INTEGRATED CHILD PROTECTION SCHEME (ICPS)

Non-Institutional Care

Gaya, Bihar

**Baseline Report**

**Accountability Initiative**


# Introduction

Government of India (GoI) launched the Integrated Child Protection Scheme (ICPS) in the year 2009 with the objective of providing preventive & statutory care and rehabilitation services to children who are in need of care and protection and those in conflict with law as defined under the Juvenile Justice (Care and Protection of Children) Act, 2015. The scheme has now been brought under the Umbrella ICDS (Integrated Child Development Scheme) as its sub-scheme called “Child Protection Services”. The JJ Act provides for the rehabilitation and care of children through sponsorship, foster care, adoption, and after-care services. This provision of the Act is mainly implemented through the ‘Family-based Non-Institutional Care’ component of ICPS along with some states running their own schemes as well. This baseline study focuses on understanding the fund-flow situation and related processes with an aim to assess the bottlenecks in efficient implementation of the scheme, specifically ‘Non-Institutional Care’ component, for Gaya district of Bihar.

# GoI allocations

* GoI allocations for ICPS for all India have been extremely low. The last few years, however, have seen an increase. In FY 2017-18, Rs. 648 crore was allocated to the scheme. This increased by 43% to Rs. 925 crore in 2018-19. As per the latest figures in the Interim Budget (2019-20), the scheme saw a significant 62% increase in nominal terms from Rs. 925 crore to Rs. 1500 crore.

**Figure 1: GoI Allocations for ICPS (Rs. crore)**

# State level Findings: Bihar

## Fund-Flow Process

* In the state of Bihar, ICPS is implemented by the Department of Social Welfare (DoSW). MWCD releases the central share component of the budget to the state treasuries and DoSW contributes its shares to the treasury. The aggregated funds for ICPS are then transferred to the State Child Protection Society (SCPS) at DoSW and then further released to districts.

## Allocations

* Bihar was allocated similar funds of Rs. 70 crore and Rs. 73 crore under ICPS for 2017-18 and 2018-19 financial years respectively. These allocations were almost double of what was allocated for 2016-17. However, during this period, funds allocated for Department of Social Welfare (DoSW) also increased considerably. As a result, ICPS as a proportion of total allocations for DoSW has remained below 1 per cent in Bihar.

**Table 1: Allocations for ICPS and for Department of Social Welfare (DoSW), Bihar**

|  |  |  |  |
| --- | --- | --- | --- |
| **Components** | **2016-17** | **2017-18** | **2018-19** |
| ICPS-Central share (Rs. lakh) | 2,500  | 4,200  | 5,500  |
| ICPS-State share (Rs. lakh) | 1,000  | 2,800  | 1,833  |
| **ICPS total (Rs. lakh)** | **3,500**  | **7,000**  | **7,333**  |
| **Allocation for Department of Social Welfare (DoSW) (Rs. lakh)** | **5,62,710**  | **7,57,157**  |  **8,35,909**  |
| **ICPS as a share of DoSW allocations (%)** | **0.6%** | **0.9%** | **0.9%** |
| Source: (1) ICPS allocations are from Annual Reports, Department of Social Welfare, (2) DoSW allocations are Revised Estimates (REs) from Bihar state budgets |

# District-level Findings: Gaya, Bihar

* **Fund-flow:** In Bihar, ICPS funds for all district level bodies (JJB, CWC, SAA, Government Homes), including Children Homes and Open Shelters run by NGOs are routed through the DCPUs.
* **Expenditures:** Totals funds spent in Gaya district under ICPS in 2018-19 was Rs. 148.6 lakh, which was around 25 lakhs higher than the funds spent in 2017-18. Majority of expenditure (73 per cent in 2018-19) was directed towards running different kinds of Child Care Institutions (CCIs) including SAA and Open Shelters. The proportion of funds spent on homes was 82 per cent in 2017-18 and 73 per cent in 2018-19.
* Under ICPS non-institutional care, while DCPU releases funds for Foster Care and Sponsorship, the Specialized Adoption Agency (SSA) manages the adoption and foster care processes. Around 10 to 12 per cent of total ICPS expenditure for Gaya district went into the administrative expenses of the Specialized Adoption Agency in Gaya.
* The funds spent by DPCU for its own administrative and other expenses in 2018-19 (Rs. 25.8 lakh) is observed to be much higher than that spent in 2017-18 (Rs. 8.9 lakh).

**Table 2: Expenditure under ICPS (Rs. lakh), Gaya District, Bihar, (Provisional Estimates)**

|  |  |  |
| --- | --- | --- |
| **District level bodies** | **Expenditure in absolute terms (Rs. lakh)** | **Distribution of expenditure (%)** |
| **2017-18** | **2018-19** | **2017-18** | **2018-19** |
| DCPU | 8.94 | 25.80 | 7.2% | 17.4% |
| CWC | 7.82 | 4.89 | 6.3% | 3.3% |
| JJB  | 5.97 | 9.26 | 4.8% | 6.2% |
| Observation Home  | 34.98 | 36.26 | 28.3% | 24.4% |
| SAA | 15.81 | 15.38 | 12.8% | 10.4% |
| Children Homes | 32.78 | 25.37 | 26.5% | 17.1% |
| Open Shelters | 17.51 | 13.23 | 14.1% | 8.9% |
| Girls Homes  | 0  | 18.37 | 0.0% | 12.4% |
| **ICPS total** | **123.81** | **148.56** | **100.0%** | **100.0%** |

 Source: Department of Social Welfare, Patna, Bihar

# Role of Child Protection Committees (CPCs)

Child Protection Committees (CPCs) at village level are expected to play a pivotal role in mapping of children in need of ICPS services and to facilitate them in availing them, especially in ‘Non-Institutional Care’ services. In order to identify issues related to child care and protection in rural areas and to respond to them through services available through ICPS, Child Protection Committees are required to be formed at two levels: village and Gram Panchayat. Village Child Protection Committee (VCPC) and Panchayat Child Protection Committee (PCPC) are expected to play a pivotal role at the ground level in mapping of children who might require ICPS services and to facilitate them in the administrative processes. Similarly, every block should have a Block Child Protection Committee (BCPC).

As per the ICPS guidelines, the Anganwadi worker in a village should organise village level meeting to initiate VCPC formation and Panchayat head should be the VPCP Chairman to recommend and monitor the implementation of child protection services at the village level. Semi-structured interviews were conducted with Anganwadi workers, Heads of Panchayats, Panchayat Secretaries and Block levels officials across 12 sample villages across two blocks of Gaya district (Sherghat and Tekari blocks)

* It was learnt during fieldwork that there are hardly any well-functioning CPCs across Gaya district. Specifically, none of the 12 sample villages across two blocks of Gaya district) had formed any CPC before March 2019. Heads of Panchayats had not received any official letter from block CPC regarding the formation of CPCs in both the sample blocks. No trainings have been conducted by Government officials in the villages or to the Heads of Panchayats regarding their roles related to child care and protection.
* The district office in Gaya has issued a letter to all the BDO’s in July, 2016 to initiate Block CPC (BCPC) formation. However, formation and first meeting of BCPC in Sherghat block was held on August, 2018. Since then there have been no such meetings held. BCPC isn’t aware about whether all villages within that block have CPCs or not. No list of VCPCs and their members was available either. Again, no training was provided by the DCPU to the block committees on child protection issues.
* Even though ICPS guidelines suggest that blocks need to submit annual work plan and financial support required to DCPU, no such request has been received by Gaya DCPU from both the sampled blocks.

# Lessons on efficient implementation of ICPS

* **Online Management Information System (MIS)**: At present there is no publicly accessible MIS for ICPS either at the state level or at all India level. There is an urgent need to create such as system to track funds allocated, released and spent under the scheme.
* **Mapping of children in need of care and protection:** The mechanism to map children in need of care and protection in rural areas and in urban peripheries beyond the district headquarters is extremely weak at present. The state needs to take steps to implement this important aspect of the scheme through Child Protection Committees (CPCs) by providing them some kind of financial incentives and by regular monitoring.
* **Need to increase overall allocations for ICPS:** There is a need to increase overall allocations under ICPS by: creating more number of sanctioned posts, increasing emoluments for the current sanctioned posts and increasing per-child maintenance costs for the CCIs.