



**Performance Audit Report of the
Comptroller and Auditor General of India
on
Children in Need of Care and Protection
for the year ended 31 March 2021**



SUPREME AUDIT INSTITUTION OF INDIA
लोकहितार्थ सत्यनिष्ठा
Dedicated to Truth in Public Interest

Government of National Capital Territory of Delhi
Report No. 1 of the year 2023

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Comptroller and Auditor General of India**

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PREFACE

This Report of the Comptroller and Auditor General of India has been prepared for submission to the Lieutenant Governor of National Capital Territory of Delhi under Section 48 of the Government of National Capital Territory of Delhi Act, 1991 for being laid before the Legislative Assembly of the National Capital Territory of Delhi.

Children are the most vulnerable section in the society as they are in need of care by adults for their well-being and overall development. Children in Need of Care and Protection are those without homes, found begging, street children, mentally or physically challenged, orphans, trafficked or sexually exploited, drug/substance abusers, and other such cases. The National Policy for Children, 2013 provides that the State Government commits to taking special protection measures to secure the rights and entitlements of children. In order to ensure protection and promotion of child rights, the Government of India (GoI) enacted various laws. GoI also introduced the Integrated Child Protection Scheme in 2009 which was revised in 2014.

This Report has pointed out several shortcomings in the efforts made by the Government of National Capital Territory of Delhi towards providing care and protection to the children in need, especially delays in creation of institutions for this purpose and other measures for welfare of children such as release of funds to Child Care Institutions, declaring children free for adoption etc. Child Care Institutions suffered from shortage of staff, deficient physical infrastructure and inadequate medical facilities. The Government also did not implement Sponsorship Scheme and Foster Care Scheme aimed at providing financial support for children in need of caring to parents and encouraging individuals to become foster parents to such children.

EXECUTIVE SUMMARY

Considering the social importance and sensitivity towards wellbeing of children, the present Performance Audit was taken up with the objective of assessing whether Government of National Capital Territory of Delhi (GNCTD) has taken adequate measures to secure the rights and entitlements of children in need of special protection as per Juvenile Justice (Care and Protection) Act, 2015; Model Rules, 2016 and revised Integrated Child Protection Scheme (ICPS), 2014. The performance audit covers a period of three years from 2018-19 to 2020-2021. Audit test checked the records of Department of Women and Child Development (DWCD), Delhi State Child Protection Society (DSCPS), State Adoption Resource Agency (SARA), Child Welfare Committees (CWCs), District Child Protection units (DCPUs) and Child Care Institutions (CCIs).

Main Audit Conclusions

- GNCTD's efforts towards providing care and protection to children in need through Integrated Child Protection Scheme were deficient and slow in most areas. No survey was conducted by GNCTD to assess and identify the number of children in need of care such as those without homes, found begging, street children, mentally or physically challenged, orphans, trafficked or sexually exploited, etc. In the absence of data relating to Children in need of care and protection in Delhi, no concrete plan could be formulated nor adequate resources allocated, by GNCTD and their efforts were limited to providing care to only those vulnerable children brought to it by concerned citizens, police, NGOs etc. DSCPS, which is the apex body for implementation of Integrated Child Protection Scheme, failed to provide the necessary impetus and leadership as its Governing Body and Executive Committee were dysfunctional. There were delays in creation of institutions viz. State Adoption Resource Agency, Child Welfare Committees and District Child Protection Units by Department of Women and Child Development, GNCTD for implementation of the Integrated Child Protection Scheme.
- During 2018-19 to 2020-21, unspent balances in budget were noticed due to not executing children care activities such as conducting surveys, improving habitable condition of GNCTD run child care institutions, etc. GNCTD failed to provide timely financial support to NGO run Child Care Institutions with delays in release of funds. GNCTD also failed to avail increased Central share in grants for implementation of Integrated Child Protection Scheme.
- Child Welfare Committees (CWCs), responsible for ensuring care, protection, appropriate rehabilitation or restoration of children in need, did not ensure follow up of progress of children produced before them after issuing orders with regard to their care and protection. Child

Welfare Committees were not uploading its orders on the designated portal for promoting transparency and accountability. They also did not upload photographs of recovered children on Facial Recognition System so as to match against the details of missing children indicating lack of concern towards reducing the trauma of separation for parents and children.

- Child Care Institutions (CCIs) were functioning without registration, there were undue delays in registration and renewal of CCIs by Delhi State Child Protection Society and in taking action against unregistered CCIs, as such allowing them to function without requisite facilities and exposing children to unfit conditions. There was huge shortage of staff (up to 76 *per cent*) especially in the important posts of Probation Officer/Child Welfare Officer, Counsellor and Educators in Government run Child Care Institutions which severely compromised their ability in providing quality care to the children. Child care institutions also suffered from inadequate infrastructure facilities, insufficient nutrition, clothing, bedding and toiletries provided to children, inadequate medical facilities and significant absence of formal education to children, with only 54 *per cent* receiving formal education. Similar deficiencies were also observed in After Care Homes, where care is provided to children who must leave CCIs on attaining 18 years of age for two more years to facilitate their re-integration into the society.
- Monitoring of implementation of the scheme for child protection was deficient in many respects. District Child Protection Units were to organize quarterly meetings at district level with stakeholders such as Superintendents of Homes, NGOs, etc. and representatives from Health, and Labour Departments and Police to review the progress of child protection activities but such meetings were either not conducted or conducted with time lag. They also did not conduct inspections of Child Care Institutions as required and where inspections were conducted, there was no follow up to ensure that deficiencies pointed out were addressed. Delhi State Child Protection Society (DSCPS) was required to furnish Quarterly Progress Reports to Ministry of Women and Child Development, GoI. Audit noted that no such Quarterly Progress Reports were submitted by the society. In the absence of regular meeting and inspections, effective implementation of ICPS was compromised.
- Apart from institutional care through CCIs, rehabilitation of children was to be carried out through non-institutional care by putting these children under adoption, foster care and sponsorship. There were delays at various stages of adoption such as uploading Child Study Reports, Medical Examination Reports, and Certificates declaring children free

for adoption by Specialised Adoption Agencies (SAAs). Besides, there were months of delay in filing of adoption petitions before the courts as also in uploading Home Study Reports of Prospective Adoptive Parents. Delays in declaring children free for adoption reduced their chances of getting adopted. Post-adoption follow up was not done in most cases by SAAs due to which there was lack of assurance that adopted children were being taken care of. GNCTD did not implement 'Sponsorship' and 'Foster Care' Schemes due to which the growth and development of children in family environment could not be achieved, especially in cases where the families/relatives and other individuals were desirous of helping the children but were unable to do so due to financial constraints.

Thus Government of National Capital Territory of Delhi (GNCTD) did not take adequate measures to secure the rights and entitlements of children in need of special protection as per Juvenile Justice (Care and Protection) Act, 2015; Model Rules, 2016 and revised Integrated Child Protection Scheme, 2014.

What do we recommend?

1. Conduct regular meetings to review, improve and monitor the institutions implementing child protection schemes and ensure their follow-up. Responsibility of defaulters should be fixed.
2. Adequate staff with requisite training in District Child Protection Units should be ensured to improve their services towards vulnerable children.
3. Conduct Surveys to identify the Children in Need of Care and Protection within a fixed timeline and maintain district wise database of such children.
4. Release funds to CCIs and other institutions at the beginning of the financial year so as to enable them to function properly.
5. Child Welfare Committees may ensure uploading photographs of children brought before them in Facial Recognition Software so as to match with the details of missing children.
6. Complete the process of registration/renewal of CCIs within the prescribed period as per JJ Act, 2015.
7. Provide adequate staff at CCIs and impart them training so that they may can effectively discharge their responsibilities towards childcare.
8. Ensure availability of minimum standards of care in terms of physical infrastructure, clothing and bedding, nutrition and diet and education in all child care institutions and also ensure adequate security arrangement in them.

9. For centralized coordination, complete data may be uploaded in Track Child Portal in a time bound manner.
10. District Child Protection Units should conduct regular monitoring and inspection of Child Care Institutions.
11. Specialized Adoption Agencies may timely upload necessary information including Study Reports of prospective parents and details of children for adoption in the relevant Web Portal and file adoption petitions before the Court without delay. Responsibilities for delays should be fixed.
12. Effective, efficient and timely implementation of Sponsorship Scheme and the scheme of Foster Care needs to be ensured. Follow-up of adopted children as per fixed time lines needs to be scrupulously done.

Chapter 1

Introduction

Children are the most vulnerable section in the society as they are in need of care by adults for their well-being and overall development. Dependence on adults creates challenges for children during their fight against abuse at home and outside. Children in Need of Care and Protection (CNCP) are those who are without homes, found begging, street children, mentally or physically challenged, orphans, trafficked or sexually exploited, drug/substance abusers and other such cases. 'Children in conflict with law' refers to children who come into the contact with the Justice System as being suspected/accused of committing an offence.

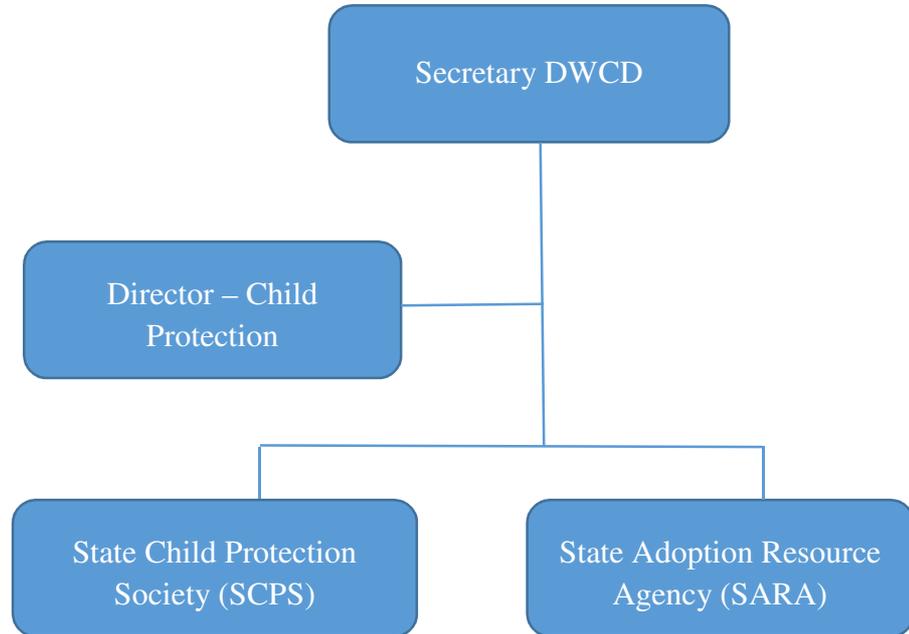
The National Policy for Children, 2013 provides that the State Government commits to taking special protection measures to secure the rights and entitlements of children in need of special protection. In order to ensure protection and promotion of child rights, the Government of India (GoI) enacted various laws, viz. Protection of Child and Sexual offence Act, 2012; Adoption regulations, 2017; Child Labour Act, 1986; Prohibition of Child Marriage Act, 2006; Immoral Traffic Act, 1987; Right to Free and Elementary Education Act, 2009 and Juvenile Justice (Care and Protection of Children) Act, (JJ Act) 2000 (amended as JJ Act, 2015 which came into force with effect from January 2016). GoI also made JJ Model Rules, 2016 to implement the JJ Act, 2015. For the purpose of building a protective environment for children in difficult circumstances, as well as other vulnerable children, GoI introduced the Integrated Child Protection Scheme (ICPS) in 2009 (revised in 2014), through Government-Civil Society Partnership. The scheme intended to safeguard both 'Children in need of care and protection' and 'Children in conflict with law'.

As per Memorandum of Understanding (MoU) signed (March 2010) between the Ministry of Women and Child Development (MoWCD), GoI and Department of Women and Child Development (DWCD), Government of National Capital Territory of Delhi (GNCTD) for implementation of ICPS, DWCD, GNCTD was the nodal department in Delhi. DWCD is responsible for guaranteeing quality standards of care and protection for CNCP.

ICPS provides for setting up of two State level delivery structures viz. State Child Protection Society (SCPS) and State Adoption Resource Agency (SARA) in every State/UT as the fundamental unit for the implementation of the scheme.

The structure of State Child Protection Society (SCPS) and State Adoption Resource Agency (SARA) is given in **Figure 1.1**.

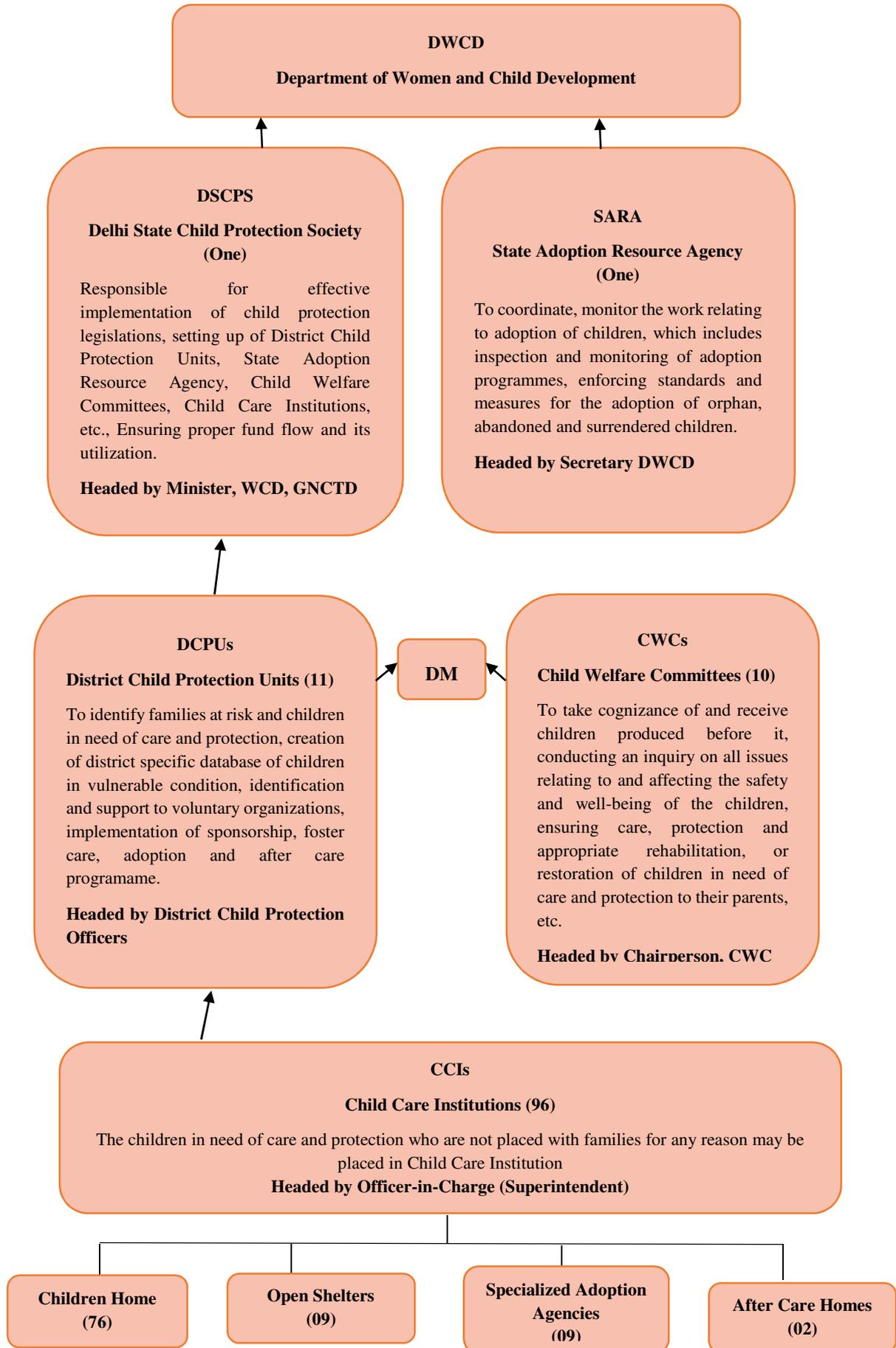
Figure 1.1: State Child Protection Society (SCPS) and State Adoption Resource Agency (SARA)



ICPS envisages setting up a District Child Protection Unit (DCPU) in each district as a fundamental unit for the implementation of the scheme. The structure of District Child Protection Units (DCPUs) is given in **Annexure I**.

The activities for providing these services to CNCP are executed through different institutions, both at State and District levels, functions¹ of which are as given below:

¹ As envisaged in ICPS Guidelines, JJ Act, and JJ Model Rules.



Audit Objectives, Scope, Coverage and Methodology

The Audit objectives were to see whether the Government extended effective care, support and rehabilitation services to Children in Need of Care and protection and whether the Child Care Institutions were functioning efficiently and a robust oversight mechanism was in place. This audit covered the steps taken by GNCTD for the welfare of the CNCP in Delhi but does not cover 'children in conflict with law'.

Audit scrutinized the records of three years from April 2018 to March 2021 of DWCD and test checked some other institutions which were providing services to the Children in Need of Care and Protection in Delhi. The institutions selected were -

- Delhi State Child Protection Society (DSCPS) and Specialized Adoption Resource Agency (SARA)
- Four² out of 11 District Child Protection Units (DCPUs)
- Four³ out of 10 Child Welfare Committees (CWCs)
- Fifteen Child Care Institutions (out of 44 run by the Government and aided Non-Governmental Organisations) comprising nine Children Homes, two Open Shelters, two Specialised Adoption Agencies and two After Care Homes as detailed in **Annexure II**.

Exit conference was held with the Special Secretary-cum-Director (WCD), GNCTD on 20 December 2021 to discuss the audit findings. Replies received from the Government have been suitably incorporated in the Report.

² DCPU-I (Central), DCPU-II (North East & Shahdara), DCPU-III (South), and DCPU-V (North)

³ CWC-II (South), Lajpat Nagar, CWC-III (Central), Kingsway Camp, CWC-V (North East and Shahdara), Dilshad Garden and CWC-X (North), Alipur

Chapter 2

Implementation of Integrated Child Protection Scheme

GNCTD's efforts towards providing care and protection to children in need were deficient and slow in most areas. There were delays in creation of institutions viz. SARA, CWCs and DCPUs for implementation of the Scheme. DSCPS, which was the apex body for implementation of ICPS, failed to provide the necessary impetus and leadership as its Governing Body and Executive Committee were dysfunctional. There was no effort on the part of the Government to assess or identify the number of children in need of care through surveys etc. In the absence of data relating to CNCP in Delhi, GNCTD was not in a position to plan for care and allocation of adequate resources for the same. Financial management was also deficient with the expenditure falling much below the budget allocation indicating unrealistic budgeting. The Government failed to provide timely financial support to NGO run CCIs with delays in release of funds. GNCTD also failed to avail increased Central share in grants for implementation of ICPS.

The basic objective of ICPS was to provide care and protection to all Children in Need of Care and Protection and its guidelines require every state/UT to set up a State Child Protection Society (SCPS) for implementing the scheme. As per the MoU, while Secretary, DWCD, GNCTD dealing with Child Protection/Welfare matters is the nodal officer for effective implementation and monitoring of ICPS, the MoWCD has to provide funds to DWCD for implementation of ICPS and set up a Central Project Support Unit (CPSU) at Delhi and State Project Support Unit (SPSUs) in the state.

The CPSU and SPSU were to function as "Mission Directorates" headed by the Mission Director. The State Government was to assess the requirements of child protection services in the State under ICPS and accordingly make timely budgetary provisions in the State Budget. At the time of making a request for release of instalments, it has to furnish Utilisation Certificate of the total amount i.e., Central and State shares of the previous instalment and has to certify its "State Matching Share".

DWCD was to implement all the existing projects/programmes that have been brought under ICPS namely (i) Integrated Programme for street children; (ii) Programme for Juvenile Justice; and (iii) Scheme of assistance to Homes for children (Shishu Greh) to promote in-country adoption as per the ICPS norms.

2.1 Planning

2.1.1 Setting up of support structure – DSCPS/SARA/CWC/DCPUs for rehabilitation/restoration, adoption, and re-integration of children in need of care and protection.

DWCD was to develop an implementation Schedule to ensure setting up of DSCPS and SARA at State level and Juvenile Justice Boards, CWCs and Special Juvenile Police Units in each District within three months of signing the MoU. DWCD was also to set up District Child Protection Societies, Specialised Adoption Agencies in each District and an Adoption Coordinating Agency within six months.

2.1.1.1 Delhi State Child Protection Society (DSCPS)

As per MoU (March 2010) between the Central and Delhi Government, Delhi SCPS was constituted in August 2010 as a society registered under the Societies Act, for the specific purpose of implementation of ICPS in Delhi to facilitate and operate in an additional managerial and technical capacity to DWCD. The DSCPS is headed by the Minister, WCD as its Chairperson and had 16 members who were mostly senior officers from the Government with one member from a Non-Governmental Organisation.

As per clause 3.4 of the MoU, while the State was primarily responsible for the effective implementation, DSCPS was its implementing arm.

The Aims and Objectives of DSCPS included (a) establishing services for emergency outreach, institutional care, family and community based care, counselling and support services for children in need; (b) put in place and strengthen necessary structures and mechanisms for effective implementation of ICPS at district levels; (c) build capacities of all functionaries at all levels; (d) sensitise and train members of allied systems such as local bodies, police, judiciary etc. to undertake responsibilities under ICPS; (e) create mechanism for Child Protection Data Management System and Child Tracking System for implementation and monitoring of child protection services etc. It discharges various functions and exercises powers in accordance with its Memorandum of Association and Rules and Regulations. DSCPS functions through the Governing Body (GB), Executive Committee (EC).

Governing body of DSCPS - Audit noted that Governing Body of DSCPS had met only once (July 2019) during the period of three years 2018-21. In the lone meeting conducted, the only item in the agenda, apart from routine matters, was implementation of sponsorship scheme for which it was decided to submit the draft SOP to the Deputy Chief Minister. There was no further follow up. Thus issues relating to Annual Budget, Annual Action Plan, financial position and matters relating to recruitment/appointment of experts and administrative/technical staff could neither be discussed nor any necessary direction on the issues be sought.

Thus, in the absence of regular meetings of the Governing Body, implementation of ICPS lacked the necessary directions and impetus from the Government.

In its reply, DWCD stated (December 2021) that meetings of Governing Body could not be held due to pandemic Covid-19. The reply is not acceptable as the meetings of Governing Body were not conducted as required even before Covid-19.

Executive Committee of DSCPS: The Executive Committee (EC) of DSCPS is responsible for acting and doing all deeds on behalf of the Governing Body and for taking all decisions and exercising all powers vested in the Governing Body except those specifically excluded by the Governing Body. Chairman of EC spearheads the effective implementation of ICPS and all other child protection policies and programmes in the State by facilitating formulation of the State Child Protection Policy and State Plan of Action for Children. For discharging its functions, the EC was required to meet at least once in three months. In spite of having such huge responsibilities, the EC met only once (December 2018), during the period of three years from 2018-19 to 2020-21, vis-à-vis a minimum of 12 quarterly meetings prescribed. Absence of Periodical Meetings of the Governing Body and Executive Committee indicate that DSCPS, which is the apex institution for implementing ICPS was not doing its job meticulously and left the implementation of the scheme rudderless. Lapses in the functioning of DSCPS can be seen in the observations discussed in the succeeding paragraphs

Recommendation no. 1: Conduct regular meetings to review, improve and monitor the institutions implementing child protection schemes and ensure their follow-up. Responsibility of defaulters should be fixed.

2.1.1.2 State Adoption Resource Agency (SARA)

As per the MoU (March 2010), SARA was to be constituted within three months of signing the MoU, i.e., by June 2010. However, it was observed that SARA was constituted in September 2011, i.e. after a delay of 14 months. Even after delayed constitution of SARA, its Governing Body was constituted only in June 2018. The role of the Governing Body of SARA was to meet at least once in every quarter to review the progress of adoption work and address the operational as well as logistic issues and bottlenecks in the adoption process or systems in the State.

DWCD stated (December 2021) that there was no provision of SARA under the JJ Act, 2000 and it was constituted in September 2011 as per ICP Scheme. The reply is not acceptable as the MoU signed in March 2010 between MoWCD, GoI and GNCTD required SARA to be constituted within three months.

2.1.1.3 Child Welfare Committees

As per the MoU of March 2010 between the Central and Delhi Government, CWCs in each District were to be constituted by the Delhi Government within three months, i.e., by June 2010. However, two out of 10 CWCs, CWC-IX Gole Market and CWC-X Alipur, were constituted with delays of more than six years⁴.

2.1.1.4 District Child Protection Units (DCPUs)

The MoU (March 2010) between the Centre and Delhi Government stipulated constitution of DCPUs within six months. DWCD, GNCTD was responsible for timely constitution of these institutions. Audit observed that all the 11 DCPUs in the districts (including one at DWCD headquarters) were constituted after delays ranging up to six years as detailed in **Annexure III**.

Delay in constitution of DCPUs, which are the District-level institutions for providing child care services working at ground level to deliver necessary services to children in need, indicated lack of intent and insensitivity of the Government towards the needs of children.

DWCD replied (December 2021) that establishment of DCPUs is a gradual process involving multiple authorities and compliances. After ensuring minimum wages to the staff, DCPUs were set up in all 11 districts and recruitment process for staff to fill vacant posts is under process. The reasons given for delay are all administrative in nature and should have been addressed in time.

Shortage of Staff: DCPUs functions under the administrative control and overall supervision of the District Magistrate of the District concerned and each DCPU is headed by a District Child Protection Officer. In each DCPU, 12 officials are required for its smooth functioning which can be increased to 15 with three more Outreach Workers. The ICPS Guidelines provides that the Social Worker is responsible for coordinating field level activities in their respective cluster. Outreach Workers assist their respective Protection Officers in carrying out their roles and responsibilities.

Audit observed staff shortage ranging from 16 *per cent* to 63 *per cent*, especially in the key posts of Social Worker and Outreach Worker, in the four test-checked DCPUs. The status of availability of staff in all four DCPUs is given in **Annexure IV**. The Staff shortage in DCPUs could potentially affect their performance in identification of vulnerable children and various services DCPUs are required to provide and may have contributed to the deficiencies in functioning of DCPUs which are pointed in the preceding paragraphs.

⁴ CWC-IX Gole Market and CWC-X Alipur were constituted on September 2017 and January 2018 respectively.

In its reply, DWCD stated (December 2021) that advertisements inviting applications for the vacant posts in DCPUs have been published in July 2021 and candidates have been shortlisted.

Recommendation no. 2: Adequate staff with requisite training in District Child Protection Units should be ensured to improve their services towards vulnerable children.

2.1.2 Identification of Children in Need of Care and Protection

Success of child protection activities depend on proper identification of children in difficult circumstances. Para 2.1(iii) and (iv) of Chapter 3 of Revised ICPS Guidelines, 2014 stipulates that DCPU shall be responsible for identification of children in need of care and protection and create District specific database of such children. Audit examination, however, revealed negligence on the part of the DCPUs in identification of children in need of care and protection.

The following deficiencies were noticed:

- In all four test-checked DCPUs, District-wise database of CNCP was not available.
- GNCTD was not proactive in identifying children in need and depended primarily on other institutions/individuals such as Delhi Police, Social Workers, Voluntary/Non-Governmental Organisations etc. for identifying such children and bringing them under the care of Government.
- One of the test checked DCPU (Central) stated (June 2021) that due to unavailability of funds and less manpower, they did not identify families at risk.

Thus, the basic activity of identification of vulnerable children/preparation of Database which was required to be done by the test checked DCPUs under the overall supervision of the DWCD was not done. In the absence of information regarding children in need, any policy planning or implementation for protection of children was bound to be defective.

In its reply, DWCD stated (December 2021) that a Survey was conducted in 2018 and 73,128 children were identified as vulnerable street children. It was further stated that the Data of street children has been shared with DCPUs in December 2021.

The reply is misleading as no Survey Report was made available during field audit nor annexed with reply. It was also observed that overall, only 3401⁵ children were cared for in the Child Care Institutions in Delhi, vis-à-vis as per their own estimate of more than 73,000 destitute children living in abject misery.

⁵ As of March 2021

Recommendation no. 3: Conduct Surveys to identify the Children in Need of Care and Protection within a fixed timeline and maintain district wise database of such children.

2.2 Financial arrangement

ICPS is a Centrally Sponsored programme and is to be implemented through the State Governments or UT Administrations with bulk financial assistance from the Central Government. The Scheme is implemented with the following cost sharing ratios between Centre/States/NGOs as given in **Table 2.1**.

Table 2.1: Cost sharing ratios between Centre/States/NGOs

Sl. No.	Component	Central Share	State Share	NGO Share
i.	All structural components of State Project Support Unit, State Child Protection Society, State Adoption Resource Agency and District Child Protection Units	75%	25%	---
ii.	Regulatory bodies provided for under JJ Act	35%	65%	---
iii.	All Homes/ Specialised Adoption Agency (SAA) run by Government	75%	25%	---
iv.	All Homes/SAA run by NGOs	75%	15%	10%
v.	Open shelters run by NGO participation	90%	---	10%

Details of budget (both GoI and GNCTD shares) under ICPS during the years 2018-19 to 2020-21, expenditure incurred there-against and unspent balance are as given in **Table 2.2**.

Table 2.2: Funds released to DSCPS and expenditure incurred

(₹ in lakh)

Year	Budget		Total	Expenditure		Total	Unspent balance		Total
	Central Share*	State Share		Central Share	State Share		Central Share	State Share	
2018-19	1063.7	688.91	1752.61	849.99	509.05	1359.04	213.71	179.86	393.57
2019-20	1104.44	722.14	1826.58	717.64	407.98	1125.62	386.80	314.16	700.96
2020-21	964.47	648.83	1613.30	726.87	425.14	1152.01	237.60	223.69	461.29
Total	3132.61	2059.88	5192.49	2294.50	1342.17	3636.67			

*Grant in aid received from GoI

The total budget and expenditure on ICPS during the years from 2018-19 to 2020-21 was ₹ 5192.49 lakh and ₹ 3636.67 lakh respectively and the unspent balance at the end of these financial years were 22 to 38 per cent of the budget. Unspent balances in budget were due to not executing child care activities such as conducting surveys, improving living condition of GNCTD run child care institutions, etc. as discussed in Para 4.2 – Functioning of GNCTD run CCIs.

Other deficiencies observed in financial management are as under:

2.2.1 Increase in Central share of GiA not claimed

Revised Guidelines of ICPS, 2014 increased the cost share of Centre in ICPS as shown in **Table-2.1**. Audit, however, observed that DSCPS continued sending proposals to GoI as per the old sharing ratio (Central/State/NGOs shares - 60:30:10) and GoI sanctioned funds according to old sharing ratio. Due to not-adopting the revised sharing ratio between Centre: States/NGOs, GNCTD received less share of ₹ 839.50 lakh (₹ 294.53 lakh + ₹ 290.66 lakh + ₹ 254.31 lakh) during 2018-21 as details shown in the **Annexure V**.

In its reply, DWCD stated (December 2021) that there has been no ambiguity as the proposal sent to GOI was as per the revised guidelines of SCPS 2014 and accordingly DWCD has received the GIA. The contention of DWCD is not correct as audit observed that proposals were sent as per old formula.

2.2.2 Delay in release of funds to CCIs

GoI releases funds to DWCD, GNCTD in two instalments every financial year on the basis of budget proposals sent by DWCD. As per Rule 230 (11) of GFR, 2017 budget proposals for allocation of funds for a financial year are to be sent to GoI by September of the previous year. However, DWCD did not send the proposals to GoI in time and proposals for 2018-19, 2019-20 and 2020-21 were sent in July 2018, June 2019 and December 2020 respectively i.e., three to nine months after the financial year had begun rather than six months before its start.

There was delay in release of funds by DWCD to institutions engaged in providing care to children in need. Funds for the year 2018-19 were released to DCPUs/CCIs in next financial year, one instalment in April 2019 and another in December 2019. In 2019-20, funds were released in February and March 2020 whereas in 2020-21, funds were released in February and May 2021. There was no reason on record for the delay in releasing funds.

Audit observed that delay in release of funds had an adverse impact on the functioning of various institutions such as delay in payment of salary to staff, etc. Such delays are also detrimental to the morale of the staff running various institutions apart from compromising with the quality and timeliness of services provided including providing adequate food to children. The delay in releasing funds contributed to unspent balances lying with DSCPS, CWCs, SARA, DCPUs and Government CCIs. The unspent balances lying with these institutions ranged between 20 to 100 *per cent* of the funds released.

Voluntary organisations involved in providing care for children are trying to fill the gap between the requirement and availability of infrastructure for care of children in need which is essentially the responsibility of the Government. Delay in release of funds to CCIs reflect on the attitude of the Government that running these institutions is the responsibility of voluntary organisations which does not bode well for the children in need.

In its reply, DWCD stated (December 2021) that proposals had been sent by them to the Ministry of Women and Child Development (MoWCD), GoI well before the meeting of Project Approval Board (PAB) and there has been no delay on their part as the sanction depends only on the decision of PAB and sanctions received from MoWCD. Reply is not correct as Rule 230(11) of GFR requires DWCD, GNCTD to send the proposal for allocation of fund for financial year by September of previous year. The delay in sending of proposals to MoWCD, GoI, resulted in further delay in release of funds to CCI/DCPU/CWCs.

Recommendation no. 4: Release funds to CCIs and other institutions at the beginning of the financial year so as to enable them to function properly.

2.2.3 Release of grants to ineligible CCIs by DSCPS

Delhi State Child Protection Society (DSCPS) provides grants-in-aid (GiA) to NGOs for running Child Care Institutions (CCIs). As per the grant conditions, State Government reserves the right to terminate the GiA if terms and conditions of the sanction is violated. The NGO would refund the amount under such eventuality. Grantee institutions are also required to submit certified copies of Audited Accounts and Utilisation Certificates for the financial year concerned to DSCPS.

DSCPS withheld 25 *per cent* Grant-in-Aid to 13 grantee CCIs for 2018-19, owing to non-submission of Audit Report for the year 2017-18. Subsequently, eight of these 13 grantees submitted Audited Accounts to DSCPS. However, DSCPS released grants to all the 13 grantees even though the remaining five grantees did not submit the Audited Annual Accounts. Grants released to these five grantees amounted to ₹ 22.77 lakh.

DWCD stated (December 2021) that SCPS received the requisite documents from the NGOs concerned including Audited Accounts and Utilization Certificates. Due to delay in audit, grant was released later considering the best interests of children placed in the said CCI and 25 *per cent* of total grant was withheld.

The reply is not acceptable as it a fact that grants were released to these five CCIs before Audit Reports were submitted, which was the requirement.

Chapter 3

Working of Child Welfare Committees

CWCs did not ensure follow up of progress of children produced before them after issuing orders with regard to their care and protection nor uploaded the orders on the designated portal for promoting transparency and accountability. They also did not upload photographs of recovered children on Facial Recognition System so as to match against the details of missing children indicating lack of concern towards reducing the trauma of separation for parents and children.

The prime function of Child Welfare Committee (CWC) shall be ensuring care, protection, appropriate rehabilitation or restoration of children in need, based on the child's individual care plan, and passing necessary directions to parents, guardians, fit persons, children's homes or fit facilities in this regard.

Whenever a child in need of care and protection is found, he/she is to be produced before the Child Welfare Committee (CWC) by police/DCPU/social worker/voluntary/non-governmental organization and any public servant, etc., within 24 hours of the child being found.

Functions of CWCs *inter alia* include:

- taking cognizance of and receiving the children produced before it;
- conducting inquiries on all issues relating to and affecting the safety and well-being of the children under JJ Act;
- conducting inquiries for declaring fit persons for the care of children in need of care and protection, ensuring care, protection, appropriate rehabilitation or restoration of these children;
- issuing necessary directions to parents or guardians or fit persons or children's homes or fit facility in this regard;
- declaration of orphaned, abandoned and surrendered child as legally free for adoption after due inquiry, etc.

CWC is required to hold an inquiry and pass orders to send the child to his/her parents, guardians, fit person or Child Care Institution (CCI). Any child leaving a Children Home on completion of eighteen years of age may be placed in an After Care Home till the age of 21 years.

Audit assessed the functioning of four test-checked CWCs and observed the following lapses/inadequacies in their functioning:

3.1 Follow up of progress of children not done by CWC

As per Rule 19(18) of JJ Model Rules, 2016, while finally disposing off the case, the CWC shall give a date for follow-up of the child not later than one

month from the date of disposal of the case and thereafter once every month for the period of first six months and thereafter every three months for a minimum of one year or till such time as the CWC deems fit.

Audit noted in one test checked CWC no follow up was carried out by the CCI/DCPU concerned as mentioned in the order and children were not produced to CWC on next date of hearing. However, the CWC did not pursue the matter.

In its reply, DWCD stated (December 2021) that the progress of the child is reviewed in the meetings of the Management Committee as per provisions under the JJ Model Rules, 2016. Periodical Review of individual cases is also done by the respective Child Welfare Committee and directions as considered necessary are passed for their well-being with required interventions i.e., restoration, rehabilitation, transfer of custody or allowing the child to continue in the CCI as the case may be. However, no documentary evidence in this regard was provided.

3.2 Delay in taking action by CWCs to use Facial Recognition Software

Separation of a child from family is traumatic for both the child and the family. Based on a petition regarding a missing child, Hon'ble High Court, Delhi expressed grave concern and observed that out of a total number of 19,916 cases of missing children from January 2016 to December 2018, only 14,756 children have been traced and reunited with their family members whereas, 5,160 children were yet to be traced. A meeting was held (28 March 2019) amongst various stakeholders on the directions (22 January 2019) of the Hon'ble High Court, Delhi, wherein it was decided that CWC was to upload photographs of the recovered children on the Facial Recognition Software (FRS) so as to match the details of missing child. However, only CWC-II, Lajpat Nagar and CWC-X, Alipur uploaded 56 and 12 photos respectively in FRS and the details and photographs of the children produced before other CWCs were not uploaded and checked against records of missing children during 2018-19 to 2020-21.

In its reply, DWCD stated (December 2021) that FRS is being maintained by Delhi Police and details of Chairpersons/Members of CWCs are being provided for creating user ID and Password. However, the reply does not provide reasons for the delay in taking action to use FRS for identifying missing children from amongst the children produced before the CWCs.

Recommendation no. 5: Child Welfare Committees may ensure uploading photographs of children brought before them in Facial Recognition Software so as to match with the details of missing children.

3.3 Failure to upload orders of CWC

As per Sub Rule 19 (21) of the JJ Model Rules, 2016, all orders passed by CWC in respect of a child is required to be uploaded on a designated portal with due regard to the confidentiality and privacy of child. As child care is an issue of

social importance placing information on the portal promoted transparency and accountability for information in public domain is open to scrutiny by any person. Audit observed that no such report was uploaded on the portal.

In its reply, DWCD stated (December 2021) that all the CWCs have been provided Tabs for quick access to available portals and Apps. Further, DWCD jointly with DCPCR has entered into an agreement with NICSI in December 2021 for developing a Juvenile Justice MIS to track and monitor progress of each child brought before the CWCs and placed in the CCLs which will enable maintenance of transparency and privacy and at the same time facilitate follow up with appropriate interventions. The fact remains that orders of CWCs are not placed in public domain as required.

3.4 Training to staff of CWCs

Rule 89 of JJ Model Rules, 2016 stipulates mandatory training to the staff of CWC (for period of minimum 15 days), within a period of sixty days from the date of appointment.

Audit noted that requisite mandatory training was not imparted to staff during the years from 2018-19 to 2020-21. In the absence of any formal training, the staff of CWC were ill equipped in terms of statutory responsibilities and specific jobs requirements.

In its reply, DWCD stated (December 2021) that Chairperson and Members appointed in the Child Welfare Committee are given mandatory training in phased manner so as to ensure that the functioning of the Committee is not interrupted. Details of trainings given to CWC Members from January 2021 to October 2021 was also given. However, as per information provided to Audit by test checked CWCs, the staff were not provided mandatory training.

3.5 Waiting room not provided to children and families

As per ICPS Guidelines for setting up of CWCs, a waiting room was to be provided to children and families. It was observed that waiting room was available only in two out of four selected CWCs, viz. CWC –III, Kingsway Camp and CWC-V, Dilshad Garden.

Thus, CWCs, which have a big role to play in care and protection of children in difficult conditions, were not functioning in a way that inspires confidence in their competence and intent.

In its reply, DWCD stated (December 2021) that all the CWCs have adequate space earmarked as waiting area for children, families and visitors and are properly maintained. However, the reply is not in consonance with the information provided by two out of four selected CWCs which had confirmed that there was no separate waiting room in the remaining two selected CWCs viz CWC-II (South) and CWC-X (North).

3.6 Counsellor services not provided to CWC

Guidelines of ICPS provide that the Children's Home where the CWC is holding its proceedings shall provide support of Counsellor to the CWC on those days when the sitting is taking place. Such Counsellor may help the CWC in deciding the best course of action for the child considering the mental and emotional status of the child. Audit observed that two⁶ out of four CWCs were not provided with the service of counsellors thereby depriving the children of professional assessment with regard to his/her needs.

In its reply, DWCD stated (December 2021) that counsellors from DSLSA and DCPU staff are already posted in every CWC. However, no supporting documents were produced to audit. Reply is not acceptable as CWC had confirmed unavailability of counsellors.

⁶ CWC- II (South), Lajpat Nagar and CWC-III (Central), Kingsway Camp.

Chapter 4

Working of Child Care Institutions

CCIs were functioning without registration, there were also undue delays in Registration and Renewal of CCIs by DSCPS and in taking action against unregistered CCIs, as such allowing them to function without requisite facilities. There was huge shortage of staff in Government run CCIs ranging up to 76 per cent which severely compromised their ability in providing quality care to the children. The CCIs suffered from inadequate infrastructure facilities, insufficient nutrition, clothing, bedding and toiletries provided to children, inadequate medical facilities and significant absence of formal education to children, with only 54 per cent receiving formal education. Similar deficiencies were also observed in After Care Homes, where care is provided to children who must leave CCIs on attaining 18 years of age for two more years to facilitate their re-integration into the society.

4.1 Registration of CCIs

Section 41 of JJ Act, 2015 provides that all institutions, whether run by a State Government or by Voluntary or Non-Governmental Organisations for housing children in need of care and protection or children in conflict with law, shall, be registered under this Act, in such manner as may be prescribed, within a period of six months from the date of commencement of this Act. The institutions having valid registration under the JJ Act, 2000 on the date of commencement of this Act, shall be deemed to have been registered under this Act.

Section 42 provides that any person, or persons, in-charge of an institution housing children in need of care and protection and children in conflict with law, who fails to comply with the provisions of sub-section (1) of section 41, of JJ Act, 2015 shall be punished with imprisonment which may extend to one year or a fine of not less than one lakh rupees or both.

DSCPS was responsible to ensure that all such institutions were registered as per provisions of Section 41 of Juvenile Justice (JJ) Act, 2015. This was necessary to ensure that these institutions have the infrastructure, manpower and other resources to take care of the children entrusted to them at the desired standards.

As of March 2021, there were 77 CCIs, out of which only 68 CCIs had valid registrations. During security of records of selected CCIs, Audit observed the following issues:

4.1.1 Failure to take Action against delay in applying for registration/renewal by CCIs

As per Rule 21(8 and 9) of JJ Model Rules, 2016, all institutions shall be bound to seek renewal of registration three months prior to the expiry of the period of registration and in case of their failure to seek renewal of registration, such institution shall cease to be a registered institution and shall be managed by the State Government or the children placed therein shall be transferred to some other institution by the order of the Juvenile Justice Board or the CWC. In this regard, Audit noted that 14 CCIs, out of 16 test checked, applied for registration/ renewal after due date with delay of 18-120 days, however, no action was taken against these NGOs as per above provisions of JJ Model Rules, 2016 by DWCD.

4.1.2 Delay in processing applications for registration/renewal of CCIs by DWCD

Rule 21(10) of Juvenile Justice Model Rules, 2016 stipulates that an application for renewal of registration of an institution shall be disposed off within sixty days from the date of receipt of application. Rule 21(4) *ibid* also stipulates that the State Government, may not grant provisional registration where adequate facilities do not exist in the institution applying for registration and shall issue an order before the expiry of one month from the date of receipt of the application that the institution is not entitled for even provisional registration. Audit test checked registration applications of CCIs run by NGOs which revealed that applications of registration/renewal were disposed off by DWCD after delays ranging from 121 to 840 days against the stipulated period of sixty days from the date of receipt of application.

The delays were due to many reasons including administrative reasons like incomplete proposals, incomplete Inspection Reports, unavailability of recommendations of the Inspection Committee and lack of clarity about delegation of power of registration, etc.

In spite of not having a valid registration, these CCIs were functioning and the Government was also sending children in need to these CCIs.

In its reply, DWCD stated (December 2021) that there was ambiguity regarding registration as Section 41 of the JJ Act, 2015 provides the registration certificates to be issued by the State Government while Section 106 provides that the matter of registration of CCIs shall be taken up by the SCPS. After amendment of GNCTD Act, and notification of competent authorities, all proposals are now being referred to the Honourable Lieutenant Governor for his assent for registration and renewal of registration of the CCIs. The fact remains that registration/renewal was not done.

Specific cases of delay in registration of CCI and working of unregistered CCI noticed are given below:

An NGO applied for fresh registration on 18 June 2019, after more than four years of expiry of its registration. After inspection (October 2019), CWC and DCPU recommended for rejection of the application due to unhygienic living conditions. However, DSCPS was yet to issue an order of rejection (as of August 2021). This entails the risk that NGO may have been running the CCI despite having unhygienic accommodation.

DWCD stated (December 2021) that placement of children was stopped by CWCs and no child was placed or residing at this place since 2016. However, DWCD had not rejected the application for registration/renewal even after two years.

DCPU-III (South) identified (November 2015) an unregistered CCI⁷, wherein 18 children were residing. The CCI was directed (May 2016) to produce these children to the CWC concerned. However, only six children were brought before CWC, and they were allowed to stay in CCI till further orders. Finally, DSCPS rejected (May 2019) the registration application of the CCI in May 2019, i.e., after more than three years of identification of the CCI. Moreover, due to delayed decision by DSCPS, the children continued to stay in the CCI which was ineligible for registration.

In its reply, DWCD stated (December 2021) that placement of children in the CCI was stopped but the organisation approached Honourable High Court and filed a Petition which is still pending for decision. The fact, however, remains that DWCD rejected the registration application only after more than three years of identifying the CCI.

Thus DWCD did not take timely action in rejection of registration application which were to be disposed off within one month from the date of receipt of application. This allowed ineligible NGOs to continue functioning despite lack of appropriate conditions.

Recommendation no. 6: Complete the process of registration/renewal of CCIs within the prescribed period as per JJ Act, 2015.

4.1.3 Delay by DSCPS in notification of registration of Government run CCIs

As per the JJ Act, 2015, DSCPS was required to register /renew Government CCIs within a period of six months from January 2016, but DSCPS had issued notification of registration of 26 government CCIs only on 13 October 2020 i.e., after delay of 51 months.

⁷ Prayas Children Home for Boys, Mehrauli

In its reply, DWCD stated (December 2021) that the provision of Section 41(1) of JJ Act, 2015 stipulated that the institutions having valid registration under JJ Act, 2000 on the date of commencement of Act of 2015 shall be deemed to have been registered under this Act and all the Government run CCIs were having valid registration at the time of introduction of JJ Act, 2015. However, the reply is silent regarding delay in renewal of registration of CCIs which was to be done within six months of the JJ Act, 2015 coming into effect.

Delay in registration/renewal of registration of CCIs and delay in taking action against CCIs not having adequate facilities/hospitable conditions indicates insensitivity of DSCPS towards providing basic services to children in need as it allowed such institutions to function without necessary requirement, and exposed the children to unfit conditions.

4.2 Functioning of CCIs – Children Homes and Open Shelters

JJ Model Rules, 2016 prescribes minimum standards for various services and facilities to be provided to children staying in Children Homes and Open Shelters. Audit observations related to the 11 test-checked CCIs on the basis of joint physical verifications and examination of records are discussed below:

4.2.1 Shortage of staff in CCIs

The Superintendent of CCI is an important functionary in its day-to-day running. He is responsible for (i) planning, implementation and coordination of all institutional activities (ii) ensuring that the children are provided with prescribed quality and quantity of food, educational and vocational training in accordance with the aptitude and need of the children, etc. Audit observed that Superintendents of three⁸ Government CCIs were holding additional charges of two to four other CCIs. Giving responsibility of running multiple CCIs to a single person does not hold good for smooth and proper functioning of these CCIs.

The status of shortage of staff in 10⁹ out of 11 Children Home and Open Shelters run by Government and NGOs is given in **Annexure VI**.

Data showed that three CCIs run by Government viz CHG-I, Nirmal Chhaya (14/25), CHG-II, Nirmal Chhaya (10/25) and VCH-I, Lajpat Nagar (06/25) and three CCIs run by NGOs viz Apna Ghar, Paharganj (13/25), SPID, Shraddhanand Marg (16/25) and Asra SBT, Najafgarh (15/25) ran with substantial staff shortage *vis-à-vis* sanctioned strength.

⁸ CHG-I,II,III & IV and Foster Care Adoption Agency, Nirmal Chhaya Complex, Hari Nagar; CHB-I & II and After Care Home, Alipur; and VCH-I,II & III, Lajpat Nagar

⁹ CHG-IV, Nirmal Chhaya did not furnish the status of the staff

Huge shortage of staff upto 76 *per cent* in Government run CCIs indicates low priority given by the Government to care and protection of children in need.

In its reply, DWCD stated (December 2021) that Rule 26(1) of JJ Model Rules, 2016 provides that the personnel strength of a CCI shall be determined according to the duty, posts, hours of duty and category of children that the staff is meant to cater to. The staffing pattern for an institution with a capacity of 100 children is suggested/indicative. The staff posted in the CCIs are adequate in terms of the category of children and capacity of the CCIs.

The reply is not acceptable as the staff are not posted as per prescribed norms of JJ Act, 2015 and ICPS guidelines.

4.2.2 Deficient physical infrastructure

Rule 29 of JJ Model Rules, 2016 prescribes the minimum standards of care to be provided by the CCI to the children in terms of physical infrastructure. The suggested norms for building or accommodation in each institution with 50 children are as under:

(i) 2 Dormitories-each 1000 Sq.ft. for 25 children (ii) 2 Class rooms -300 Sq.ft. for 25 children (iii) Sickroom/First aid room - 75 Sq.ft. for 10 children (iv) Kitchen 250 Sq. ft. (v) Dining hall - 800 Sq. ft. (vi) Store - 250 Sq.ft. (vii) Recreation room - 300 Sq.ft. (viii) Library - 500 Sq.ft. (ix) 5 Bathroom - 25 Sq.ft. each (x) 8 Toilets - 25 Sq. ft.. (xi) Counselling and Guidance room - 120 Sq.ft. (xii) Workshop - 1125 Sq. ft. for 15 children (xiii) Play ground - Sufficient area according to total number.

The status of CCIs (both Government and NGO run) with respect to basic infrastructure is indicated in **Table 4.1**.

Table 4.1: Availability of Infrastructure in CCIs

Name of CCI	CCIs run by Government						CCIs run by NGOs				
	CHB-I, (Phulwari) Alipur (SS- 200 Children)	CHB-II (Ashiyana) Alipur (SS- 100 Children)	CHG-I, Nirmal Chhaya (SS- 100 Children)	CHG-II, Nirmal Chhaya (SS- 100 Children)	CHG-IV, Nirmal Chhaya (SS- 20 Children)	VCH-I, Lajpart Nagar (SS – 70 Children)	Prayas NGO, Jahangir puri (SS- 100 Children)	DMRC, SBT Tishazari (SS- 1 20 Children)	Apna Ghar Open shelter, Paharganj (SS- 25 Children)	SPID, shradhdhanand marg (SS- 25 Children)	Aasra, SBT Najafgarh (SS- 50 Children)
Dormitory	Adequate	Adequate	Less	Less	Less	Less	Adequate	Less	Adequate	Less	Less
Classroom	Less	Less	Adequate	Adequate	Adequate	Not available	Less	Less	Less	Less	Less
Workshop	Not available	Not available	Less	Less	Adequate	Less	Less	Less	Not available	Not available	Less
Toilets	Adequate	Adequate	Less	Less	Adequate	Less	Adequate	Less	Less	Less	Less
Bathroom	Adequate	Adequate	Less	Less	Adequate	Adequate	Adequate	Less	Less	Less	Less
Library	Less	Less	Less	Less	Adequate	Less	Less	Less	Not available	Less	Less
Playground	Adequate	Adequate	Adequate	Adequate	Adequate	Adequate	Adequate	Adequate	Not available	Not available	Not available
Sickroom	Less	Less	Less	Less	Adequate	Less	Less	Less	Less	Not available	Less
Dining hall	Less	Less	Less	Less	Adequate	Adequate	Less	Less	Not available	Not available	Less
Kitchen	Less	Less	Adequate	Adequate	Adequate	Adequate	Less	Less	Not available	Less	Less
Store	Less	Less	Less	Less	Adequate	Adequate	Adequate	Less	Less	Less	Less
Recreation	Less	Less	Adequate	Adequate	Adequate	Adequate	Less	Adequate	Not available	Less	Adequate
counselling room	Less	Less	Adequate	Adequate	Adequate	Less	Less	Less	Less	Less	Less

The above table shows that basic infrastructure facilities i.e Dormitory, Classroom, Workshop, Library, Sickroom, Dining hall and Store did not meet the requisite specifications or number in most Government and NGO run CCIs. Several infrastructural deficiencies were observed in Government run CCIs as indicated below:-

- **Dormitories, Dining hall and store:** All test checked six CCIs had dormitories, dining hall and store but four CCIs did not meet the requisite specification.
- **Workshop, Library and Sick room:** Five CCIs did not meet the requisite specification.
- **Classroom, counselling room and toilets:** three CCIs did not meet the requisite specification.

Apart from the inadequacy of infrastructural facilities, Audit observed poor condition of available facilities in a few CCIs during Joint Physical Verification. Severity of infrastructural deficiencies evident from the following pictures indicated lack of proper maintenance for a long period and neglect on the part of the authorities responsible for making these CCIs habitable.

Illustrative cases are discussed below:

- In CHB-I, Audit observed cracks in ceiling, seepage in walls, broken and dirty toilets, lack of sufficient safe drinking water and usage of dormitory to store obsolete and dismantled items.



Picture 1: Plaster on ceiling falling in Dormitory, CHB-I

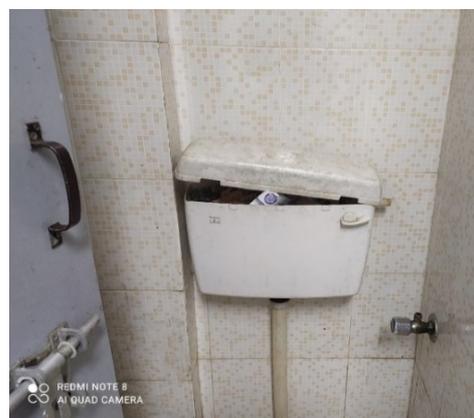


Picture 2: Broken commode in toilets of CHB-I

- In DMRC children Home, Tis Hazari, toilets were found to be in unhygienic condition as the cistern was not functioning.



Picture 3: Seepage on Kitchen Walls in CHB-I



Picture 4: Broken cistern in toilets of DMRC CCI

- During joint inspection of Apna Ghar Open Shelter, Audit observed that only five benches (with total seating capacity of 10 children) were available for 28 children. As a result, children were forced to study while sitting on the floor of dormitory.

In its reply, DWCD stated (December 2021) that physical infrastructure in CCIs are required as envisaged under Rule 29 of JJ Model Rules, 2016 and the norms provided under sub rule (6) are suggested/ indicative as the same is applicable for the CCIs with accommodation capacity of 50 children. All the Government CCIs have adequate physical infrastructure and more spacious than what is

envisaged under the said Rule. It was further stated that since the maintenance of the building is undertaken by the PWD, sometimes renovations/repair takes considerable longer time but children are accommodated properly in alternative facilities within the complex. Reply is not acceptable as above table shows that most of test checked CCIs run by Government and NGOs did not meet the requisite specifications. Further, the severity of infrastructural deficiencies indicate lack of proper maintenance for a long period.

4.2.3 Insufficient nutrition provided to children

Rule 33 of JJ Model Rules, 2016 specified the standards relating to nutrition and diet scales for compliance by the CCIs. Out of 11 test checked, only six Homes/Shelters, maintained records regarding nutrition provided to the children.

These six Homes/Shelters¹⁰ either did not provide requisite items (chicken/eggs, curd/butter milk, paneer, cereals, dal/rajma/chana, etc.) at all or provided in less than prescribed quantity.

In the absence of the records/register of dietary items in rest of the five test checked Homes/Shelters, Audit could not ascertain whether prescribed quantities of all dietary items were provided or not.

In its reply, DWCD stated (December 2021) that all the Government run CCIs follow the norms provided under the JJ Model Rules, 2016. However, CHB-I and CHB-II, Alipur accepted the audit findings and replied that the quantity of items would be consumed as per prescribed norms and noted it for future compliance. The reply of DWCD is not tenable as the quantity of dietary items consumed showed that items were not provided as per prescribed norms and auditee units also accepted the audit facts. Further, DWCD is silent on CCIs run by NGOs in its reply.

4.2.4 Insufficient provision for Clothing, bedding and toiletries

Rule 30 of JJ Model Rules, 2016 specified the essential items of clothing, bedding and toiletries for compliance by the CCIs. Out of 11 test checked Homes/Shelters, nine provided the relevant records for the period of 2018-21 to Audit.

In these nine Homes/Shelters, essential items (such as Cotton Durry, Pillow, Pillow covers, Mosquito net, mattress, cotton bed sheet, cotton blanket/khes, cotton filled quilt, towels, shirts, pants, night wear, shorts, undergarments, slippers, shoes, handkerchiefs, socks, etc.) were either not provided or provided in insufficient quantity to children (Details in **Annexure VII**).

¹⁰ Four CCIs run by Government viz CHG-I & CHG-II, Nirmal Chhaya, CHB-I & CHB-II, Alipur and two CCIs run by NGOs viz SBT Asra, Najafgrah and Prayas CHB, Jahangir Puri

Regarding provisions for toiletry items, in four¹¹ Homes/Shelters, essential items like hair oil, toilet soap, toothbrush, tooth paste, comb, shampoo, hair clips, moisturizer, etc. were either not provided or provided in less quantity against the prescribed standards.

In its reply, DWCD stated (December 2021) that the CCIs are being monitored directly by the DCPU, District Inspection Committees and Delhi Commission for Protection of Child Rights and all the Government run institutions follow the prescribed norms and the NGOs who flagged resource constraints were provided necessary assistance by way of supply of materials through Delhi Child Welfare Fund or voluntary donations. However, it was observed in audit that quantity of clothing and bedding items consumed showed that these were not provided as per prescribed norms and audit findings were accepted by CHB-I and CHB-II, Alipur in its reply.

4.2.5 Inadequate medical facilities for children

Rule 34 of JJ Model Rules, 2016 *inter alia* specifies medical services/facilities to be provided at CCIs. The status of availability of these services/facilities are shown below:

Sl. No.	Requirement	Actual position
1.	A nurse or a para medic shall be available round the clock in all Child Care Institutions.	In 10 out of 11 test-checked Homes/Shelters, nurse was available for only 8-hours duty. In the remaining one (Aasra Children Home) nurse was not available.
2.	Maintain medical records of each child on the basis of monthly medical check-up and provide necessary medical facilities.	Records of monthly medical check-up not maintained in two viz CHB-I and CHB-II, Alipur out of 11 test-checked homes/shelters.
3.	Facilities for quarterly medical check-ups including dental check-up, eye testing and screening for skin problems and for treatment of children.	Facilities for quarterly medical check-ups including dental check-up, eye testing and screening for skin problems and for treatment of children was not available in 7 out of 11 test check viz CHB-I and CHB-II, Alipur, VCH-I Lajpat Nagar, CHG-II, Nirmal Chhaya, SBT-DMRC Tishazari, Prayas Children home for Boys Jahangir Puri and Apna Ghar Open shelter Paharganj.
4.	Every institution should make necessary arrangements for the immunization of children.	No arrangements made for immunisation in two CCIs, viz Children Home for Boys -I, Alipur and Children Home for Boys – II, Alipur, out of eight test-checked homes/shelters.

During Joint Physical Verifications, Audit observed that one child in CHB-I had developed white patches all over his body. Medical records of the child

¹¹ CHG-I, Nirmal Chhaya; Prayas NGO, Jahangir Puri; DMRC, Tishazari; Apna Ghar Open shelter, Paharganj; Aasra, SBT Najafgarh, Asra SBT Najafgarh

revealed that he was examined by a part-time doctor in Home since July 2019 but was never referred to specialist doctors for proper treatment.

Thus, CCIs were not providing medical facilities to children to the extent required under JJ Model Rules, 2016.

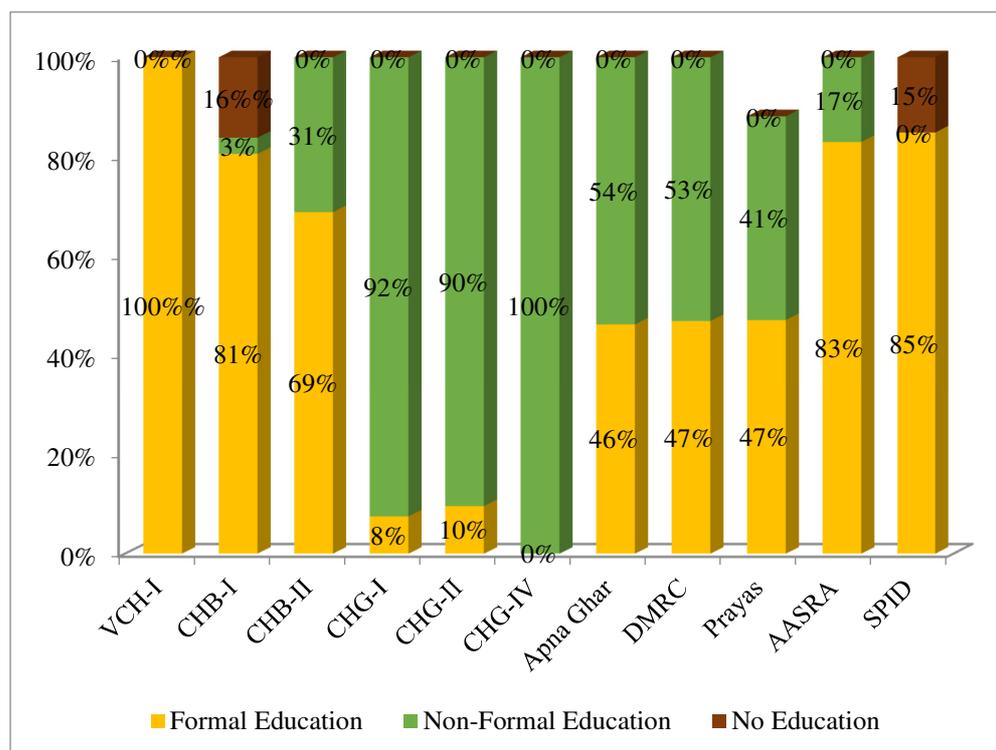
DWCD stated (December 2021) that all the Government run CCIs have doctors appointed to visit and attend the children on regular basis and the institutions are in tie up with nearby hospitals for referral and specialized medical services.

DWCD did not give specific reply on absence of nurse or para medic, medical records and immunization and was silent on CCIs run by NGOs. Further, supporting documents were not provided along with reply.

4.2.6 Significant absence of formal education to children

Rule 36 of JJ Model Rules, 2016 provides that every institution shall provide education to all children both inside the institution or outside as per requirement.

Audit observed that only 54 per cent of the children in these Homes/Centres were provided formal education. Overall, while 18 out of 542 children were not provided any education, be it formal or non-formal, 219 children were provided only non-formal education. Vocational training was provided to 11 children.



Education facilitates children to become self-sufficient and helps them integrate in society. Absence of formal education to a large number of children compromised the standard of care being given to them.

In its reply, DWCD stated (December 2021) that formal schooling becomes possible only if the child is placed for long term care for which admission is facilitated with nearby schools. Further, DWCD has engaged guest teachers in all the Government run CCIs to ensure that children get opportunity to attend in-house classes and continue schooling. However, Audit found that the post of educator/ tutor was vacant in all these CCIs and no supporting documents for engagement of guest teachers in CCIs run by the Government was provided along with replies. Fact remained that significant percentage (46 per cent) were not enrolled in any formal education in test checked CCIs.

4.2.7 Deficient security mechanism

Rule 67 of JJ Model Rules, 2016 *inter alia* stipulates that adequate number of scanners and metal detectors may be provided in every Child Care Institution. Further, CCTV Cameras and enough wire fencing/boundary walls should be provided in all the CCIs to stop children from running away and to prevent entry of prohibited items in CCIs.

During Joint Physical Verifications of 11 test-checked Children Homes/Open Shelters, it was observed that none of these institutions had scanners and metal detectors installed.

In its reply, DWCD stated (December 2021) that scanners and metal detectors are advisable in institutions for children in conflict with law and not required in other CCIs. The reply is factually incorrect as JJ Model Rules, 2016 provide that scanners and metal detectors may be provided in every CCI.

Further, CHB-II, Alipur and Prayas Children for Boys, Jahangir Puri lacked proper boundary wall/grills from all sides. In Apna Ghar Open Shelter, CWC had observed (January 2021) unavailability of CCTV cameras and inadequate wire fencing on terrace.

Risk of children running away from Children’s Homes/Open Shelters remains high. During April 2018 to March 2021, 36 children ran away from five CCIs¹² out of which only 13 were traced and brought back.

In its reply, DWCD stated (December 2021) that all the CCIs have CCTVs installed for better surveillance. However, DWCD did not provide supporting documents in this regard and was silent on lack of boundary wall/grills whereas the Superintendent of Apna Ghar Open Shelter stated (July 2021) that CCTV Camera would be installed and fencing work would be started as soon as possible. The Superintendent (CHB-II, Alipur) also stated (June 2021) that the boundary wall would be repaired at the earliest.

¹² Children Home for Boys-I, Alipur; VCH-I, Lajpat Nagar, SBT-DMRC, Tishazari, Prayas Children home for Boys, Jahangir Puri, Apna Ghar Open Shelter, Paharganj, Aasra, SBT Najafgrah

Once a child is brought under the care of Government, he/she becomes responsibility of the Government. In the absence of adequate security at CCIs, their protection is being compromised. Further, the issue of children running away from CCIs indicates that the children were not happy with life in these CCIs.

4.2.8 Unauthorised absence of children

Rule 69 (k(2)) of JJ Model Rules, 2016 *inter alia* stipulates, in the event of a child leaving Child Care Institution, this may be brought to the notice of police and the detailed report to be sent to CWC by the In-charge of Home.

During scrutiny of records of selected Open Shelter, Shraddhanand Marg, Audit observed that 35 children were absent from Open Shelter since November 2017, without permission of CWC. Audit noted that intimation was given to CWC-IX, Gole Market by the Shelter that these children were taken away by their mothers but prior permission was not taken from the CWC. Though four children came back during March-June 2021, 31 children were yet to come back as of July 2021.

In its reply, DWCD stated (December 2021) that the institution SPID, Shraddhanand Marg, facilitates the children of women staying in brothels at the GB Road. It is an open shelter where children can walk in as per their will and also leave without restrictions.

The contention of DWCD is not correct as the children were placed in the Shelter by CWCs and therefore, prior permission should have been taken from CWC for releasing the children from the Shelter.

4.2.9 Improper documentation of details of children

Rule 77 of JJ Model Rules, 2016 stipulates that Children Homes/Open Shelters should maintain records, indicating the dates of admission, discharge and rehabilitation, photograph of child etc.

Audit observed that four Children Homes/Open Shelters¹³ were not maintaining Master Registers properly as photographs of some children were not affixed, date of admission and restoration were not mentioned and address was not recorded. Further, no address was recorded in respect of children restored to parents/relatives in the Master Register.

In its reply, DWCD (December 2021) accepted the observation for future compliance. However, this being a serious lapse, responsibility needs to be fixed.

¹³ Apna Ghar Open shelter, Paharganj; CHG-I, Nirmal Chhaya, Jail Road; Children Home for Boys-I, Alipur and Children Home for Boys-II, Alipur.

4.3 Functioning of CCIs –After Care Homes (ACHs)

Rule 25 of the JJ Model Rules, 2016 provides that the State Government shall prepare a programme for children who must leave CCIs on attaining 18 years of age by providing for their education, giving them employable skills and placement as well as providing them places for stay to facilitate their re-integration into the society. Any child who leaves a CCI may be provided after care till the age of 21 years on the orders of the CWC or Juvenile Justice Board or the Children’s Court and in exceptional circumstances, for two more years on completing 21 years of age.

In NCT of Delhi, there are two ACHs (ACH for Boys, Alipur and ACH for Women, Nirmal Chhaya) to provide above facilities to 100 inmates each. Audit examined the records and conducted Joint Physical Verifications of both ACHs and observed the following:

4.3.1 Shortage of Staff

These ACHs suffered from shortage of manpower as, against requirements of 11 and 15 officials in ACH, Alipur and Nirmal Chhaya respectively, only three officials were posted in each of these ACHs, and that too with additional charges of CCIs. There were sanctioned posts of Instructors and Chowkidars for ACH, Alipur but there were vacant posts of Caretaker, Chowkidar, Craft Instructor and Teacher in ACH, Nirmal Chhaya.

In its reply, DWCD stated (December 2021) that there are no prescribed norms for staffing pattern in ACHs. Fact remains that ACHs were suffering from shortage of staff against strength sanctioned by Government.

4.3.2 Deficient physical infrastructure

Building of ACH, Alipur was declared damaged and dangerous by PWD and the ACH was functioning in the premises of CHB-II, Alipur. As a result, necessary infrastructure facilities such as separate dormitories, toilets, bathrooms, dining room, office room, library room, sick room, etc., were not available for ACH.

ACH, Nirmal Chhaya was not equipped with necessary infrastructure facilities such as dining room, counsellor room, library room, sick room, etc., separately and it has been functioning in the common premises of Bal Niketan and Balika Greh with inadequate space.

In its reply, DWCD stated (December 2021) that there are no prescribed norms for physical infrastructure in ACHs. Reply is not acceptable as Rule 25 of JJ Model Rules, 2016 specially enjoins the State Government for providing appropriate facilities in ACH to facilitate the stay of children who leave CCIs on attaining the age of 18 years.

4.3.3 Inadequate dietary nutrition

ACH, Alipur was following dietary norms prescribed in JJ Model Rule, 2016. Audit noted that milk, chicken, and butter milk/curd, Sooji and Ragi were never provided during the period of audit and most of the other items of diet/nutrition such as dal, rajmaa, milk, curd, poha, etc., were distributed in less quantities than prescribed. ACH, Nirmal Chhaya was providing dietary norms as per old manual¹⁴. Due to this, the inmates were not provided some essential items i.e., milk, paneer, egg, chicken etc. or getting dietary items i.e., atta/rice, dal, etc. in less quantity than those prescribed.

DWCD did not offer any specific comment.

4.3.4 Inadequate provision for clothing and bedding

Audit noted that ACH, Alipur followed norms of JJ Model Rules, 2016 whereas ACH, Nirmal Chhaya provided clothing, bedding and toiletries items as per norms under old manual.

Audit observed that clothing and bedding items were either not provided at all or provided in less quantity vis-à-vis prescribed levels. In ACH, Nirmal Chhaya, the inmates were not provided essential items i.e Mattress, Pillow, Cotton filled quilt, Mosquito net, Salwar Kameez and Nightwear or were getting items of clothing, bedding and toiletry in less quantity/scale as per prescribed standards under Rule 30 of Model JJ Rules, 2016. Further, Audit found that essential items such as blankets, scarf/chunni, half sleeve sweater were never provided and some articles i.e chappals, handkerchief, and canvas were issued in short quantities, even as per the old manual.

DWCD did not offer any specific comment

4.3.5 Children in ACHs not provided with funds for essential expenses

As per Rule 25(6) of JJ Model Rules, 2016 children placed in After Care Programme shall be provided funds by the State Government for their essential expenses. Audit observed that none of the inmates was provided funds.

DWCD did not furnish specific reply, however, it was stated that they provided ample opportunities for their education, skill development, training and also facilitates for employment during their stay.

Thus, a systematic and regulated transition of children (discharged from CCIs) from an institution-based life to mainstream society for social reintegration was not ensured due to absence of effective implementation of After Care Programme. It is the responsibility of DWCD to ensure adequate facilities provided in the ACH as per prescribed norms of ICPS guidelines and JJ Model Rules, 2016.

¹⁴ Manual for Functionaries of Institutions and Service, 1989

Recommendation no. 7: Provide adequate staff at CCIs and impart them training so that they can effectively discharge their responsibilities towards childcare.

Recommendation no. 8: Ensure availability of minimum standards of care in terms of physical infrastructure, clothing and bedding, nutrition and diet and education in all child care institutions and also ensure adequate security arrangement in them.

Chapter 5

Monitoring

Monitoring of implementation of the Scheme was deficient in many respects. DCPUs were to organize quarterly meetings with stakeholders to review the progress of child protection activities but such meetings were either not conducted or conducted with time lag. DCPUs also did not conduct inspections of CCIs as required and where inspections were conducted, there was no follow up to ensure that deficiencies pointed out were addressed. No Progress Reports with regard to implementation of the Scheme were submitted to the Government by DSCPS as required under the ICPS guidelines. In the absence of regular monitoring and inspection effective implementation of ICPS was compromised.

5.1 Progress reports not submitted to Government of India by DSCPS

As per the Chapter 4 of ICPS Guidelines, DSCPS was required to furnish Quarterly Progress Reports to Ministry of Women and Child Development (MoWCD), Government of India (GoI). Supreme Court had also directed (April 2015) that MoWCD should impress upon all States to submit Quarterly Progress Reports through online mechanism.

Audit, however, observed that DSCPS neither prepared nor submitted Progress Reports to MoWCD since September 2017. It shows lack of proper monitoring and supervision in implementation of the ICPS.

In its reply, DWCD stated (December 2021) that quarterly Monitoring Reports were regularly submitted to MoWCD through online portal which is under upgradation and status in this regard is still awaited from GoI. Reply is not acceptable as records made available to audit revealed that no such Progress Report was submitted to MoWCD. No documentary evidence was furnished in support of their reply.

5.2 Deficient monitoring by District Child Protection Units

ICPS prescribes setting up of DCPUs as fundamental units for implementation of ICPS at District level. DCPUs were made responsible for all activities in relation to providing care to children in their respective Districts such as identification of children in need, creation of District specific data base of children in vulnerable condition, effective implementation of child protection legislations, ensuring an individual care plan for each child in need of care, identification of and support to voluntary organisations, etc. In effect, while CWC is the authority to decide upon the course of action in each case of children produced before it, DCPUs make arrangements for care and protection of children at ground level.

Even after their constitution, functioning of DCPUs left much to be desired as audit observed deficiencies in various aspects of implementation of ICPS such as identification of children in need, conducting meetings with stakeholders etc. as discussed in the succeeding paragraphs.

5.2.1 Quarterly meetings with stakeholders not conducted

ICPS Guidelines stipulates that DCPU has to organize quarterly meetings with all stakeholders at district level which includes Superintendents of Homes, NGOs, etc. and representatives from Health, Labour and Police Departments to review the progress and achievement of child protection activities. It is the duty of DCPUs to circulate the minutes of the meetings to the stakeholders concerned.

Out of the four test-checked DCPUs, two¹⁵ DCPUs had not conducted any meeting whereas DCPU-VI, North and DCPU-I, Central had conducted three and one meeting against the prescribed 12 meetings during 2018-21. Moreover, no member from Health, Labour or Police Departments attended these quarterly meetings and minutes of the meeting were not circulated to any of the departments/units etc. DCPU-I stated that due to overburden, the minutes were not circulated.

DWCD stated (December 2021) that notice for meeting at West and South West Districts has been issued in December 2021. Further, DCPU now functions under the supervision of the District Magistrates (DMs) and DMs are expected to review/conduct meeting with the stakeholders. The reply indicates that meetings were not being conducted as required.

Regular interaction with stakeholders was necessary to resolve various difficulties faced by them and ensure that all the services envisaged under the scheme are provided to the children in need. In the absence of regular meetings and proper follow up on decisions taken, DCPU was not in a position to ensure effective implementation of the Scheme.

5.2.2 Inspections of CCIs not conducted

As per ICPS guidelines, DCPU shall coordinate and supervise implementation of the ICPS at District level including monitoring and supervision of all institutions/agencies/ projects/programs/NGOs and shall report to SCPS at the State level.

Test check of Inspection Reports of CCIs by DCPU-II (North-East and Shahdara) revealed common deficiencies such as toilet flush not working, pending repairs of washrooms and toilets, seepage in dormitory etc. Similarly, in CCIs inspected by DCPU-I (Central) also, there were some common deficiencies such as unavailability of counseling rooms, shortage of beds, unavailability of part-time doctors, unavailability of sick rooms, etc. The

¹⁵ DCPU-II (North East and Shahdara) and DCPU-III (Lajpat Nagar)

DCPUs were required to follow up compliance of these shortcomings, but Compliance Report of these Inspection Reports were not found in the records. This clearly shows that DCPUs, even when they visited the CCIs, did not follow up, to check the compliance of issues pointed out during inspections.

No specific reply was furnished by the Department in this regard.

Further, as per para 2.1(xv) of ICPS Guidelines, DCPU should conduct visits of all institutions/agencies for supervision and to ascertain that proper facilities are being provided. The status of Inspections conducted in the four test-checked CCIs by DCPUs is given in **Table 5.1**.

Table 5.1: Number of inspections conducted by DCPU

DCPU	Number of CCIs under jurisdiction of DCPU	Number of inspections conducted		
		2018-19	2019-20	2020-21
North	08	05	00	06
South	20	36	54	36
Central	08	01	01	05
North-East and Shahdara	03	03	00	03

It can be seen from above table that DCPUs North and Central did not cover all CCIs under them even once in a year. DCPUs, North-East and Shahdara did not carry out any inspection in 2019-20. Inspection by DCPU, Central was particularly deficient. It indicates poor monitoring of CCIs by DCPUs.

In its reply, DWCD stated (December 2021) that Inspections of CCIs are conducted on a regular basis and meetings of the Management Committees headed by DCPO are held on a monthly basis for management of institutions and to monitor the progress of every child. The reply is not tenable as the Inspections of CCIs were not being conducted by the selected DCPUs.

5.2.3 Children's identity indicators on all-India web portal not ensured

Ministry of Women and Child Development, GoI had setup the 'TrackChild' Web Portal for tracking missing children and for their ultimate repatriation to rehabilitation. Information about children is to be entered by the ICPS functionaries on this portal for enabling centralised coordination. As mentioned in the order issued in September 2019 by DWCD, DCPU is responsible for monitoring the web portal and has to facilitate the CWC and CCIs in registering /uploading/updating the details of children on the portal from time to time.

It was observed that only 17 out of 44 CCIs under the four test-checked DCPUs were uploading details on the Web Portal as given in **Table 5.2**.

Table 5.2: Number of CCIs which are uploading information of children on web portal

Test-checked DCPU	Number of CCIs	No. of CCIs uploading details on Web- portal
North	8	1 (for remaining CCIs the data is at other district’s portal)
South	20	14
Central	8	0
North-East and Shahdara	8	2
Total	44	17

Moreover none of the four test-checked CWCs uploaded information of children¹⁶ sent to CCI by CWC during the period 2018-19 to 2020-21. Two CWCs did not even have an active password available to access the portal.

Position of admission and uploading the details of children on portal in respect of test-checked Children Homes, Open Shelters and Specialised Agencies is given in **Table 5.3**.

Table 5.3: Status of uploading of details of children on web portal

Sl. No.	Name	Deficiency noticed
Children Homes		
1.	CHB-I, Alipur	Details of 16 out of 616 children uploaded.
2.	CHB-II, Alipur	Details of 41 out of 133 children uploaded.
3.	CHG-I, Nirmal Chhaya	Children’s details not uploaded.
4.	CHG-II, Nirmal Chhaya	Information not provided to Audit
5.	CHG-IV, Nirmal Chhaya	Information not provided to Audit
6.	VCH-I, Lajpat Nagar	Information not provided to Audit
7.	Prayas CHB, Jahangir Puri	Details of 50 out of 455 children uploaded
8.	CHB, DMRC Tis Hazari	Details of 230 out of 523 children uploaded
9.	SBT Aasra CHB Najafgarh	Children’s photos not uploaded on portal
Open Shelters		
10.	Apna Ghar SBT	ID not issued to CCI by DCPU
11.	SPID Shraddhanand Marg	ID not issued to CCI by DCPU
Specialised Adoption Agencies		
12.	SAA Nirmal Chhaya Complex	Information uploaded
13.	Welfare Home for Children, Sarita Vihar	Information uploaded

Even though majority of the CCIs were not uploading information of children staying there or produced before them, no action was taken by the respective DCPU in this regard. DCPUs did not even provide access to the Web Portal to two Open Shelters.

This compromised the ability of the Government to track missing children, their recovery and rehabilitation, thereby prolonging the suffering of affected children and their parents.

¹⁶ 5769 children were sent to CCIs by three CWCs. Information not provided by remaining one CWC

DWCD stated (December 2021) that the National Web Portal “TrackChild” is based on the provisions of earlier Act, of 2000 and therefore DCPUs encountered difficulties in uploading the information. However, on another portal created by National Commission for Protection of Child Rights (NCPCR) namely Bal Swaraj, DCPUs have been uploading the desired details and particulars of children on a regular basis. Reply is not acceptable as DWCD was required to upload the details of children on Web Portal “TrackChild” under the provisions of ICPS guidelines and JJ Model Rules, 2016. Further, DWCD did not furnish supporting documents in respect of uploading the details of children on NCPCR portal.

Recommendation no. 9: For centralized coordination, complete data may be uploaded in Track Child Portal in a time bound manner.

5.3 Review of CWCs not conducted

As Section 27 (8) of JJ Act, 2015, the District Magistrate (DM) shall conduct a Quarterly Review of the functioning of CWC. Audit observed that against the required 48 Quarterly Reviews for four CWCs during 2018 to 2021, only one Quarterly Review was done (CWC-II, Lajpat Nagar). In the absence of quarterly reviews by the District Magistrates (DMs) functioning of CWCs was not being monitored/watched properly as per JJ Act, 2015.

In its reply, DWCD stated (December 2021) that CWCs have been advised to submit self-appraisal reports to the DM concerned.

5.4 Lack of supervision by Superintendents of CCIs

ICPS Guidelines required the Superintendents of CCIs to either reside within the institution or in quarters in the premises to supervise the overall care of the children. Further, Rule 61(2) of JJ Model Rules, 2016 stipulates that the Person-in-charge shall stay within the premises to be readily available as and when required by the children or the staff and in case where an accommodation is not available in the premises, he shall stay at a place in close proximity to the Child Care Institution till such time such accommodation is made available within the premises of the Child Care Institution.

During field visits of the test-checked nine Children Homes and two Open Shelters, Audit found that Superintendents were not residing within the institution or in quarters in the premises except two CCIs¹⁷ which is in violation of the provisions of the Act.

In its reply, DWCD stated (December 2021) that institutions run 24x7 and an officer of supervisory level is mandatorily deployed at all the time to manage the functioning of the CCIs. Reply is not tenable as Superintendents were not residing in the selected CCIs and no supporting documents were produced to audit regarding deployment of Supervisory level officers. Besides, it was found

¹⁷ Prayas Children Home for Boys, Jahangir Puri and SPID, Shraddhanand Marg

that Persons-in-charge of one CCI was also given charge of other CCIs as commented in para 3.2.1 of Chapter 3 of this Report.

In the absence of regular monitoring and inspection of Child Care Institutions by District Child Protection Unit, effective implementation of Integrated Child Protection Scheme was compromised.

Recommendation no. 10: District Child Protection Units should conduct regular monitoring and inspection of Child Care Institutions.

Chapter 6

Rehabilitation of children

There were delays in uploading Child Study Reports, Medical Examination Reports, and Certificates declaring children free for adoption by Specialised Adoption Agencies (SAAs). Besides, there were months of delay in filing of adoption petitions before courts as also in uploading Home Study Reports of Prospective Adoptive Parents. Delays in declaring children free for adoption reduced their chances of getting adopted. Post-adoption follow up was not done in most cases by SAAs due to which there was a lack of assurance that adopted children were being taken care of. The Government also did not implement 'Sponsorship' and 'Foster Care' Schemes due to which the growth and development of children in family environment could not be achieved, especially in cases where the families/relatives and other individuals are desirous of helping the children but are unable to do so due to financial constraints.

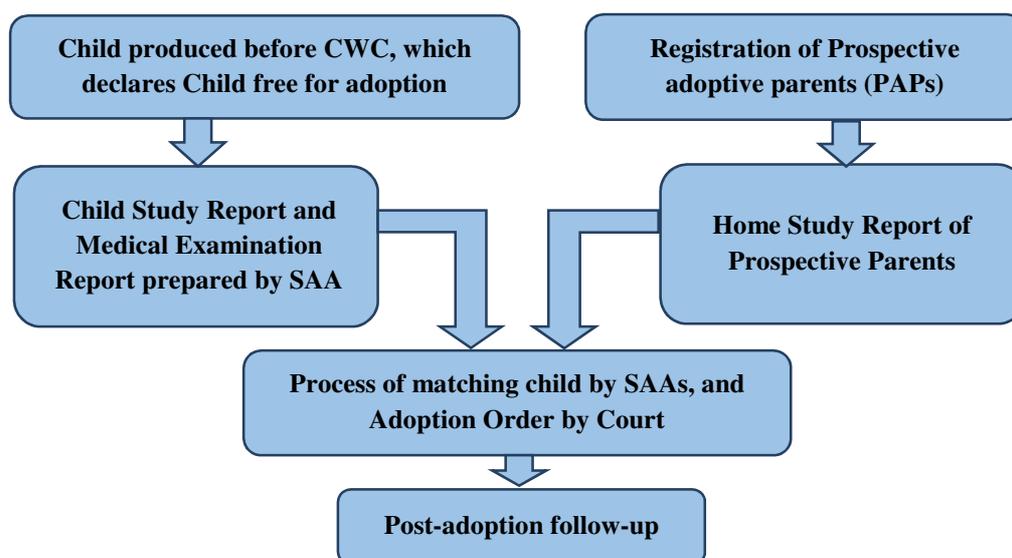
The most desirable situation for a child is to be with his/her parents where the child feels safe and cared for. Therefore, it is imperative for the Government to make all possible efforts to keep the child with his/her family and only in circumstances where this is not in the best interests of the child or not possible, other options such as placing them in CCIs or for adoption etc. should be considered.

Rehabilitation of children is carried out through Institutional care and family based Non-Institutional care i.e., Adoption, Foster Care and Sponsorship. Out of these, the best scenario for children orphaned and abandoned/surrendered would be their getting adopted as, through adoption, the child legally acquires a new set of parents with all rights, privileges and responsibilities that are attached to this relationship. Section 56 of JJ Act, 2015 stipulates that, adoption shall be resorted to for ensuring right to family for orphans and for abandoned and surrendered children.

ICPS Guidelines provide for the constitution of State Adoption Resource Agency (SARA) in every State/UT, to coordinate, monitor and develop the work of adoption, liaison with DCPU at District level and to provide technical support to CWC in carrying out adoption.

Specialised Adoption Agency (SAA) is a Childcare Institution for housing orphans, abandoned and surrendered children, placed there by orders of the CWC, for the purpose of adoption. The process of adoption is as given in **Figure 6.1**.

Figure 6.1: Process of adoption



JJ Act, 2015 stipulates that the State Government shall recognise one or more institutions or organisations in each district as SAA. Audit observed that no SAA was recognized in two¹⁸ out of the 10 districts. Thus, there was no dedicated mechanism to facilitate adoption of orphan, abandoned and surrendered children in these two districts.

In the remaining eight districts, there were total 9 SAAs, out of which one¹⁹ is run by the Government, three²⁰ by NGOs aided by Government, and the remaining five are run by NGOs on their own. Out of the four SAAs either run by the Government directly or through aided NGOs, audit examined the records and conducted Joint Physical Verification of two SAAs.

As already mentioned in the paragraph relating to delay in declaring children free for adoption by CWCs, a delay in this process leads to prolonging the stay of children in the CCIs apart from decreasing the possibility of a child getting adopted. Therefore, in order to provide the children the best possible care, Government needs to streamline the adoption process so as to avoid delays in the process. However, from the records of two SAAs examined, Audit observed delays at various stages, as described in the following paragraphs:

6.1 Delays in uploading the Certificate issued by CWC declaring the child free for adoption

Regulation 29 (1) (d) of Adoption Regulations, 2017 stipulates that SAA shall upload the Certificate, issued by the Child Welfare Committee, declaring the child legally free for adoption in Child Adoption Resource Information and

¹⁸ East District and North-East District.

¹⁹ Foster Care & Adoption Service Centre (SAA) Jail Road, New Delhi.

²⁰ Matri Chhaya, Paharganj; Welfare Home for Children, Sarita Vihar; and Asharan Orphanage, Peeragarhi.

Guidance System (CARINGS) within 48 hours from the receipt of such Certificate. Audit noticed that SAA, Foster Care and Adoption Service Centre, Nirmal Chhaya Complex, uploaded certificates declaring the children legally free for adoption in respect of six out of 14 children after delays ranging from 14 to 88 days and in two cases, with delays of 496 and 625 days.

In its reply, DWCD stated (December 2021) that delay in uploading the Certificate issued by CWC is due to delay in publication of advertisements of orphan, abandoned and missing children etc. Reply is not acceptable as these activities are done before issuing the Certificate declaring the child free for adoption by CWC.

6.2 Delays in uploading Child Study Report and Medical Examination Reports

Regulation 7 (18) of the Adoption Regulations, 2017 stipulates that Child Study Report (CSR) and Medical Examination Report (MER) of the surrendered child shall be prepared and posted by the SAA in CARINGS, within ten days from the date the child is declared legally free for adoption by CWC. Audit observed that CSR and MER of five children were uploaded after delays ranging from 23 to 195 days and in two cases, after 396 and 813 days and for 10 children, they were not uploaded at all.

In its reply, DWCD stated (December 2021) that the CSR and MER is prepared by the SAA officials in consultation with various other authorities including the Doctor, which takes time in its preparation. No specific reply was furnished by DWCD in cases pointed out by Audit. Fact remains that there were delays in uploading reports and there were also cases where these were not uploaded at all. Further, the specified time of 10 days in Regulations would have been laid after taking the routine factors in mind.

6.3 Delays in uploading the Home Study Report of Prospective Adoptive Parents

Regulation 9 (10) of the Adoption Regulations, 2017 stipulates that Home Study Reports (HSRs) of the Prospective Adoptive Parents (PAPs) should be completed within 30 days from the date of submission of documents in CARINGS. Audit noticed that in 12 cases, the HSR of 20 (out of 96) PAPs were conducted by SAA, Sarita Vihar with delays ranging from 29 to 99 days and with delays ranging from 100 to 196 days in eight cases. Similarly, in 27 cases, HSR of 40 PAPs (out of 79) were conducted by Nirmal Chhaya with delays ranging from 16 to 87 days and with delays ranging from 115 to 202 days in 13 cases. The fee was also not collected from PAPs as prescribed by Central Adoption Resource Authority causing loss to Government exchequer amounting to ₹ 4.74 lakh.

In its reply, DWCD stated (December 2021) that due to the Pandemic and even at present, the PAPs are not willing for physical visits at their place of residence,

or do not make themselves available at the time of visit. It was further stated that virtual verification has to be carried out twice or thrice before finally uploading the HSR on the CARINGS Portal. The SAA at Nirmal Chhaya is a Government run institution wherein, HSR fees are not taken from PAPs.

The reply is not acceptable as delays in uploading reports pointed out by audit pertain to the period prior to the Pandemic. Further, the fee is to be collected from all the PAPs as per provisions of JJ Act and Adoption Regulations.

6.4 Delays in filing Adoption Petition before Court

Regulation 12(1) of Adoption Regulation, 2017 stipulates that SAA shall file Adoption Petition before the Court within 10 working days from the date of acceptance of the child by the adoptive parents.

Audit noticed that in 14 out of 24 test checked cases (58 per cent), SAA, Sarita Vihar filed adoption petitions before the Court after delays ranging from 32 to 92 days. In respect of SAA Nirmal Chhaya, three²¹ out of 14 children were reserved by PAPs, however, the SSA had not filed Adoption Petition in respect of these children despite their acceptance by PAPs, the oldest case being of November 2019.

In its reply, DWCD stated (December 2021) that though the documents were ready, application could not be filed in the respective Adoption Court as the functioning of Courts were suspended during the relevant period due to Covid-19 lockdown. The reply is not acceptable as nine cases pertained to periods (between September 2017 and November 2019) prior to Covid-19 lockdown.

Recommendation no. 11: Specialized Adoption Agencies may timely upload necessary information including Study Reports of prospective parents and details of children for adoption in the relevant Web Portal and file adoption petitions before the Court without delay. Responsibilities for delays should be fixed.

6.5 Delays in preparation of Post-Adoption Follow-up Report

Regulation 13 (1) of Adoption Regulations, 2017 stipulates that the SAA which has prepared the Home Study Report, shall prepare the Post-Adoption Follow-up Report on six monthly basis for two years from the date of Pre-Adoption Foster Placement with the Prospective Adoptive Parents, and upload the same in CARINGS along with photographs of the child. Further, Regulation 29(6)(C) (vii) also provides that every SAA shall keep Post-Placement Progress Reports in the case file of each child.

Audit noticed that 150 follow-ups for 59 children were to be conducted between January 2013 and July 2021 by the SAA, Nirmal Chhaya, however, no follow-up was conducted in respect of 44 children. In respect of the remaining 15 children, only 19 out of 57 six monthly Post Adoption Follow-up were conducted. Further, Follow-up Reports were also not kept in the respective case

²¹ Date of acceptance are 22.11.2019, 27.08.2020 and 27.01.2021

files. In the absence of follow up, SSA could not be certain if the children were being adequately taken care of and not being mistreated by the adoptive parents.

In its reply, DWCD stated (December 2021) that due to Covid-19 lockdown and restricted movement, physical visits for follow up could not be undertaken, however, follow up was ensured through telephonic contacts.

Reply is not acceptable as Post Adoption Follow-up was not conducted even in 44 cases pertaining to the period prior to December 2019.

6.6 Delay in declaring children legally free for Adoption

Rule 6 of the Adoption Regulations, 2017 stipulates the procedure relating to adoption of children which includes advertisement in national newspapers, to ascertain whether the child is abandoned, orphan or missing and to obtain report from local police regarding non-traceability of biological parents or legal guardians etc. Adoption Regulations, 2017, also provide that CWC is required to declare an abandoned or orphan child as legally free for adoption after expiry of two or four months from the date of production of the child before CWC in case of a child up to two or above two years of age respectively. Audit observed that during the period from 2018-19 to 2020-21, 36²² children were declared legally free for adoption after considerable delays ranging from three to 64 months. Delay in declaring children free for adoption deprived them a chance to become a part of a family with parental care apart from prolonging their stay in CCIs. Further, the possibility of a child getting adopted may decrease with increase in age which is all the more reason for avoiding delays in declaring them free for adoption.

In its reply, DWCD stated (December 2021) that the process for declaring a child legally free for the purpose of adoption requires compliances from different stakeholders i.e. District Child Protection Unit for Case history and Social Investigation, Medical Officer/ Board for age determination which causes delays. It was further stated that the process has been streamlined now and children are being declared legally free on time.

6.7 Schemes for ‘Sponsorship’ and ‘Foster Care’

As per Rule 24 of JJ Model Rules, 2016, the State Government shall prepare a Sponsorship Programme. “Sponsorship” means provision of supplementary support, financial or otherwise, to the families to meet the medical, educational and developmental needs of the child. Sponsorship Programme was to be implemented by DCPU which was to provide a panel of persons or organizations interested in sponsoring a child. The scheme was yet to be implemented by GNCTD.

Further, as per Rule 23 of JJ Model Rules, 2016, the children in need of care and protection may be placed in Foster Care, and the DCPU shall be the nodal authority for implementing the Foster Care Programme in a District. “Foster Care” means

²² CWC-II, Lajpat Nagar (15) and CWC-V, Dilshad Garden (21)

placement of a child, by the Committee for the purpose of alternate care in the domestic environment of a family, other than the child’s biological family. Audit observed that DWCD did not implement the Foster Care Scheme either.

Due to not implementing these Schemes, the growth and development of the child in a family environment could not be achieved, especially in cases where the families/relatives and other individuals are desirous of helping the children but are unable to do so due to financial constraints. Implementing these schemes efficiently would also have facilitated de-institutionalization of children from CCIs through rehabilitative measures.

In its reply (December 2021), DWCD accepted the audit contention and stated that the SOPs and guidelines have been issued in June 2021 and uploaded on the website along-with advertisements seeking applications for recognition of Fit Person/ Foster Parents and Fit facilities/Group Foster Care.

Recommendation no. 12: Effective, efficient and timely implementation of Sponsorship Scheme and the scheme of Foster Care needs to be ensured. Follow-up of adopted children as per fixed time lines needs to be scrupulously done.

New Delhi

Dated: 02 February 2023



(AMAN DEEP CHATHA)

Principal Accountant General (Audit), Delhi

Countersigned



New Delhi

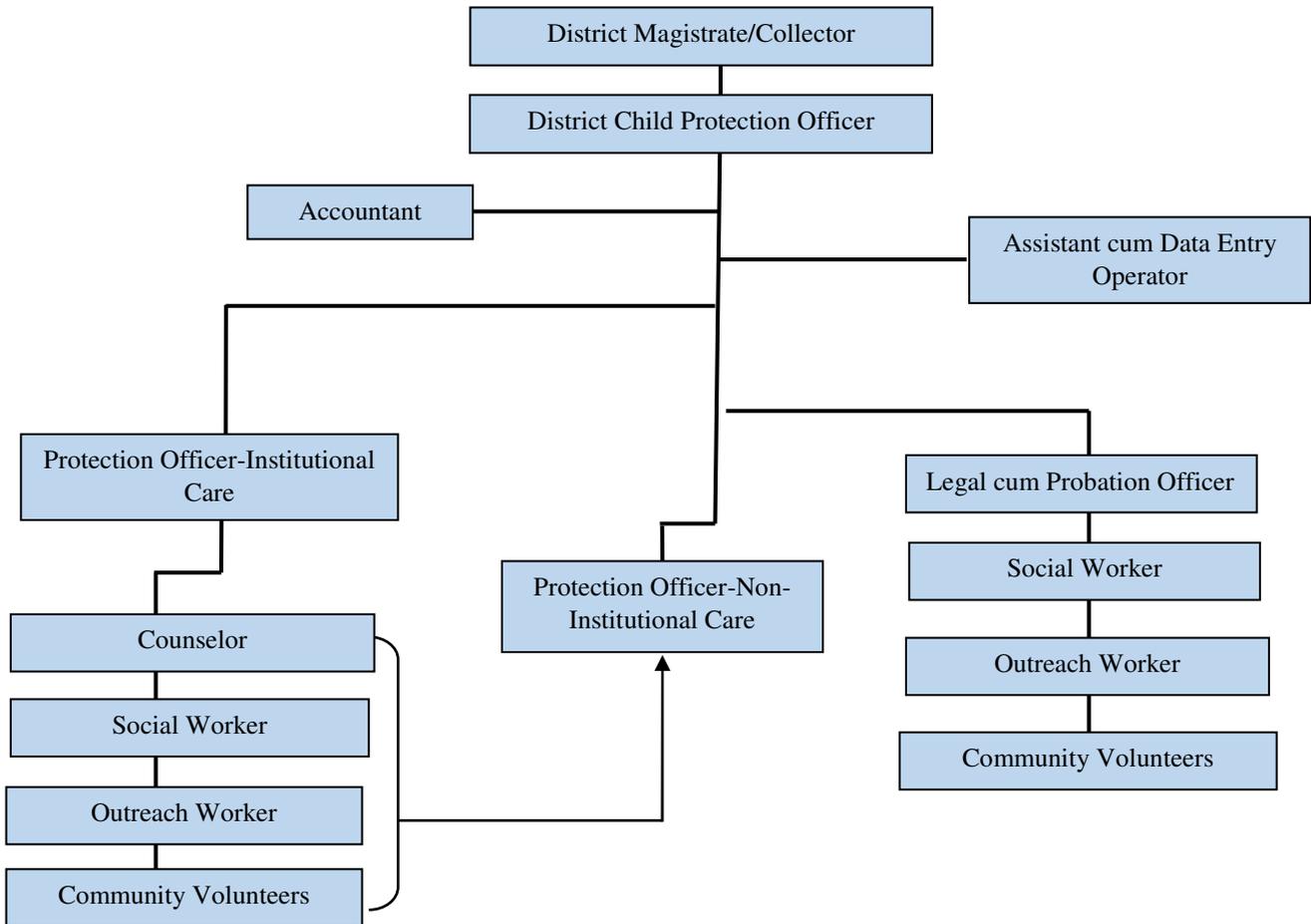
Dated: 14 February 2023

(GIRISH CHANDRA MURMU)

Comptroller and Auditor General of India

Annexures

Annexure I
(Referred to in Chapter 1-Introduction)
Structure of District Child Protection Unit (DCPU)



Annexure II
(Referred to in Chapter 1-Introduction)
List of selected CCIs

Sl.No.	Name	Run by
Children Homes		
1.	Children Home for Boys-I, (CHB-I, Alipur)	Government
2.	Children Home for Boys-II, (CHB-II, Alipur)	Government
3.	Children Home for Girls-I (CHG-I, Nirmal Chhaya Complex)	Government
4.	Children Home for Girls-II(CHG-II, NirmalChhaya Complex)	Government
5.	Children Home for Girls-IV (CHG-IV, Nirmal Chhaya Complex)	Government
6.	Village Cottage Home-I (VCH-I, Lajpat Nagar)	Government
7.	Prayas Children Home for Boys (Prayas CHB, Jahangirpuri)	NGO
8.	Children Home for Boys, DMRC Tis Hazari (CHB DMRC Tis Hazari)	NGO
9.	Saalam Baalak Trust Aasra Children Home for Boys (SBT Aasra CHB, Najafgarh)	NGO
Open Shelters		
10.	Apna Ghar Saalam Baalak Trust (Apna Ghar SBT, Paharhganj)	NGO
11.	Society for Participatory Integrated Development (SPID, Shraddhanand Marg)	NGO
Specialised Adoption Agencies		
12.	Foster Care & Adoption Service Agency (Foster care Home Services) (SAA Nirmal Chhaya Complex)	Government
13.	Welfare Home for Children, Sarita Vihar (SAA, Sarita Vihar)	NGO
After Care Homes		
14.	After Care Home for Boys, (ACH, Alipur)	Government
15.	After Care Home for Girls, Nirmal Chhaya Complex (ACH, Nirmal Chhaya)	Government

Annexure III
(Referred to in paragraph 2.1.1.4)
Formation of DCPUs

Name of the Unit	Date upto which to be setup	Actual date of setup	Delay in months
DCPU-I, Central	16-09-2010	31-08-2012	23
DCPU-II, North East		31-08-2012	23
DCPU-III, South		31-08-2012	23
DCPU-IV, West		31-08-2012	23
DCPU-V, North		01-07-2017	81
DCPU-VI, North West		01-07-2017	81
DCPU-VII, East		01-07-2017	81
DCPU-VIII, South East		01-07-2017	81
DCPU-IX, South West		01-07-2017	81
DCPU-X, HQ.		01-07-2017	81
DCPU-XI, New Delhi		01-07-2017	81

Annexure IV
(Referred to in paragraph 2.1.1.4)
Status of staff in four selected DCPUs

Name of post	DCPU-I, SewaKutir			DCPU-II, Dilshad Garden			DCPU-III, Lajpat Nagar			DCPU-VI, Alipur		
	Sanctioned post	Present Position	Vacant posts	Sanctioned post	Present Position	Vacant posts	Sanctioned post	Present Position	Vacant posts	Sanctioned post	Present Position	Vacant posts
DCPO	1	1	0	1	1	0	1	1	0	1	1	0
Protection Officer (Institutional Care)	1		1	1	1	0	3		3	1	1	0
Protection Officer (Non-Institutional Care)	1	1	0	1	1	0	3	1	2	1	1	0
Legal Probationary Officer	1	1	0	1	1	0	3		3	1	1	0
Accountant	1		1	1	1	0	1		1	1	1	0
Counsellor	1		1	1	1	0	1	1	0	1	1	0
Social Worker	2	3	-1	2	1	1	2	1	1	2	1	1
Data Analyst	1	1	0	1	0	1	1		1	1	0	1
Assistant cum Data Entry Operator	1	1	0	1	1	0	1	1	0	1	1	0
Outreach Worker	2	2	0	2	1	1	3	2	1	3	1	2
Any Other Post												
Total Post	12	10	2	12	9	3	19	7	12	13	9	4

Annexure V
(Referred to in paragraph 2.2.1)
Details of Central and State Share

(₹ in lakh)

Sl. No.	Component	Sharing Ratio			2018-19				2019-20				2020-21			
		Central Share	State Share	NGO Share	GIA Sanctioned for the Period 2018-19	Central Share as per revised norms	State Share as per revised norms	NGOs Share as per revised norms	GIA Sanctioned for the Period 2019-20	Central Share as per revised norms	State Share as per revised norms	NGOs Share as per revised norms	GIA Sanctioned for the Period 2020-21	Central Share as per revised norms	State Share as per revised norms	NGOs Share as per revised norms
i.	All structural components of SPSU, SPCS, SARA and DCPUs	75%	25%	---	516.2	387.15	129.05	Nil	500.44	375.33	125.11	Nil	501.96	376.47	125.49	Nil
ii	Regulatory bodies provided for under JJ Act	35%	65%	---	109.68	38.39	71.29	Nil	139.2	48.72	90.48	Nil	139.2	48.72	90.48	Nil
iii	All Homes/ Specialised Adoption Agency (SAA) run by Government	75%	25%	---	533.45	400.09	133.36	Nil	537.58	403.19	134.40	Nil	502.59	376.94	125.65	Nil
iv.	All Homes/SAA run by NGOs	75%	15%	10%	404.5	303.38	60.68	40.45	543.31	407.48	81.50	54.33	352.74	264.555	52.911	35.27
v.	Open shelters run by NGO participation	90%	---	10%	254.71	229.24	Nil	25.471	178.20	160.38	Nil	17.82	168.99	152.091	Nil	16.90
GIA Share works out as per Revised ICPS					1818.54	1358.24	394.38	65.921	1898.73	1395.1	431.48	72.15	1665.48	1218.78	394.53	52.17
Actual GIA Share as per sanctioned					---	1063.7	688.91	---	---	1104.44	722.14	---	---	964.47	648.83	---
Difference between Actual and revised share					---	294.53	294.53	---	---	290.66	290.66	---	---	254.31	254.31	---
Proposal of GiA sent to GoI by State Govt.					2461.00	1445.34	890.42	125.24	1960.98	1141.79	746.11	73.08	1824.66	1060.00	702.65	62.01

Annexure VI
(Referred to in paragraph 4.2.1)
Shortage of staff in selected CCIs

Name of the Post	CCIs run by Govt										CCIs run by NGOs									
	CHB-I, (Phulwari) Alipur		CHB-II (Ashiyana) Alipur		CHG-I, Nirmal Chhaya		CHG-II, Nirmal Chhaya		VCH-I, Lajpat Nagar		Prayas NGO, Jahangirp uri		DMRC, SBT Tishazari		ApnaGhar Open shelter, Paharganj (Open Shelter)		SPID, Shradhana ndmarg (Open Shelter)		Aasra, SBT Najafgarh	
	SS	AS	SS	AS	SS	AS	SS	AS	SS	AS	SS	AS	SS	AS	SS	AS	SS	AS	SS	AS
Person-in-charge (Superintendent)	1	1*	1*	1	1	1*	1	1*	1	0	1	1	1	1	1	1	1	1	1	1
Probation Officer/Child Welfare Officer/Case Workers (NGOs)	5	3	2	2	3	2	3	1	3	1	3	2	3	2	3	2	3	2	3	1
Counselor/ Psychologists/mental health expert	0	1	0	1	2	1	2	1	2	1	2	1	2	2	2	1	2	2	2	1
House Mother/ House Father	3	2	3	2	4	1	4	2	4	2	4	4	4	4	4	3	4	1	4	2
Educator/ Tutor	1	0	1	0	2	0	2	0	2	0	2	1	2	1	2	0	2	1	2	1
Medical Officer (Physician)	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	0	1	2	1	1
Para-medical staff/ Staff Nurse/Nursing Orderly	1	1	1	1	1	1	1	0	1	1	1	1	1	1	1	1	1	2	1	1
Store Keeper cum Accountant	1	0	1	0	1	1	1	1	1	0	1	1	1	1	1	1	1	1	1	1
Art & Craft & activity teacher	1	1	1	1	1	1	1	1	1	0	1	1	1	1	1	1	1	0	1	1
PT Instructor-cum-Yoga trainer	1	0	1	0	1	0	1	0	1	0	1	1	1	1	1	0	1	2	1	1
Cook	2	2	2	2	2	2	2	1	2	0	2	2	2	1	2	0	2	2	2	1
Helper	2	0	2	0	2	0	2	0	2	0	2	2	2	2	2	1	2	0	2	1
House keeper	0	7	0	7	2	2	2	0	2	0	2	2	2	2	2	1	2	0	2	1
Driver	0	0	1	0	1	1	1	1	1	0	1	1	1	2	1	1	1	0	1	1
Gardener	1	0	0	0	1	0	1	0	1	0	1	1	1	0	1	0	1	0	1	0
Total	20	19	17	18	25	14	25	10	25	6	25	22	25	22	25	13	25	16	25	15
Surplus / Shortage	-1		+1		-11		-15		-19		-03		-03		-12		-09		-10	

* Superintendent of these CCIs were holding additional charges of other CCIs also

Annexure VII
(Referred to in paragraph 4.2.4)
Clothing and Bedding

Items	CHB I Alipur	CHB II Alipur	CHG I Nirmal Chhaya	CHG II Nirmal Chhaya	CHG IV Nirmal Chhaya	Prayas NGO	DMRC SBT NGO	ApnaGhar Open Shelter	Asara SBT, Najafgarh
	1	2	3	4	5	6	7	8	9
Mattress	Never provided	Provided sufficient	Never provided	Never provided	Never provided	Less provided	Less provided	Less provided	Less provided
Cotton Durry	Less provided	Never provided	less provided	Never provided	Never provided	Never provided	Less provided	Less provided	Less provided
Cotton bed sheets	Less provided	Less provided	less provided	less provided	less provided	Less provided	Less provided	Less provided	Less provided
Pillow	Less provided	Less provided	less provided	less provided	Never provided	Never provided	Less provided	Less provided	Less provided
Pillow cover	Less provided	Less provided	less provided	Never provided	Never provided	Never provided	Less provided	Less provided	Never provided
Cotton blanket/Khes	Less provided	Less provided	less provided	less provided	Never provided	Less provided	Less provided	Less provided	Less provided
Cotton filled quilt	Never provided	Never provided	Never provided	Never provided	Never provided	Less provided	Less provided	Less provided	Never provided
Mosquito net	Less provided	Less provided	Never provided	less provided	Never provided	Never provided	Never provided	Never provided	Never provided
Towels	Less provided	Less provided	less provided	less provided	less provided	Less provided	Less provided	Less provided	Less provided
Shirts/salwar suit	Less provided	Provided sufficient	provided sufficient	provided sufficient	less provided	Less provided	Provided sufficient	Less provided	Less provided
Pants	Provided sufficient	Less provided	NA	NA	NA	Less provided	Less provided	Less provided	Less provided
Night wear/Kurtapyjama	Never provided	Never provided	less provided	less provided	less provided	Less provided	Less provided	Never provided	Less provided
Shorts	Never provided	Less provided	NA	NA	NA	Less provided	Less provided	Less provided	Less provided
Undergarments	Less provided	Provided sufficient	less provided	less provided	less provided	Less provided	Less provided	Less provided	Less provided
Slippers	Less provided	Less provided	less provided	less provided	Never provided	Less provided	Provided sufficient	Less provided	Less provided
Sports shoes	Less provided	Less provided	less provided	less provided	less provided	Less provided	Provided sufficient	Less provided	Less provided
School shoes	Less provided	Never provided	Never provided				Provided sufficient	Less provided	Less provided
Handkercheifs	Less provided	Less provided	less provided	less provided	Never provided	Less provided	Less provided	Less provided	Never provided
Socks	Less provided	Less provided	less provided	less provided	less provided	Less provided	Less provided	Less provided	Less provided

*Note: One CCI (Spid Open shelter) has not maintained the above data.

Glossary of Abbreviations

ACH	After Care Home
CARINGS	Child Adoption Resource Information and Guidance System
CCI	Child Care Institution
CNCP	Children in Need of Care and Protection
CPSU	Central Project Support Unit
CSR	Child Study Report
CWC	Child Welfare Committee
DCPO	District Child Protection Officer
DCPU	District Child Protection Unit
DM	District Magistrate
DSCPS	Delhi State Child Protection Society
DSLSA	Delhi State Legal Services Authority
DWCD	Department of Women and Child Development
EC	Executive Committee
FRS	Facial Recognition Software
GB	Governing Body
GiA	Grants-in-Aid
GNCTD	Government of National Capital Territory of Delhi
HSR	Home Study Report
ICPS	Integrated Child Protection Scheme
JJ Act	Juvenile Justice Act
MER	Medical Examination Report
MoWCD	Ministry of Women and Child Development
NCPCR	National Commission for Protection of Child Rights
PAB	Project Approval Board
PAP	Prospective Adoptive Parents
SAA	Specilised Adoption Agency
SARA	State Adoption Resource Agency
SCPS	State Child Protection Society
SPSU	State Project Support Unit

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