





Trends in Finances for Nutrition Schemes for Women

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KEY HIGHLIGHTS

-  In FY 25-26 Budget Estimates (BEs), ₹21,960 crore is allocated to Mission Saksham Anganwadi and Poshan 2.0, a 9% increase from previous year's BEs but only a 4% increase from its Revised Estimates (REs). Between FY 19-20 and FY 25-26, however, allocations have declined in real terms by 8%.
-  Across India, 32% of sanctioned Lady Supervisor and 6% of Anganwadi Worker posts were vacant.
-  Since FY 21-22, Pradhan Mantri Matru Vandana Yojana 2.0 (PMMVY) increased coverage up to second live birth, if second child is a girl. However, in FY 24-25, as on 8 January 2025, 33.83 lakh eligible citizens were enrolled, compared to 52.11 lakh in FY 23-24.
-  Out of ₹17,546 crore approved for Mission Shakti's Samarthya sub-scheme between FY 21-22 and FY 25-26 BEs, PMMVY 2.0 constitutes the highest proportion of approved amount at ₹13,150 crore, or 75%.

KEY POLICY ANNOUNCEMENTS

-  Cost norms will be revised for Mission Saksham Anganwadi and Poshan 2.0 for the first time since FY 17-18, according to Finance Minister's recent budget speech.¹
-  The Ministry recently launched PMMVY mobile application and PMMVY Soft-MIS portal for submitting scheme applications online.²

OVERVIEW

The Ministry of Women and Child Development (MWCD) schemes were restructured in Financial Year (FY) 21-22. Schemes were classified under Initiatives for Women for Nutrition, Protection, and Empowerment; and Initiatives for Children. Table 1 summarises the key schemes for women based on their focus areas.

Table 1: MWCD Schemes for Women Based on Focus Areas

Initiatives for Women	Schemes
Nutrition	Mission Saksham Anganwadi and Poshan 2.0
	Pradhan Mantri Matru Vandana Yojana 2.0
Protection	One Stop Centre
	Beti Bachao Beti Padhao
	Nari Adalat
	Women Helpline
Empowerment	Palna – Anganwadi-cum-Creche
	Shakti Sadan
	Sakhi Niwas – Working Women Hostel
	National Hub for Empowerment of Women

MWCD further classifies these schemes as three Missions: **Mission Saksham Anganwadi and Poshan 2.0** (hereafter Mission Poshan 2.0); **Mission Shakti**; and **Mission Vatsalya**. While some of the schemes within these Missions focus on children, Mission Vatsalya (erstwhile Child Protection Scheme) is wholly dedicated for their wellbeing and development.³

This brief focuses on trends in finances for MWCD's nutrition schemes for women, i.e., Mission Poshan 2.0 and Pradhan Mantri Matru Vandana Yojana 2.0 (PMMVY 2.0), which also include components for children below six years.

Source: MWCD website, [url](#).

Our Budget Insight on Trends in Finances for Ministry of Women and Child Development looks at Ministry-wise progress of key schemes over the years.

MISSION SAKSHAM ANGANWADI AND POSHAN 2.0

- In FY 21-22, the Government of India (GoI) restructured the Integrated Child Development Services (ICDS), POSHAN (Prime Minister's Overarching Scheme for Holistic Nourishment) Abhiyaan, and the Scheme for Adolescent Girls (SAG) into Mission Poshan 2.0.
- The restructured Mission consists of the following sub-schemes:
 - Supplementary Nutrition Programme (SNP) for children (0-6 years), pregnant women and lactating mothers, and adolescent girls (14-18 years);
 - Early Childhood Care and Education (ECCE);
 - Anganwadi Infrastructure including upgraded Saksham Anganwadis; and
 - Poshan Abhiyaan.
- Mission Poshan 2.0 aims to redress some of the challenges identified with the existing schemes, including inadequate nutrition quality and delivery, weak community ownership, poor implementation, the absence of an integrated approach to nutrition security, and an insufficient focus on diet diversity, traditional wisdom in nutrition practices, and behaviour change.
- For the SNP, funds are shared equally between GoI and state governments. For other components, funds are shared in a 60:40 ratio, and salaries are shared in a 25:75 ratio. For Himalayan and North-Eastern Region (NER) states, the ratio is 90:10.⁴
- The scheme has several short-, medium-, and long-term goals, such as Aadhaar seeding of eligible citizens, improving front-line workers' capacities, upgrading 2 lakh Anganwadi Centres (AWCs), among others.ⁱ

In this section, we dive into the progress of some of Mission Poshan 2.0's goals.

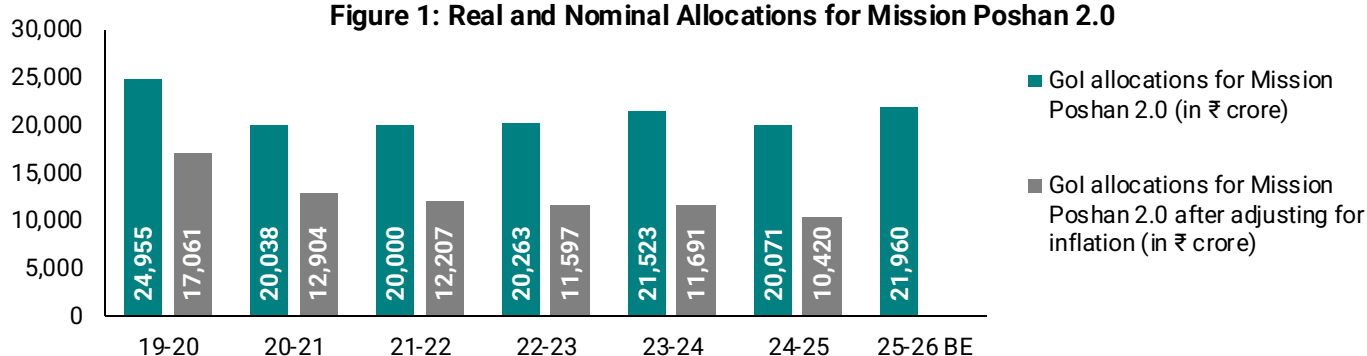
ⁱPlease refer to our Budget Insight on Trends in Finances for Ministry of Women and Child Development for details on these goals.

Trends in Finances

Gol Trends

- In FY 25-26 Budget Estimates (BEs), ₹21,960 crore is allocated to Mission Poshan 2.0, a 4 per cent increase from previous year's Revised Estimates (REs) which stood at ₹20,071 crore and a 9 per cent increase compared to the BEs which were ₹21,200 crore.
- As per an RTI reply dated 9 January 2025, Anganwadi services comprised the highest share of scheme allocations (₹19,949 crore, or 94 per cent), followed by Poshan Abhiyaan (₹800 crore, or 4 per cent) and SAG (₹451 crore, or 2 per cent).
- In her Budget Speech for FY 25-26, the Finance Minister mentioned that cost norms for Mission Poshan 2.0 will be revised. These were last updated in 2017.¹ Between FY 19-20 and FY 25-26 BEs, nominal scheme allocations have declined by 1 per cent on average. After adjusting for inflation, however, allocations have decreased at 8 per cent on average in the same period.

Figure 1: Real and Nominal Allocations for Mission Poshan 2.0



Source: (i) Union Expenditure Budget, MWCD, FY 20-21 to FY 25-26, [url](#); (ii) Consumer Price Index, Ministry of Statistics and Program Implementation, 19-20 to 24-25, [url](#). Last accessed on 1 February 2025.

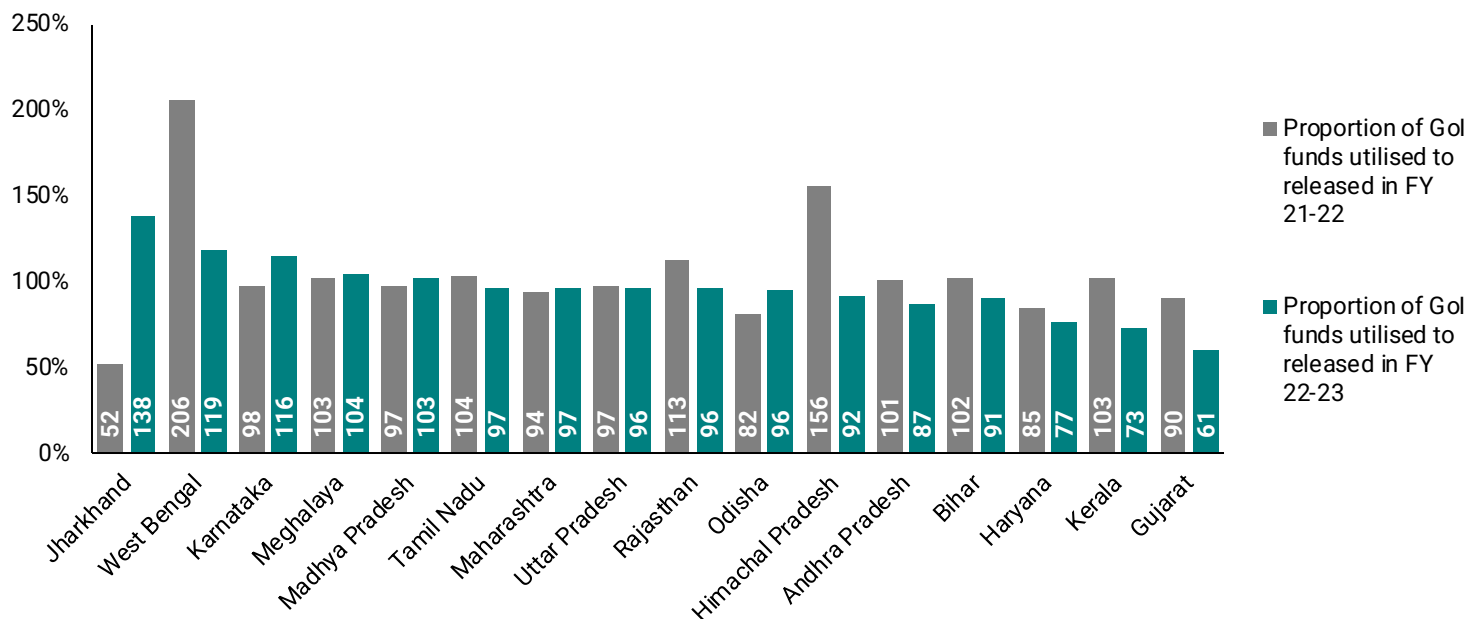
Note: Allocation figures till FY 24-25 are REs and FY 25-26 are BEs. General Price Index from April to March has been considered for every FY, except FY 24-25 where it was considered from April 2024 to December 2024.

- Every year, the Department-related Standing Committee on Education, Women, Children, Youth, and Sports is responsible for analysing the Demand for Grants of MWCD and makes recommendations on budgets, policy priorities and key issues in the sector. These Committee also looks at the projected demand raised by the Ministries.
- There were differences in the projected demand to scheme allocations. In FY 21-22, the projected demand was ₹26,930 crore, ₹6,930 crore (or 26 per cent) more than allocations for that year. This gap reduced over the years. By FY 23-24, allocations were ₹766 crore, or 3 per cent, lower than the projected demand which stood at ₹22,289 crore.⁵

State-wise Trends

- Ideally, utilisation rates should be measured considering unspent balances from previous years. However, due to lack of data on unspent balances or total funds available, this analysis looks at Gol expenditures out of Gol releases.
- States and UTs utilise a large share of Gol releases but there are variations across years.
- In FY 22-23, Jharkhand (138 per cent), followed by West Bengal (119 per cent), and Karnataka (116 per cent) reported the highest utilisation of Gol releases.
- On the other hand, Gujarat (61 per cent), Kerala (73 per cent), and Haryana (77 per cent) reported the lowest utilisations in FY 22-23.

Figure 2: Funds Utilised by States out of GoI Releases for Mission Poshan 2.0 (in %)



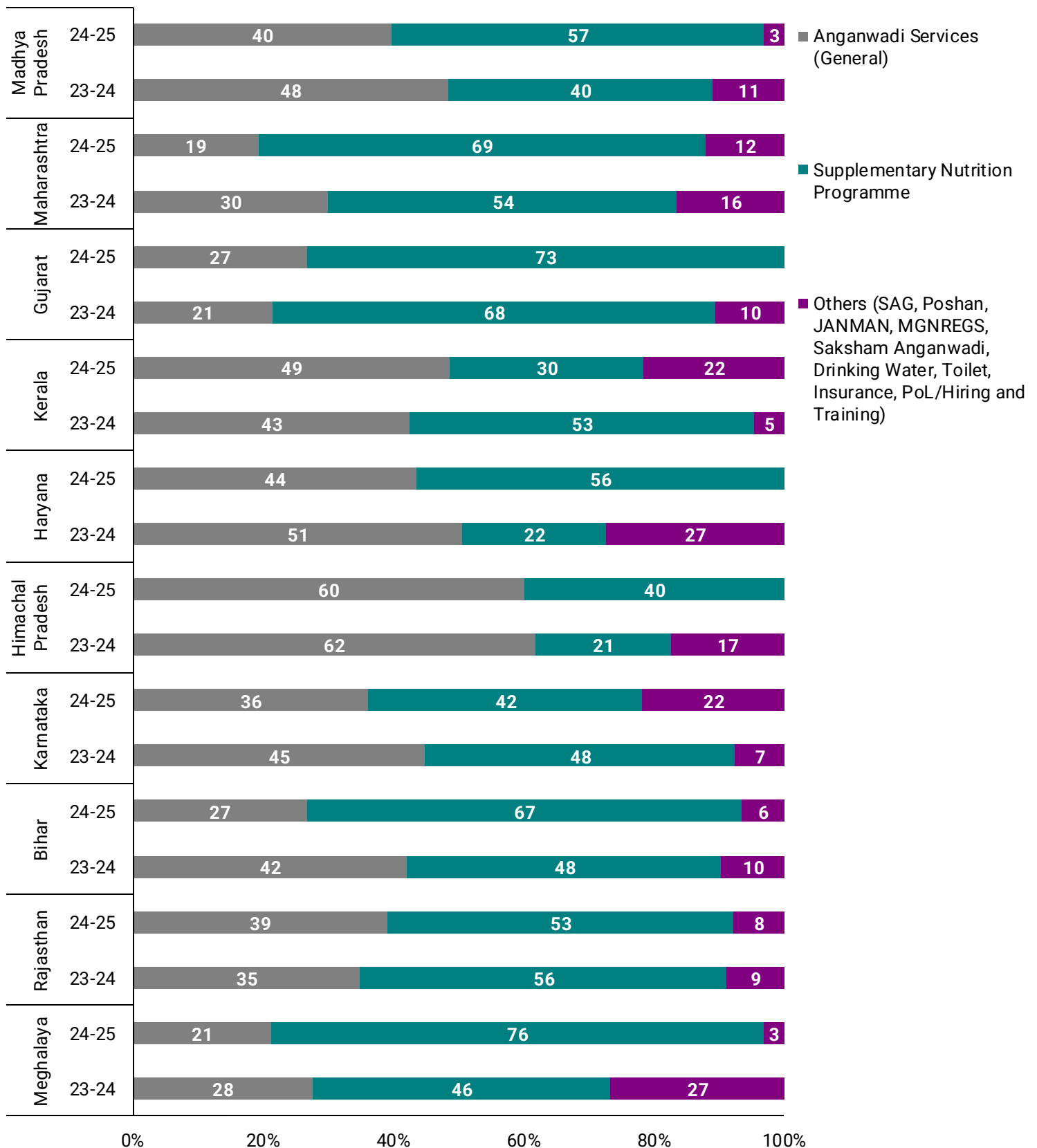
Source: LSQ on Mission Saksham Anganwadi dated 6 December 2024, [url](#).

Note: Utilisation certificates from states for FY 23-24 and FY 24-25 were not due at the time of collating the LSQ.

- There were variations in component-wise releases of funds across states and UTs. Based on an RTI reply dated 9 January 2025, in FY 23-24, of the 11 componentsⁱⁱ under which GoI releases were reported, 47 per cent were towards SNP, followed by Anganwadi services (40 per cent) and Poshan (6 per cent).
- In FY 24-25, up to 23 December 2024, this trend persisted, and the proportional share of SNP increased, while that of Anganwadi services and Poshan decreased. SNP comprised 56 per cent of the releases for states and UTs, followed by Anganwadi services (39 per cent) and Poshan (3 per cent).
- The component-wise fund releases also indicate convergence across schemes, and other ministries and departments. In both FY 23-24 and FY 24-25, the proportion of allocations towards SAG, convergence activities under Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), and provision of drinking water and sanitation facilities has been minimal to none.
- Gujarat reports the highest proportion of releases for SNP in FY 23-24. Between FY 23-24 and 24-25 (up to 23 December 2024), however, this trends shifts with Meghalaya reporting 76 per cent of its total GoI releases for SNP.
- Some states receive higher proportional releases for Anganwadi services compared to SNP. In both FY 23-24 and FY 24-25, Himachal Pradesh received the highest proportional releases for Anganwadi services, compared to other states.
- Lastly, proportional releases for other components remain low. In FY 24-25, only 12 out of 36 states and UTs reported any releases under Poshan, three for Saksham Anganwadi, two for Janjati Adivasi Nyaya Maha Abhiyan (JANMAN), one for MGNREGS, and nearly no proportional releases for drinking water and toilets.

ⁱⁱ The 11 components reported in FY 23-24 were Anganwadi Services (General); Supplementary Nutrition; Program; Insurance; Scheme for Adolescent Girls; Poshan; Petrol, Oil, Lubricant (PoL)/Hiring and Training; JANMAN; MGNREGS; Saksham; Drinking Water; and Toilet. In FY 24-25, information was provided for 9 components and excluded PoL/Hiring and Training, and Insurance.

Figure 3: Proportion of GoI Releases Towards Different Components for Mission Poshan 2.0



Source: RTI reply dated 9 January 2025.

Note: Proportional share of several components was low; hence, they were merged as represented in the figure.

Coverage

- As per an RTI reply dated 9 January 2025, as on 29 December 2024, there were more than 9 crore eligible citizens under Mission Poshan 2.0, out of which 46 per cent, or 4.46 crore, were children (3-6 years), followed by children (6 months-3 years) (39 per cent, or 3.79 crore), pregnant women (6 per cent, or 56.72 lakh), and both lactating mothers (49.68 lakh) and children (0-6 months) (46.50 lakh) at approximately 5 per cent each.

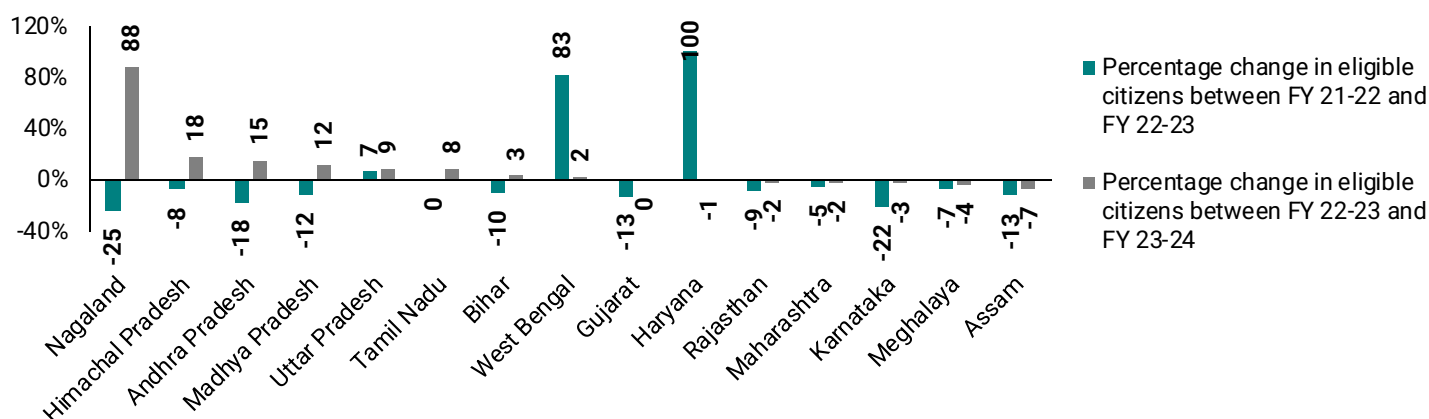
Table 2: Coverage under Mission Poshan 2.0 as on 29 December 2024

Type of Eligible Citizen	Number of Eligible Citizens	Proportion out of Total Eligible Citizens (in %)
Lactating Mothers	49,68,652	5
Pregnant Women	56,72,213	6
Children 0-6M	46,50,113	5
Children 6M-3Y	3,79,11,288	39
Children 3-6Y	4,46,01,344	46

- Between FY 21-22 and FY 22-23, there was almost no change in the number of eligible citizens. However, there was a 4 per cent increase in the percentage of eligible citizens between FY 22-23 and FY 23-24.
- State variations persist. Across states and UTs, between FY 22-23 and FY 23-24, 16 reported a decline in eligible citizens, while three reported no change.
- Nagaland (88 per cent) witnessed the highest increase in eligible citizens between FY 22-23 and FY 23-24 but had seen a decline of 25 per cent between FY 21-22 and FY 22-23.

- Similarly, while eligible citizens increased by approximately 100 per cent between FY 21-22 and FY 22-23 in Haryana, they reduced by 1 per cent in the consequent FYs.

Figure 4: Change in Coverage of Eligible Citizens under Mission Poshan 2.0



Source: RTI reply dated 9 January 2025.

- According to the RTI reply dated 9 January 2025, all eligible citizens, across states and UTs, were linked to Aadhaar.

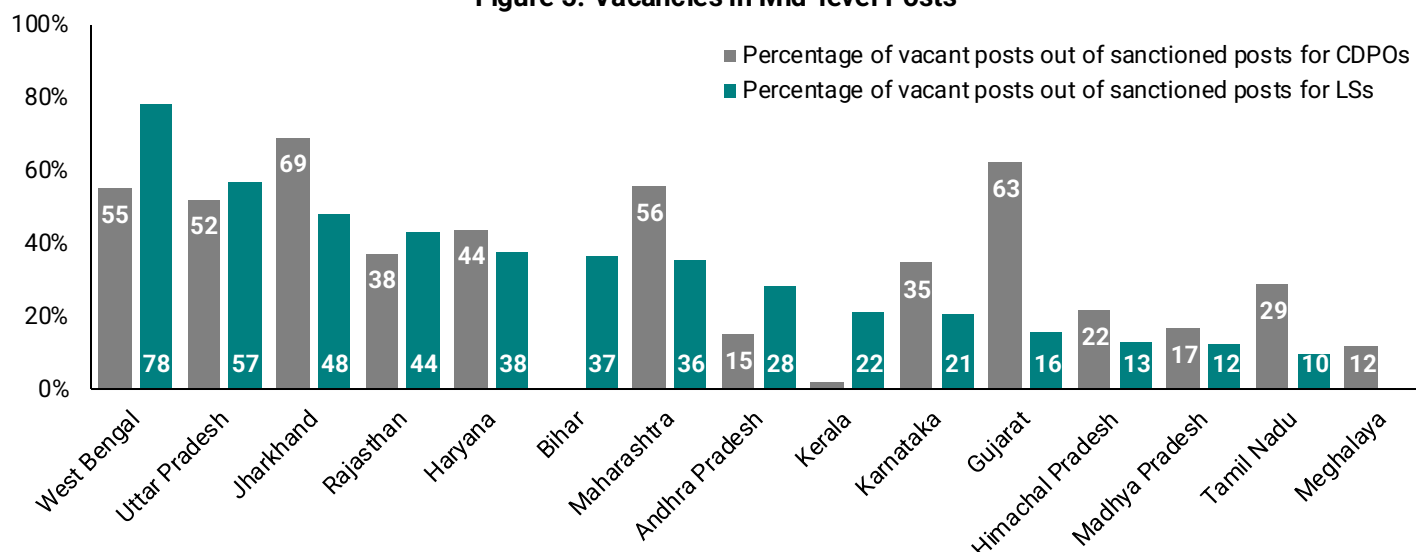
Governance

Staff

- Vacancies of critical front-line staff, i.e., Anganwadi Workers (AWWs) and Anganwadi Helpers (AWHs) and mid-level managers, i.e., Child Development Project Officers (CDPOs) and Lady Supervisors (LSs) may reflect gaps in monitoring and overall implementation.
- Mid-level managers support AWWs and AWHs. CDPOs manage all LSs, while one LS is meant to support between 25-30 AWWs.⁶

- Across India, 31 per cent of sanctioned CDPO posts and 32 per cent of sanctioned LS posts, were vacant. In case of AWWs and AWHs, this was 6 per cent and 10 per cent, respectively.
- There were state-wise variations in vacancies of CDPOs and LSs too.
- There were no CDPOs and LSs in Lakshadweep. Puducherry had no CDPOs and 91 per cent of LS posts were vacant. Trends in select states suggest high vacancies of mid-level posts in West Bengal, Uttar Pradesh, and Jharkhand.
- In case of North-Eastern states such as Meghalaya, Mizoram, Nagaland, and Sikkim, there were no vacancies for LSs. It must also be noted that there are fewer sanctioned posts of mid-level staff in these regions.

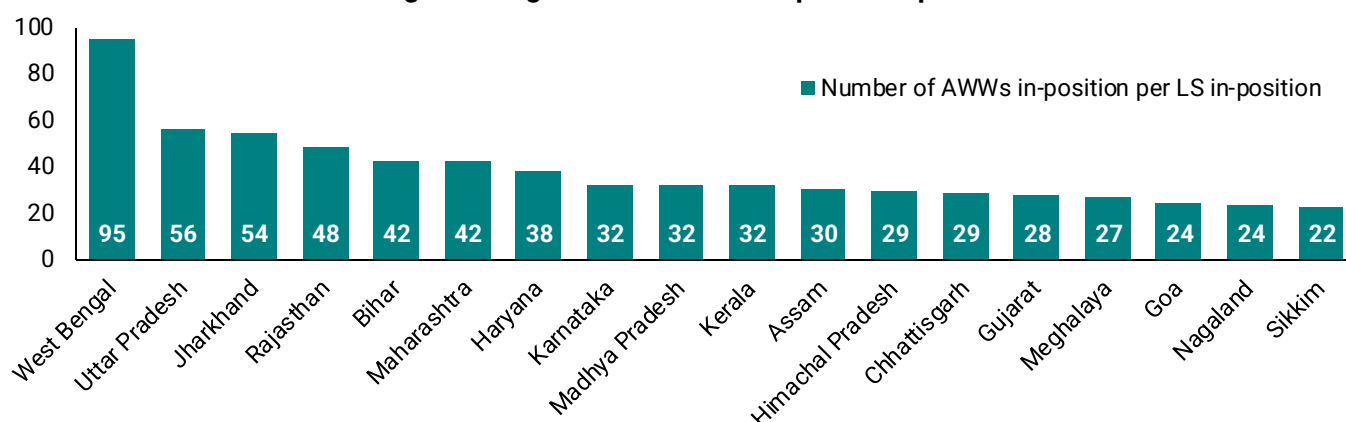
Figure 5: Vacancies in Mid-level Posts



Source: RTI reply dated 9 January 2025.

- Across states and UT, 28 had more than 25 AWWs in-position per one LS. There were state-wise variations too.
- West Bengal had the highest number of AWWs per LS (95 AWWs for every one LS), followed by Uttar Pradesh and Jharkhand. On the other hand, of the selected states, Sikkim, Nagaland, and Goa had fewer than 25 AWWs per LS.

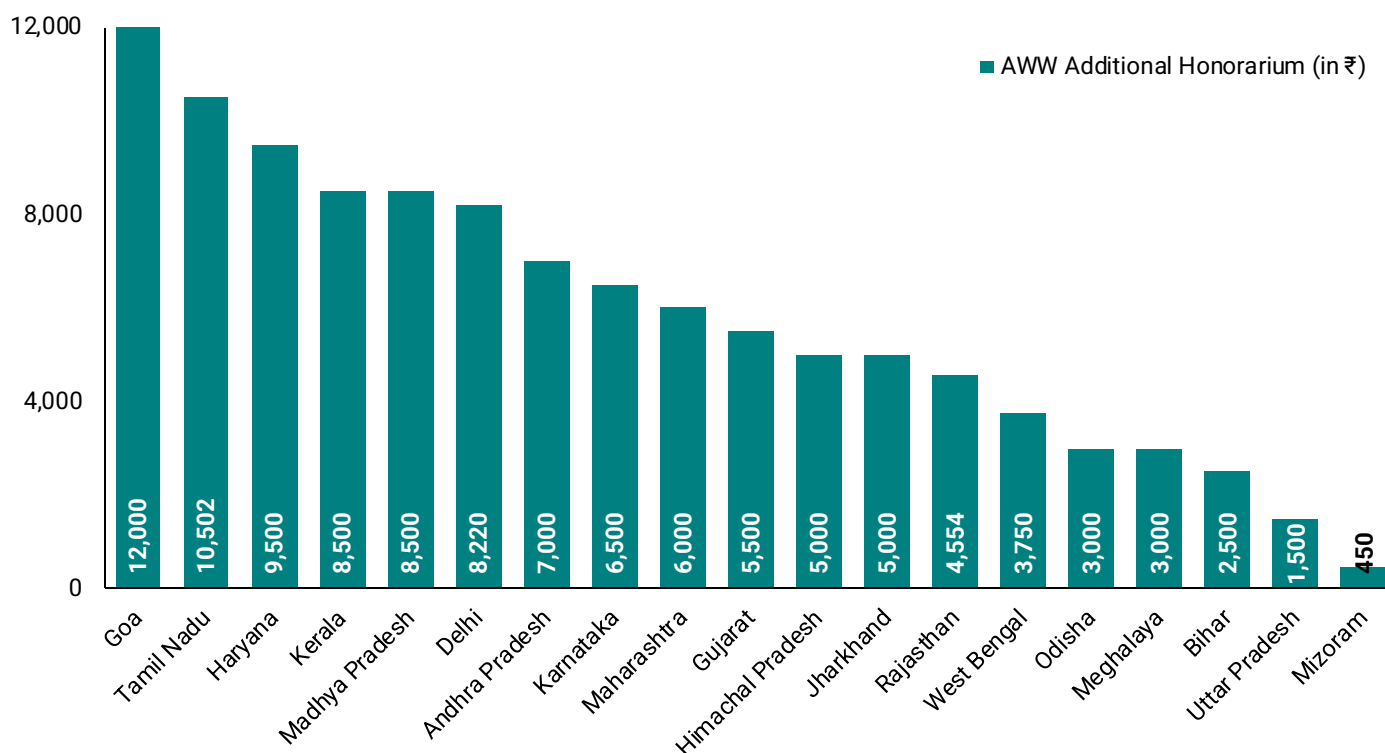
Figure 6: High Number of AWWs per LS In-position



Source: RTI reply dated 9 January 2025.

- In October 2018, honorariums for AWWs and AWHs were revised. For AWWs in main AWCs, honorarium was revised from ₹3,000 to ₹4,500 per month, and from ₹2,550 to ₹3,400 per month for AWWs in mini AWCs. There is also a performance-linked incentive of ₹500 per month for AWWs.
- Except Nagaland, all states and UTs provide additional honorariums to AWWs from their own sources.⁷
- Of all states and UTs, Goa (₹12,000) provides the highest additional honorarium for AWWs with 25+ years of experience, followed by Tamil Nadu (₹10,502), and Haryana (₹9,500) for AWWs with 10+ years of experience.
- On the other hand, of the selected states below, Bihar (₹2,500), Uttar Pradesh (₹1,500), and Mizoram (₹450) provide the least additional honorarium to AWWs.

Figure 7: Additional Honorariums for AWWs out of States' Own Sources



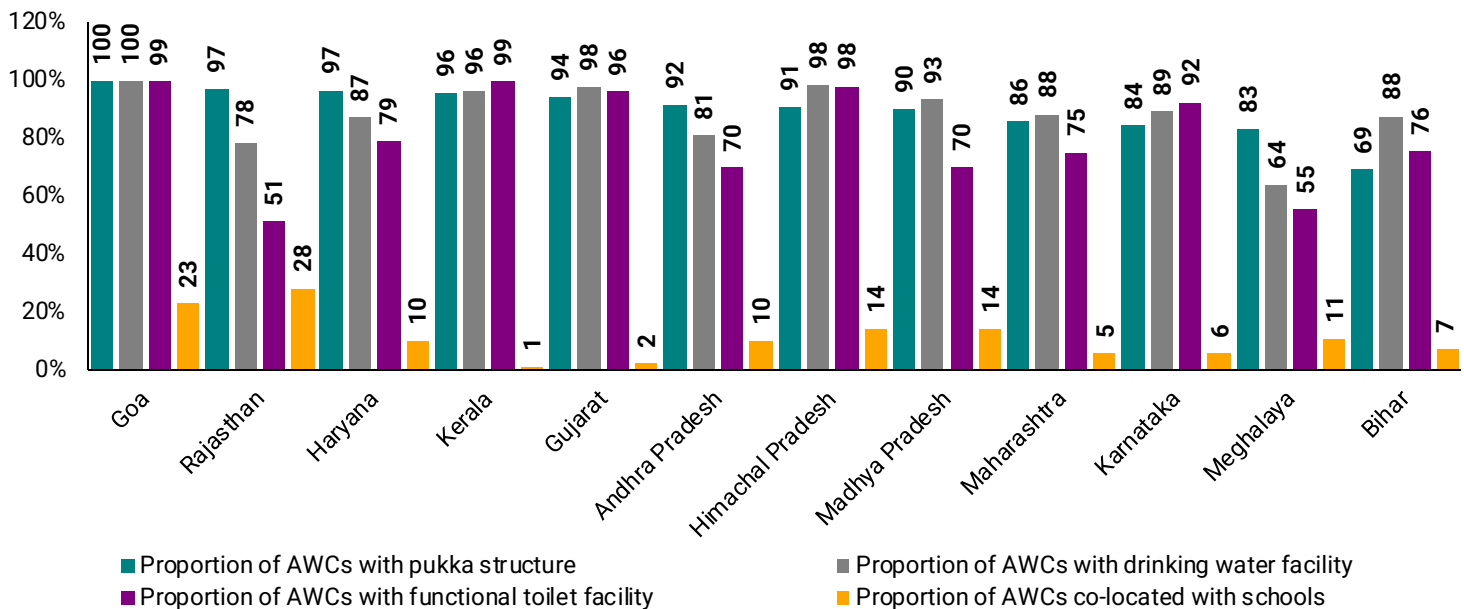
Source: LSQ on Honorarium for Anganwadi Workers dated 6 December 2024, [url](#).

- AWWs and AWHs are also meant to be covered under Pradhan Mantri Jeevan Jyoti Bima Yojana (PMJJBY). Out of total AWWs in-position, approximately 69 per cent, or more than 9 lakh, are covered under PMJJBY.⁸

Anganwadi Centres

- Based on an RTI response dated 9 January 2025, there were approximately 14 lakh operational AWCs in the country as of November 2024. Out of these, 85 per cent had pukka infrastructure. Only 14 per cent of operational AWCs were co-located with schools.
- There were variations in AWC infrastructure across states and UTs. For the states with available data, all operational AWCs in Goa were *pukka* and had drinking water facilities. In all cases, very few AWCs are co-located with schools.
- Only 78 per cent of operational AWCs in Rajasthan had drinking water facility, and even fewer (51 per cent) had a functional toilet.

Figure 8: Status of AWC Infrastructure as of November 2024



Source: RTI reply dated 9 January 2025.

- According to guidelines, 2 lakh AWCs are meant to be upgraded to Saksham Anganwadis every year until the end of the 15th Finance Commission cycle. More than 1.7 lakh AWCs have been approved for upgradation across the country.⁹ This constitutes 85 per cent of the total number of AWCs planned to be upgraded but only 12 per cent of the total operational AWCs as of November 2024.

PRADHAN MANTRI MATRU VANDANA YOJANA 2.0

- PMMVY 2.0 is a maternity benefit scheme providing ₹5,000 as conditional cash transfers to Pregnant Women and Lactating Mothers (PWLM). The scheme aims to promote health-seeking behaviour and compensate for wage loss during pregnancy and a few months after birth.
- In FY 21-22, the GoI restructured PMMVY 2.0 under Mission Shakti's Samarthya sub-scheme for women's empowerment. Previously, it was a part of the erstwhile ICDS. Further, since FY 21-22, PMMVY 2.0 has increased its scope of coverage and provides an additional cash transfer for the second live birth, in case it is a girl.
- Funds for PMMVY 2.0 are shared between GoI and states in a 60:40 ratio. The funding ratio is 90:10 for the NER states and Himalayan states.
- For the first live birth, the scheme provides a total of ₹5,000 in two instalments upon the fulfilment of certain health-seeking practices. In case of the second live birth, a one-time lumpsum of ₹6,000 is provided after birth of a girl to promote positive behavioural change towards the girl child. At the state level, the scheme uses AWCs under the women and child development or social justice departments. The health department implements the scheme in at least six states and Union Territories (UTs), including Andhra Pradesh, Meghalaya, Chandigarh, Tamil Nadu, Telangana, and Uttar Pradesh.
- Previously, payment was released in three instalments. In the revised scheme, early registrations have been merged with Antenatal Care (ANC) check-up, and payment is released in two instalments. The break-up of instalments is presented in Table 3.

Table 3: Instalments under PMMVY 2.0

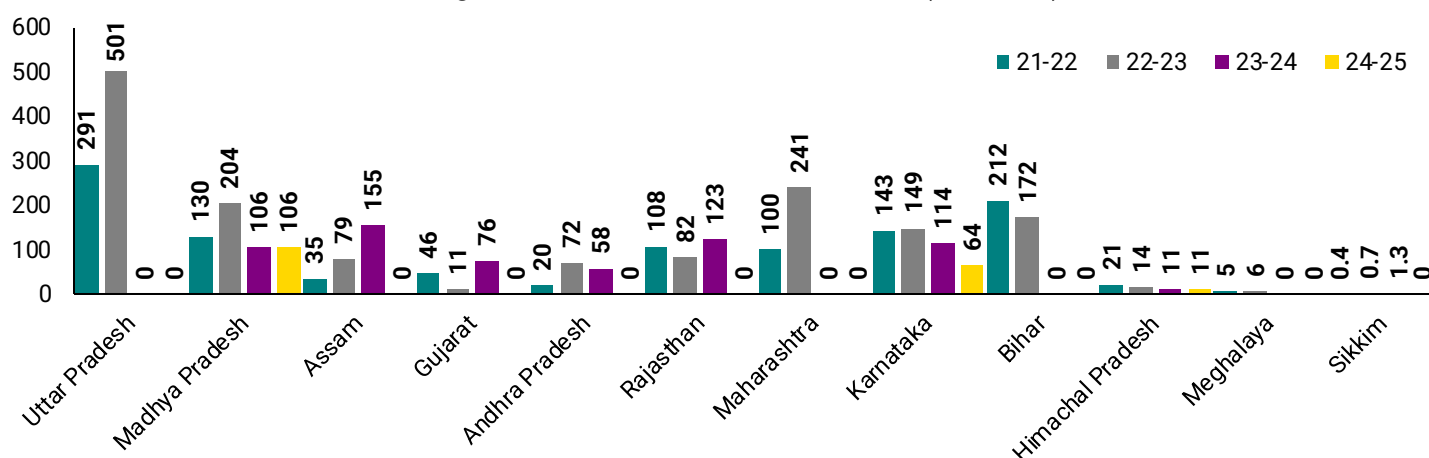
Instalments	Conditions	Amount
1st Instalment	Registration of pregnancy and at least one ANC check-up within 6 months from LMP date at the AWC or approved health facilities identified by the administering state or UT.	₹3,000
2nd Instalment	i. Childbirth is registered. ii. Child has received first cycle of BCG, OPV, DPT, and Hepatitis-B or its equivalent, or substitute vaccines.	₹2,000

- Some states also implement their own maternity benefits schemes similar to PMMVY. These include the Dr. Muthulakshmi Maternity Benefits Scheme in Tamil Nadu, KCR Kit Scheme in Telangana, and Mamata Scheme in Odisha. Cash transfers under these schemes are also associated with the fulfilment of conditions to promote health seeking behaviour among PWLM. These state schemes, however, have been excluded from our analysis.

Trends in Finances

- Since PMMVY 2.0 was merged with Mission Shakti's Samarthya sub-scheme, Union budget expenditure document for MWCD does not provide a separate line-item allocation for the scheme.
- Out of ₹17,546 crore approved for Mission Shakti's Samarthya sub-scheme between FY 21-22 and FY 25-26, PMMVY 2.0 constitutes the highest proportion of approved amount at ₹13,150 crore, or 75 per cent.⁷
- State and UT-wise information of Gol funds released and utilisation by states and UTs were available from FY 21-22 till FY 24-25 (up to 3 December 2024).
- Over time Gol releases for the scheme have been falling. In FY 24-25 (up to 3 December 2024), ₹228 crore was released by Gol. This is 73 per cent lower than the ₹856 crore released in FY 23-24. Releases for FY 23-24 were already lower by 57 per cent from ₹1,988 crore in FY 22-23.
- Out of 34 states and UTs, 24 did not report any Gol releases in FY 24-25 as on 3 December 2024. Among selected states, Gol releases varied across years. Uttar Pradesh had the highest releases in both FY 21-22 and FY 22-23 but reported no releases in the following years.ⁱⁱⁱ

Figure 9: Gol Releases for PMMVY 2.0 (in ₹ crore)

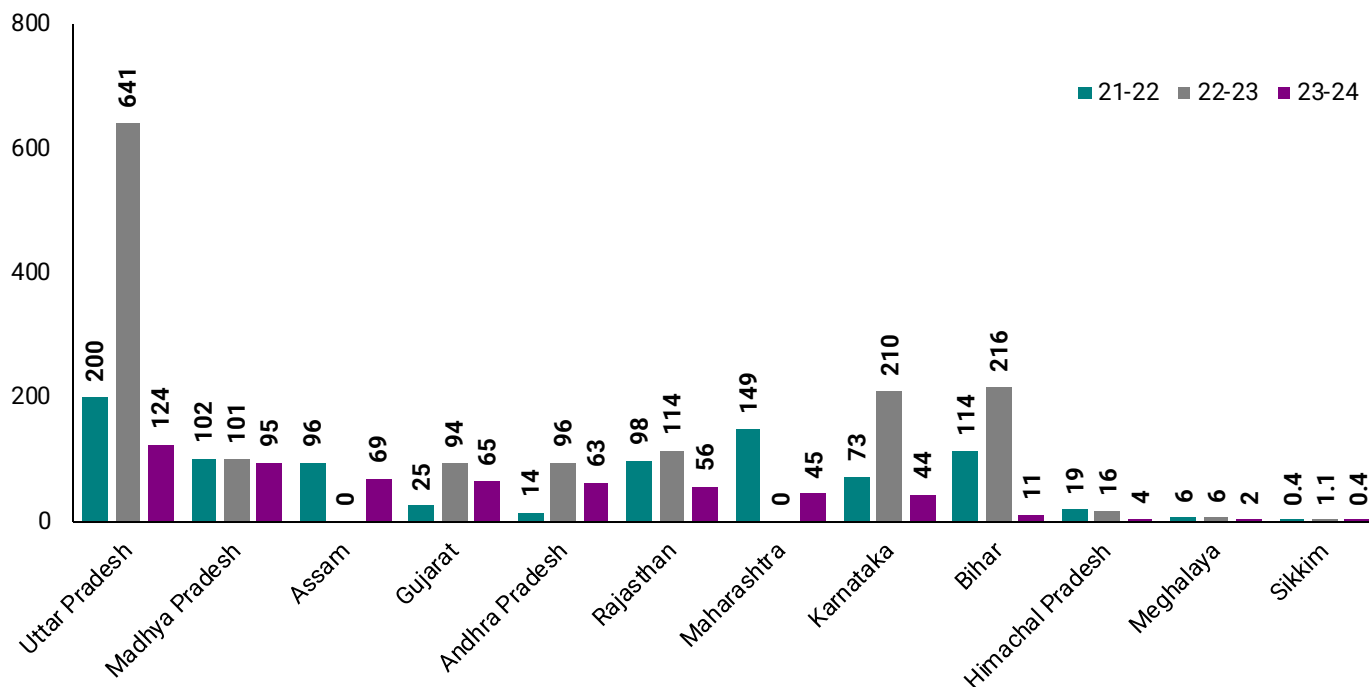


Source: LSQ on PMMVY 2.0 dated 6 December 2024, [url](#)

ⁱⁱⁱ Telangana and Odisha implement their own state schemes and do not report Gol releases and utilisations for PMMVY 2.0.

- In FY 23-24, utilisations, including both Gol and state share for some states per the LSQ, stood at ₹770 crore. This was 59 per cent lower than utilisations reported in the previous FY which stood at ₹1,874 crore.
- Utilisations show variation across selected states. Uttar Pradesh reported the highest utilisations in FY 21-22, FY 22-23, and FY 23-24. Other states with high utilisations include Madhya Pradesh and Assam FY 23-24. NER and smaller states such as Meghalaya, Goa, and Sikkim report low utilisations across years.

Figure 10: Utilisations for PMMVY 2.0 (in ₹ crore)



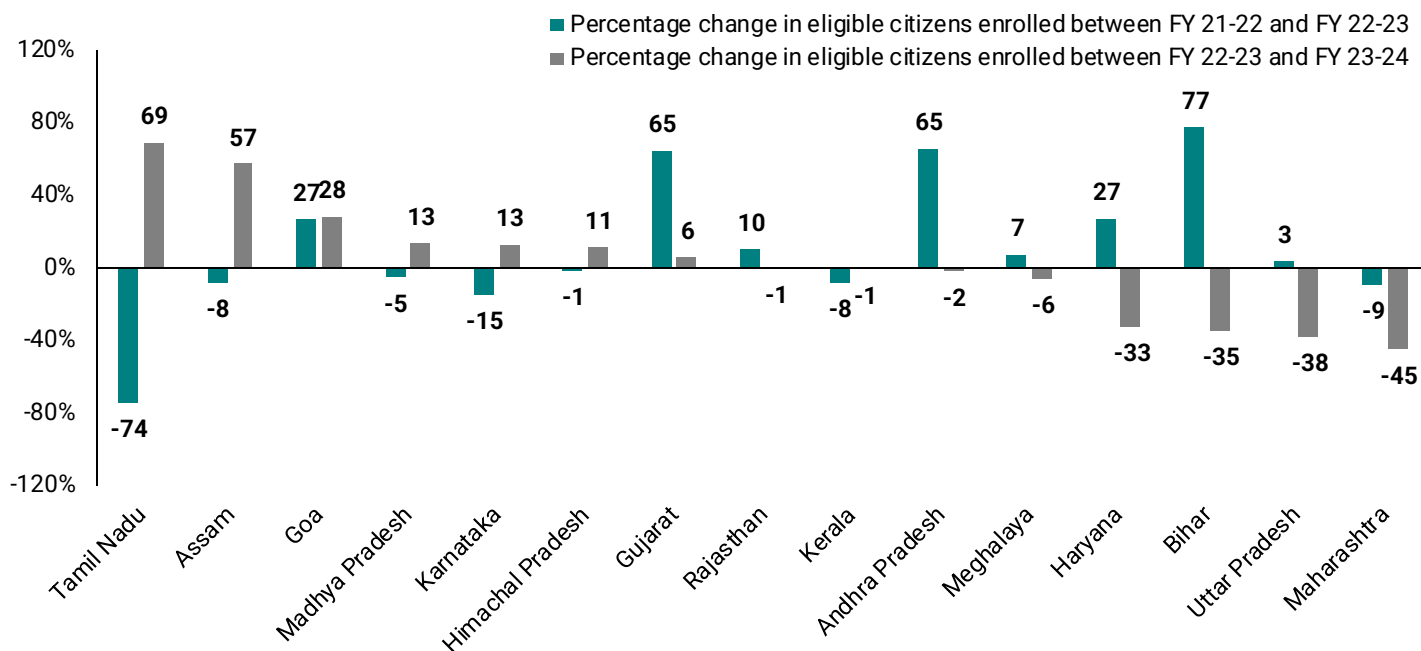
Source: LSQ on PMMVY 2.0 dated 6 December 2024, [url](#).

Note: Utilisations for some states include the state's share and unspent balances of previous years. Maharashtra and Assam did not report any utilisations in FY 22-23.

Coverage

- Despite increase in scheme coverage for up to second birth, the number of eligible citizens enrolling under the scheme is declining.
- According to an RTI reply dated 13 January 2025, between FY 20-21 and FY 21-22, the number of eligible citizens declined by 19 per cent from 64.35 lakh in 20-21 to 52.17 lakh in 21-22. Similarly, coverage declined by 11 per cent between 22-23 and 23-24, and is further expected to decrease in FY 24-25.
- In FY 24-25, as on 8 January 2025, 33.83 lakh eligible citizens were enrolled, compared to 52.11 lakh in FY 23-24.
- There were state-wise variations in the change in coverage across years too. Of selected states, in Tamil Nadu, while the number of eligible citizens declined by 74 per cent between FY 21-22 and FY 22-23, it increased in the following years; however, effectively, there is still a decline in the number of eligible citizens enrolling for PMMVY 2.0. As mentioned previously, Tamil Nadu has a similar state scheme.
- Out of all states and UTs implementing PMMVY 2.0, Maharashtra, Chandigarh, and Kerala report a decline in eligible citizens across the selected periods. Between FY 22-23 and FY 23-24, 13 states and UTs, out of 34 (excluding Telangana and Odisha), reported a decline in the number of eligible citizens enrolling for PMMVY 2.0.

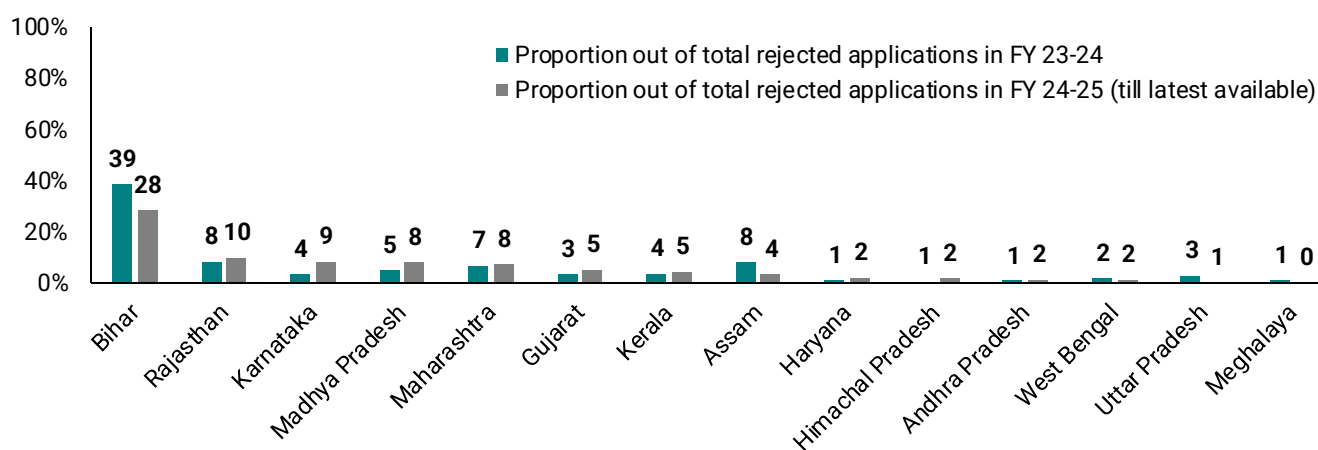
Figure 11: Change in Coverage of Eligible Citizens under PMMVY 2.0



Source: RTI reply dated 13 January 2025.

- Aadhaar and Mother and Child Protection cards, and bank or post-office details for payment are mandatory for availing scheme benefits. According to an RTI reply dated 13 January 2025, 3.11 lakh applications were rejected in FY 23-24 due to lack of Aadhaar card or invalid bank account. In FY 24-25, till latest available per the RTI, 1.61 lakh applications have been rejected.
- The state-wise trends show variations.
- Out of total states and UTs with rejected applications for enrolling under PMMVY 2.0, Bihar has the highest rejections, followed by Rajasthan in FY 23-24 and FY 24-25. States with lower rejection rates, based on those depicted in Figure 10, include Meghalaya, Uttar Pradesh, and West Bengal.

Figure 12: State-wise Trends in Rejected Applications for Enrolling under PMMVY 2.0 (in %)

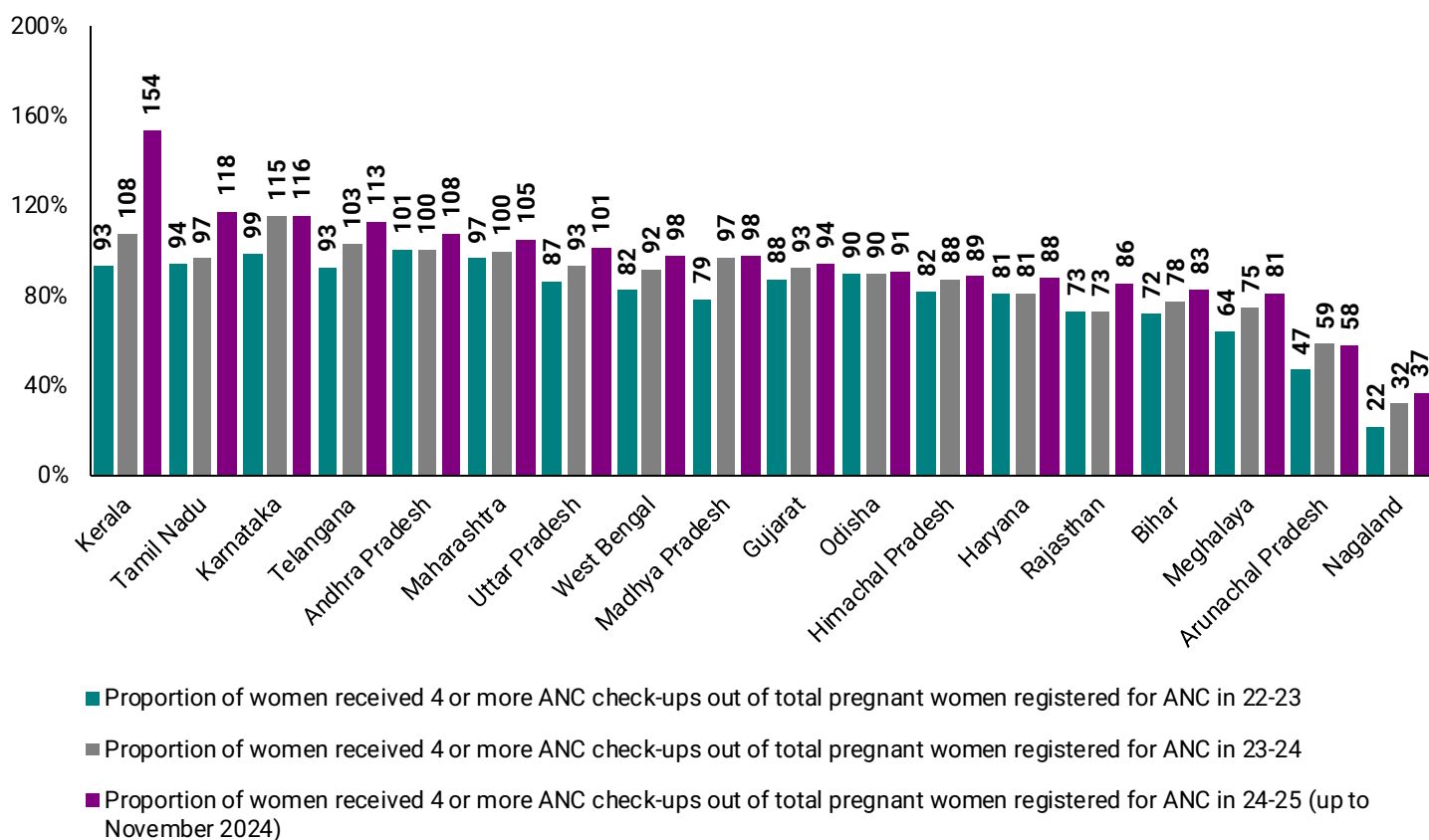


Source: RTI reply dated 13 January 2025.

Key Outcomes

- For release of first instalment, pregnant women have to register their pregnancy and receive at least one ANC check-up.
- Health Management Information System (HMIS) does not share information on ANC and birth registrations publicly since FY 21-22. Based on an RTI reply dated 15 January 2025, across states and UTs, only 6 had less than 80 per cent women receiving four or more ANC check-ups out of total pregnant women registered for ANC in FY 24-25 (up to November 2024).

Figure 13: State-wise Trends in Women Receiving Four or More ANC Check-ups out of Total Pregnant Women Registered for ANC (in %)



Source: RTI reply dated 13 January 2025.

Note: Figures for FY 23-24 and FY 24-25 are provisional.

- Children's early immunisation after birth is also a condition for receiving the second instalment. According to HMIS data obtained via an RTI, as of November 2024, 1.69 crore children between 9-11 months were fully immunised. The number of children immunised remained almost unchanged between FY 22-23 and 23-24; it, however, increased marginally by 7 per cent in the previous period from 2.3 crore children in FY 21-22 to 2.5 crore children in FY 22-23.

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About ResGov

The Foundation for Responsive Governance (ResGov) is a Section 8 not-for-profit working to strengthen the capabilities of government and communities to ensure public initiatives reach the most vulnerable.

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