



BUDGET BRIEFS

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Child Protection Services (CPS)

GoI, 2020-21

Child Protection Services is

Government of India's (GoI's) flagship programme to provide preventive and statutory care, and rehabilitation services to children in need of care and protection and those in conflict with the law as defined under the Juvenile Justice (Care and Protection of Children) Act, 2015.

This brief uses government data to analyse CPS performance along the following parameters:

- Trends in overall GoI allocations, releases and expenditures;
- State-wise GoI releases and expenditures;
- Child Care Institutes (CCIs) and beneficiaries;
- Registered cases of crimes against children.

Cost share and Implementation:

Funds are shared between GoI, state governments and Non-Government Organisations (NGOs) in varying ratios for different components under CPS. 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 government, and between GoI and NGOs for components managed by NGOs.

HIGHLIGHTS

₹ 30,007 cr

GoI allocations for Ministry of Women and Child Development (MWCD) in FY 2020-21

₹ 1,500 cr

GoI allocations for CPS in FY 2020-21

SUMMARY & ANALYSIS

- GoI allocations for CPS remain low but have been increasing. In Financial Year (FY) 2020-21, GoI allocated ₹1,500 crore to CPS, an 11 per cent increase from the Revised Estimates (REs), but the same as the Budget Estimates (BEs) of FY 2019-20.
- Despite low allocations, release of funds has been even lower. In FY 2018-19, 79 per cent of GoI allocations were released. In FY 2019-20, till 16 December 2019, only 44 per cent of the REs had been released by GoI.
- Utilisation of funds for CPS have, however, been high. In FY 2017-18, 100 per cent of funds released were spent. The total quantum of funds spent increased from ₹528 crore in FY 2017-18 to ₹630 crore in FY 2018-19. Utilisation as a proportion of releases stood at 86 per cent.
- As on 31 March 2019, GoI had provided financial assistance to more than 74,600 children across all states in need of care and protection through Child Care Institutes (CCIs). Tamil Nadu had the maximum number of CCIs at 221, followed by West Bengal at 145.
- As of March 2019, there were 1,476 Children Homes, 338 Specialised Adoption Agencies (SAAs) and 275 Open Shelters across the country. Of the total beneficiaries, the majority (86 per cent) had received institutional care through Children Homes, followed by Open Shelters (10 per cent) and SAAs (4 per cent).

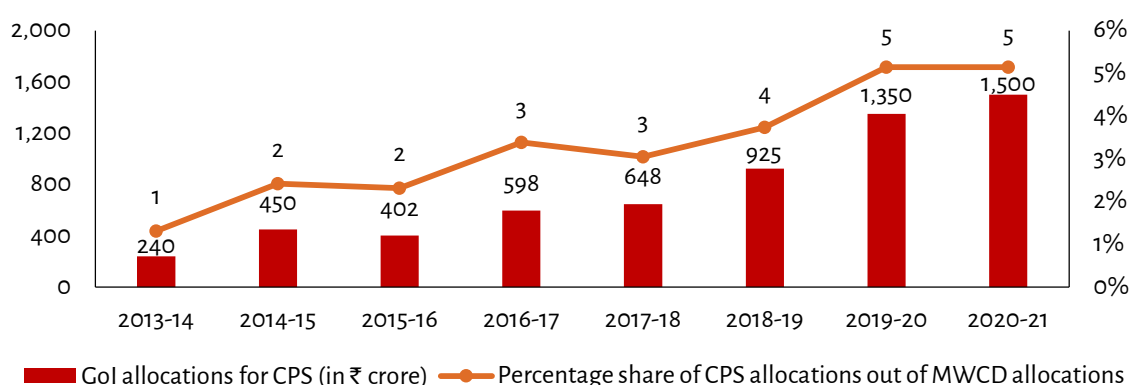
TRENDS IN OVERALL ALLOCATIONS AND EXPENDITURES

- Child Protection Services (CPS), previously known as the Integrated Child Protection Scheme (ICPS), was launched as a Centrally Sponsored Scheme by the Ministry of Women and Child Development (MWCD) in 2009. In FY 2017-18, it was brought under the Umbrella Integrated Child Development Services (ICDS) scheme as one of its sub-schemes.
- The objective of CPS is to provide preventive and statutory care, and rehabilitation services to children who are in need of care and protection and those in conflict with the law as defined under the Juvenile Justice (Care and Protection of Children) Act, 2015 (JJ Act). GoI provides financial support to states and Union Territories (UTs) to implement the scheme either by themselves or through suitable Non-Government Organisations (NGOs).
- Broadly, there are four types of services provided under the scheme.
 - **Institutional services:** Care, shelter and rehabilitation to both children in conflict with the law and children in need of care and protection through Child Care Institutes (CCIs). CCIs include Open Shelters, Children Homes, and Specialised Adoption Agencies (SAAs).
 - **Family based non-institutional care:** The JJ Act provides for the rehabilitation and reintegration of children through sponsorship, fostercare, adoption and aftercare. The 'aftercare' services are supposed to be provided to those in the 18 to 21 years age group.
 - **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:** A grant-in-aid is given to states depending on the geographic locality and socio-economic status, among other considerations.

GoI Allocations

- GoI allocations for CPS have been low, but increasing over years. In FY 2017-18, ₹648 crore was allocated to the scheme. This increased by 43 per cent to ₹925 crore in FY 2018-19. In FY 2019-20, allocations increased further to ₹1,350 crore, which was 46 per cent higher than the previous year.
- In FY 2020-21 Budget Estimates (BEs), GoI allocated ₹1,500 crore to CPS, an 11 per cent increase from the FY 2019-20 Revised Estimates (REs), but the same as FY 2019-20 (BEs).
- Between FY 2014-15 and FY 2018-19, CPS accounted for 2 per cent to 3 per cent of total MWCD allocations. In both FY 2019-20 and FY 2020-21, this proportion marginally increased to 5 per cent.

11% INCREASE IN GOI ALLOCATIONS FOR CPS BETWEEN 2019-20 AND 2020-21



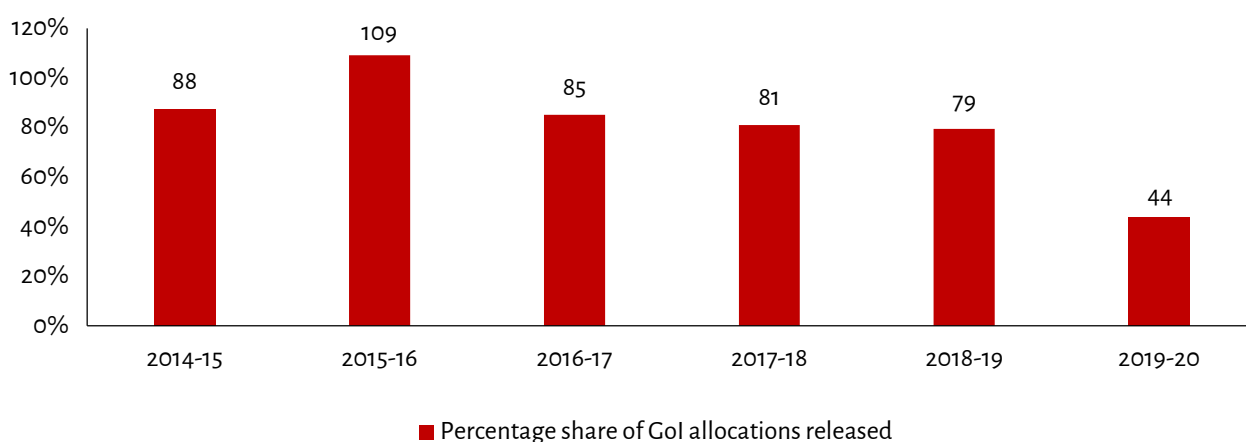
Source: Union Expenditure Budget, Vol. 2, Ministry of Women and Child Development (MWCD). Available online at: www.indiabudget.gov.in. Last accessed on 1 February 2020.

Note: Figures are in Rupees crore and are Revised Estimates (REs), except for FY 2020-21 which are Budget Estimates (BEs).

Releases

- Not all funds allocated for CPS 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, 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, it declined as a proportion of Gol allocations to 79 per cent.
- Release of funds in FY 2019-20 has been low. Till December 2019 (three quarters into the financial year), Gol had released only 44 per cent (₹592 crore) of its revised allocations for CPS.

44% OF GOI ALLOCATIONS WERE RELEASED IN 2019-20 TILL DECEMBER 2019



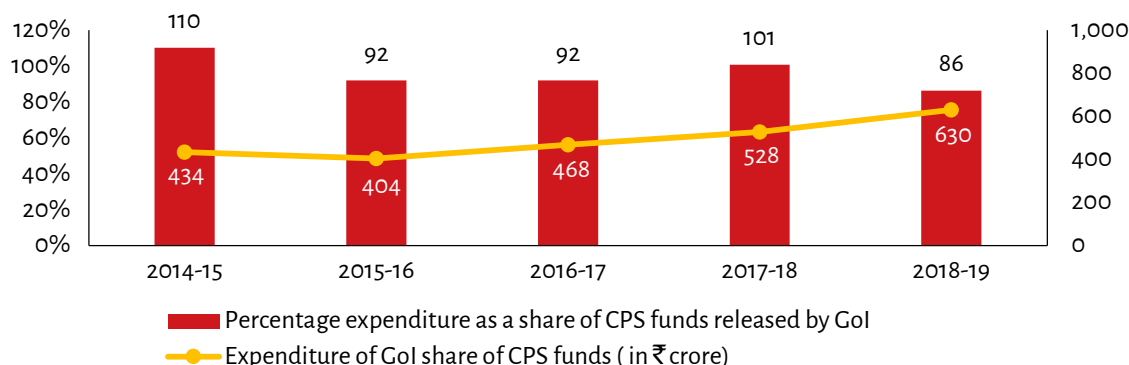
Source: (1) Gol release from FY 2016-17 to FY 2019-20 from Rajya Sabha Unstarred Question No. 2869 answered on 12 December 2019. Available online at: <https://pqars.nic.in/annex/250/AU2869.docx>. Last accessed on 10 January 2020. (2) Gol release from FY 2014-15 to FY 2016-17 from Rajya Sabha Unstarred Question No. 1115 answered on 26 July 2018. Available online at: <https://pqars.nic.in/annex/246/Au1115.docx>. Last accessed on 10 January 2020. (3) Gol allocations from Union Budgets, Ministry of Women and Child Development (MWCD). Available online at: www.indiabudget.gov.in. Last accessed on 1 February 2020.

Note: Gol allocations for CPS are REs till FY 2019-20.

Expenditures of Funds Released by Gol

- Information on expenditures is only available for Gol's share of allocations and releases and does not cover state shares. At the all-India level, after a slight decline in FY 2015-16, the quantum of expenditure has been steadily increasing. In FY 2018-19, ₹630 crore was spent by states, a 19 per cent increase from FY 2017-18, when the expenditure was ₹528 crore.
- Utilisation of funds as a proportion of releases has also been high. In FY 2015-16 and FY 2016-17, over 90 per cent of funds released were spent. This increased to 101 per cent in FY 2017-18.
- However, while the quantum of funds released increased significantly from ₹525 crore in FY 2017-18 to ₹735 crore in FY 2018-19, utilisation failed to keep pace and only 86 per cent of funds released were spent.

INCREASE OF ₹102 CRORE IN TOTAL SPENDING BETWEEN 2017-18 AND 2018-19, BUT SPENDING AS A SHARE OF GOI RELEASES DECLINED



Source: (1) GoI 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 (2) GoI release and expenditure from FY 2014-15 to FY 2015-16: 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: GoI allocations for CPS are REs.

STATE-WISE ALLOCATIONS AND EXPENDITURES

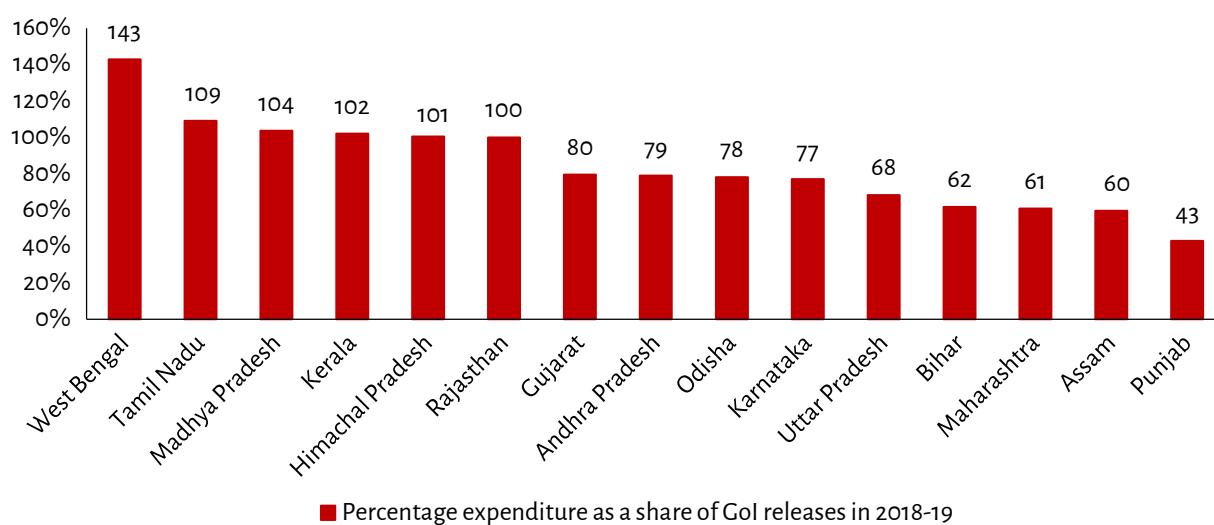
- Approved budgets for CPS are based on annual financial proposals submitted by individual state governments to the Project Approval Board (PAB) under MWCD. The PAB reviews the proposed budgets and sanctions funds post approval.
- Funds are released in multiple instalments throughout the year. During the first quarter of a financial year, an ad hoc amount equivalent of 25 to 30 per cent of previous year's expenditure is released by GoI to the state treasury. Accordingly, the state contributes its share to the treasury. The aggregated funds for CPS are then transferred to the State Child Protection Society (SCPS), which releases these funds to District Child Protection Units (DCPUs), Children Homes, Open Shelters, Specialised Adoption Agencies (SAAs), Juvenile Justice Boards (JJBs) and Child Welfare Committees (CWCs).
- Funding for CPS is shared between GoI, state governments and NGOs in the following manner:

States excluding North Eastern Region (NER) and Himalayan states		NER and Himalayan states	
For SCPS, State Adoption Resource Agency (SARA) and DCPU	GoI: 75 State government: 25	All components managed by government	GoI: 90 State government: 10
Regulatory bodies under the JJ Act	GoI: 35 State government: 65	All components managed by NGOs	GoI: 90 NGOs: 10
For all Government-run Homes and SAAs	GoI: 75 State government: 25		
For Non-Government Organisation (NGO)-run Children Homes and SAAs	GoI: 75 State government: 15 NGOs: 10		
For NGO-run Open shelters	GoI: 90 NGOs: 10		

Expenditures of Funds Released by Gol

- In FY 2017-18, among the 15 large states, expenditure of Gol's share of funds was the highest in Tamil Nadu at ₹55 crore and lowest in Punjab at ₹9 crore. In FY 2018-19, the funds spent increased for all states except Punjab, Himachal Pradesh, and Andhra Pradesh.
- In FY 2018-19, among 15 large states, West Bengal (143 per cent) and Tamil Nadu (109 per cent) had the highest percentage of spending as a share of Gol releases. This could be due to expenditure of unspent funds from the previous year incurred in the current financial year.

AMONG THE LARGE STATES, EXPENDITURE OF CPS FUNDS AS A PROPORTION OF GOI RELEASES IN 2018-19 WAS HIGHEST IN WEST BENGAL AT 143% AND LOWEST IN PUNJAB AT 43%



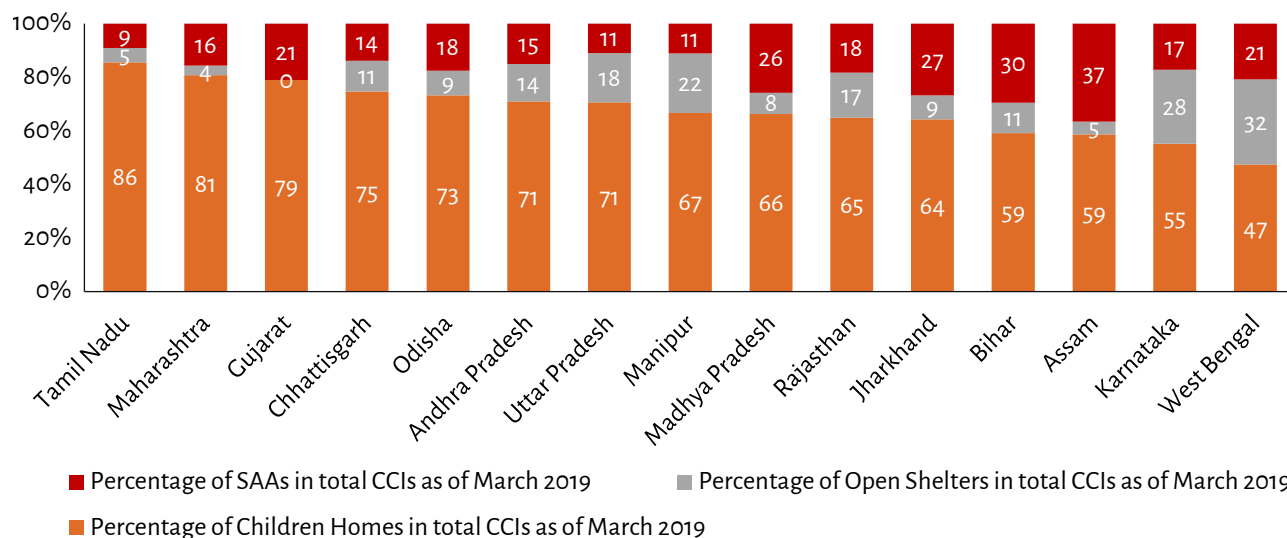
Source: Rajya Sabha Unstarred Question No. 2869 answered on 12 December 2019. Available online at: <https://pqars.nic.in/annex/250/AU2869.docx>. Last accessed on 10 January 2020.

OUTPUTS AND OUTCOMES

Child Care Institutes (CCIs) under CPS Scheme

- As on 31 March 2019, Gol had provided financial assistance to children in need of care and protection through 1,476 Children Homes, 338 SAAs, and 275 Open Shelters across the country.
- Among all the states in India, Tamil Nadu had the maximum number of CCIs (221), followed by West Bengal (145).
- Distribution of CCIs across the three categories varies considerably across states. For most states, except West Bengal, Children Homes account for more than 50 per cent of all CCIs. Open Shelters constituted the highest proportion at 32 per cent in West Bengal, which has the second largest number of CCIs in the country. In contrast, Gujarat had no Shelter Homes and only 4 per cent of CCIs were Shelter Homes in Maharashtra.
- The share of SAAs in total CCIs was relatively higher in Assam (37 per cent) and Bihar (30 per cent), even though the total number of CCIs was low in these states. On the contrary, Tamil Nadu had the lowest share of SAAs among the 15 states analysed by us.

WEST BENGAL, WHICH HAS THE SECOND LARGEST NUMBER OF CCIS, ALSO HAD THE HIGHEST PROPORTION OF OPEN SHELTERS AS OF MARCH 2019

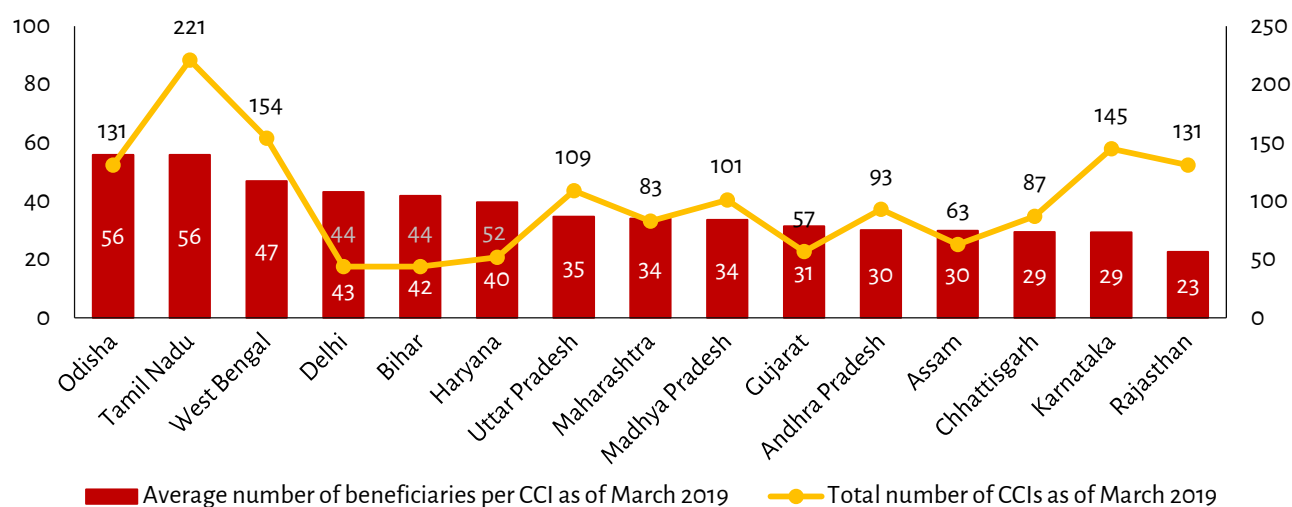


Source: Rajya Sabha Unstarred Question No. 3004 answered on 18 July 2019. Available online at: <https://pqars.nic.in/annex/249/Au3004.docx>. Last accessed on 10 January 2020.

Beneficiaries in CCIs

- The average number of CPS beneficiaries per CCI was 36 at the all-India level as of March 2019. This number was much higher in states such as Tamil Nadu (56) and Odisha (56). While Rajasthan and Odisha both had 131 CCIs in their respective states, the average number of beneficiaries per CCI was one of the highest in Odisha at 56, but lowest in Rajasthan at 23.

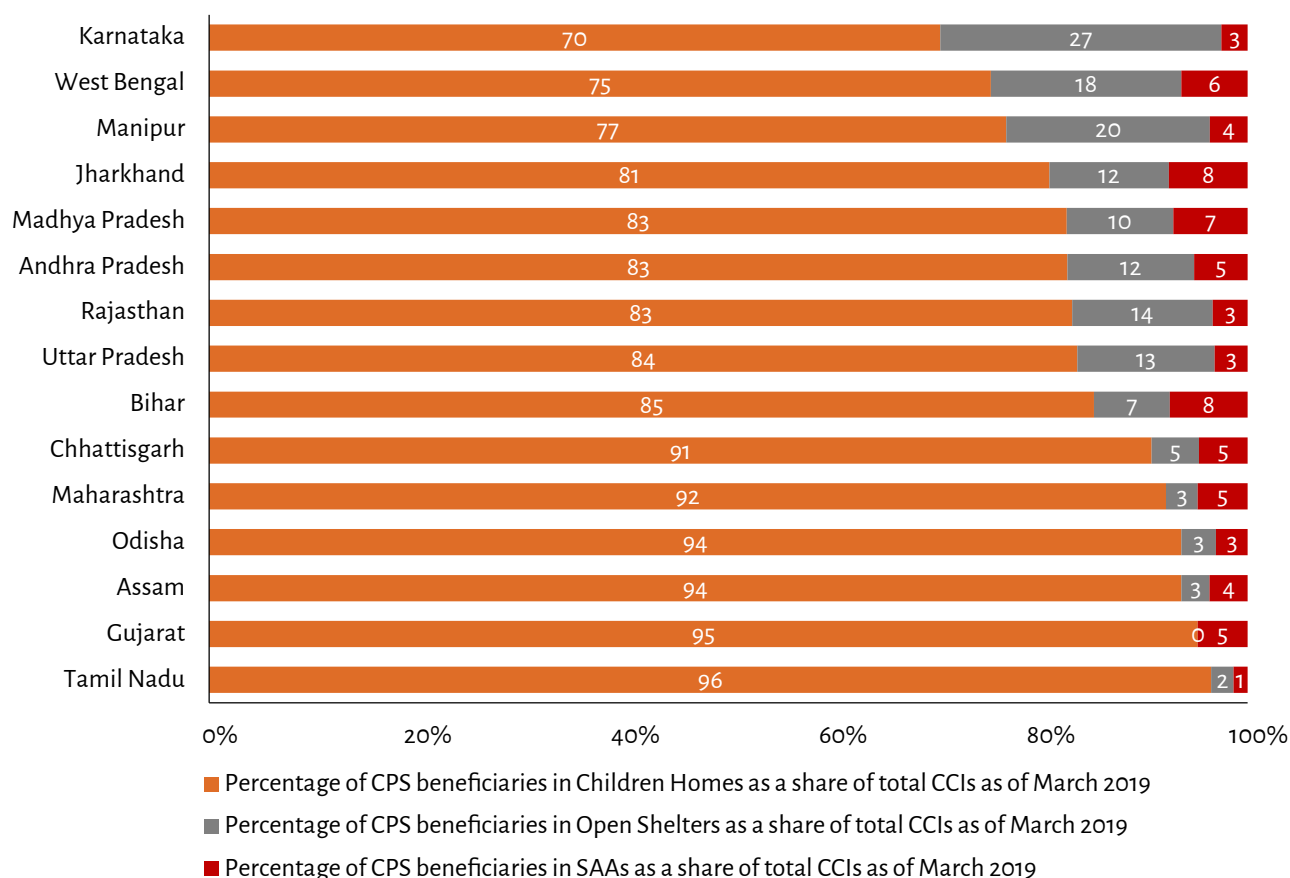
AVERAGE NUMBER OF BENEFICIARIES PER CCI WAS HIGHEST IN ODISHA AT 56 AND LOWEST IN RAJASTHAN AT 23 DESPITE SIMILAR NUMBER OF CCIS



Source: Rajya Sabha Unstarred Question No. 3004 answered on 18 July 2019. Available online at: <https://pqars.nic.in/annex/249/Au3004.docx>. Last accessed on 10 January 2020.

- More than 74,600 children across all states availed care and rehabilitation services through CCIs as of March 2019. Of the total beneficiaries, a majority (86 per cent) had received institutional care through Children Homes, followed by Open Shelters (10 per cent), and SAAs (4 per cent).
- Among the top 15 states in terms of total CCIs, while the proportion of CPS beneficiaries availing institutional care through Children Homes was the highest in Tamil Nadu (96 per cent), it was one of the lowest in Karnataka (70 per cent). In contrast, the proportion of children staying in Open Shelters was one of the highest in Karnataka (27 per cent), and second lowest in Tamil Nadu (2 per cent) after Gujarat, which had did not have any Shelter Homes as of March 2019.

KARNATAKA HAD THE HIGHEST PROPORTION OF CHILDREN IN SHELTER HOMES AT 27%, FOLLOWED BY WEST BENGAL AT 18%



Source: Rajya Sabha Unstarred Question No. 3004 answered on 18 July 2019. Available online at: <https://pqars.nic.in/annex/249/Au3004.docx>. Last accessed on 10 January 2020.

Number of Registered Cases of Crime against Children

- As per National Crimes Record Bureau (NCRB), the number of registered cases of crimes against children increased by 21 per cent from 1,06,958 in 2016 to 1,29,032 in 2017 (latest year available at the time of preparation of this brief). The increase in such cases was relatively lower at 14 per cent between 2015 and 2016.
- In 2017, 90 per cent of total registered cases of crimes against children in India were from 15 states, the top three being Uttar Pradesh (19,145), Madhya Pradesh (19,038), and Maharashtra (16,918).

- There is however, wide variation in the rate of increase in these cases among the states. Madhya Pradesh ranked top among the 15 states analysed, with a 38 per cent increase in crimes registered between 2016 and 2017. It was closely followed by Chhattisgarh and Bihar at 37 per cent each.
- In contrast, Delhi and West Bengal saw a decline in the number of cases of crimes against children by 4 per cent and 6 per cent, respectively.

INCREASE OF OVER 35% IN CASES OF CRIMES AGAINST CHILDREN IN MP, CHHATTISGARH AND BIHAR BETWEEN 2016 AND 2017



Source: "Crime in India", National Crime Records Bureau (NCRB). The same data is also available at Rajya Sabha Unstarred Question No. 2078 answered on 5 December 2019. Available online at: <https://pqars.nic.in/annex/250/AU2078.docx>. Last accessed on 10 January 2020.