the Hostel is an important aspect of the scheme. The scheme has been revised in June, 2015. As per revised guidelines, working women are entitled to hostel facilities provided their gross income does not exceed ₹ 50,000 consolidated (gross) per month in metropolitan cities, or ₹ 35,000 consolidated (gross) per month, in any other place. When the income of any working women already residing in a hostel exceeds the prescribed limits, she will be required to vacate the hostel within a period of six months of crossing the income limit. Implementing Agencies will be provided financial assistance for installing Solar Water Heating System/Gyser and providing Washing Machines for the use of inmates of the Hostel.

8.2 Since its inception in 1972-73, 946 hostels have been sanctioned under the scheme all over the country benefitting about 71,035 working women. The Committee was informed that in the Financial Year 2017-18 the target under the Scheme was sanctioning 45 new hostels. While in Financial Year 2018-19 the target is sanctioning 65 new hostels. Earlier the funding pattern was 75:25 amongst the Central Government and Implementing agencies. Now, the Scheme Guidelines have been revised w.e.f. 22/11/2017. Under the new guidelines, the cost sharing ratio amongst the Central Government, States/UTs (other than NE and Himalayan States) and Implementing Agencies will be 60:15:25 for construction of building for Working Women Hostel. For NE and Himalayan States, the ratio will be 65:10:25. The grants will be given to Implementing agencies through State Governments. The State Government shall invite applications from eligible organisations and the proposals which fulfill the norms shall be placed before a Project Sanctioning Committee (PSC) chaired by Secretary (WCD) of the concerned State and communicate to the Ministry of Women and Child Development, New Delhi along with justification. The Ministry has requested the State Governments to assess the need of hostels in their States and communicate the same and increase the number of hostels accordingly.

8.3 The Committee was informed by the Ministry that 20, 14 and 20 proposals were sanctioned in the

years 2015-16, 2016-17 and 2017-18 respectively. The financial progress data of the scheme for the years 2015-16, 2016-17 and 2017-18 show that there has always been under utilization of funds. The following table is self revealing:

(₹ in crore)

| 2015-16 | | | 2016-17 | | | 2017-18 | | |
|---------|-------|---------|---------|-------|---------|---------|-------|---------------------|
| BE | RE | Actuals | BE | RE | Actuals | BE | RE | Actuals |
| 28.00 | 15.00 | 12.19 | 28.00 | 28.00 | 23.13 | 50.00 | 30.00 | 25.41 |
| | | | | | | | | (as on 3.2.2018) |

8.4 The above data shows that actual expenditure under the scheme has always been low indicating a gap in the targets and achievements. The Committee hopes that with the revision of the scheme in 2017 the pace of expenditure under the scheme would pick up. The Committee also recommends the Ministry to coordinate with the States/UTs in a pro-active manner so that required number of hostels for working women are constructed.

IX UJJAWALA SCHEME

9.1 The Ministry of Women and Child Development has launched Ujjawala - A comprehensive scheme for prevention of trafficking and rescue, rehabilitation and re-integration of victims of trafficking for commercial sexual exploitation primarily for the purpose of preventing trafficking on the one hand and rescue and rehabilitation of victims on the other. The scheme with revised norms and revised funding pattern is under implementation w.e.f. 1st April, 2016 onwards. The grants under the new scheme will be released through the States with prescribed Centre-State contribution/sharing. Since the implementing agencies are bearing 10% of the cost of the Scheme, the funding pattern shall be 60:30:10 amongst the Central Government, the States and implementing agencies excepting North Eastern and Himalayan States where it shall be 80:10:10 respectively. In case of Union Territories (UTs), the funding pattern shall be 90:10 between the Central Government and the implementing agencies. The Ministry of Women and Child Development would be transferring the requisite funds to the State Governments/UTs for further releases to the implementing agencies.

9.2 On a specific query regarding monitoring mechanism for effective implementation of the scheme, the Ministry informed that continuation of grant to the implementing agency is based on the satisfactory performance reported by the State Government/UT Administration. The scheme also envisages periodic evaluations of the project to be undertaken by Reputed Institutions, Panchayati Raj Institutions, Block Level Institutions, and District Level Institutions. The scheme also prescribes monitoring at the State/UT Level and at the Central Level.

9.3 The following table contains details of BE, RE and actual expenditure under the scheme for the last three years and the BE for the year 2018-19:

(₹ in crores)

| Year | BE | RE | Expenditure |
|---------|-------|-------|------------------|
| 2015-16 | 20.00 | 20.00 | 19.94 |
| 2016-17 | 35.00 | 24.00 | 20.32 |
| 2017-18 | 50.00 | 35.00 | 24.38 |
| | | | (as on 3/2/2018) |
| 2018-19 | 50.00 | - | - |

9.4 From the data, it is evident that the pace of expenditure under the scheme during the year 2015-16 was satisfactory when it exhausted upto 99 per cent of the BE allocation. However, since the last two years *i.e.* 2016-17 and 2017-18, the pace of expenditure has been going down and only 58 and 48 per cent of the BE allocations could be utilized.

9.4A The Committee would like to know the reasons for low expenditure in the years 2016-17 and 2017-18. As the scheme is meant for the protection of two most vulnerable sections of the society *i.e.* women and children, there should be optimum utilization of funds if the objectives of the scheme are to be achieved. The Committee is of the concerted view that besides utilizing allocated funds optimally, the Ministry would ensure strengthening of the monitoring mechanism to see that the concerned NGOs are implementing the scheme effectively.

X NATIONAL MISSION FOR EMPOWERMENT OF WOMEN (NMEW)

10.1 National Mission For Empowerment of Women (NMEW) was approved as a centrally sponsored scheme during the terminal year of the 11th Five Year Plan to achieve holistic empowerment of women through convergence of schemes/programmes of different Ministries/Department of Government of India as well as State Governments. NMEW Scheme included the following components:

- National level (domain based knowledge support) structure for supporting MWCD towards achieving inter-sectoral convergence of schemes and programmes meant for women and also facilitate implementation/monitoring of women centric schemes of the Government.
- State Resource Centre for Women for providing technical assistance to the State Government/ UT Admn. towards implementing programmes, laws and schemes meant for women through effective coordination at the State/UT level. Currently, State Resource Centre for Women is functional in 26 States/UTs.
- Poorna Shakti Kendra approved in pilot mode (for 33 districts) for demonstrating convergence of schemes and programmes through district, block and GP level centres established in selected districts to enhance access/utilisation of schemes and programmes for women.
- With learning from Poorna Shakti Kendra project, Village Convergence and Facilitation Services was approved for 303 districts across the country during FY 2015-16 for awareness generation and handholding of women in need through Village Coordinators engaged at Gram Panchayat level.

10.2 The Government on 22nd November, 2017 approved a new scheme namely, Mahila Shakti Kendra (subsuming NMEW Scheme) for implementation during 2017-18 upto 2019-20. This is meant to empower rural women through community participation and provide an interface for rural women to approach the Government for availing their entitlements. Community engagement through College Student Volunteers is envisioned in 115 most backward districts as part of the MSK Block level initiatives. Student volunteers will play an instrumental role in awareness generation regarding various important Government schemes/programmes as well as social issues affecting women. New District Level Centre for Women (DLCW) has also been envisaged for 640 districts to be covered in phased manner. These centres will serve as a link between village, block and State level in facilitating women centric schemes and also give foothold for BBBP scheme at the district level. While the National and State level (State Resource Centre for Women) structure of erstwhile NMEW Scheme will continue, the Pooran Shakti Kendra and Village Convergence and Facilitation Service will be replaced by DLCW (District Level Centre for Women) and MSK Block level initiatives under the newly approved Mahila Shakti Kendra Scheme.

10.3 The budgetary allocation and expenditure for the last three years of the scheme and the BE of 2018-19 are as given below:

| (₹ in crores) | | | |
|---------------|--------|-------|------------------|
| Year | BE | RE | Expenditure |
| 2015-16 | 33.50 | 26.50 | 20.50 |
| 2016-17 | 50.00 | 42.00 | 30.83 |
| 2017-18 | 70.00 | 64.00 | 55.70 |
| | | | (as on 3/2/2018) |
| 2018-19 | 267.30 | - | - |

10.4 **The Committee observes that the objectives of the National Mission for Empowerment of Women Scheme are of vital importance as they aim to empower women socially, economically and educationally. However, the pace of the expenditure under the scheme has been quite low. The Committee is of the concerted view that the underutilisation of funds is indicative of the fact that the benefits of the scheme are not reaching the targeted beneficiaries. The Committee feels that the Ministry should play a pro-active role in achieving the objectives of the scheme by completing the process of putting all the necessary structures in place and receipt of viable proposals from the States/UTs. The Committee hopes that with the subsuming of scheme under Mahila Shakti Kendra and enhanced allocations for the year 2018-19 many new initiatives would be undertaken and allocation would be utilized fully.**

XI SCHEMES UNDER NIRBHAYA FUND

11.1 As per the guidelines of Ministry of Finance dated 25.3.2015, Ministry of Women and Child Development is the nodal authority for appraisal of the schemes/proposals received under Nirbhaya Fund. The proposals as and when received from various Central Ministries/agencies are appraised and

recommended by an Empowered Committee of officers under Nirbhaya Fund on priority. Apart from this, MWCD is administering two schemes namely, One Stop Centre Scheme (OSC) and Universalisation of Women Helpline (WHL) under Nirbhaya Fund.

ONE STOP CENTRE SCHEME (OSC)

11.2 The Ministry had approved Scheme for setting up One Stop Centre to support women affected by violence on 4th March, 2015. The scheme is being implemented since 1st April 2015. The scheme aims to facilitate access to an integrated range of services including medical aid, police assistance, legal aid/case management, psycho-social counselling, and temporary support services to women affected by violence. Under the scheme, it has been envisaged that One Stop Centres would be set up across the country in phased manner. In the first phase, one Centre was sanctioned per State/UT. 150 additional Centres were taken up in second phase during 2016-17 for States/UTs. 50 OSCs have been approved in phase three in FY 2017-18 for being implemented in States/UTs. A total of 236 OSCs have been sanctioned so far namely 36 OSCs in Phase-I, 150 OSCs in Phase-II and 50 OSCs in Phase-III. The following table gives the details of approved and operational OSCs for the years 2015-16, 2016-17 and 2017-18:

| Sl. No. | Status | Year | | | Total |
|---------|-------------|------------------------|-----------------------|------------------------|-------|
| | | (2015-2016) Phase-I | (2016-17) Phase-II | (2017-18) Phase-III | |
| 1. | Approved | 36 | 150 | 50 | 236 |
| 2. | Operational | 33 | 137 | — | 170 |

According to the Ministry, at present 170 OSCs are operational in 32 States/UTs and as on 7th February, 2018, over 97,961 cases have been registered in the OSCs.

WOMEN HELPLINE (WHL)

11.3 The Ministry has approved the Scheme for Universalisation of Women Helpline on 19th February, 2015 and was implemented from 1st April, 2015. As on 17th February 2018, 28 Women Helplines have been operational under the Universalisation of Women Helpline Scheme of Ministry of Women and Child Development in the States/UTs of Andhra Pradesh, Arunachal Pradesh, Bihar, Chandigarh (UT), Chhattisgarh, Daman and Diu, Delhi, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Jammu and Kashmir, Kerala, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Odisha, Punjab, Puducherry, Rajasthan, Sikkim, Telangana, Uttarakhand, Uttar Pradesh and West Bengal. As on date, a total of 12,14,763 complaints have been addressed from the Women Helplines.

11.4 With regard to monitoring of OSC and WHL Schemes, the Ministry informed that it is reviewing and monitoring the OSC and WHL Schemes at various levels with the States/UTs from time to time for speedy implementation of the schemes. Review meetings, inspections, surveys and training and capacity building of the OSC/WHL functionaries are being conducted regularly and at present 1077 OSC/WHL functionaries are being trained.

11.5 The details of BE, RE and expenditure under both the schemes for the years 2015-16, 2016-17 and 2017-18, 2018-19 are as shown:

(₹ in crores)

| Year | One Stop Centre | | | Women Helpline | | |
|---------|-----------------|-------|---------------------|----------------|-------|---------------------|
| | BE | RE | Expenditure | BE | RE | Expenditure |
| 2015-16 | 14.00 | 13.00 | 11.02 | 28.00 | 17.50 | 15.46 |
| 2016-17 | 75.00 | 75.00 | 40.24 | 25.00 | 25.00 | 0.85 |
| 2017-18 | 90.00 | 90.00 | 18.91 | 10.00 | 10 | 5.63 |
| | | | (as on 3/2/2018) | | | (as on 3/2/2018) |
| 2018-19 | 105.10 | - | - | 28.80 | - | - |

11.6 The Committee is happy to note that the Ministry has taken positive steps in devising the schemes under the Nirbhaya Fund. As the schemes under Nirbhaya Fund are aimed at enhancing the safety and security of women in the country, it is of utmost importance that funds allocated under the schemes are utilized to the full extent. The Committee stresses the need for effective implementation of the schemes. The Committee, however, finds that the fund utilization under both the One Stop Centre and Women Helpline schemes has been very low. It is a complete irony that on the one hand, crime against women have been rising and on the other, funds allocated to enhance the safety and security of women have remained underutilized. The Committee urges upon the Government to ensure that the initiatives under the Nirbhaya Fund are translated into reality.

XII CENTRAL ADOPTION RESOURCE AUTHORITY (CARA)

12.1 The Central Adoption Resource Authority (CARA), which was an Autonomous Body of the Ministry of Women and Child Development, has now become a statutory body as per the provisions of Section 68, Juvenile Justice (Care and Protection of Children) Act, 2015. It functions as a nodal body at National level on adoption related matters of Indian children. The mandate of CARA is to promote in-country adoptions in coordination with State agencies, regulate inter-country adoptions, frame regulations on adoption and to carry out the functions of the of the Central Authority under the Hague Convention on Protection for Children and Co-operation in respect of inter-country adoption. CARA has framed the Adoption Regulations, 2017 which have been operationalized w.e.f. 16th January, 2017. It has also been informed that adoption procedure has further been simplified as it is entirely facilitated through on-line system. CARA has engaged Helpline staff (toll free) to assist all prospective adoptive parents. One counselling centre at CARA is operational and there is a proposal to extend it to the State and district level to ensure that Prospective Adoptive Parents (PAPs) have excess to counselling help.

12.2 On a specific query regarding constraints being faced by CARA as well as prospective parents, the Ministry informed as under:

Constraints faced by CARA

- (i) The Act envisages SARA at the State/UT level, to supervise adoptions under the JJ Act, 2015 in a fair and accountable manner. However, it has been found that SARAs are practically non-existent in many States. As a result proper coordination of activities as well as monitoring of Specialised Adoption Agencies are compromised.
- (ii) Long waiting list of registered PAPs and lesser number of legally free children for adoption.
- (iii) Non adherence of timelines by stakeholders as provided in Adoption Regulations.
- (iv) Long delay in the disposal of adoption cases and issue of court orders beyond the stipulated period of two months.
- (v) Although CARA is the Nodal authority, it does not have any power to punish the defaulters. CARA can only recommend to State Governments/UT administrations to take action as the SAAs are in administrative control of the State Government.
- (vi) A preliminary analysis reveals that the each stakeholder (CWC, DCPU, SARA, SAA, CARA etc.) is expected to perform its task within the stipulated time as prescribed in the regulations, however it does not happen in reality. The delay at any level is capable of derailing the process of adoption.

Constraints faced by Prospective Adoptive Parents

- (i) Long waiting list.
- (ii) Problems in filing the adoption petitions as many of the advocates appointed by the SAAs are not fully acquainted with the adoption procedures laid in the JJ Act. 2015 and Adoption Regulations, 2017.
- (iii) Delay at each level after reserving the child.
- (iv) Long delay in the disposal of adoption cases and issue of court orders beyond the stipulated period of two months.
- (v) At times, the language becomes a barrier for SAAs to understand and PAPs face difficulties in communication and coordination with SAAs through the concerned Authority Foreign Adoption Agency (AFAA).
- (vi) NRIs face problem in some countries who provide AFFA services to their citizen only.

12.3 The number of adoptions facilitated for orphan, abandoned and surrendered children through its associated/recognized adoption agencies during the past four years is as follows:

| Year | In-country adoptions | Inter-country adoptions | Total |
|---------|--------------------------|-------------------------|-------|
| 2015-16 | 3011 | 666 | 3677 |
| 2016-17 | 3210 | 578 | 3788 |
| 2017-18 | 2371 (upto 25.1.2018) | 565 (upto 25.1.2018) | 2936 |

12.4 From the details given above it is evident that since 2016-17 both in country and inter-country adoptions have been going down. The Committee would like to be apprised of the reasons for this downward trend in both in-country and inter-country adoptions and the steps taken by the Ministry/CARA to check this trend. Further, though the Committee appreciates the streamlining being brought in the whole process of adoption however the ground realities are still different as indicated by the constraints faced by both CARA and PAPs. The Committee desires the Ministry to address these constraints so that the entire process of adoption be it in-country or inter-country besides being transparent should be simple, parent and child friendly and the facilitators of the process should be sensitive to the sentiments and vulnerability of orphaned or abandoned children and also of prospective parents.

OBSERVATIONS/RECOMMENDATIONS —AT A GLANCE

II BUDGETARY ALLOCATION

As it is evident from the data that there has always been a gap in the overall projected demand of the Ministry and actual allocation. In the year 2015-16, out of the Ministry's overall projected demand of ₹30,807.77 crore only 58 per cent funds were allocated. In the year 2016-17, the fund allocation was 69 per cent of the projected demand. In the year 2017-18, around 87 per cent of the Ministry's projected demand was met. For the year 2018-19, about 80 per cent of the Ministry's overall projected demand has been met. The Committee notes that there has always been a gap between the projected demand of the Ministry and actual allocation to it. This gap is a cause of serious concern for the Committee as it ultimately affects the implementation of some of the most important schemes/programmes of the Ministry, catering to the needs of most vulnerable sections of the society *i.e.* women and children. Similarly, except for the schemes of Support to Training and Employment Programme (STEP), Ujjawala, Information and Mass Education, Women Helpline and One Stop Centres Schemes, where allocation has been as per the projected demand, all other schemes/programmes of the Ministry have been allocated lesser funds against the projected demands. The Committee feels that either the projected demands of the Ministry are not realistic or it is not able to convince the Ministry of Finance to get its projected demands met. In both the cases, it is the implementation of the schemes/programmes that gets affected resulting in depriving the targeted beneficiaries, the benefits of various schemes/programme. The Ministry may look into it. The Committee suggests that the Ministry should continue to pursue with the Ministry of Finance for the requisite funds of appropriate stage(s).

(Para 2.3)

The Committee also took note of the overall actual expenditure of the Ministry for the last three years against the actual allocations. In the year 2015-16, the Ministry could exhaust allocated funds upto 96 per cent. For the year 2016-17, the Ministry exhausted 95 per cent of the allocated funds. In 2017-18, the reported expenditure of the Ministry is 73 per cent of the allocated funds upto 3.2.2018. The Committee feels that by the end of the financial year 2017-18, the expenditure percentage would go up further seeing the overall pace of the expenditure of the Ministry, the Committee feels that it should rigorously pursue the Ministry of Finance for allocation of funds as per its projected requirement.

(Para 2.4)

As it is evident from the table, the allocation for child development schemes has always been higher than that of the women welfare schemes. The reason for such a huge difference between the two, according to the Ministry, is that the child development schemes are implemented on a pan India basis whereas the women welfare schemes are implemented in selected areas/districts of the country. Further, a close scrutiny of budget and revised allocations for both the child development schemes and women welfare schemes reveals that at revised stage the allocation for women welfare schemes has always been reduced substantially in comparison to child

development schemes. The Committee feels that women welfare schemes deserve equal attention and importance and required funds should be allocated to women welfare schemes as well, if the objectives of social and economic empowerment of women are to be achieved. (Para 2.7)

The Committee feels that the socio-political empowerment of women should be a core development goal for any society if it wishes to be a developed and equal society. This goal requires gender equality which in turn needs critical policy steps in favour of women. Indian women have traditionally been vulnerable and marginalized section in the society. This is the reason that the constitution of India not only prohibits discrimination on the grounds of sex but also permits positive discrimination in favour of women. Seen in this context, the formulation and implementation of women centric schemes acquires utmost importance. It is the implementation part of the schemes that suffers due to lack of funds. Therefore, it is Committee's concerted opinion that sufficient funds should be provided for the women welfare schemes as well, if the objective of socio-economic development of women is to be achieved. Further, the Committee feels that there is a need to universalize women welfare schemes also so as to ensure their participation in social, economic and political decision making process. (Para 2.8)

The Committee finds that in almost all the major schemes/programmes except Maternity Benefit Programme, ICPS and the scheme for adolescent girls, the allocated funds have remained underutilized. The Committee observes that on the one hand there is shortage in fund allocations and on the other hand there is under-utilization of funds in respect of some schemes/programmes of the Ministry. The Committee feels that there should be optimum utilization of funds under each of the schemes of the Ministry if the desired goals of various schemes were to be achieved. Since all the schemes of the Ministry are meant for the development and welfare of children and women, it is of utmost importance that allocated funds are utilized optimally to cover targeted beneficiaries. The Committee accordingly, recommends that the factors responsible for under utilization of funds be identified and remedial action taken in a time-bound manner. The Committee further desires that a status note be furnished on the schemes where utilization of funds has been abysmally low in respect of the budget allocations. (Para 2.10)

The Committee also observes that under-achievement of financial targets in a number of schemes is indicative of the fact that physical targets of those schemes also remained under-achieved. The Committee is fully aware of the fact that various schemes/programmes of the Ministry are implemented in accordance with the Annual Action Plan. Funds remaining under-utilized are indicative of non-adherence of the financial norms as well as slow pace of implementation of the schemes/programmes sending to targeted beneficiaries not being covered fully. The Committee reiterates that the Ministry should be more vigilant in realizing its fiscal responsibility. (Para 2.11)

The Committee believes that the schemes of children and women are of vital importance and under-achievement of these schemes would necessarily mean that the benefits of the schemes have not reached the targeted beneficiaries or they have been denied the benefits of welfare schemes. In this context, the Committee feels that problems faced in the achievements of both

financial and physical targets should be identified and addressed for efficacious implementation of the schemes. The Ministry should also take up the matter of under-achievement with the concerned State Governments/UTs for resolving constraints. (Para 2.12)

III INTEGRATED CHILD DEVELOPMENT SERVICES (ICDS) SCHEME

The Committee while taking note of the above findings observes that ICDS scheme is one of the biggest and most unique scheme of the Ministry aimed at improving the nutritional and health status of children in the age group of 0-6 years and laying the foundation of their proper psychological, physical and social development. Further the findings of NITI Aayog also point towards issues relating to medicines, space, accommodation and hygiene conditions in the AWCs requiring immediate attention of all the stakeholders. Further, it is also of utmost importance that adequate funds should be provided under the scheme to cover all the targeted beneficiaries who are children in 0-6 years of age, pregnant women and lactating mothers. The Committee notes that the Ministry has got around 23 per cent less allocation in BE 2018-19 than their projected demand. It is Committee's concerted view that shortage of fund should not hamper the proper implementation of the scheme. It is the duty of the Ministry to get the required funds allocated for its major scheme. (Para 3.7)

The Committee notes with serious concern that such massive gaps in the creation of infrastructural facilities relating to drinking water and toilet facilities are leading to a large scale regional disparities. The Committee would like the Ministry to take up the issue of infrastructure creation, on priority basis with the States/UTs which show dismal and slow performance. The Committee would like to reiterate that all AWCs must be run with proper infrastructure having sufficient facilities if quality services under ICDS are to be rendered. The Committee views the inadequacy of infrastructural facilities seriously and desires the Ministry to play a more proactive role in persuading the States/UTs in creating the required infrastructure facilities in a time bound manner. (Para 3.11 A)

NATIONAL NUTRITION MISSION

The Committee in its 289th Report on Demands for Grants 2017-18 had expressed its concern over the prevalence of underweight children under the age of five years and the problem of anaemia in pregnant women and lactating mothers in the age group of 15-49 years. The Committee hopes that with the setting up of National Nutrition Mission these problems will be tackled in right perspective and ICDS services would result in positive outcomes. (Para 3.14)

From the information made available to the Committee, it is concluded that very few States/UTs have reported increased expenditure on the procurement of PSE and medicine kits. States/UTs of Goa, Delhi, Puducherry, Andaman and Nicobar Islands, Dadra and Nagar Haveli, Daman and Diu, Lakshadweep, Mizoram, Nagaland and Sikkim have reported negligible expenditure on both the Pre-School Education (PSE) Kits and Medicine Kits. Further, some States/UTs such as Uttar Pradesh, Arunachal Pradesh, Manipur and Meghalaya have also reported less expenditure in the year 2017-18 on PSE Kits. Similarly, for medicine kits, the States/UTs of Haryana, Himachal

Pradesh, J&K, Jharkhand, Kerala, Punjab, Uttar Pradesh, Arunachal Pradesh, Manipur, Meghalaya and Tripura have also reported less expenditure in 2017-18. The Committee would like to emphasize upon the importance of availability of PSE and medicine kits in AWCs which introduce young children to non-formal pre-school education through a variety of activities and teaching and medical kits may prove to be of major help to young children during their stay in AWCs. The Committee recommends that adequate attention and priority must be given to this component of the ICDS Scheme. The Ministry should take steps to convince States/UTs about the importance and availability of both PSE and medical kits for the targeted beneficiaries. (Para 3.18)

The Committee while noting the reply of the Ministry observes that ICDS functionaries play an important role in rendering services to the targeted beneficiaries efficiently. With the expansion and strengthening of ICDS schemes their role becomes more vital for effective delivery system. If 20 to 30 per cent posts of ICDS functionaries are lying vacant, the Ministry's claim of strengthened and effective delivery system under ICDS cannot be taken seriously. It is Committee's concerted view that the Ministry should take up the matter with the State Governments/UTs on priority basis so that vacant posts are filled up at the earliest. (Para 3.20)

The Committee expresses its serious concern about Ministry's efforts reaching to the ground level. It is to be noted that AWWs/AWHs play a very important role in the proper implementation of the ICDS Scheme. Therefore, it is important that these benefits reach to the workers and they are remunerated properly. The Committee feels that the honorarium being paid to the AWWs and AWHs presently is on the lower side therefore, the Ministry should make concerted efforts for enhancing the honorarium paid to the AWWs and AWHs. The Committee also understands the constraints on the part of Union Government in increasing the amount of honorarium and impressing upon the State/UT Governments or enhancing their contribution so that ICDS workers get a reasonable honorarium. The Committee desires that the Union Govt. may use its highest offices in persuading the State/UT Governments particularly those which are paying nominal amount on their behalf. The Committee hopes this may sensitise the respective State/UT Governments to the needful. (Para 3.23)

IV INTEGRATED CHILD PROTECTION SCHEME (ICPS)

The Committee appreciates the steps taken by the Ministry to deal with the issue of missing children. However, it cannot be denied that everyday thousands of children are reported missing and many of them are never found. Therefore, it is imperative that all out efforts be made by all the stakeholders *i.e.* Central Government, State/UTs Governments, police and other law enforcement agencies in coordination with each other to tackle the issue of missing children on the priority basis. The Committee reiterates its earlier recommendation for establishing separate cells in all the police stations for handling the missing children cases. Further, as the issue of missing children requires sensitive handling, efforts to locate them need to be synergized to build an effective and functional system where all the stakeholders work in a concerted, coordinated and integrated manner. The Committee feels strongly about utilisation of advanced technologies, skills and training for the same. (Para 4.6)

The Committee, while noting the reply of the Ministry would like to reiterate that the well meaning laws alone would not make any change at ground level. There is no denying the fact that the living conditions at most juvenile homes in the country are so worse that they could be termed as violation of both human and child rights. There are persistent problems of inadequate space, bathrooms, toilets, cleanliness, lack of recreational activities, life skills and vocational training and staff shortage. Further, there are reports of children running away from these homes which indicates that living conditions in the Juvenile homes are such that they drive children out of the Juvenile homes. It may also be that the staff posted in these homes is not equipped with adequate training to handle juveniles in these homes. The Committee accordingly, suggests that Ministry should impress upon the States/UTs to ensure that living conditions of juvenile homes improves. (Para 4.8)

V BETI BACHAO BETI PADHAO (BBBP)

The Committee while noting the above initiative is of the concerted view that the scheme deals with a grave matter and the funds remaining unutilized is a cause of serious concern. The Committee accordingly, recommends that the factors responsible for funds remaining unutilized may be identified and remedial measures taken accordingly so that the objectives with which the scheme has been introduced are achieved. Further, as has been informed by the Ministry the scheme is to be implemented only through district collector or deputy Commissioner. The Committee apprehends that this will overburden them. The Committee also feels that the representatives of people *i.e.* Member of Parliament or Member of Legislative Assembly may be taken into board in the implementation process of the scheme. (Para 5.5)

VI SCHEME FOR ADOLESCENT GIRLS

The Committee while taking note of the reply of the Ministry observes that it is the non-nutrition component of the scheme that would lead to overall development and empowerment of Adolescent Girls and bring them to the mainstream of the society. The Committee hopes that the initiatives of the Ministry would strengthen this component to benefit the maximum number of Adolescent Girls. (Para 6.6)

VII MATERNITY BENEFIT PROGRAMME (MBP)

From the above table it is evident that a number of States/UTs have not reported any beneficiary or disbursal of fund for the year 2017-18. Assam, Daman and Diu, Delhi, Goa, Lakshadweep, Manipur, Nagaland, Tamil Nadu, Telangana, Uttarakhand and West Bengal show zero beneficiaries and zero fund disbursal under the scheme. Arunachal Pradesh, Jammu and Kashmir, Odisha and Puducherry have also shown negligible beneficiaries and fund disbursal. It appears that benefit of the scheme is not percolating down to the intended or targeted beneficiaries and that the States/UTs are not taking full advantage of the scheme. The Committee recommends to the Ministry to take a pro-active role in implementing the scheme by co-ordinating with the States/UTs. (Para 7.5)

VIII HOSTELS FOR WORKING WOMEN

The above data shows that actual expenditure under the scheme has always been low indicating a gap in the targets and achievements. The Committee hopes that with the revision of the scheme in 2017 the pace of expenditure under the scheme would pick up. The Committee also recommends the Ministry to coordinate with the States/UTs in a pro-active manner so that required number of hostels for working women are constructed. (Para 8.4)

IX UJJAWALA SCHEME

The Committee would like to know the reasons for low expenditure in the years 2016-17 and 2017-18. As the scheme is meant for the protection of two most vulnerable sections of the society *i.e.* women and children, there should be optimum utilization of funds if the objectives of the scheme are to be achieved. The Committee is of the concerted view that besides utilizing allocated funds optimally, the Ministry would ensure strengthening of the monitoring mechanism to see that the concerned NGOs are implementing the scheme effectively. (Para 9.4A)

X NATIONAL MISSION FOR EMPOWERMENT OF WOMEN (NMEW)

The Committee observes that the objectives of the National Mission for Empowerment of Women Scheme are of vital importance as they aim to empower women socially, economically and educationally. However, the pace of the expenditure under the scheme has been quite low. The Committee is of the concerted view that the underutilisation of funds is indicative of the fact that the benefits of the scheme are not reaching the targeted beneficiaries. The Committee feels that the Ministry should play a pro-active role in achieving the objectives of the scheme by completing the process of putting all the necessary structures in place and receipt of viable proposals from the States/UTs. The Committee hopes that with the subsuming of scheme under Mahila Shakti Kendra and enhanced allocations for the year 2018-19 many new initiatives would be undertaken and allocation would be utilized fully. (Para 10.4)

XI SCHEMES UNDER NIRBHAYA FUND

WOMEN HELPLINE (WHL)

The Committee is happy to note that the Ministry has taken positive steps in devising the schemes under the Nirbhaya Fund. As the schemes under Nirbhaya Fund are aimed at enhancing the safety and security of women in the country, it is of utmost importance that funds allocated under the schemes are utilized to the full extent. The Committee stresses the need for effective implementation of the schemes. The Committee, however, finds that the fund utilization under both the One Stop Centre and Women Helpline schemes has been very low. It is a complete irony that on the one hand, crime against women have been rising and on the other, funds allocated to enhance the safety and security of women have remained underutilized. The Committee urges upon the Government to ensure that the initiatives under the Nirbhaya Fund are translated into reality. (Para 11.6)

XII CENTRAL ADOPTION RESOURCE AUTHORITY (CARA)

From the details given above it is evident that since 2016-17 both in country and inter-country adoptions have been going down. The Committee would like to be apprised of the reasons for this downward trend in both in-country and inter-country adoptions and the steps taken by the Ministry/CARA to check this trend. Further, though the Committee appreciates the streamlining being brought in the whole process of adoption however the ground realities are still different as indicated, by the constraints faced by both CARA and PAPs. The Committee desires the Ministry to address these constraints so that the entire process of adoption be it in-country or inter-country besides being transparent should be simple, parent and child friendly and the facilitators of the process should be sensitive to the sentiments and vulnerability of orphaned or abandoned children and also of prospective parents. (Para 12.4)

MINUTES

IX
NINTH MEETING

The Committee on Human Resource Development met at 10.30 A.M. on Tuesday, the 27th February, 2018 in Committee Room No. '4', Parliament House Annexe Extension Building, New Delhi.

MEMBERS PRESENT

1. Dr. Satyanarayan Jatiya —*Chairman*

RAJYA SABHA

2. Shri Partap Singh Bajwa
3. Dr. Sasikala Pushpa

LOK SABHA

4. Shri Bijoy Chandra Barman
5. Shri Nihal Chand Chauhan
6. Shri Faggan Singh Kulaste
7. Shrimati Geetha Kothapalli
8. Prof. Chintamani Malviya
9. Shri Bhairon Prasad Mishra
10. Dr. Bhagirath Prasad
11. Shri K.N. Ramachandran
12. Dr. Prabhas Kumar Singh
13. Shri Satyapal Singh
14. Shrimati P.K. Sreemathi Teacher

SECRETARIAT

Shri K.P. Singh, *Joint Secretary*

Shri Rajiva Srivastava, *Director*

Shri Vinay Shankar Singh, *Additional Director*

Shri Arun Kumar, *Deputy Secretary*

Shrimati Himanshi Arya, *Under Secretary*

Shri K. Sudhir Kumar, *Research Officer*

Shri Mohit Misra, *Committee Officer*

I. * * *

II. * * *

III. Ministry of Women and Child Development

(i) Sh. Rakesh Srivastava, Secretary

(ii) Sh. Ajay Tirkey, Addl. Secretary

(iii) Dr. Satbir Bedi, Member Secretary, NCW

(iv) Dr. Rajesh Kumar, Joint Secretary

(v) Sh. Chetan B. Sanghi, Joint Secretary

(vi) Ms. Aastha Saxena Khatwani, Joint Secretary

(vii) Sh. L.K. Meena, Joint Secretary

(viii) Ms. Meera Ranjan Tshering, JS&FA

(ix) Ms. Ratna Anjan Jena, Statistical Adviser

(x) Ms. Nandita Mishra, Economic Adviser

(xi) Sh. Manoj Kumar Singh, Director

(xii) Sh. K.B. Singh, Director

(xiii) Ms. Bansari Nag, Consultant

1. At the outset, the Chairman welcomed the Members to the meeting of the Committee and informed them that in the morning session the Secretaries, Department of Youth Affairs and Department of School Education and Literacy would give their presentations on the Demands for Grants 2018-19 of their respective Departments. Thereafter, in the post lunch session, the Secretary, Ministry of Women and Child Development would give his presentation on the Demands for Grants 2018-19 for his Ministry.

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(The witnesses then withdrew and Committee dispersed for lunch)

9. In the post lunch session, the Chairman welcomed the Secretary, Ministry of Women and Child Development to the meeting on the Demands for Grants 2018-19 and sought details about the budgetary allocations for the Ministry. He sought details about the new schemes/initiatives that would be taken up in the next fiscal and the targets to be achieved. He also asked about the role of NGOs in the implementation of the various schemes of the Ministry.

10. The Secretary, Ministry of Women and Child Development, in his presentation before the Committee gave an overview of various programmes/schemes of the Ministry and achievements thereof. He informed the Committee that the budget allocation for the year 2018-19 has been kept at ₹24700.00 crore, whereas the projected demand of the Ministry is for ₹31058.54 crore. Giving the budget overview of the current year *i.e.* 2017-18, the Secretary informed the Committee that the BE allocation for the year was ₹22094.67 crore was reduced to ₹21236.81 crore at revised stage. Overall expenditure till 9.2.2018 was ₹ 17461.03 crore which came to 79 per cent of BE and 82.22 per cent of RE.

11. He further informed that the major schemes of the Ministry included Anganwadi Services, Scheme for Adolescent Girls, Child Protection Services (CPS) and Pradhan Mantri Matru Vandana Yojana. He informed the Committee about the targets and achievements of Integrated Child Development Services, (ICDS) Supplementary Nutrition Programme (SNP), Pradhan Mantri Matru Vandana Yojana, National Nutrition Mission (NNM), Scheme for Adolescent Girls, Child Protection Services and Beti Bachao Beti Padhao Yojana. Among the constraints, the Secretary informed that there were still around 4.5 lakh Anganwadi Centres that lacked both drinking water and toilet facilities. Then, there were issues of stunting, under-nutrition, low birth weight and prevalence of Anaemia in children between 0-6 years. It was informed that key interventions such as growth monitoring and use of information and communication technology etc. were being proposed in National Nutrition Mission to tackle above issues.

12. The Secretary also apprised the Committee about the new initiatives taken by the Ministry which included draft anti-human trafficking Bill, draft National Policy for Women, 2017 and online Complaint mechanism for combating sexual harassment at the workplace. It was further pointed out that National Repository of Information for Women (NARI) Portal has also been envisaged where information of over 350 Government schemes and other important information for the benefit of women will be summarised. The Mahila Shakti Kendras have been envisaged to address women's issues at the village level and Elected Women Representative's (EWR) training to build capacities of elected women representatives of PRIs and to enable them to exercise their power effectively.

13. Thereafter, the Committee sought clarifications on a number of issues. The Committee also expressed the view that Department should keep pursuing the shortage of funds for its schemes with the Ministry of Finance so that more funds can be allocated at RE stage. The Chairman asked the Secretary to send written replies to the Secretariat for the queries which were not responded orally by him.

14. A verbatim record of the proceedings of the Committee meeting was kept.

15. The Committee then adjourned at 5.30 P.M.

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TENTH MEETING

The Committee on Human Resource Development met at 10.30 A.M. on Wednesday, the 7th March, 2018 in Committee Room No. '67', First Floor, Parliament House, New Delhi.

MEMBERS PRESENT

1. Dr. Satyanarayan Jatiya —*Chairman*

RAJYA SABHA

2. Shri Partap Singh Bajwa
3. Prof. Jogen Chowdhury
4. Shri Gopal Narayan Singh

LOK SABHA

5. Shri Nihal Chand Chauhan
6. Shrimati Geetha Kothapalli
7. Shri Bhairon Prasad Mishra
8. Shrimati Neelam Sonkar
9. Shri Hari Om Pandey
10. Dr. Bhagirath Prasad
11. Shri N.K. Premachandran
12. Dr. Prabhas Kumar Singh
13. Shri Satyapal Singh
14. Shrimati P.K. Sreemathi Teacher

SECRETARIAT

Shri K.P. Singh, *Joint Secretary*

Shri Rajiva Srivastava, *Director*

Shri Vinay Shankar Singh, *Additional Director*

Shri Arun Kumar, *Deputy Secretary*

Shrimati Himanshi Arya, *Under Secretary*

Shri K. Sudhir Kumar, *Research Officer*

Shri Mohit Misra, *Committee Officer*

2. At the outset, the Chairman welcomed the Members to the meeting of the Committee convened to consider and adopt the draft 302nd Report on DFGs 2018-19 of the Department of Higher Education, draft 303rd Report on DFGs 2018-19 of the Ministry of Youth Affairs and Sports, draft 304th Report on DFGs 2018-19 of the Ministry of Women and Child Development and draft 305th Report on DFGs 2018-19 of the Department of School Education and Literacy.
3. The Committee considered the draft 302nd, 303rd, 304th and 305th Reports and adopted them after some discussion.
4. The Committee, then, decided to present/lay the 302nd and 303rd Reports to both the Houses of the Parliament on 8th March, 2018. The Committee authorized the Chairman and in his absence, Shri Partap Singh Bajwa, Member., Rajya Sabha to present the Reports in the Rajya Sabha and Shri Bhairon Prasad Mishra, Member, Lok Sabha and in his absence Smt. Geetha Kothapalli, Member, Lok Sabha to lay the Reports in the Lok Sabha.
5. The Committee, further, decided to present/lay the 304th and 305th Reports to both the Houses of the Parliament on 9th March, 2018. The Committee authorized the Chairman and in his absence, Shri Gopal Narayan Singh, Member., Rajya Sabha to present the Reports in the Rajya Sabha and Shri Hari Om Pandey, Member, Lok Sabha and in his absence Smt. P.K Sreemathi Teacher, Member, Lok Sabha to lay the Reports in the Lok Sabha.
6. The Committee then adjourned at 11.00 A.M.