



# 16

**PARLIAMENT OF INDIA  
LOK SABHA**

**COMMITTEE ON EMPOWERMENT OF WOMEN  
(2011-2012)**

**(FIFTEENTH LOK SABHA)**

**SIXTEENTH REPORT**

**'WORKING CONDITIONS OF ANGANWADI WORKERS'**

*[Action Taken by the Government on the recommendations contained in the Eighth Report (Fifteenth Lok Sabha) of the Committee on Empowerment of Women (2010-2011) on 'Working Conditions of Anganwadi Workers']*



**LOK SABHA SECRETARIAT  
NEW DELHI  
SEPTEMBER, 2012/BHADRAPADA, 1934 (Saka)**

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*[Action Taken by the Government on the recommendations contained in the Eighth Report (Fifteenth Lok Sabha) of the Committee on Empowerment of Women (2010-11) on 'Working Conditions of Anganwadi Workers']*

Presented to Lok Sabha on 04.09.2012

Laid in Rajya Sabha on 04.09.2012



**LOK SABHA SECRETARIAT**

**NEW DELHI  
SEPTEMBER, 2012/BHADRAPADA, 1934 (Saka)**

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**COMPOSITION OF THE COMMITTEE ON EMPOWERMENT OF WOMEN  
(2011-2012)**

\*\*\*\*\*

**Hon'ble Chairperson - Shrimati Chandresh Kumari**

**MEMBERS**

**LOK SABHA**

2. Smt. Harsimrat Kaur Badal
3. Smt. Susmita Bauri
4. Dr. Kakoli Ghosh Dastidar
5. Smt. Ashwamedh Devi
6. Smt. Rama Devi
7. Smt. Jyoti Dhurve
8. Smt. Priya Dutt
9. (Dr.) Smt. Botcha Jhansi Lakshmi
10. Smt. Sumitra Mahajan
11. Dr. Jyoti Mirdha
12. Smt. Ranee Narah
13. Kum. Meenakshi Natrajan
14. Smt. Jayshreeben Kanubhai Patel
15. Smt. Yashodhara Raje Scindia
16. Smt. Rajesh Nandini Singh
17. #Smt. Mausam Noor
18. Shri M. Thambidurai
19. Smt. Seema Upadhyay
20. Smt. Usha Verma

**RAJYA SABHA**

21. Smt. Naznin Faruque
22. Smt. Kanimozhi
23. Shri Ambeth Rajan
24. Dr. T. N. Seema
25. Smt. Maya Singh
26. Smt. Vasanthi Stanley
27. Dr. C. P. Thakur
28. Dr. Prabha Thakur
29. \*Vacant
30. \*\*Vacant

**SECRETARIAT**

- |                         |                     |
|-------------------------|---------------------|
| 1. Shri C.S. Joon       | Joint Secretary     |
| 2. Shri S.C. Chaudhary  | Director            |
| 3. Shri Raju Srivastava | Additional Director |

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\*Smt. Shobhana Bhartia ceased to be the Member of the Committee w.e.f from 15<sup>th</sup> February, 2012 on her retirement from Rajya Sabha.

\*\* Shri Jabir Husain ceased to be the Member of the Committee w.e.f 2<sup>nd</sup> April, 2012 on his retirement from Rajya Sabha.

#nominated to the Committee w.e.f. 2nd May, 2012 vice Rajkumari Ratna Singh.

## INTRODUCTION

I, the Chairperson, Committee on Empowerment of Women having been authorized by the Committee to submit the Report on their behalf, present this Sixteenth Report (Fifteenth Lok Sabha) on the action taken by the Government on the recommendations contained in their Eighth Report (Fifteenth Lok Sabha) on 'Working Conditions of Anganwadi Workers'.

2. The Eighth Report (Fifteenth Lok Sabha) of the Committee on Empowerment of Women was presented to Lok Sabha on 10<sup>th</sup> August, 2011 and laid in Rajya Sabha on 10<sup>th</sup> August, 2011. The Ministry of Women and Child Development has furnished the action taken replies to all the Observations/Recommendations contained in the Report.

3. The Committee on Empowerment of Women (2011-2012) considered and adopted the Draft Report at their sitting held on 29<sup>th</sup> August, 2012. Minutes of the sitting are given at Appendix I.

4. An Analysis of the action taken by the Government on the recommendations contained in the Eighth Report (Fifteenth Lok Sabha) of the Committee is given in Appendix II.

5. For facility of reference and convenience, the Observations/Recommendations of the Committee have been printed in bold letters in the body of the Report.

**NEW DELHI**  
**03 September, 2012**  
**12 Bhadrapada, 1934 (Saka)**

**SMT. CHANDRESH KUMARI**  
**CHAIRPERSON**  
**COMMITTEE ON EMPOWERMENT OF WOMEN**

## CHAPTER I

### REPORT

This Report of the Committee deals with the action taken by the Government on the observations/recommendations contained in their Eighth Report (Fifteenth Lok Sabha) of the Committee on Empowerment of Women on the subject 'Working Conditions of Anganwadi Workers' pertaining to Ministry of Women & Child Development.

2. The Eighth Report was presented to Lok Sabha on 10 August, 2011 and was laid on the Table of Rajya Sabha on the same date. The Report contained 16 observations/recommendations.

3. Action Taken Replies in respect of all the 16 observations/recommendations contained in the Report have been received from the Government. These have been categorised as follows:-

- (i) Observations/Recommendations which have been accepted by the Government :  
Serial Nos.: 1, 2, 4, 5, 7, 9, 10,11, 12, 13, 14, 15 and 16

Total: 13

**Chapter-II**

- (ii) Observations/Recommendations which the Committee do not desire to pursue in view of Government's replies :  
Serial No.: Nil

Total: 00

**Chapter-III**

- (iii) Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee:  
Serial No.: 3

Total: 01

**Chapter-IV**

- (iv) Observations/Recommendations in respect of which final replies of the Government are still awaited :  
Serial Nos. : 6 and 8

4. The Committee desire that Action Taken Notes on the observations/ recommendations contained in Chapter – I of the Report and final reply to the observations/ recommendations contained in Chapter – V of the Report in respect of which Government has submitted interim reply, may be furnished to the Committee within three months of the presentation of this Report.

5. The Committee will now deal with action taken by the Government on some of the observations/ recommendations that require reiteration or merit comments.

#### **A. Universalisation of ICDS Scheme**

##### **[Recommendation Serial No. 1 (Para No. 73)]**

6. The Committee in their original report *inter alia* emphasized the universalisation and effective implementation of Integrated Child Development Services (ICDS) Scheme and recommended as under:-

“The Committee note that the Integrated Child Development Services (ICDS) Scheme, a centrally sponsored programme is the world’s largest and unique community based outreach programme which offers a package of health, nutrition and education services to children below 6 years and pregnant/nursing mothers. Launched in 1975 in 33 Projects in the Community Development Blocks and 4891 Anganwadi Centres (AWCs) on a pilot basis, the scheme, over 36 years of its operation has expanded tremendously to cover all development blocks and major slums in the country. However, the coverage of ICDS till IX Plan was just about 42% of the 14 lakh habitations. With a view to universalizing the scheme, the Hon’ble Supreme Court of India has directed the Government of India to sanction and operationalize a minimum of 14 lakh Anganwadi Centres (AWCs) in a phased and even manner. The Committee find that in order to comply with the directions of the Hon’ble Supreme Court and to fulfill the commitment to universalize the scheme, rigorous expansion has been undertaken in three phases since 2005-06 to cover all habitations including SC/ST and minority across the



country. However, the Committee note with concern that till date only 12.42 lakh AWCs/Mini-AWCs could be made operational out of the targeted 14 lakh. Delay in administrative sanction by States, court cases, delay in filling up of vacancies, procedural delay at State level, etc. have been cited as the reasons for the lapse in achieving the target. In the opinion of the Committee, the universalisation and effective implementation of ICDS only could realize the commitment towards children and women. Hence, they recommend that the Government should make concerted efforts to universalize ICDS at the earliest and thus honour the direction of the Hon'ble Supreme Court. While setting up new Anganwadi Centres, care should be taken to avoid multiplicity in one area, neglecting areas that are lacking in Anganwadis."

7. The Ministry in their action taken reply have stated as under:-

"The Govt. is consistently making effort to universalize the ICDS keeping in view the directions of the Hon'ble Supreme Court. As a result of the efforts, a total of 13.03 lakh Anganwadi Centres are operational as on December 2011. Further, the Ministry has issued Administrative Sanctions in respect of 3143 Anganwadi Centres and 799 Anganwadis on Demand (AoD). With these sanctions, the total number of sanctioned AWCs has increased to 13.70 lakh from the existing 13.67 lakh. Efforts would continue to ensure that these are operationalised at the earliest. The States/UTs have been issued advisories from time to time to operationalise all AWCs. The Hon'ble MOS has also written to the Chief Ministers vide letter dated 18<sup>th</sup> March 2010 urging the States/UTs to operationalize the sanctioned AWCs."
8. **The Committee appreciate that pursuant to the directions of Hon'ble Supreme Court of India, the Ministry have been making efforts to universalize the Integrated Child Development Services (ICDS) by sanctioning Anganwadi Centres (AWCs). The States/ UTs have also been issued advisories from time to time to operationalize all the sanctioned AWCs. However, the Committee are dismayed to find that the target of sanctioning and operationalizing 14 lakh AWCs was set by the Hon'ble Supreme Court of India way back in the year 2006 and even after a lapse of six years, around 1 lakh AWCs are still to be made operational. The Committee are of the view that merely sanctioning of AWCs for comprehensive implementation of ICDS Scheme to holistically address health, nutrition and education needs of children**

and women would not be going to produce the intended benefits if the coverage, expansion and sustainability of the scheme are not monitored on scientific basis. The Committee, therefore, reiterate that the Ministry should take all the necessary steps to ensure that the target of operationalizing 14 lakh AWCs is attained within the current fiscal year. The Committee would also like the Ministry to have realistic check at ground level to be sure about sustainability of infrastructure of all the AWCs already in an operational mode in the country. They would await action taken in this regard.

## **B. Anganwadi-cum-Day Care Crèches**

### **[Recommendation Serial No. 2 (Para No. 74)]**

9. On the aspect of converting Anganwadis to Anganwadi-cum-crèches with appropriate social and physical infrastructure, the Committee recommended as under:-

“The Committee find that despite robust economic growth, our country’s record in terms of health/nutritional status of children is not that promising. Though, there has been significant decline over the years in infant mortality rate, the problem of malnutrition among children casts a shadow over such claims. The Committee, therefore, feel that the need of the hour is to address this issue with total commitment. Though, ICDS is the flagship programme for the holistic development of children between 0-6 age group, the Committee find with dismay that only 7.5 crore children out of the total 15.78 crore of eligible children have so far been covered under the scheme. Out of about 55% of children who are yet to be covered, a good number may be in the age group of 0-3 as there is no infrastructure to cater to them in the Anganwadis other than the provision for take home ration. However, the Committee desire that the children in the 0-3 age group from disadvantaged section also should be brought to Anganwadis by converting them to Anganwadi-cum-crèches with appropriate social and physical infrastructure. This would not only help address the issue of malnutrition but also the pressing need of a large number of women working in the unorganized sector for a crèche like facility to leave their children below 3 years while going out for work. The Committee also note

that the availability of an anganwadi-cum-crèche would prove to be a blessing for the girl child in the family who in the absence of such a facility is normally put to sibling care and household work neglecting her schooling.”

10. The Ministry of Women & Child Development in its action taken reply on the aforementioned recommendation have stated as under:-

“With universalization of the Scheme involving 7076 Projects, all children coming under 14 lakh AWCs have been covered under the ICDS. The services provided under the scheme can be accessed by all the 15.78 crore children below the age of 6 years without any condition. However, since it is a self-selecting scheme, only 7.8 crore children between 6 months - 6 years age actually availed the services. Children in the age group of 0-3 years are covered during Home visits by AWWs and presently, a total of 4.3 crore children (6 months-3 years) have availed Supplementary Nutrition under ICDS as on December 2011. Besides this, a joint Mother & Child Protection Card is a monitoring tool which has been developed for tracking nutrition status and the children availing services under ICDS.

While the ICDS Scheme presently does not provide for Day-Care Crèches as integrated with an AWC, however, there is a proposal for piloting of Crèche Services in 5% of AWCs for care and development of children in the 0-6 years of age group, whose mothers go for work and there are no adult care givers at home. To begin with, it is proposed to convert 5% of the AWCs into AWC-cum-Crèche on a 50:50 cost sharing basis with flexibility to States.”

11. **The Ministry in their action taken reply have informed that the ICDS Scheme presently does not provide for Day-Care Crèches as integrated with AWCs. However, there is a proposal for piloting of Crèche Services in 5% of AWCs for care and development of children in 0-6 years of age group, whose mothers go for work and there are no adult care givers at home. The Committee do understand that the Ministry intend to convert 5% of AWCs into AWC-cum-Crèche on a 50:50 cost sharing basis with flexibility to States. Nevertheless, since 55% out of the total 15.78 crore of eligible children are yet to be covered under the scheme and the target of operationalizing 14 lakh AWCs still remains a distant dream, it is difficult for the Committee to believe the claim of the Ministry to convert 5% of AWCs into AWC-cum Crèche on pilot basis. After analyzing the entire related facts, the**

**Committee are of the considered opinion that a specific road map for starting the pilot project should be worked out so as to achieve the objectives in a time bound manner. The Committee would like to be kept abreast of the steps taken by the Ministry and progress made thereafter.**

**C. Assessment of workload of Anganwadi Workers**

**[Recommendation Serial No. 3 (Para No. 75)]**

12. Highlighting the fact that Anganwadi Workers and Helpers are expected to carry out non-ICDS work and thus there is a need to assess the workload of these functionaries, the Committee recommended as under:-

“The Committee note that Anganwadi Workers and Helpers are the grassroot level functionaries under ICDS. They are envisaged as honorary workers from the local community who render their services for about 4-5 hours a day. Being a liaison between the people of her village and the health services, she has been assigned an array of functions right from organizing non-formal pre-school activities in the anganwadi for children in the age group of 3-6 years to providing health and nutritional education to young girls and pregnant/lactating mothers. Further, she has to weigh each child every month, record the weight graphically on the growth card, use referral card for referring cases of mothers/children to the sub-centre /PHC, carry out a quick survey of all the families especially mothers and children, organize supplementary nutrition feeding for children and expectant/nursing mothers to name a few, out of the 21 responsibilities assigned to her. The Committee find it humanely impossible to perform the expected jobs within the stipulated time of 4-5 hours a day. Though the Ministry has asserted that all the 21 delineated functions are not being performed concurrently on a daily basis, the Committee find that there is huge workload on them. During the interactions the Committee had with the anganwadi workers, it was brought to their notice that in addition to the tasks assigned under ICDS, these workers are also expected to carry out non ICDS work including census survey, election duties, etc. The Committee note with concern that every rural based programme in the country today is put on the fragile shoulders of the AWWs/AWHs.

To make matters worse, some States take work from them even without paying extra or with very nominal payment. The Committee, therefore, desire that Ministry of Women and Child Development should take up the matter with the States and direct them not to assign non ICDS work to Anganwadi Workers. At the same time, a systematic survey should be conducted to assess the present workload and the adequacy or inadequacy of the incentives stipulated for services rendered by them. The Committee also feel that there is a need to revise the existing population norms realistically, especially in SC/ST habitations.”

13. Replying to the above recommendation, the Ministry of Women & Child Development have stated as under:-

“Taking cognizance of Committee’s recommendation, the Ministry has already written a letter to the States/UTs vide Letter No.1-15/2010-CD-I dated 1.2.2011 directing them not to assign non-ICDS work to AWWs. As a measure of incentive, the honorarium of AWWs has been increased received recently by Rs.1500/- per month over the last honoraria drawn by them. Similarly, the honoraria of AWHs and Workers of Mini-AWCs has also been raised by Rs.750/- per month. This increase has been given effect from 1.4.2011.

In so far as population norms for setting up of Projects and AWCs under ICDS is concerned, these were revised only recently in the year 2009 for Urban, Rural and Tribal Areas which are inclusive of SCs and STs dominated habitations. Besides, as per provisions of ICDS Scheme, in the selection of projects in rural areas, priority consideration is to be given to (a) areas pre-dominantly inhabited by tribes, particularly backward tribes (b) areas inhabited pre-dominantly by SCs and (c) backward areas. In the selection of ward(s) in urban areas for urban projects, priority consideration will be given to the factors such as (a) location of slums and (b) areas predominantly inhabited by SCs.”

14. **Scrutiny of Ministry’s reply shows that they have already directed the States/ UTs not to assign non-ICDS work to Anganwadi Workers (AWWs). The Ministry in their action taken reply have also informed that honorarium of AWWs has been increased recently by Rs. 1500/- per month over the last honoraria drawn by them. Besides, the honoraria of Anganwadi Helpers (AWHs) and Workers of Mini-AWCs have also been raised by Rs. 750/- per month. Although the Ministry seem to be committed for stoppage of assigning non-ICDS work to**

**AWWs and the honoraria of AWWs, AWHs and Workers have also been raised, yet they have been unable to come out with an effective methodology in the form of assessing the workload of AWWs. The Committee, therefore, trust that the Ministry would come out with a scientific method to undertake a work study to assess the workload of AWWs which is aimed at effective discharge of all the 21 responsibilities envisaged under the ICDS Scheme. The Committee also desire that the Ministry should be proactive in further increasing the honoraria of these functionaries keeping in view the inflationary trend in the country.**

**D. Minimum educational qualification for Anganwadi Workers and Helpers**

**[Recommendation Serial No. 6 (Para No. 78)]**

15. Having noted that though Anganwadi Workers and Helpers are expected to perform a wide range of functions yet no minimum educational qualification has been prescribed by the Government, the Committee recommended as under:-

“The Committee note that no minimum educational qualification has been prescribed by Government of India for Anganwadi Workers and Helpers though they are expected to perform a wide range of functions. Pre-primary education, maintenance of records of compliance, reports of various financial and feeding norms, etc are amongst the varied responsibilities assigned to them. Moreover, ICDS aims at universal coverage to all areas/habitations, including SC/ST/minority habitations at the earliest. In view of the expansion and inclusion of multifarious activities in the ambit of the scheme, the Committee feel that it is high time to prescribe a minimum educational qualification for AWWs/AWHs. In this regard, the Government may get a study conducted on the educational profile of the Anganwadi Workers and Helpers in the country and work out minimum educational qualification for AWWs/AWHs in rural/urban/tribal areas separately in the light of the revelations from the study. However, the Committee suggest that in future a minimum educational qualification of 10<sup>th</sup> standard for AWWs and 8<sup>th</sup> class for AWHs may be fixed for urban/rural areas so that the designated objectives of the flagship programme of the country may be achieved in the right earnest.”

16. The Ministry in their action taken reply have stated as under:-

“The Ministry has taken cognizance of the recommendation of the Committee. The proposed Strengthening and Restructuring of ICDS envisages strengthening human resources under the programme which inter-alia, seeks to introduce a transparent appointment and selection policy for functionaries particularly, at Anganwadi level.

The Ministry agrees with the recommendation of the Committee for prescribing minimum educational qualifications for these core functionaries, as a success of any scheme depends on the competence and effectiveness of human resource. The proposal for Strengthening and Restructuring of ICDS includes prescription of uniform minimum qualification for AWWs and AWHs.”

**17. The Committee had recommended that since Anganwadi Workers (AWWs)/Anganwadi Helpers (AWHs) are core functionaries of ICDS Scheme who are expected to perform a wide range of functions viz., dissemination of pre-primary education, maintenance of records of compliance, reports of various financial and feeding norms etc., a minimum qualification of 10<sup>th</sup> Standard for AWWs and 8<sup>th</sup> Class for AWHs should be prescribed. The Committee are happy to note that the Ministry have agreed with their recommendation. However, the Committee have not been informed about the final contours and the time limit by which they would be able to introduce these academic requirements at the ground level including the status of existing AWWs/AWHs who do not possess these qualifications. The Committee would, therefore, await necessary details of the results of various measures/ steps taken by the Ministry especially when the importance of ICDS Scheme has been recognized as an effective mode of addressing health, nutrition and education needs of children by one and all.**

**E. Health cover to Anganwadi Workers and Helpers**

**[Recommendation Serial No. 8 (Para No. 80)]**

18. The Committee in their original report *inter alia* emphasized the need for two-fold increase in the insurance cover and extending health coverage to Anganwadi Workers and Helpers and recommended as under:-

“The Committee have been informed that all Anganwadi Workers/Helpers stand covered under the “Anganwadi Karyakartri Bima Yojana w.e.f. 1.4.2004 under Life Insurance Corporation’s Social Security Scheme. Under this Scheme, ex-gratia of Rs. 30,000/- and Rs. 75,000/- respectively is given to the family members in the event of natural and accidental death of the anganwadis worker/helper. The Committee, while appreciating the efforts of the Government in insuring the lives of Anganwadi workers/helpers desire that the Government should take it up with Life Insurance Corporation of India (LIC) to double the coverage and the extra premium, if any, should be shared between the Government and the LIC. The Committee further notice that these AWWs/AWHs are not extended any health coverage under any scheme. They strongly feel that providing some ex-gratia on eventualities like death, disability or critical illness will not suffice and what really matters is the concern towards the day-to-day health issues of these workers. The Committee, therefore, recommend that either the coverage of some health insurance scheme or ESI benefits should be extended to all AWWs/AWHs. If need be, ESI Act should be amended to include them under its ambit.”

19. The Ministry in their action taken reply have stated as under:-

“In addition to the Anganwadi Karyakartri Bima Yojana (AKBY) as insurance cover to the AWWs/AWHs under the ICDS Scheme, the Ministry has circulated the EFC proposal for extension of health insurance under the Rashtriya Swasthya Bima Yojana (RSBY), a benefit of the Ministry of Labour & Employment, which has been extended to the workers unorganized sector including MGNREGA workers.”

20. **While observing a meagre insurance cover to Anganwadi Workers (AWWs)/Helpers (AWHs) under the Anganwadi Karyakartri Bima Yojana (AKBY), the Committee had recommended the Ministry to take up the issue of two-fold increase in the insurance cover of these core functionaries with the Life Insurance Corporation of India (LIC) and also extending the health insurance scheme or ESI benefits to AWWs/AWHs. The Ministry have, however, informed that in addition to the Anganwadi Karyakartri Bima Yojana as insurance cover to AWWs/AWHs under the ICDS Scheme, the Ministry had circulated the EFC proposal for extension of health insurance under the Rashtriya Swasthya Bima Yojana (RSBY) which had been extended to the workers of unorganized sector including MGNREGA workers. The Committee are**



dismayed to note that the Ministry have not initiated any concrete measure to finalise the extension of health insurance scheme to AWWs/AWHs except circulating the EFC proposal. The Committee are unhappy with the sluggish pace of implementation of their recommendation. The Committee, therefore, would like to reiterate that the Ministry should take all necessary steps to ensure that the requisite wherewithals for extension of health insurance scheme to all AWWs/AWHs are readily available for achieving the desired results. The Committee would like to be apprised of the action taken in this regard.

#### F. Infrastructure Development

##### [Recommendation Serial No. 16 (Para No. 88)]

21. Emphasizing the need for infrastructure development in Anganwadis, the Committee recommended as under:-

“The Committee find that a large number of Anganwadis in the country lack basic infrastructure facilities like *pucca* buildings, drinking water facilities, child friendly toilets, etc. Out of the 80 per cent of Anganwadis which are stated to be running in *pucca* structures, only 28 per cent are in Government owned buildings. In this regard, the Committee have been told that under the ICDS Scheme, there is no provision for construction of Anganwadi Buildings except in North East States. However, Anganwadi Centres are being constructed by State Governments/UTs out of their own funds and also in convergence with other Central Government schemes such as Backward Region Grant Fund (BRGF), Members of Parliament Local Area Development Scheme (MPLADS), Members of Legislative Assembly Local Area Development Scheme (MLALADS), and Rural Infrastructure Development Fund (RIDF) & Panchayati Raj Institutions (PRIs). The Committee are further perturbed to find that about 48 per cent of Anganwadis do not have drinking water facilities, 58 per cent function without toilets and about 74 per cent do not have separate kitchen. In view of these statistics, the Committee are constrained to deplore the lackadaisical attitude of the Government towards child development and recommend that all out efforts should be taken on war footing to ensure basic infrastructure facilities at Anganwadi Centres, especially requirements like potable drinking water and toilets. A study/survey regarding infrastructure facilities

available at these centres should immediately be taken up by the Government. The Committee also find that the Ministry of Women and Child Development has requested 13<sup>th</sup> Finance Commission to make provision for construction of AWCs in some States. As better quality services can be delivered from AWCs located in own premises, the Committee desire that the matter may be pursued vigorously and meticulously towards its realization.”

22. The Ministry in their action taken reply have stated as under:-

“ICDS is a centrally sponsored Scheme being implemented by the States/UTs. The Scheme does not have provision for construction of Anganwadi buildings under the Scheme as this was envisaged to be provided by the community. For the States in North East financial support is being provided for construction of Anganwadi buildings since 2001-02 at a unit cost of Rs.1.75 lakh. Out of a total of 55281 sanctioned AWC buildings in NE States, a total of 43153 AWC buildings have been constructed so far.

There are 12.66 lakh operational Anganwadi Centres (AWCs)/ mini-AWCs as on 30.06.2011. Government has information available in respect of 11.13 lakh AWCs/ mini-AWCs in 33 States/UTs according to which

- 26.88% running from Govt. own building
- 19.49% running from School premises
- 5.28% running from Panchayat
- 36.21% running from rented including 8.84% from AWWs/AWHs house
- 10.85% running from others
- 1.29% running from open space

	Kutcha	Pucca	Total
Total AWCs reporting			1113166
- Govt. Own Building	2.24%	24.64%	26.88%
- Rented			
AWWs/ AWHs House	2.40%	6.44%	8.84%
Others	15.00%	12.37%	27.37%
- Community			
School	1.51%	17.98%	19.49%
Panchayat	0.01%	5.27%	5.28%
Others	3.72%	7.13%	10.85%
Open Space	0.99%	0.30%	1.29%
Total	<b>25.87</b>	<b>74.13%</b>	

- 74.13% AWCs are **running from pucca buildings**
- 57.48% AWCs have **drinking water facilities** within the premises
- 46.61% AWCs have **toilet facilities** and
- 25.18% AWCs have **separate kitchen**

States have been requested to tap the funds for construction of AWCs from various schemes such as MPLADs, MLALADS, BRGF, RIDF, Panchayati Raj, NREGA and Tribal Affairs, MSDP of MoMA, under SSA, Finance Commission, Additional Central Assistance under State Plan, Integrated Action Plan for identified 78 Left Wing Extremism (LWE) districts etc. **About 15.44% AWC buildings have been constructed with assistance from various schemes** like Backward Region Grant Fund of Panchayati Raj (36740 AWCs), State Plan/ State Area Development Plan (35487 AWCs), Rural Infrastructure Development Fund (9366 AWCs), Multi-Sectoral Development Programme of Ministry of Minority Affairs (7289 AWCs), MLALADs (1320 AWCs), MPLADs (873 AWCs), NREGA (586 AWCs), Tribal Development (331 AWCs), etc.

The 13<sup>th</sup> Finance Commission has awarded State-specific grants for construction of AWCs with an estimated cost of Rs.1982 crore in six states namely Chhattisgarh (Rs.150 crore), Jharkhand (Rs.432 crore), Madhya Pradesh (Rs.400 crore), Maharashtra (Rs.300 crore), Orissa (Rs.400 crore) and West Bengal (Rs.300 crore) based on requirement projected by these States.

MWCD has requested to Ministry of Rural Development include construction of AWCs in the rural areas as an activity in Schedule I of the NREGA Act.

Planning Commission has selected 78 Tribal and Backward districts under the Integrated Action Plan (IAP) in LWE areas. Construction of AWCs has been taken as one of the approved activity in these districts. Construction of 10,042 AWC buildings has been approved under IAP of which 4461 AWC buildings have been reported to be constructed as on 2.3.2012.

Based on District Plans, Ministry of Minority Affairs has approved construction of 26781 AWCs at a total cost of Rs.792.39 crore in 77 Minority concentration districts in 18 States. Of these, construction of 7766 AWC buildings are reported to have been completed.”

23. The Committee had pointed out that a large number of Anganwadi Centres (AWCs) in the country lack basic infrastructure facilities like *pucca* buildings, drinking water facilities, child-friendly toilets etc. The Committee had emphasised that all out efforts should be made to ensure the availability of basic infrastructure facilities at AWCs. The Ministry have apprised the Committee that States had been requested to tap the funds for construction of AWCs such as MPLADS, MLALADS, BRGF, RIDF, Panchayati Raj, MGNREGA, Tribal Affairs etc. The Ministry have also informed that the Thirteenth Finance Commission had awarded State-specific grants for construction of AWCs with an estimated cost of Rs. 1982 crore in six States. The Ministry of Rural Development had also been requested to include construction of AWCs in the rural areas as an activity in Schedule I of the MGNREGA Act. Besides, the Planning Commission had selected 78 Tribal and Backward Districts under the Integrated Action Plan (IAP) in LWE States. The Ministry of Minority Affairs had also approved construction of 26781 AWCs at a total cost of Rs. 792.39 crore in 77 minority concentration Districts in 18 States. The Committee note with satisfaction that a lot of emphasis is now being given for improving the infrastructure facilities in AWCs. The Committee, therefore, recommend that the momentum gained by the Ministry in regard to improving the infrastructure facilities in AWCs should be sustained till the time all the AWCs in the country have *pucca* buildings, drinking water facilities within the premises, easily accessible working toilet facilities, separate kitchen etc. The Committee would like to be apprised of the progress made in this regard.

## **CHAPTER II**

### **OBSERVATIONS/RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT**

#### **Recommendation No.1 (Para No. 73)**

##### **Universalisation of ICDS Scheme**

The Committee note that the Integrated Child Development Services (ICDS) Scheme, a centrally sponsored programme is the world's largest and unique community based outreach programme which offers a package of health, nutrition and education services to children below 6 years and pregnant/nursing mothers. Launched in 1975 in 33 Projects in the Community Development Blocks and 4891 Anganwadi Centres (AWCs) on a pilot basis, the scheme, over 36 years of its operation has expanded tremendously to cover all development blocks and major slums in the country. However, the coverage of ICDS till IX Plan was just about 42% of the 14 lakh habitations. With a view to universalizing the scheme, the Hon'ble Supreme Court of India has directed the Government of India to sanction and operationalize a minimum of 14 lakh Anganwadi Centres (AWCs) in a phased and even manner. The Committee find that in order to comply with the directions of the Hon'ble Supreme Court and to fulfill the commitment to universalise the scheme, rigorous expansion has been undertaken in three phases since 2005-06 to cover all habitations including SC/ST and minority across the country. However, the Committee note with concern that till date only 12.42 lakh AWCs/Mini-AWCs could be made operational out of the targeted 14 lakh. Delay in administrative sanction by States, court cases, delay in filling up of vacancies, procedural delay at State level, etc. have been cited as the reasons for the lapse in achieving the target. In the opinion of the Committee, the universalisation and effective implementation of ICDS only could realize the commitment towards children and women. Hence, they recommend that the Government should make concerted efforts to universalize ICDS at the earliest and thus honour the direction of the Hon'ble Supreme Court. While setting up new Anganwadi Centres, care should be taken to avoid multiplicity in one area, neglecting areas that are lacking in Anganwadis.

##### **Reply of the Government**

The Govt. is consistently making effort to universalize the ICDS keeping in view the directions of the Hon'ble Supreme Court. As a result of the efforts, a total of 13.03 lakh Anganwadi Centres are operational as on December 2011. Further, the Ministry has issued Administrative Sanctions in respect of 3143 Anganwadi Centres and 799 Anganwadis on Demand (AoD). With these sanctions, the total number of sanctioned AWCs has increased to 13.70 lakh from the existing 13.67 lakh. Efforts would continue to ensure that these are operationalized at the earliest. The States/UTs have been issued

advisories from time to time to operationalise all AWCs. The Hon'ble MOS has also written to the Chief Ministers vide letter dated 18<sup>th</sup> March 2010 urging the States/UTs to operationalize the sanctioned AWCs.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

### **Comments of the Committee**

(Please see Paragraph No. 8 of Chapter I of the Report)

### **Recommendation No.2 (Para No. 74)**

#### **Need to cover Children in 0-3 age group through Anganwadi-cum-Creches**

The Committee find that despite robust economic growth, our country's record in terms of health/nutritional status of children is not that promising. Though, there has been significant decline over the years in infant mortality rate, the problem of malnutrition among children casts a shadow over such claims. The Committee, therefore, feel that the need of the hour is to address this issue with total commitment. Though, ICDS is the flagship programme for the holistic development of children between 0-6 age group, the Committee find with dismay that only 7.5 crore children out of the total 15.78 crore of eligible children have so far been covered under the scheme. Out of about 55% of children who are yet to be covered, a good number may be in the age group of 0-3 as there is no infrastructure to cater to them in the Anganwadis other than the provision for takehome ration. However, the Committee desire that the children in the 0-3 age group from disadvantaged section also should be brought to Anganwadis by converting them to Anganwadi-cum-creches with appropriate social and physical infrastructure. This would not only help address the issue of malnutrition but also the pressing need of a large number of women working in the unorganized sector for a crèche like facility to leave their children below 3 years while going out for work. The Committee also note that the availability of an anganwadi-cum-creche would prove to be a blessing for the girl child in the family who in the absence of such a facility is normally put to sibling care and household work neglecting her schooling.

#### **Reply of the Government**

With universalization of the Scheme involving 7076 Projects, all children coming under 14 lakh AWCs have been covered under the ICDS. The services provided under the scheme can be accessed by all the 15.78 crore children below the age of 6 years without any condition. However, since it is a self-selecting scheme, only 7.8 crore children between 6 months - 6 years age actually availed the services. Children in the age group of 0-3 years are covered during Home visits by AWWs and presently, a total of 4.3 crore children (6 months-3 years) have availed Supplementary Nutrition under

ICDS as on December 2011. Besides this, a joint Mother & Child Protection Card is a monitoring tool which has been developed for tracking nutrition status and the children availing services under ICDS.

While the ICDS Scheme presently does not provide for Day-Care Creches as integrated with an AWC, however, there is a proposal for piloting of Creche Services in 5% of AWCs for care and development of children in the 0-6 years of age group, whose mothers go for work and there are no adult care givers at home. To begin with, it is proposed to convert 5% of the AWCs into AWC-cum-Creche on a 50:50 cost sharing basis with flexibility to States.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

### **Comments of the Committee**

(Please see Paragraph No. 11 of Chapter I of the Report)

### **Recommendation No.4 (Para No. 76)**

#### **Need for delineation of duties of AWWs, ASHAs AND ANMs**

The Committee note that a host of responsibilities of Anganwadi Workers (AWWs), Auxiliary Nursing Midwives (ANMs) and Accredited Social Health Activists (ASHAs) overlap thereby leading to a conflict of interests among these three groups. In this regard, the Ministry of Women and Child Development informed the Committee that out of the six services viz. supplementary nutrition, pre-school non-formal education, nutrition & health education, immunization, health check-up, and referral services offered by ICDS, the latter three services are delivered through the Public Health System of the Ministry of Health & Family Welfare and hence, the convergence with Health is inbuilt and integral to the ICDS Scheme. It has further been submitted that the role of these grass-roots functionaries i.e. AWWs, ASHAs and ANMs has been delineated jointly by these Ministries. In this regard, the Committee are of the considered view that any conflict of interest among AWWs, ASHAs and ANMs is not only detrimental to the performance of these functionaries but also quite demotivating. The Committee, therefore, recommend that both the Ministries should work in tandem in delineating the duties and responsibilities of the said groups without any overlap, especially the activities which are incentivized, ensuring total clarity by removing confusion or misunderstanding.

#### **Reply of the Government**

The responsibilities of the front-line functionaries of ICDS and NRHM i.e. Anganwadi Workers (AWWs) and Auxiliary Nursing Midwives (ANM) and Accredited Social Health Activists (ASHAs) were delineated and prepared jointly by the Ministry of WCD and the Ministry of Health & Family Welfare

and issued to all States/UTs vide Joint D.O. letter No.R.14011/9/2005-NRHM-I (Pt.) dated 16.11.2005. However, the same have been revisited and the Ministry has drafted revised delineated activities of these core functionaries of both the Ministries which is under consideration.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

### **Recommendation No.5 (Para No. 77)**

#### **Guidelines for Selection Committee**

The Committee have been informed that the Government of India has issued guidelines to States with regard to selection of Anganwadi Workers and the composition of the Selection Committee. As per the directions, the AWW should be a lady from the local village in the age bracket of 18-44 years and the selection may be made by a committee consisting of the District Social Welfare Officer, the Block Development Officer, the Child Development Programme Officer, the Medical Officer of the Primary Health Centre, the President of the Taluka Panchayat /Block Advisory Committee, the district representative of the State Social Welfare Advisory Board and any other non-official which the State Government may consider appropriate. However, the Committee note that some States have included the Members of the Legislative Assemblies in the Selection Committees as there is a provision for inclusion of a non-official in the committee. As per a clarification of the Ministry, this provision is actually meant for inclusion of experts, non-governmental organizations, SCs/STs/minority groups, etc. The Committee are of the view that the ambiguities in the guidelines have led to such misinterpretations and hence they recommend that these ambiguities should be removed forthwith to ensure proper compliance of the guidelines by the States concerned. The Committee also recommend that since AWWs/AWHs are only women, provision for inclusion of at least one woman representative of the 'Mother's Committee' should be made in the Selection Committee. While selecting Anganwadi Workers, adequate representation of SCs/STs and minorities should also be ensured, especially in SC/ST habitations.

#### **Reply of the Government**

In compliance to the recommendation for composition of Selection Committee for appointment of AWWs, Ministry had already written to the States/UTs vide Ministry's D.O.letter No.1-13/2010-CD-I dated 18.10.2010. It has been clarified that the reference to non-officials in the Selection Committee is meant to be a provision for inclusion of members belonging to those who have expertise in the child development area, non-governmental organizations, persons belonging to the locality from the disadvantaged sections, SCs/STs/Minority Community etc. This provision should not be interpreted to be providing for inclusion of Members of Legislative Assemblies. As regards inclusion of women in the Selection Committee for



AWWs, it may be mentioned that as per information available, the Selection Committee in States include women members of Panchayat/ Lady Supervisor nominated by CDPO, Women Councillors from Municipal Corporations/ Pradhan of Mahila Mandals etc.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

### **Recommendation No. 7 (Para No. 79)**

#### **Periodical Review And Revision of Honoraria**

Anganwadi Workers and Helpers, being honorary workers are paid monthly honoraria as decided by the Central Government from time to time. In addition to the honoraria paid by the Central Government, many States/Union Territories also give monetary incentives to these workers out of their own resources. The Committee are happy to note that the Government of India has doubled their honoraria with effect from 1<sup>st</sup> April, 2011 i.e. to Rs. 3000/- and Rs. 1500/- from Rs. 1500/- and Rs. 750/- for AWWs/AWHs respectively. However, the Committee note that it took 36 years and seven revisions for the honoraria to reach the current figures. This has happened because of not having a definite procedure/methodology for effecting the revisions. The Committee are of the strong view that the valuable services rendered by AWWs/AWHs to the children in this country need to be recognized and their motivation levels need to be boosted continually. The Committee, therefore, recommend that a mechanism should be evolved for periodic review/revision of their honoraria and benefits like yearly increments and dearness allowance linked with consumer price index should be worked out. The Committee also desire that the Ministry should ensure that whatever additional honoraria being paid to the AWWs/AWHs by States as of now is not discontinued by them in view of the revision announced by the Centre.

#### **Reply of the Government**

The Ministry is fully seized of the need for periodic revision of honoraria of AWWs and AWHs and with the same intent, the honoraria of these workers which was last revised in 2008 has again been revised upwardly in 2011. While issuing the directions to the States/UTs vide Ministry's letter No.1-1/2011-CD-I dated 11<sup>th</sup> July 2011, it has been inter-alia mentioned that the enhanced honorarium does not include additional honorarium paid by the States/UTs as incentive from their fund.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

## **Recommendation No. 9 (Para No. 81)**

### **Filling up of vacant posts**

The Committee have been informed that 25% of Supervisors and Anganwadi Workers are supposed to be recruited from AWWs and AWHs respectively who have put in at least 10 years of service. However, the Committee are surprised to note that only a handful of States could furnish information in this regard. With respect to vacancies of ICDS functionaries, the Committee have been informed that about 13,653 vacant posts of supervisors and 88,893 posts of AWWs are lying vacant as on 30<sup>th</sup> September, 2010. The delay has been attributed to the issues of administrative sanctions by States/UTs, court cases and procedural delays. The Committee while deploring the sorry state of affairs in this regard recommend that urgent steps should be taken to get the vacant posts filled immediately and in the process, due consideration should be given to the eligible AWWs/AWHs.

### **Reply of the Government**

The States/UTs have been asked to intimate the steps taken to fill up the vacant posts with definite time lines. During the Conference of the State Ministers in charge of Women and Child Development held on 20-22 July 2011, it was strongly suggested to create a dedicated cadre and team of ICDS functionaries and ensure stability of their tenures.

As on date, there are 12,46,614 AWWs and 33,156 Supervisors in position in 13.03 lakh operational AWCs as on 31.12.2011. As per Schematic norms of the ICDS Scheme, Government of India is responsible for the Planning & Policy issues whereas State Governments are responsible for implementation of the Scheme. The reasons for these unfilled positions/posts are largely due to administrative, procedural and legal delays in the State Governments/ UT Administrations. Ministry of WCD has repeatedly impressed upon the State Governments/ UT Administrations to take all required measures for early operationalisation of sanctioned AWCs/ Mini-AWCs and filling-up of vacant posts.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

## **Recommendation No. 10 (Para No. 82)**

### **Uniform retirement age across States**

The Committee have been informed that under the ICDS scheme, the Government of India has not prescribed any retirement age for AWWs/AWHs as they are honorary workers and has left it to the discretion of the States. In the absence of any guidelines in this regard, it is observed that the upper age

limit for them varies between 58 years to 65 years in various States. The Committee strongly believe that for the successful functioning of the Anganwadis, the functionaries should be physically fit and active and there should be uniformity in their retirement age. The Committee, therefore, recommend that the retirement age of the Anganwadi workers and helpers should be kept at 60 and all the States should be given instructions in this regard.

### **Reply of the Government**

In agreement with the recommendation of the Committee for providing uniform age limit for dispensing with the honorary services of AWWs and AWHs, the proposal for Strengthening and Restructuring of ICDS inter-alia, includes provision of uniform age limit at 65 years for the core functionaries.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

### **Recommendation No. 11 (Para No. 83)**

#### **Pension and other benefits to AWWs/AWHs**

The Committee further note that only three States i.e. Kerala, Tamil Nadu and Andhra Pradesh have devised the provision for extending pension benefits to Anganwadi Workers and Helpers. Government of Kerala is giving Rs.500/- and Rs.300/- per month as pension to those Anganwadi Workers and Helpers who have completed 60 years of age and have put up 10 years of service. While Government of Tamil Nadu has introduced a pension scheme w.e.f.15.9.2008 providing for Rs.700/- per month to AWWs/Mini-AWWs and Rs.600-700 per month for Anganwadi Helpers, the Government of Andhra Pradesh has enrolled many AWWs in YSR Abaya Hastam which gives them pension after 60 years. While appreciating the concern of the above States towards a set of workers for their all encompassing care for the children of their States, the Committee regret to note the indifference of the Central Government towards extending any type of retirement benefits to AWWs/AWHs, be it in the form of pension or in the form of lump sum. As these workers are the backbone of a sustainable support system in the care of children and women belonging to under-privileged sections, the Committee recommend that the Ministry of Women and Child Development should either provide a lump sum as parting gift to AWWs/AWHs when they retire or should work out with Pension Fund Regulatory and Development Authority the modalities of extending pension benefits to the Anganwadi workers and helpers. For this purpose, the Central Government should set up a special national Fund with adequate allocation.

## **Reply of the Government**

The provision for extending pension benefits to AWWs and AWHs by the States of Kerala, Tamil and Andhra Pradesh is an initiative by the States themselves. The Union Ministry proposes to provide uniform age limit for these workers for discontinuation of their services. While, at present there is no proposal for extending benefits at the time of conclusion of their honorary services, the recommendation of the Committee has been noted.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

## **Recommendation No. 12 (Para No. 84)**

### **Need to treat mini-anganwadi workers at par with Anganwadi Workers**

84. The Committee find that Mini-Anganwadis are sanctioned for small hamlets/habitations having less population, i.e. about 150-400 in rural/urban areas and 150-300 in tribal areas. Accordingly, lesser number of children, i.e. about 20-25 are expected to avail the services at these mini anganwadis. The Committee find that most of the mini anganwadis are located in tribal areas and tribal women are mainly working here as workers. The tribal hamlets are situated in far off places and hence they are working in very difficult circumstances. However, the Committee note with surprise that the workers in these mini anganwadis are paid only the wages of a helper. Since, there is no provision for a helper in a mini anganwadi, they are supposed to perform the duties of the helper also. As the work of the mini anganwadi worker is not at all 'mini', the Committee find no justification in the discrimination of the remuneration given to them. The Committee, therefore, recommend that all Mini Anganwadi Centres should be converted into regular Anganwadi Centres and the anganwadi workers here should be paid at par with those working in regular anganwadis. The Committee also recommend posting of helpers in these anganwadis at the earliest for their smooth functioning.

## **Reply of the Government**

In the Draft Note for CCEA for revision of honorarium of AWWs and AWHs during 2011, it was also proposed to increase the honorarium to Workers of Mini-AWCs at par with AWWs. This proposal of the Ministry was not accepted by the Ministry of Finance on the grounds that the increase from Rs.750/- p.m. to Rs.3000/- p.m. would become a quantum jump, need for which is not there.

However, there is a proposal included in the EFC Memorandum for Restructuring and Strengthening of ICDS Scheme for enhancing the honoraria of AWWs of Mini-AWCs by Rs.1500/- on the last honorarium drawn by them.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

### **Recommendation No. 13 (Para No. 85)**

#### **Need for comprehensive training**

The Committee have been informed that AWWs are given job training for 26 working days once in their entire service and refresher training for 5 days once in two years. In the job training, 4 days are devoted to pre-school teaching training and early child care and development. Training is imparted to them through the Anganwadi Workers' Training Centres (AWTCs) run either by the State Government or NGOs identified by the States. Though job training /refresher training is given to almost all anganwadi workers and the performance in this regard is pretty good in almost all States, the Committee are of the view that the training should be more comprehensive and continuous. It should equip them to lay the foundation for proper psychological, physical and social development of the child and enhance the capability of the mother to look after the health and nutritional needs of the child. The Committee, therefore, recommend that the pre-school teaching and early childhood care & development module should be more elaborate and comprehensive. The Committee desire that atleast 10 days in the job training should be devoted to this module. Due care should also be taken for evolving the curriculum and course content for the job as well as refresher training for AWWs and AWHs. In this regard, the Committee suggest that inputs may be obtained from the experience of best performing States.

#### **Reply of the Government**

Government of India is in the process of restructuring of ICDS as part of the 12<sup>th</sup> Plan. It will, therefore, be appropriate to review and revise all the existing syllabi for all the ICDS functionaries, including AWWs and AWHs, after finalization of the proposed restructuring of the programme. However, Government agrees with the suggestion of the Committee.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

### **Recommendation No. 14 (Para No. 86)**

#### **Grievance Redressal Mechanism**

The Committee have been informed that all the States/UTs were requested to set up Grievances Redressal Machinery at the State/UT and Districts level for prompt redressal of the grievances and day to day problems of AWWs and AWHs. The Committee are, however, constrained to note that there are still a number of States which have neither yet set up any Grievance

Redressal Machinery at State and District levels nor showed any courtesy in supplying such information to the Ministry of Women and Child Development. The Committee take exception to the callous attitude of these States. The Committee feel that AWWs/AWHs who play a pivotal role in the implementation of integrated child care programmes should be facilitated with a congenial and cordial working atmosphere. To ensure this, grievance redressal mechanism across the country should be put in place without fail. The Committee, therefore, recommend that all States/UTs should be instructed to set up grievance redressal mechanism both at their State and district levels at the earliest under intimation to this Committee.

### **Reply of the Government**

As per the information available, all the State Governments/UT Administrations except Govt. of Assam have already set up Grievance Redressal Machinery at State and district level for prompt redressal of the grievances and day to day problems of Anganwadi Workers and Anganwadi Helpers. Govt. of Assam has been reminded to set up the machinery immediately.

Besides this, the ICDS Scheme have an in-built monitoring system since its inception and the Govt. has recently issued guidelines for putting in place a 5 tier monitoring and review mechanism at the central level upto the AWC level with the objective of strengthening coordination and convergence with Line Departments and also monitoring and reviewing the progress made in the implementation of the scheme. This mechanism inter-alia, also provides for a grievance redressal mechanism at the district, block and Anganwadi level whereunder complaints received from individuals/community/PRIs regarding ICDS services including dereliction of duties by Supervisors, Anganwadis will be monitored and resolved.

Further, under the proposed National Food Security Bill, Right to Food will become a legal entitlement. There are provisions in the Bill for advancing food security and also a grievance redressal machinery with power to adjudicate any complaint or appeal received under food based welfare schemes.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

### **Recommendation No. 15 (Para No. 87)**

#### **Monitoring and evaluation of ICDS**

The Committee have been informed that a clear cut monitoring mechanism is available at the State/District/village/Anganwadi levels to assess the implementation of ICDS and the performance of Anganwadi Workers/Helpers. In addition, the physical progress of the implementation of

the ICDS scheme is also reviewed by the Government of India from time to time. Monthly and half yearly progress reports prepared by the Child Development Project Officers (CDPOs) for all projects are compiled at the State level. These reports are stated to capture information on operational anganwadi/mini-anganwadis, beneficiaries of supplementary nutrition, pre-school education, nutritional status of children, population details, birth and death of children, maternal death, literacy, training details of AWWs, etc. Besides getting evaluation studies done by various institutes, occasional field visits are also undertaken by the Central Ministry. However, the Committee during examination of the subject have observed that monitoring and evaluation is a weak link in the implementation of ICDS programme. As continuous monitoring and evaluation is the best way to strengthen any programme, the Committee desire that all loose ends in terms of collecting data from all levels should be tightened. Supervisors and CDPOs, through effective supervision should ensure accountability for performance of AWWs and AWHs. Further, the Committee note that the existing Management Information System on ICDS Scheme do not capture many vital information regarding irregularities, impact of the Scheme, representation of SCs/STs/minorities in the Anganwadi system, performance of States, etc. In the light of the lapses noticed in the existing information system, the Committee also recommend that focused attention should be given in creating a comprehensive data bank duly reflecting all the aspects of ICDS Scheme.

#### **Reply of the Government**

The ICDS Scheme has an in-built monitoring system since its inception to track the physical progress of the scheme in respect of various input process, output and impact indicators through a standardized Management Information System (MIS), regular reports, monthly, half yearly, quarterly etc. The Ministry is also concluding the process of revamping the existing MIS to ensure consistent and accurate recording and reporting of critical data as also minimize efforts of AWWs and other functionaries. As a part of this, a set of revised AWC registers and reporting format have been finalized. The revised MIS is expected to roll out this year to cover 35 States/UTs.

As part of the revised MIS, the Ministry is in the process of designing a Web Enabled MIS to capture programme data on-line from across the States/UTs. The Software is being development and it is expected to be ready by the time States/UTs are ready with new registers and reporting formats.

In order to strengthen the performance of ICDS, Government has introduced 5-tier monitoring & review mechanism at different levels (National/ State/ District/ Block and Anganwadi level) by involving public representatives for monitoring the status of Anganwadi Centres. Government has issued guidelines on 31.03.2011 for Constitution of Monitoring and

Review Committees at different levels to review progress in implementation of the Integrated Child Development Services (ICDS) Scheme. Composition and key roles of such committees at different levels have been defined and with a view strengthen and make ICDS more participatory, PRIs and MPs and MLAs have been assigned representation on various committees at State, District and Block level Monitoring Committees.

MWCD is continuously monitoring the implementation of ICDS Scheme. Government has issued guidelines on 22.10.2010 for strengthening the existing monitoring and supervision visits to ICDS projects and AWCs. The guidelines include a schedule of visits of different officials at the state level to AWCs/ mini-AWCs in improving the quality of service delivery of the AWCs by addressing various problems/ bottlenecks and also to elicit views and perspectives from the community.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

### **Recommendation No. 16 (Para No. 88)**

#### **Need to improve infrastructure**

The Committee find that a large number of Anganwadis in the country lack basic infrastructure facilities like pucca buildings, drinking water facilities, child friendly toilets, etc. Out of the 80 per cent of Anganwadis which are stated to be running in pucca structures, only 28 per cent are in Government owned buildings. In this regard, the Committee have been told that under the ICDS Scheme, there is no provision for construction of Anganwadi Buildings except in North East States. However, Anganwadi Centres are being constructed by State Governments/UTs out of their own funds and also in convergence with other Central Government schemes such as Backward Region Grant Fund (BRGF), Members of Parliament Local Area Development Scheme (MPLADS), Members of Legislative Assembly Local Area Development Scheme (MLALADS), and Rural Infrastructure Development Fund (RIDF) & Panchayati Raj Institutions (PRIs). The Committee are further perturbed to find that about 48 per cent of Anganwadis do not have drinking water facilities, 58 per cent function without toilets and about 74 per cent do not have separate kitchen. In view of these statistics, the Committee are constrained to deplore the lackadaisical attitude of the Government towards child development and recommend that all out efforts should be taken on war footing to ensure basic infrastructure facilities at Anganwadi Centres, especially requirements like potable drinking water and toilets. A study/survey regarding infrastructure facilities available at these centres should immediately be taken up by the Government. The Committee also find that the Ministry of Women and Child Development has requested 13<sup>th</sup> Finance Commission to make provision for construction of AWCs in some States. As better quality services can be delivered from AWCs located



in own premises, the Committee desire that the matter may be pursued vigorously and meticulously towards its realization.

### Reply of the Government

ICDS is a centrally sponsored Scheme being implemented by the States/UTs. The Scheme does not have provision for construction of Anganwadi buildings under the Scheme as this was envisaged to be provided by the community. For the States in North East financial support is being provided for construction of Anganwadi buildings since 2001-02 at a unit cost of Rs.1.75 lakh. Out of a total of 55281 sanctioned AWC buildings in NE States, a total of 43153 AWC buildings have been constructed so far.

There are 12.66 lakh operational Anganwadi Centres (AWCs)/ mini-AWCs as on 30.06.2011. Government has information available in respect of 11.13 lakh AWCs/ mini-AWCs in 33 States/UTs according to which

- 26.88% running from Govt. own building
- 19.49% running from School premises
- 5.28% running from Panchayat
- 36.21% running from rented including 8.84% from AWWs/AWHs house
- 10.85% running from others
- 1.29% running from open space

	<b>Kutcha</b>	<b>Pucca</b>	<b>Total</b>
Total AWCs reporting			1113166
- Govt. Own Building	2.24%	24.64%	26.88%
- Rented			
AWWs/ AWHs House	2.40%	6.44%	8.84%
Others	15.00%	12.37%	27.37%
- Community			
School	1.51%	17.98%	19.49%
Panchayat	0.01%	5.27%	5.28%
Others	3.72%	7.13%	10.85%
Open Space	0.99%	0.30%	1.29%
Total	<b>25.87</b>	<b>74.13%</b>	

- 74.13% AWCs are **running from pucca buildings**
- 57.48% AWCs have **drinking water facilities** within the premises
- 46.61% AWCs have **toilet facilities** and
- 25.18% AWCs have **separate kitchen**

States have been requested to tap the funds for construction of AWCs from various schemes such as MPLADs, MLALADS, BRGF, RIDF, Panchayati Raj, NREGA and Tribal Affairs, MSDP of MoMA, under SSA, Finance Commission, Additional Central Assistance under State Plan, Integrated Action Plan for identified 78 Left Wing Extremism (LWE) districts etc. **About 15.44% AWC buildings have been constructed with assistance from various schemes** like Backward Region Grant Fund of Panchayati Raj (36740 AWCs), State Plan/ State Area Development Plan (35487 AWCs), Rural Infrastructure Development Fund (9366 AWCs), Multi-Sectoral Development Programme of Ministry of Minority Affairs (7289 AWCs), MLALADs (1320 AWCs), MPLADs (873 AWCs), NREGA (586 AWCs), Tribal Development (331 AWCs), etc.

The 13<sup>th</sup> Finance Commission has awarded State-specific grants for construction of AWCs with an estimated cost of Rs.1982 crore in six states namely Chhattisgarh (Rs.150 crore), Jharkhand (Rs.432 crore), Madhya Pradesh (Rs.400 crore), Maharashtra (Rs.300 crore), Orissa (Rs.400 crore) and West Bengal (Rs.300 crore) based on requirement projected by these States.

MWCD has requested to Ministry of Rural Development include construction of AWCs in the rural areas as an activity in Schedule I of the NREGA Act.

Planning Commission has selected 78 Tribal and Backward districts under the Integrated Action Plan (IAP) in LWE areas. Construction of AWCs has been taken as one of the approved activity in these districts. Construction of 10,042 AWC buildings has been approved under IAP of which 4461 AWC buildings have been reported to be constructed as on 2.3.2012.

Based on District Plans, Ministry of Minority Affairs has approved construction of 26781 AWCs at a total cost of Rs.792.39 crore in 77 Minority concentration districts in 18 States. Of these, construction of 7766 AWC buildings are reported to have been completed.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

### **Comments of the Committee**

(Please see Paragraph No. 23 of Chapter I of the Report)

### **CHAPTER III**

#### **OBSERVATIONS/RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE REPLIES OF THE GOVERNMENT**

**Nil**

## CHAPTER IV

### OBSERVATIONS/RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

#### Recommendation No. 3 (Para No.75)

##### Need to assess the workload of AWWs

The Committee note that Anganwadi Workers and Helpers are the grassroot level functionaries under ICDS. They are envisaged as honorary workers from the local community who render their services for about 4-5 hours a day. Being a liaison between the people of her village and the health services, she has been assigned an array of functions right from organising non-formal pre-school activities in the anganwadi for children in the age group of 3-6 years to providing health and nutritional education to young girls and pregnant/lactating mothers. Further, she has to weigh each child every month, record the weight graphically on the growth card, use referral card for referring cases of mothers/children to the sub-centre /PHC, carry out a quick survey of all the families especially mothers and children, organise supplementary nutrition feeding for children and expectant/nursing mothers to name a few, out of the 21 responsibilities assigned to her. The Committee find it humanely impossible to perform the expected jobs within the stipulated time of 4-5 hours a day. Though the Ministry has asserted that all the 21 delineated functions are not being performed concurrently on a daily basis, the Committee find that there is huge workload on them. During the interactions the Committee had with the anganwadi workers, it was brought to their notice that in addition to the tasks assigned under ICDS, these workers are also expected to carry out non ICDS work including census survey, election duties, etc. The Committee note with concern that every rural based programme in the country today is put on the fragile shoulders of the AWWs/AWHs. To make matters worse, some States take work from them even without paying extra or with very nominal payment. The Committee, therefore, desire that Ministry of Women and Child Development should take up the matter with the States and direct them not to assign non ICDS work to Anganwadi Workers. At the same time, a systematic survey should be conducted to assess the present workload and the adequacy or inadequacy of the incentives stipulated for services rendered by them. The Committee also feel that there is a need to revise the existing population norms realistically, especially in SC/ST habitations.

##### Reply of the Government

Taking cognizance of Committee's recommendation, the Ministry has already written a letter to the States/UTs vide Letter No.1-15/2010-CD-I dated 1.2.2011 directing them not to assign non-ICDS work to AWWs. As a measure of incentive, the honorarium of AWWs has been increased received

recently by Rs.1500/- per month over the last honoraria drawn by them. Similarly, the honoraria of AWHs and Workers of Mini-AWCs has also been raised by Rs.750/- per month. This increase has been given effect from 1.4.2011.

In so far as population norms for setting up of Projects and AWCs under ICDS is concerned, these were revised only recently in the year 2009 for Urban, Rural and Tribal Areas which are inclusive of SCs and STs dominated habitations. Besides, as per provisions of ICDS Scheme, in the selection of projects in rural areas, priority consideration is to be given to (a) areas pre-dominantly inhabited by tribes, particularly backward tribes (b) areas inhabited pre-dominantly by SCs and (c) backward areas. In the selection of ward(s) in urban areas for urban projects, priority consideration will be given to the factors such as (a) location of slums and (b) areas predominantly inhabited by SCs.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

### **Comments of the Committee**

(Please see Paragraph No. 14 of Chapter I of the Report)

## CHAPTER V

### OBSERVATIONS/RECOMMENDATIONS IN RESPECT OF WHICH THE GOVERNMENT HAVE FURNISHED INTERIM REPLIES.

#### Recommendation No.6 (Para No. 78)

#### NEED FOR MINIMUM EDUCATIONAL QUALIFICATION FOR AWWs/AWHs

The Committee note that no minimum educational qualification has been prescribed by Government of India for Anganwadi Workers and Helpers though they are expected to perform a wide range of functions. Pre-primary education, maintenance of records of compliance, reports of various financial and feeding norms, etc are amongst the varied responsibilities assigned to them. Moreover, ICDS aims at universal coverage to all areas/habitations, including SC/ST/minority habitations at the earliest. In view of the expansion and inclusion of multifarious activities in the ambit of the scheme, the Committee feel that it is high time to prescribe a minimum educational qualification for AWWs/AWHs. In this regard, the Government may get a study conducted on the educational profile of the Anganwadi Workers and Helpers in the country and work out minimum educational qualification for AWWs/AWHs in rural/urban/tribal areas separately in the light of the revelations from the study. However, the Committee suggest that in future a minimum educational qualification of 10<sup>th</sup> standard for AWWs and 8<sup>th</sup> class for AWHs may be fixed for urban/rural areas so that the designated objectives of the flagship programme of the country may be achieved in the right earnest.

#### Reply of the Government

The Ministry has taken cognizance of the recommendation of the Committee. The proposed Strengthening and Restructuring of ICDS envisages strengthening human resources under the programme which inter-alia, seeks to introduce a transparent appointment and selection policy for functionaries particularly, at Anganwadi level.

The Ministry agrees with the recommendation of the Committee for prescribing minimum educational qualifications for these core functionaries, as a success of any scheme depends on the competence and effectiveness of human resource. The proposal for Strengthening and Restructuring of ICDS includes prescription of uniform minimum qualification for AWWs and AWHs.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

#### Comments of the Committee

(Please see Paragraph No. 17 of Chapter I of the Report)

## **Recommendation No.8 (Para No. 80)**

### **INSURANCE COVER TO AWWs/AWHs**

80. The Committee have been informed that all Anganwadi Workers/Helpers stand covered under the “Anganwadi Karyakartri Bima Yojana w.e.f. 1.4.2004 under Life Insurance Corporation’s Social Security Scheme. Under this Scheme, ex-gratia of Rs. 30,000/- and Rs. 75,000/- respectively is given to the family members in the event of natural and accidental death of the anganwadis worker/helper. The Committee, while appreciating the efforts of the Government in insuring the lives of Anganwadi workers/helpers desire that the Government should take it up with Life Insurance Corporation of India (LIC) to double the coverage and the extra premium, if any, should be shared between the Government and the LIC. The Committee further notice that these AWWs/AWHs are not extended any health coverage under any scheme. They strongly feel that providing some ex-gratia on eventualities like death, disability or critical illness will not suffice and what really matters is the concern towards the day-to-day health issues of these workers. The Committee, therefore, recommend that either the coverage of some health insurance scheme or ESI benefits should be extended to all AWWs/AWHs. If need be, ESI Act should be amended to include them under its ambit.

### **Reply of the Government**

In addition to the Anganwadi Karyakartri Bima Yojana (AKBY) as insurance cover to the AWWs/AWHs under the ICDS Scheme, the Ministry has circulated the EFC proposal for extension of health insurance under the Rashtriya Swasthya Bima Yojana (RSBY), a benefit of the Ministry of Labour & Employment, which has been extended to the workers unorganized sector including MGNREGA workers.

[Ministry of Women and Child Development O.M.No.19-21/09-CD-I(Vol.III) dated 11.5.2012]

### **Comments of the Committee**

(Please see Paragraph No. 20 of Chapter I of the Report)

**NEW DELHI**  
**03 September, 2012**  
**12 Bhadrapada, 1934 (Saka)**

**SMT. CHANDRESH KUMARI**  
**CHAIRPERSON**  
**COMMITTEE ON EMPOWERMENT OF WOMEN**

**COMMITTEE ON EMPOWERMENT OF WOMEN (2011-2012)****MINUTES OF THE TENTH SITTING OF THE COMMITTEE HELD ON WEDNESDAY,  
THE 29 AUGUST, 2012**

The Committee sat from 1530 hrs. to 1715 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

**PRESENT**

**Smt. Sumitra Mahajan** - in the chair

**MEMBERS  
LOK SABHA**

2. Dr. Kakoli Ghosh Dastidar
3. Smt. Jyoti Dhurve
4. (Dr.) Smt. Botcha Jhansi Lakshmi
5. Smt. Yashodhara Raje Scindia
6. Smt. Seema Upadhyay
7. Smt. Usha Verma

**RAJYA SABHA**

8. Shri Ambeth Rajan
9. Dr. C. P. Thakur
10. Dr. Prabha Thakur

**SECRETARIAT**

1. Shri C.S. Joon - Joint Secretary
2. Shri S.C. Chaudhary - Director
3. Shri Raju Srivastava - Additional Director

2. At the outset, in the absence of the Chairperson, the Committee under Rule 258(3) of the Rules of Procedure and Conduct of Business in Lok Sabha chose Smt. Sumitra Mahajan to act as Chairperson for the sitting.

3. Thereafter, the Chairperson welcomed the members of the Committee to the sitting convened for consideration and adoption of draft Action Taken Report on the action taken by the Government on the recommendations contained in their Eighth Report on the subject 'Working Conditions of Anganwadi Workers.....X X X X X

4. The Committee took up for consideration the Draft Action Taken Report on the action taken by the Government on the recommendations contained in their Eighth Report (Fifteenth Lok Sabha) on the subject 'Working Conditions of Anganwadi Workers'. After discussing the Draft Report in detail, the Committee adopted the same without any modification. The



Committee also authorized the Chairperson to finalize the Draft Report and present the same to both Houses of Parliament.

X	X	X	X	X	X
X	X	X	X	X	X

The Committee then adjourned.

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X - Relevant portion of the Minutes not related with the subject have been kept separately.

## APPENDIX II

(Vide Para 4 of the Introduction)

### ANALYSIS OF ACTION TAKEN BY GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE EIGHTH REPORT (FIFTEENTH LOK SABHA) OF THE COMMITTEE ON EMPOWERMENT OF WOMEN (2010-2011) ON 'WORKING CONDITIONS OF ANGANWADI WORKERS'

(i)	Total No. of Recommendations	16
(ii)	Observations/Recommendations which have been accepted by the Government:	13
	Serial Nos. 1,2, 4, 5, 7, 9, 10, 11, 12, 13, 14, 15 and 16	
	Total	13
	Percentage	81.25%
(iii)	Observations/Recommendations which the Committee do not desire to pursue in view of the replies of the Government	00
	Total	00
	Percentage	00
(iv)	Observations/Recommendations in respect of which replies of the Government have not been accepted by the Committee	01
	Serial No. 3	
	Total	01
	Percentage	06.25%
(v)	Observations/Recommendations in respect of which the Government have furnished interim replies:	02
	Serial Nos. 6 and 8	
	Total	02
	Percentage	12.50%

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