

## Milestone Volume

# BUDGET BRIEFS

Vol 15/Issue 12

## Mission Vatsalya (MV) GoI, 2023-24

Mission Vatsalya is a Centrally-Sponsored Scheme (CSS), which aims to achieve child protection and welfare, aligned with the Sustainable Development Goals (SDGs). It lays emphasis on child rights, and focusses on strengthening child care and protection systems.

The Juvenile Justice (Care and Protection of Children) Act (JJ Act), 2015, and the Protection of Children from Sexual Offences Act) (POCSO Act), 2012 form the basis for its implementation.

This brief uses government data to analyse the scheme performance based on:

- Trends in budget allocations, releases, and expenditures;
- Child-Care Institutes (CCIs) and beneficiaries;
- Beneficiaries of non-institutional care; and
- Crimes against children.

### Cost share and implementation:

Funds are shared between Government of India (GoI), state governments, and Non-Governmental Organisations (NGOs) in varying ratios for different components. Union Territories (UTs) without legislature are fully funded by GoI.

### HIGHLIGHTS

**₹ 25,449 cr**

GoI allocations for Ministry of Women and Child Development (MWCD) in FY 2023-24

**₹ 1,472 cr**

GoI allocations for Mission Vatsalya in FY 2023-24

### SUMMARY & ANALYSIS

- In Financial Year (FY) 2023-24, GoI allocated ₹1,472 crore for Mission Vatsalya (MV), a 34 per cent increase from FY 2022-23 Revised Estimates (REs), but the same as FY 2022-23 Budget Estimates (BEs).
- GoI allocations for MV as a share of overall allocations for MWCD remained low. Between FY 2018-19 and FY 2022-23, this proportion ranged between 4 to 5 per cent. In FY 2023-24 it increased to 6 per cent as per BEs.
- Despite a slight increase in allocations, release of funds by GoI to states and UTs has been low. In FY 2018-19, 79 per cent of GoI allocations were released. In FY 2020-21, releases stood at 86 per cent (₹710 crore) of the allocated amount. In FY 2022-23, till 31 January 2023, only 40 per cent (₹436 crore) of allocated funds had been released.
- Utilisation of funds while declining in absolute terms, has been increasing in terms of percentage. In FY 2021-22, 98 per cent of allocated funds were utilised as compared to 92 per cent in FY 2019-20.
- As on 31 March 2022, 76,118 children in need of care and protection across the country, received institutional care under the scheme through 2,245 Child Care Institutes (CCIs). Of the total beneficiaries receiving institutional care, majority (88 per cent) stayed in Children Homes, followed by 7 per cent in Open Shelters, and 5 per cent in Specialised Adoption Agencies (SAAs).
- Nationally, there was considerable rise in children receiving non-institutional care (sponsorship, foster care and after-care) during FY 2022-23, as compared to the previous years. More than 62,000 children availed these services in FY 2022-23 till 31 January 2023, compared to 29,338 children in FY 2021-22.

- Mission Vatsalya (MV) is a Centrally Sponsored Scheme (CSS), with an objective to ensure child protection and welfare by strengthening of the child care and protection system in the country. This is the main vehicle to implement the provisions under the Juvenile Justice (Care and Protection of Children) Act (JJ Act), 2015, and the Protection of Children from Sexual Offences Act (POCSO Act), 2012.
- Government of India (GoI) implements the scheme through the Ministry of Women and Child Development (MWCD). At the state and Union Territory (UT) levels, the scheme is implemented by the corresponding government department in partnership with registered Non-Governmental Organisations (NGOs), to support them in ensuring universal access to child protection services.
- Prior to Financial Year (FY) 2009-10, there were three separate schemes for child protection in the country being implemented under the MWCD. They were:
  - Programme for Juvenile Justice for Children in Need of Care and Protection (CNCP), and Children in Conflict with Law (CCL);
  - Integrated Programme for Street Children; and
  - Scheme for Assistance to Homes for Children (Shishu Greh).
- The above three schemes were integrated into a single scheme called the “Integrated Child Protection Services” (ICPS) during FY 2009-10. The scheme was renamed as “Child Protection Services” (CPS) scheme in FY 2017-18. During FY 2021-22, the CPS scheme was relaunched as an umbrella scheme called Mission Vatsalya (MV), by the MWCD.
- The objective of MV is to provide preventive and statutory care, and rehabilitation services to vulnerable children as defined under the JJ Act. Key focus areas of the scheme include:
  - Supporting and protecting children in difficult circumstances, broadly divided into two categories: Children in Need of Care and Protection (CNCP) and children in Conflict with the Law (CCL).
  - Developing context-based solutions for holistic development of children from varied backgrounds;
  - Providing scope for innovative solutions; and
  - Ensuring intra-ministry and inter-ministry convergence actions for child protection.
- Broadly, there are four types of services provided under the scheme:
  - **Family-based non-institutional care:** The JJ Act provides for the rehabilitation and reintegration of children through sponsorship, foster care, adoption, and aftercare. The ‘aftercare’ services are supposed to be provided to those in the 18 to 21 years age group.
  - **Institutional services:** Care, shelter and rehabilitation to both CCL and CNCP through Child Care Institutes (CCIs). CCIs include Open Shelters, Children Homes, and Specialised Adoption Agencies (SAAs).
  - **Emergency outreach service through ‘Childline’:** The ‘Childline’ is a 24-hour emergency phone outreach service for children needing care and protection, linking them to long-term care and rehabilitation services.
  - **General Grant-in-Aid for need-based or innovative interventions:** Grant-in-aid can be provided to states depending on the geographic locality and socio-economic status, among other considerations.
- MV also introduces the concept of “Vatsalya Sadan”- an Integrated Home Complex of Child Care Institutes (CCIs), including Children Home, Shelter Home, Observation Home, Special Home, and Place of Safety, along with the Juvenile Justice Board (JJB) and Child Welfare Committee (CWC). All these institutions will be situated within a single premises for implementation of the JJ Act. Such an arrangement is expected to help avoid disruption, minimise travelling time for officials, and ensure proper security for the children.

## Funding Structure

- Budget for each state or UT under MV is approved for each financial year according to the annual financial proposals prepared by them. The annual financial proposals are submitted to the MV Project Approval Board (PAB) at MWCD, which scrutinises and approves plans for release of grants to the various states and UTs.

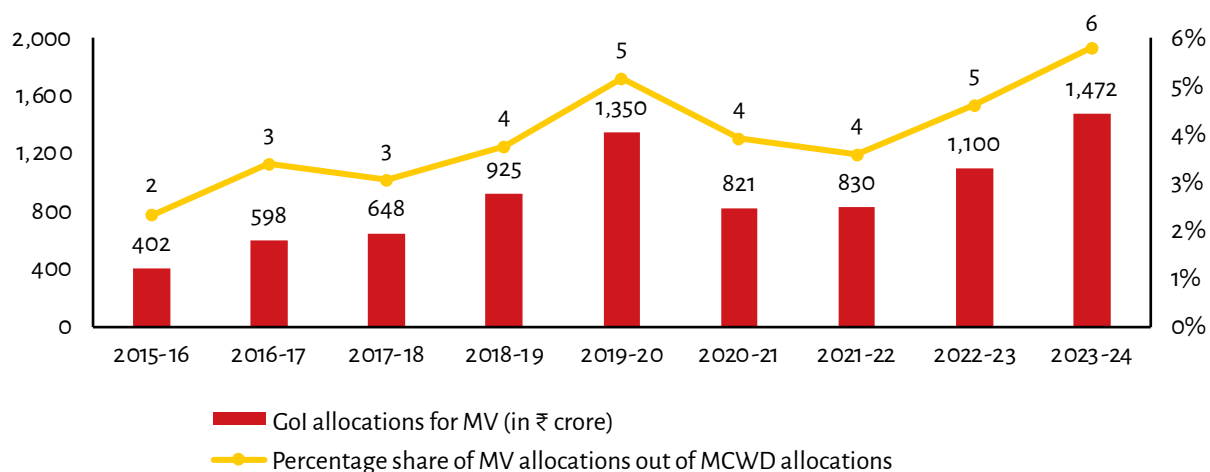
- Budgets are shared between GoI, state governments, and NGOs in varying ratios for different components under the scheme. For states in the North Eastern Region (NER) and Himalayan states, fund sharing ratio is 90:10 between GoI and states for all components managed by the government, and between GoI and NGOs for components managed by NGOs.
- According to the MV guidelines, per-child expenditure for the children staying in CCI has been revised to ₹3,000 per month. Prior to this, the per-child expenditures in CCI under the CPS scheme stood at ₹2,000.
- A monthly grant of ₹4,000 per child is to be provided under MV for Sponsorship or Foster Care services to each child covered under these services. The states and the UTs can choose to release additional grants to the Sponsorship and Foster Care Fund (SFCF). Sponsorship and Foster Care Approval Committees (SFCACs) are to be constituted at the district level to review and sanction funds from the SFCF.

## TRENDS IN ALLOCATIONS AND EXPENDITURES

### GoI Allocations

- GoI allocations for the erstwhile CPS scheme constituted a very small proportion of the total MWCD budget. Between FY 2014-15 and FY 2018-19, CPS accounted for 2 to 3 per cent of MWCD allocations. Since FY 2019-20, this proportion has marginally increased, and was at 6 per cent at the start of FY 2023-24.
- In terms of quantum, GoI allocations for the scheme have varied considerably over the years. Since the start of the scheme, FY 2009-10 saw one of the highest allocations at ₹1,350 crore as per the Revised Estimates (REs), which was 5 per cent of total MWCD allocations.
- Despite the COVID-19 pandemic leading to increased vulnerabilities for children, the allocations for the scheme actually dropped in FY 2020-21 and FY 2021-22. For instance, GoI allocations dropped in FY 2020-21 by 39 per cent as compared to those in FY 2019-20 in current prices, to reach ₹821 crore. In FY 2021-22, there was a minimal increase of ₹9 crore, as compared to FY 2020-21.
- Since FY 2022-23, both the quantum of GoI allocations for the scheme, and its share in MWCD's total budget, have been steadily increasing. In FY 2023-24 Budget Estimates (BEs), GoI allocated ₹1,472 crore. While this was a 34 per cent increase from the FY 2022-23 REs, it was the same as FY 2022-23 BEs.

**34% INCREASE IN GOI ALLOCATIONS FOR MV BETWEEN 2022-23 AND 2023-24; REs SLASHED FOR 2022-23**

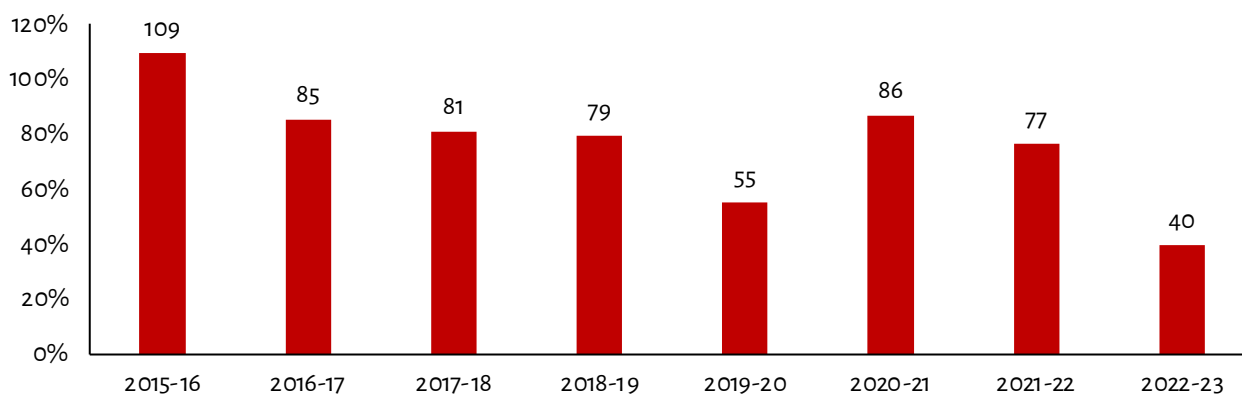


**Source:** Union Expenditure Budget, Vol. 2, Ministry of Women and Child Development (MWCD). Available online at: <https://www.indiabudget.gov.in>. Last accessed on 1 February 2023. **Note:** Figures are in Rupees crore and are Revised Estimates (REs), except for FY 2023-24 which are Budget Estimates (BEs).

## Releases

- Not all funds allocated for MV (erstwhile CPS) by Gol are released. In FY 2014-15, ₹394 crore or 88 per cent of Gol allocations were released. This increased significantly in FY 2015-16 when more funds were released than allocated. Since then, the release of funds has not kept pace with Gol allocations.
- In FY 2016-17, only ₹508 crore or 85 per cent of funds allocated were released. In FY 2018-19, while the quantum of funds released increased to ₹735 crore, this declined as a proportion of Gol allocations to 79 per cent. Release of funds in FY 2019-20 was low; at 55 per cent (₹745 crore) of the revised allocations. In FY 2020-21, however, releases for CPS rose to 86 per cent (₹710 crore) of the allocated amount.
- MV was revamped in FY 2021-22 and 77 per cent (₹635 crore) of the allocated amount was released. However, in FY 2022-23, only 40 per cent (₹436 crore) of the allocated funds had been released as on 31 January 2023.

**FUNDS RELEASED BY GOI AS A SHARE OF GOI ALLOCATIONS FOR MV WAS ONLY 77% DURING 2021-22, DOWN FROM 86% IN 2020-21**



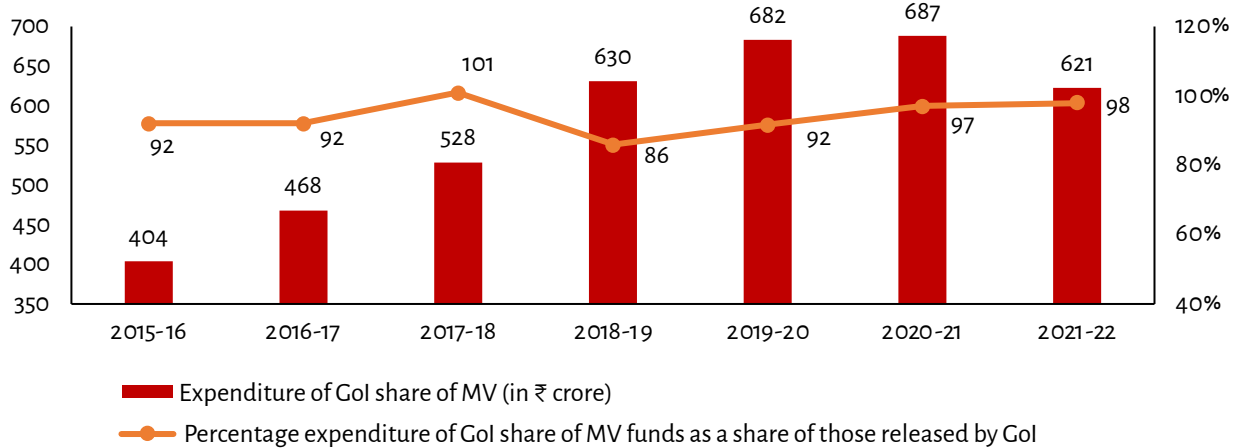
**Source:** (1) Gol release from FY 2019-20 to FY 2022-23 from Lok Sabha Unstarred Question No. 342 answered on 3 February 2023. Available online at: <https://pqals.nic.in/annex/1711/AU342.pdf>. (2) Gol release from FY 2016-17 to FY 2019-20 from Rajya Sabha Unstarred Question No. 2869 answered on 12 December 2019. Available online at: <https://pqars.nic.in/annex/250/AU2869.docx>. (3) Gol release from FY 2014-15 to FY 2016-17 from Rajya Sabha Unstarred Question No. 1115 answered on 26 July 2018. Available online at: <https://pqars.nic.in/annex/246/Au1115.docx>. (4) Gol allocations from Union Budget, Ministry of Women and Child Development (MWCD). Available online at: <https://www.indiabudget.gov.in>. Last accessed on 1 February 2023.

## Expenditure of Funds Released by Gol

- While allocations and releases are important, it is imperative to see how much money is utilised under any given scheme to understand the status of implementation. Information on expenditures under the scheme is available only for Gol share of funds in the public domain, and does not include total expenditures including the state shares.
- In order to assess the utilisation rate of Gol share of funds, we looked at expenditures as a share of Gol releases. The proportion has been steadily increasing since FY 2018-19. In FY 2021-22, 98 per cent of allocated funds were utilised as compared to 86 per cent in FY 2018-19.
- Nationally, the quantum of expenditure incurred by Gol in absolute terms saw a consistent rise from FY 2015-16 to FY 2020-21. However, in FY 2021-22, the quantum of utilised funds fell slightly to ₹621 crore.

- Even though the absolute quantum of expenditures of funds released by Gol decreased slightly in FY 2021-22 compared to the previous year, the rate of utilisation did not change much. This was because of the drop in releases in that particular year.

**THE RATE OF UTILISATION OF FUNDS RELEASED BY GOI UNDER MV HAS BEEN CONSISTENTLY INCREASING SINCE 2019-20 AND REACHED 98% IN 2021-22**

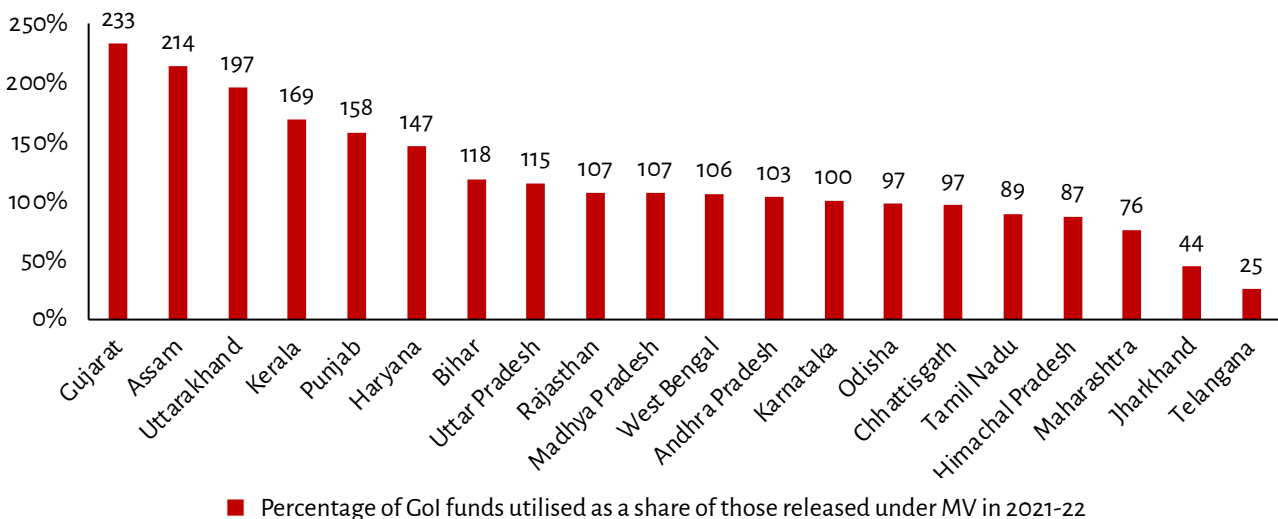


**Source:** (1) Gol releases and utilised funds from FY 2019-20 to FY 2022-23 from Lok Sabha Unstarred Question No. 342 answered on 3 February 2023. Available online at: <https://pqals.nic.in/annex/1711/AU342.pdf>. (2) Gol release and expenditure from FY 2016-17 to FY 2018-19: Rajya Sabha Unstarred Question No. 2869 answered on 12 December 2019. Available online at: <https://pqars.nic.in/annex/250/AU2869.docx>. Last accessed on 10 January 2020. (3) Gol release and expenditure from FY 2015-16 and FY 2016-17: Rajya Sabha Unstarred Question No. 1115 answered on 26 July 2018. Available online at: <https://pqars.nic.in/annex/246/Au1115.docx>. Last accessed on 10 January 2020.  
Note: Gol allocations for MV are REs.

**State-wise Utilisation of Funds**

- There is wide variation across the states in terms of utilisation of Gol share of funds released to them. As on 31 January 2023, some states like Gujarat, Assam, Uttarakhand, Kerala, and Punjab have spent more than 150 per cent of allocated funds.
- Major states that fall below the national average (98 per cent) include Chhattisgarh, Tamil Nadu, Himachal Pradesh, Meghalaya, Maharashtra, Jharkhand, and Telangana

**AMONG THE LARGE STATES, EXPENDITURE OF MV FUNDS AS A PROPORTION OF GOI RELEASES IN 2021-22 WAS HIGHEST IN GUJARAT AT 233% AND LOWEST IN TELANGANA AT 25%**

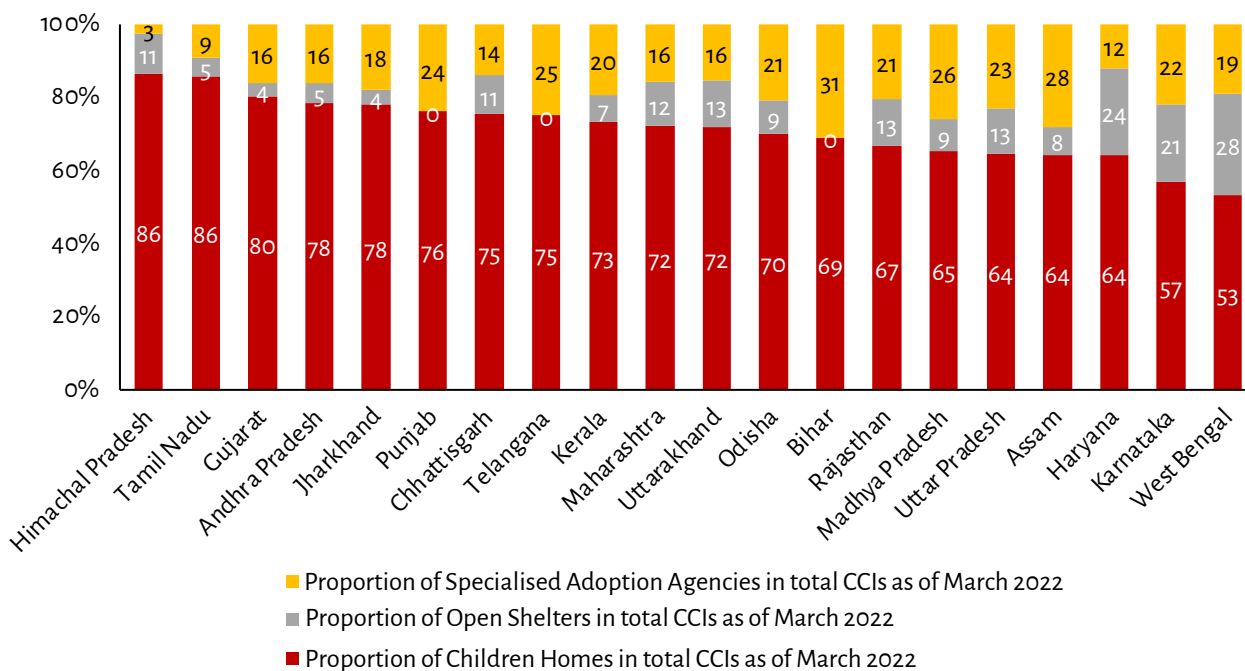


**Source:** Lok Sabha Unstarred Question No. 342 answered on 3 February 2023. Available online at: <https://pqals.nic.in/annex/1711/AU342.pdf>.

## OUTPUTS AND OUTCOMES

- As on 31 March 2022, nationally, there were 1,846 CCIs for children in need of care and protection, of which 1,215 were Children Homes, 390 were SAAs, and 241 were Open Shelters. Among all states in India, Tamil Nadu had the maximum number of CCIs (214), followed by Karnataka (145).
- Distribution of CCIs across the three categories varies considerably across states. For most states, Children Homes account for more than 50 per cent of all CCIs, except for West Bengal (49 per cent) and Maharashtra (42 per cent). Open Shelters constituted the highest proportion at 30 per cent in West Bengal, followed by Haryana at 28 per cent. In contrast, Telangana, Punjab and Bihar had no Shelter Homes at all.
- The share of SAAs in total CCIs was the highest in Bihar (45 per cent), Madhya Pradesh (33 per cent) and Maharashtra (33 per cent) even though the total number of CCIs was low in these states. On the contrary, Himachal Pradesh (3 per cent) had the lowest share of SAAs among the states analysed.

### WEST BENGAL, WHICH HAD THE SECOND LARGEST NUMBER OF CCIs, ALSO HAD THE HIGHEST PROPORTION OF OPEN SHELTERS AS OF MARCH 2022

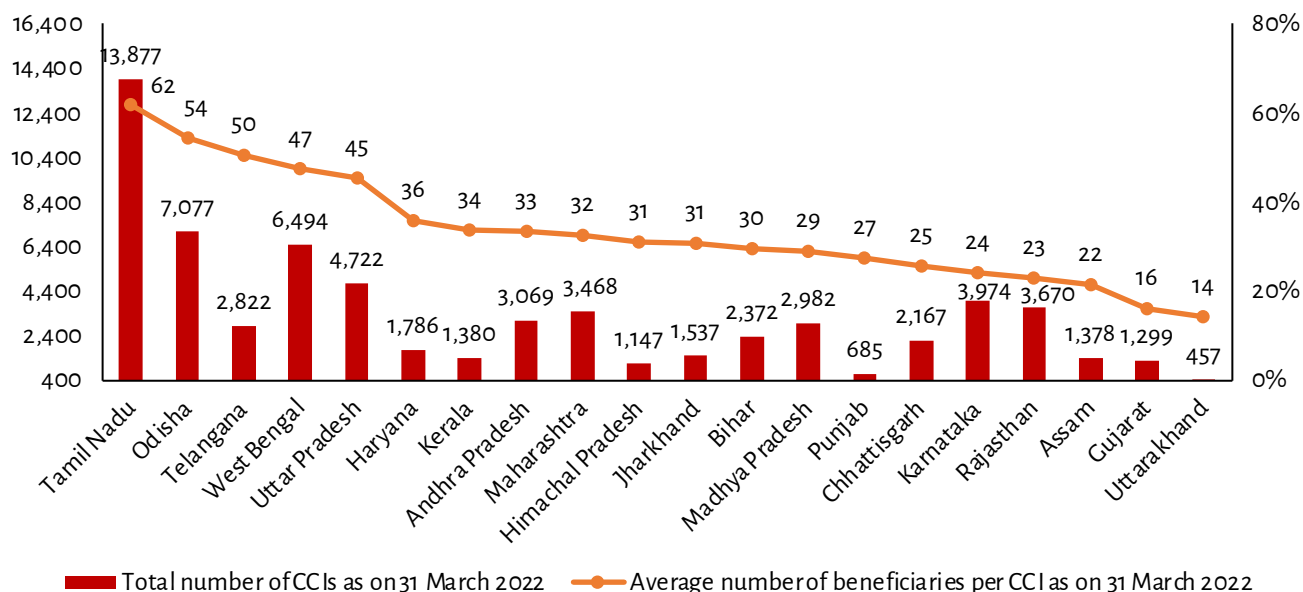


Source: RTI response by MWCD dated 21 February 2023.

- Nationally, a total of 77,615 children were residing in various CCIs registered under MV (erstwhile CPS scheme) in FY 2021-22. In comparison, the same number was 77,765 during FY 2019-20.
- Of the total children receiving institutional care in CCIs under the scheme, majority (88 per cent) resided in Children Homes in FY 2021-22. Another 7 per cent children resided in Open Shelters, and 5 per cent resided in SAAs.
- The average number of beneficiaries per CCI at the national level remained similar during FY 2020-21 (35 children per CCI) and FY 2021-22 (34 children per CCI).

- However, there has been considerable state-wise variation. Among the 20 large states considered for analysis, Tamil Nadu recorded the highest ratio at 62, followed by Odisha (54), and Telangana (50). Unlike Tamil Nadu and Odisha, even though Telangana had a much lower number of CCIs, the concentration of children was relatively high.
- The states with lowest concentration of children per CCI included Assam (24 children per CCI), Gujarat (16 children per CCI), and Uttarakhand (14 children per CCI).

**AVERAGE NUMBER OF BENEFICIARIES PER CCI WAS HIGHEST IN TAMIL NADU AT 62 AND LOWEST IN UTTARAKHAND AT 14 DURING 2021-22**

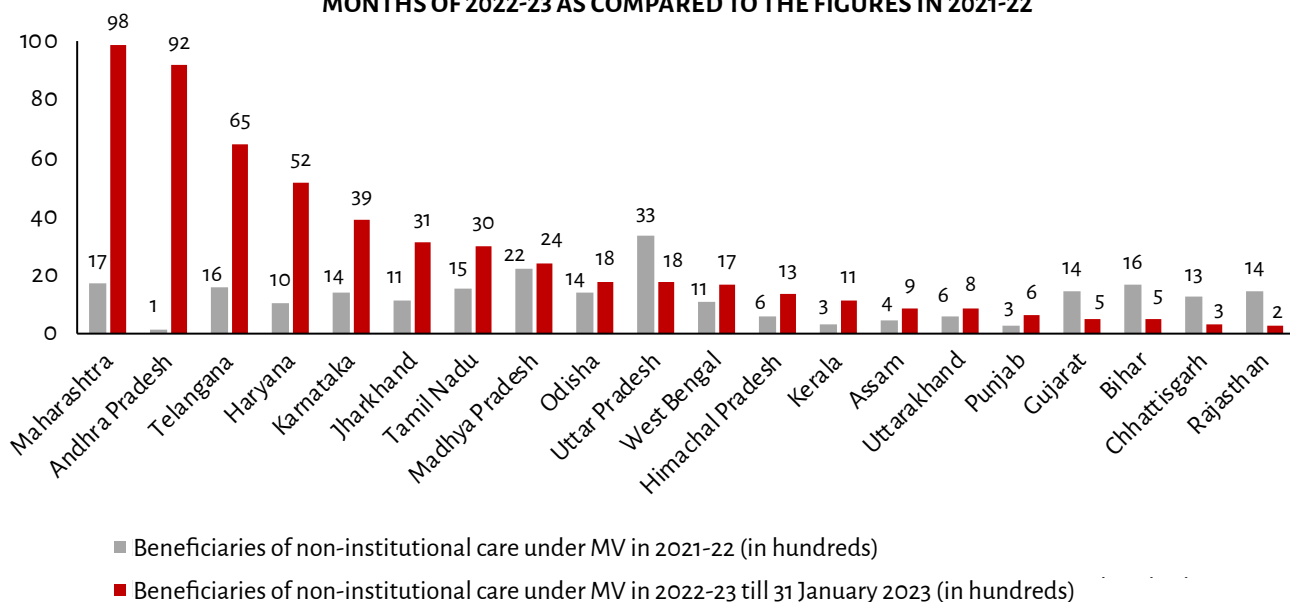


Source: RTI response by MWCD dated 21 February 2023.

### Non-Institutional Care (NIC) Services

- MV emphasises on protecting the best interests of children by providing a family-based environment. It considers institutionalisation of children as the last resort.
- The following forms of Non-Institutional Care (NIC) services are available under the scheme:
  - o **Sponsorship:** Financial support may be extended to vulnerable children living with extended families or biological relatives for supporting their education, nutrition, and health needs.
  - o **Foster Care:** The responsibility of the child is undertaken by an unrelated family to provide care and protection. Financial support is provided under the scheme to the foster parents for nurturing the child.
  - o **After Care:** The children who leave CCIs on completion of 18 years of age, may be provided with financial support to facilitate the child's re-integration into the mainstream of society. Such support may be given during 18 to 21 years of age, extendable up to 23 years, to help the child become self-sufficient and independent.
- Nationally, more than 62,000 children were availing non-institutional care (NIC) services (sponsorship, foster care and after-care) in FY 2022-23 till 31 January 2023. This was an exponential increase when compared to around 29,000 children receiving these services in FY 2021-22, and around 26,000 children in FY 2020-21.
- However, not all states experienced a similar rate of increase in NIC services in FY 2022-23 as compared to the previous year. While Andhra Pradesh, Maharashtra and Haryana reported a rise in the number of children availing NIC services; states such as Uttar Pradesh, Bihar, Chhattisgarh and Rajasthan saw a decline in the same as compared to numbers from FY 2021-22.

**BENEFICIARIES AVAILING NIC SERVICES UNDER MV HAD MORE THAN DOUBLED IN THE FIRST 9 MONTHS OF 2022-23 AS COMPARED TO THE FIGURES IN 2021-22**

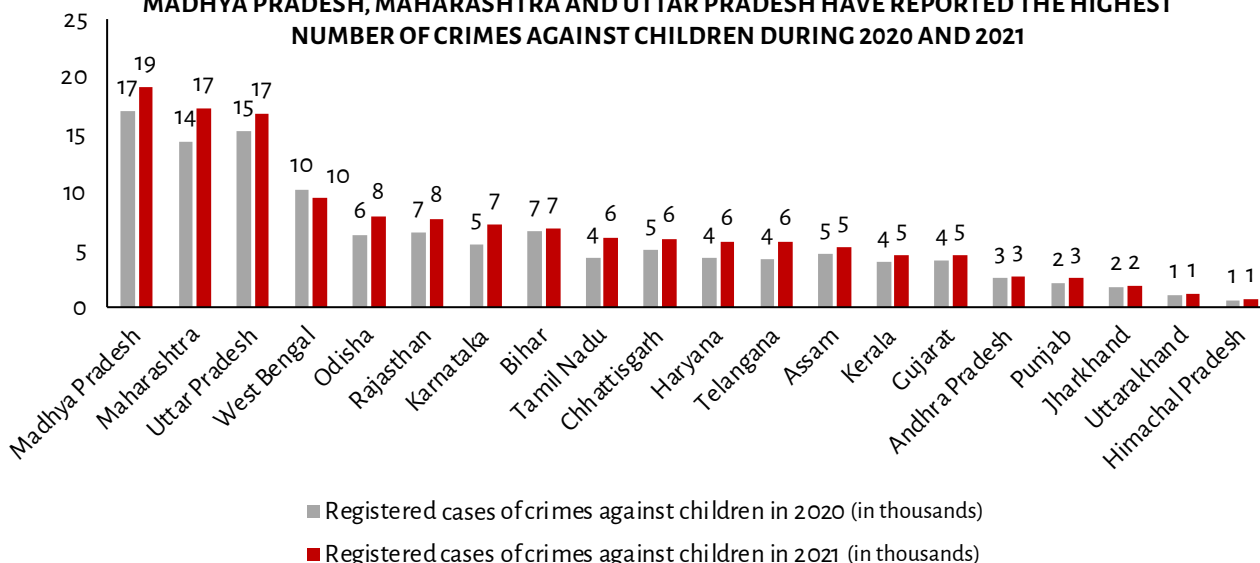


Source: RTI response by MWCD dated 21 February 2023.

**Number of Registered Cases of Crime against Children**

- Crimes against children include offences like 'Kidnapping and Abduction of Children', 'Simple Hurt', Rape and Murder, among others. The number of registered cases of crimes against children increased by 16 per cent from 1,28,531 in 2020 to 1,49,404 in 2021 (latest year for which data was available at the time of preparation of the brief).
- Madhya Pradesh (19,173), Maharashtra (17,261) and Uttar Pradesh (16,838) had the most cases of crimes against children registered during 2021.
- Among various crimes occurring in 2021, most cases were registered under 'Kidnapping and Abduction of Children' (67,245). The second highest cases were registered under 'Simple Hurt' (3,369).
- More than 3,000 cases of rape were reported in 2021. Rapes generally tend to be under-reported due to the stigma and taboo attached. States with most registered cases include Uttar Pradesh, Maharashtra, Madhya Pradesh and Bihar.

**MADHYA PRADESH, MAHARASHTRA AND UTTAR PRADESH HAVE REPORTED THE HIGHEST NUMBER OF CRIMES AGAINST CHILDREN DURING 2020 AND 2021**



Source: "Crime in India", National Crime Records Bureau (NCRB). The same data is also available at Lok Sabha Unstarred Question No: 326 answered on 3 February 2023. Available online at: <https://pgals.nic.in/annex/1711/AU326.pdf>. Last accessed on 7 February 2023.