

CENTRAL SOCIAL WELFARE BOARD

STANDARD OPERATING PROCEDURES (SOP) FOR THE IMPLEMENTATION OF RAJIV GANDHI NATIONAL CRECHE SCHEME FOR THE CHILDREN OF WORKING MOTHERS

INTRODUCTION

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| 1. | Name of the Scheme | Rajiv Gandhi National Creche Scheme for the children of working mothers. |
| 2. | Implementing Agency | Central Social Welfare Board implements the Scheme through State Social Welfare Boards and NGOs. |
| 3. | Name of the Division dealing with the scheme | Creche Division of CSWB under Ministry of Women and Child Development, New Delhi. |
| 4. | No. of functional units as on 25.11.2010. | 16075 + 1966 BAJSS crèches. |
| 5. | Area of operation | All States and Union Territories. |

OBJECTIVES OF THE SCHEME

1. To provide Day care facilities for children (below 6 years) of working mothers.
2. To improve nutrition and health status of children by providing supplementary nutrition and health care facilities.
3. To provide pre-school education to the children.
4. To promote physical, cognitive social and pre-school educational development (holistic development) of children by organizing age - appropriate activities through play way method.
5. To educate and empower women /caregivers for better child care.

SERVICES PROVIDED

1. Day care facilities including sleeping facilities for 08 hours i.e. from 09.00 a.m. to 05.00 p.m. or as provided in the Scheme.
2. Supplementary nutrition
3. Growth monitoring
4. Health check up and immunization
5. Early stimulation for below 03 years and pre-school education for 03-06 years old
6. Health and nutrition education to mothers/ parents caregivers.

TARGET GROUP

The Target Group will be as per the scheme.

SCHEMATIC PATTERN (One centre for 25 children)

It will be as per the Scheme.

VARIOUS STAGES OF OPERATING PROCEDURE ADOPTED BY CSWB:

A. IDENTIFICATION OF THE LOCATION/ AREA - NEED ASSESSMENT

- Applications for sanctioning new crèches are invited through advertisement in local news papers and through Web-site of CSWB.
- NGOs as well as the Field officers of SSWB will conduct base line survey to assess the availability and requirement of crèches.
- Data in respect of working mothers at village level is required to be obtained from the latest census report.
- Uncovered districts are to be identified and be given preference.
- District Administration is to be involved in identifying the area where there is a need of a crèche centre.
- Scrutiny of the applications by State Social Welfare Board.
- Pre-Funding Appraisal Report by the Field officers after visit of the proposed locations – Identifying working mothers.

B. VERIFYING THE CREDIBILITY OF THE NGOs

The credibility of the NGOs is verified in the following manner-

- At the time of scrutiny of the application, verification of its aims and objectives, the present activities (through Annual Report and audited statement of accounts), its financial soundness (by verifying Balance sheet), the capacity and status of the Managing Committee members etc. (by Managing Committee list) are required to be done. The office bearers should not be related to eachother.
- Spot visit by the Field Officer-in-charge of the area: The Field Officer shall visit the office of the institution and also the present project, verify the records and accounts of the institution, meet the functionaries, assess the need of the area and capacity of the institution to run the programme and then submit his Pre-funding Appraisal Report (PFAR) in the prescribed performa clearly mentioning “recommended” or “not recommended” for sanction of grant.
- The credentials and capabilities of NGOs should be certified by the District Magistrate of the concerned districts as far as possible.
- Categorization of the NGOs will be done on the basis of their performance, credential and capabilities. Details of the process of categorization of NGOs will be issued separately.

C. SELECTION OF NGOS FOR RUNNING/MANAGEMENT OF THE CRÈCHES

NEW CRECHES:

Central Social Welfare Board receives applications of NGOs through its State Social Welfare Boards with their recommendations. On the basis of allocations communicated to the State Boards, State Boards invite applications from the NGOs which must be a non-profit making organization registered under Society Registration Act, 1860 or as a Public Trust or a charitable company licensed under section 25 of Companies Act, 1858 or under any other appropriate Act. The following procedure, in chronological order, is adopted by the State Boards and the Central Board before the proposal is processed for sanction: –

- State Boards may invite applications through advertisement in local news papers and simultaneously paste notices at their Notice Boards. Central Social Welfare Board also posts the common advertisement on its web site.
- The NGOs may submit the applications online along with hard copies within the schedule date.
- Scrutiny of applications will be done by a committee consisting of field officer in charge of the area and the concerned dealing hands to ensure that the proposal is complete and necessary particulars viz. attested copies of registration certificate, bye-laws, articles of association, list of present managing committee, copy of audited statement of accounts for the last 2 years along with balance sheet, latest Annual Report indicating its present activities are attached.
- After scrutiny of the applications, the list of applicant NGOs, whose applications are complete in all respect, will be sent to the concerned field officers in charge of the area for visiting the institutions, assessing the need of the area, capacity of the institution, its financial soundness to implement the scheme etc. and to submit a Pre-Funding Appraisal Report (PFAR) in the prescribed performa.
- Complete proposals of NGOs along with prefunding appraisal report submitted by the field officers will be placed before the full State Board Meeting consisting of the representatives of different department of the State Govt. including WCD and Finance. Short listing of the NGOs will be done by the full Board for recommending the proposal to Central Social Welfare Board for sanction of grant on the basis of the assessment made by the committee members keeping in view rational distribution of the allocated crèches in different districts as per the need of the area, the financial soundness of the institution, its resources, facilities available, experience and personnel to implement the scheme.
- In case two similarly placed NGOs apply for running crèches in the same location, the priority shall be given to that NGO who has more

experience in the field of child welfare, the Managing Committee members are more active, having more number of female members in the Managing Committee and have better infrastructure for the proposed crèche centre.

- The proposal thus received along with recommendation of the State Board will be scrutinized in the Central Board and then complete proposals will be placed before the sub PSC headed by Chairperson, CSWB and consisting of the Executive Director, the Joint Director (Crèche), Deputy Director (Crèche) and IFA-cum-CAO. Short-listing of suitable/capable NGOs will be done by the sub PSC for sanction of grant keeping in view the allocation for the State and also the coverage and need of the area. Uncovered districts may be given priority.
- At least 5% of the proposals, received from the State Boards with their recommendations, will be physically verified by CSWB as a sample check, before placing the proposals in the sub PSC.
- After sufficient proposals are received and considered in the CSWB, these will be sent to Ministry of Women and Child Development for fixing up a date for holding the meeting of PSC to be chaired by MOS(I/C), Ministry of Women & Child Development as per the norms of the scheme. The agenda item is prepared and is placed before the PSC along with the minutes of the sub PSC Meeting. As per the decision taken in the PSC meeting, the minutes approved by MOS (I/C) is communicated to CSWB by MWCD for taking further action in the matter.

D. LIMIT OF ALLOTMENT OF NO. OF CRÈCHES TO THE NGOS

The allotment of crèches will be done on the basis of the recommendation of the State Boards, recommendation of the sub PSC of CSWB and final decision taken by the PSC headed by MOS (I/C), MWCD. There is as such, no limit on the numbers to be allotted to a particular NGO and it depends upon the overall assessment of the capacity of the institution and need of the area.

E. CONTINUATION CRÈCHES

- Sanction for continuation of the creches may be accorded after examination of Inspection Report and Progress Report if these are found to be satisfactory.
- Settlement of accounts/ UCs for the penultimate year would also be required for considering the proposal for continuation sanction.
- Continuation sanction for decentralized crèches (less than 10 creches in smaller States and less than 15 in bigger States) - powers have been delegated to the State Boards.
- For other centralized crèches, CSWB sanctions/ releases funds.

F. RELEASE OF FUNDS TO THE STATE BOARDS/NGOS

Funds to the State Boards (for Decentralized crèches).

- Funds are placed at the disposal of State Boards usually in three installments depending upon the receipt of funds from the Ministry.
- First installment along with allocation communication.
- Balance of 50% allocation is released as 2nd installment.
- Balance 50% after settlement of previous year accounts.
- State Boards release funds to NGOs mostly in 2-3 installments following the above procedure depending upon the availability of funds/ release of funds by CSWB.

Release of fund to NGOs by CSWB (for centralised crèches)

The procedure of release of fund to the NGOs is as below:-

- After communication of sanction to the NGOs for new crèches, first installment of grant, which includes 100% of non-recurring grant and 50% of the recurring grant, is released by CSWB after receipt of specific acceptance of terms and conditions of grant and after submission of a Bond on a Rs.20 non judicial stamp paper. The Bond will include a clause that if the grantee NGO does not refund the released amount along with interest in case of non performance/non delivery, the assets of the NGO would be attached.
- If no. of crèche units sanctioned to an NGO is below 10 (in smaller states) and below 15 (in bigger states) viz. Andhra Pradesh, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Tamil Nadu, Uttar Pradesh and West Bengal, the original file, after issue of sanction letter and after release of 1st installment of grant, is sent to the concerned State Boards for further processing, release of 2nd installment and for renewal/ continuation of sanction for the subsequent years on the basis of the performance of the institution in implementing the programme. These come under the decentralized units and further funds are placed at the disposal of the concerned State Boards on year to year basis.
- For centralized units i.e. in those cases where the sanctioned number of crèches to an individual NGOs is more than 10 or 15 depending on the size of the States in specified states, the second installment of grant (balance 50% of recurring grant) is released with the concurrence of IFA-cum-CAO after the institution submits half yearly progress report along with list of the children and crèche workers, un audited statement of accounts for the first installment of grant released to the institution and also a visit report of field officer in charge of the area.

- For continuation / renewal cases first installment of grant (50% of the sanctioned amount) is released along with the sanction letter on the basis of performance report received from the field officer/ state board. Second and final installment is released after receipt of six monthly progress reports, Village Committee Report along with list of children and crèche workers and after acceptance of the previous year accounts with the concurrence of IFA-cum-CAO. The unspent balance available with the institution, on the basis of examination/ settlement of accounts for previous year, is adjusted while releasing 2nd installment of the current year. The same procedure is followed by the State Boards in case of decentralized units and Central Social Welfare Board places funds at the disposal of State Boards in 2 installments.

G. THE ENROLLMENT AND AVERAGE MONTHLY ATTENDANCE OF THE CHILDREN IN CRÈCHES

The enrollment of children in the crèche center is done by the NGO on the basis of the prescribed norms. This will be verified by the field officer at the time of visit of the crèche centers. Average monthly attendance based on seven days continuous check by the Local Committee should be generated in order to get the required feedback. The average monthly attendance in the crèche centers is also required to be verified by the field officers when they visit the centers. Specific columns are there in the inspection report performa for the purpose. The NGOs also send the details of enrollment and average monthly attendance while submitting their progress report. In cases where average quarterly attendance is found less than 20, the amount on supplementary nutrition for that quarter will be deducted proportionately at the time of settlement of accounts.

H. Procedure for selection of creche workers: Before appointment of creche workers/helpers, an NGO will make an enquiry from the neighbours, local body representatives, etc., in order to assess their suitability for the job and the same should be recorded in the proposal.

I Payment to creche workers: Payment to creche workers would be made through Cheque or ECS by the NGOs.

J. VERIFICATION OF THE UTILIZATION CERTIFICATES FOR THE GRANT RELEASED TO NGOS.

The grantee NGOs should submit the Utilization Certificate in the prescribed performa duly signed by Chartered Accountant along with audited statement of accounts in three forms i.e. receipt payment, income expenditure and balance sheet. Verification of the authenticity/ genuineness of a particular audited statement of accounts and utilization certificate will be made only if the accounts appear to be doubtful or if any specific

complaint is received. The seal of the auditors must bear either membership no.

K. AUDITING OF THE ACCOUNTS OF NGOs

The accounts of the NGOs are audited by the Chartered Accountant. The Chartered Accountants audit the accounts of the individual NGOs and submit their report in the form of receipt and payment, income expenditure and balance sheet. They also give utilization certificate in the prescribed performa certifying that the amounts sanctioned and released have been properly utilized for the purpose for which it was sanctioned. The selection of The Chartered Accountant will be made by the institution as per their convenience. The Central Board and the State Board does not have any role in selection of Auditor/ Chartered Accountant. The Chartered Accountant/ Auditor must be registered/ recognized by the Competent Authority and their registration/membership number should be indicated in the audit report.

L. SUPERVISION AND MONITORING OF THE CRÈCHES

MONITORING BY CSWB

CSWB has its own field machinery to monitor the functioning of the crèches. There are 15 project officers, 49 Assistant Project Officers, and 55 Welfare Officers, total 119 field officers on the strength of CSWB and posted in different states. In addition there are 30 VAB counselors. All these officers are Postgraduate in Social Sciences and have been allotted zones/ districts and they are responsible for monitoring the programme implementation in their allocated area and submit periodical reports to the Central Board and the State Board both.

As per the directions of Govt. of India every crèche center must be inspected at least once in a period of two years. However, the field officers have been directed to visit the crèches twice every year as far as possible but one every year positively. On the basis of the reports of the field officers the crèches are continued, discontinued and also asked for improvement in different areas. The grantee NGOs are also asked to have a close watch on the implementation of the programme through their Managing Committee members and to regularly supervise the functioning of the crèches.

During inspection, the field officers should take the views of the local people about the regularity and proper functioning of the crèche centers and mention it in their inspection report. Though the NGOs are supposed to form **local Committees** to supervise the functioning of the Crèche Centers but now Central Board has decided to make it mandatory to form local committees in the villages where the crèche centers exist and ask the institutions to get the functioning and attendance of children and crèche workers certified by them **every month**. The committee will consist of representative of the NGO, Village Pradhan or Sarpanch, local Govt. School Teacher/VLW or Patwari and two mothers of the crèche children. This will

be a step towards social audit/ community audit of the programme implementation. **There will be District Monitoring Committee** to be headed by District Magistrate. The committee will consist of Member, State Social Welfare Board and District Social Welfare Officer. The District Social Welfare Officer will be ex-officio Member Secretary and will provide all assistance to the Committee as may be required. **The Committee should meet every six months to review the performance and submit a report to the nodal agencies.**

The Central Social Welfare Board also, time to time sends officers from Headquarter to visit some centers and report as a sample check. Sometimes if there are complaints against any officer or any NGO, officers are sent from CSWB to verify the facts. **At least 5% of the total crèches should be visited by different level officers of the CSWB (HQ) every year.**

MONITORING BY STATE BOARD CHAIRPERSON AND NON OFFICIAL MEMBERS OF THE STATE BOARDS

The State Board Chairpersons periodically visit different NGOs of their State and hold meetings with them. The non official members who are representatives of particular districts also occasionally visit programme centers and report the State Board Chairperson in the State Board Meeting about the functioning of the institution they visited. In case of complaints against any NGO or the field officer, the Chairperson forms a team of members and ask them to verify the fact and submit report.

MONITORING BY INDEPENDENT AGENCIES APPOINTED BY MINISTRY OF WOMEN AND CHILD DEVELOPMENT

Ministry of Women and Child Development has also identified independent agencies like school of social work, women's studies centers and some other agencies who visit the crèche centres, monitor the programme implementation and report to the MWCD. Ministry of Women and Child Development also sometimes depute their officers to visit and report. The representatives of the state Govt.'s different departments who are on the committee of the state board also monitor the programme implementation and call for status report from the State Board time to time.

VISIT BY CSWB CHAIRPERSON

Central Board, Chairperson, visit different State Boards to attend meetings with NGOs & State Govts. to visit programmes aided by Central Board and thus monitors the programme implementation and give guidance.

VISIT BY THE STATE GOVT. MACHINERY

Principal Secretaries of all the State Govt. and UTs have been requested by the Central Board as well as MWCD to get the crèche centres visited by the local State Govt. officials (District level and Block level) and ask them to furnish their report/recommendation/suggestion to the State Board and the Central Board for the better implementation of the programme.

THROUGH REPORTS AND RETURNS

- Bonds taken on non judicial stamp papers
- Six Monthly Progress Report with details of children, crèche workers, expenditure statement, photographs etc.
- Social/ community audit – report from village level committee – started from this year.
- Neighborhood inquiry by field officers.
- Photographs of the activity – essential part of Inspection Report.
- Audit report and Utilization Certificate by the Chartered Accountant.

M. UTILISATION CERTIFICATE TO BE SUBMITTED TO MWCD FOR THE FUNDS RECEIVED

- Central Board accounts are audited by CA as well as CAG every year.
- Audited accounts and Annual Report are tabled before Parliament through MWCD.
- Utilization Certificate is submitted by CSWB immediately after closing of financial year along with demand of grant.

N. NAME AND ADDRESS of THE NGOs and LOCATION OF THE CRÈCHE CENTRES ON THE WEBSITE

Complete list of the NGOs and location of the crèches running in different States/UTs is posted on the CSWB website- cswb.gov.in. **Number of children enrolled, details of the crèche workers and helpers, contact number of NGOs will also be uploaded.**
