



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

**Report of the
Comptroller and Auditor General of India on
Establishment and Functioning of Anganwadi and
Adequacy of Working Women Hostels and
Child Care Institutions in Madhya Pradesh**



**Government of Madhya Pradesh
Report No. 2 of 2026
(Performance Audit – Civil)**

**Report of the Comptroller and Auditor General
of India on Establishment and Functioning of
Anganwadi and Adequacy of Working Women
Hostels and Child Care Institutions
in Madhya Pradesh**

Government of Madhya Pradesh

Report No. 2 of 2026

(Performance Audit-Civil)

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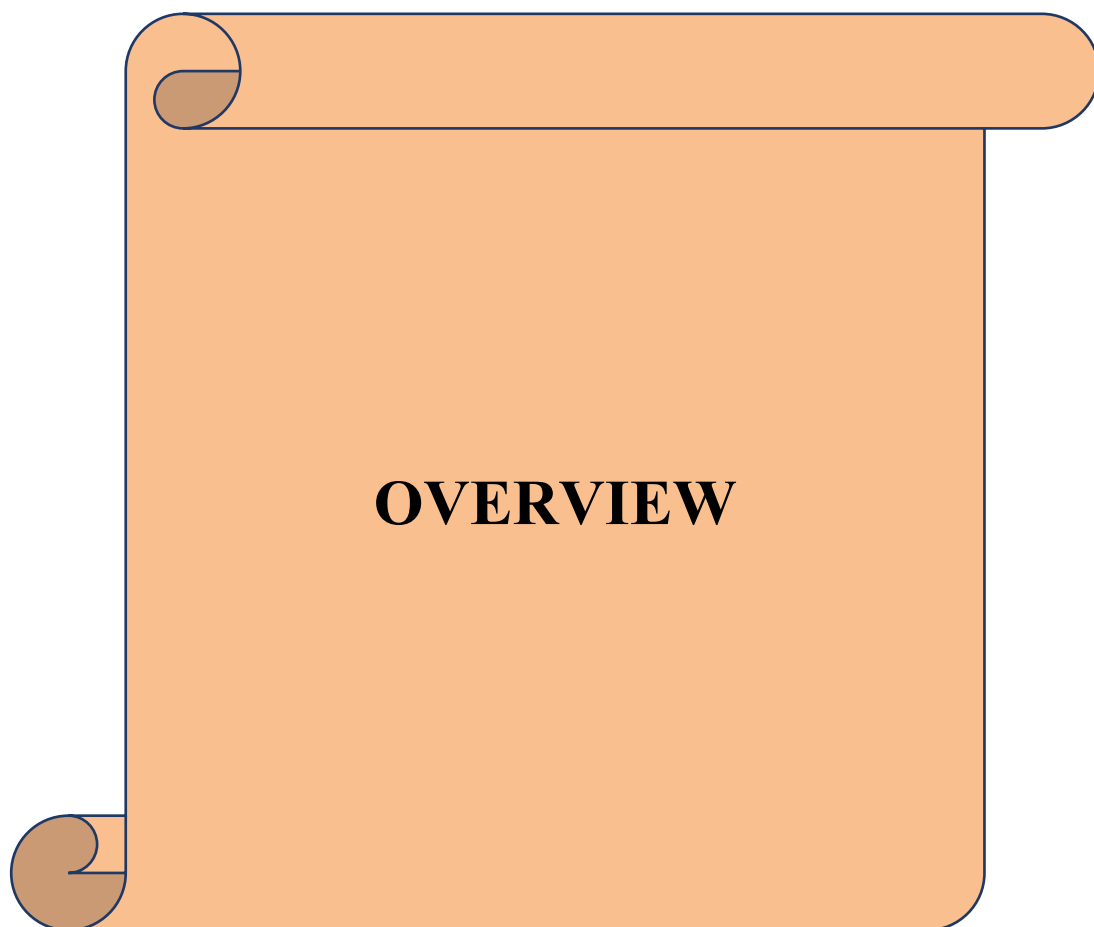
Preface

This Report for the period ended March 2024 has been prepared for submission to the Governor of Madhya Pradesh under Article 151 of the Constitution of India for being laid before the Legislature of the State.

This Report contains significant findings of Performance Audit of Women and Child Development Department of Madhya Pradesh.

The instances mentioned in the Report are those which came to notice in the course of test audit during the period 2024-25. The instances which came to notice in earlier years, but could not be reported in previous Audit Reports have also been included. Further, instances relating to the period subsequent to 2024-25 have also been included, wherever necessary.

The audit has been conducted in conformity with the Auditing Standards issued by the Comptroller and Auditor General of India.



OVERVIEW

This Report of the Comptroller and Auditor General of India for the period ended March 2024 presents findings of three Performance Audits conducted in the Women and Child Development Department, Government of Madhya Pradesh. These include audit of ‘Establishment and Functioning of Anganwadi’, ‘Adequacy of Working Women Hostels’ and ‘Adequacy of Child Care Institutions’. A summary of significant audit findings is given below.

Performance Audit of Establishment and Functioning of Anganwadi

Why did we take up this audit?

The Integrated Child Development Services (ICDS) scheme (launched in October 1975) is one of the flagship programmes of the Government of India (GoI), designed to improve the nutritional and health status of children under six years of age, and to provide integrated services to pregnant and lactating women. In Madhya Pradesh, the implementation of ICDS is overseen by the Women and Child Development Department (WCDD), Government of Madhya Pradesh (GoMP) which manages over 97,303 Anganwadi Centres across the state. The performance of Anganwadi centres (AWCs) directly influences the achievement of Sustainable Development Goals (SDGs) relating to nutrition (SDG-2), health (SDG-3), education (SDG-4) and gender equality (SDG-5). During the period 2019-20 to 2023-24, a total of 1,51,77,688 beneficiaries benefitted under the scheme by incurring an expenditure of ₹ 20,565.32 crore.

We took up this audit to assess the performance of Anganwadi Centres, crucial in addressing malnutrition, improving child development outcomes, and reducing Infant Mortality Rate (IMR) and Maternal Mortality Ratio (MMR), in the background of the State facing significant challenges in maternal and child health care parameters. According to National Family Health Survey reports, the state has shown an improvement by declining trend in the IMR and the MMR; however, it continued to lag behind national averages, with both indicators remaining among the highest in the country over the past five years. The State recorded an IMR of 41 per 1,000 live births, which is among the highest in the country. Similarly, the MMR stood at 173 per 1,00,000 live births, reflecting continued risk to maternal health.

This Audit covered the adequacy of Anganwadi infrastructure, coverage of beneficiaries under ICDS, financial management and functioning and effectiveness of internal control and oversight mechanisms by test checking of records of Directorate, WCDD and records of 13 selected districts for the period 2019-20 to 2023-24.

What did we find?

The GoI and GoMP have laid down guidelines covering the entire process, from identification and enrolment of beneficiaries through the Management Information System (MIS) portal, to establishment of AWCs, organizing staffing arrangements, ensuring effective service delivery, and meeting infrastructure requirements at the AWCs.

We observed that the identification and enrolment of beneficiaries were not carried out in accordance with the prescribed norms. Discrepancies were observed between beneficiary data recorded in the Management Information System portal and the manual records maintained at AWCs, leading to significant variations between the reported coverage and the actual figures verified during Joint Physical Verification.

Furthermore, the requirement to establish AWCs as per population norms remained unfulfilled, as 8,842 villages/wards (16 *per cent*) out of a total 54,903 in the state lacked AWCs. Instances of non-compliance with site selection norms for constructed AWCs were also observed. Additionally, the audit found significant deficiencies in infrastructure and basic facilities at the test checked AWCs. These included the absence or inadequacy of indoor and outdoor space, children-friendly structures, drinking water, toilets, playgrounds, kitchens, storerooms, etc.

There was a significant manpower shortfall in the Department, particularly in the cadres of District Project Officers (55 *per cent*), Child Development Project Officers (40 *per cent*), and Supervisors (17 *per cent*). This led to inadequate monitoring of scheme implementation. While coverage of induction training to AWC frontline workers was encouraging, with 86,946 AWWs (90.75 *per cent*) and 69,743 AWHs (85.20 *per cent*) having received such training, however, no refresher training required to update and upgrade the skills for adopting new and important practices, was imparted to any of the workers.

We noted cases of wasteful and avoidable expenditure due to delayed or abandoned AWC constructions, non-recovery of unutilized funds with interest from Implementing Agencies, release of additional funds without assessing utilization of earlier released funds, payments made without verifying conduct of events, etc. indicative of imprudent management of funds meant for functioning and upgrade of AWCs. In eight out of 13 selected districts, construction of 202 AWCs was delayed leading to increase in cost of construction by ₹ 6.18 crore.

Ten out of 13 selected District Programme Officers (DPOs) did not have information of funds parked with executive agencies and interest earned thereon, indicating weak monitoring of financial resources. The DPOs of remaining three districts (Mandla, Ratlam and Shajapur) intimated that interest of ₹2.32 crore was earned on funds parked for construction of AWCs; however, the Department had not devised any plan of action for utilisation of the interest earned.

Irregularities were observed in the supply of Hot Cooked Meals (HCMs) by entities not registered as per departmental requirements. There were instances of short, excess, or non-supply of HCM, and limited coverage of intended beneficiaries. The Utilization Certificates for food grain were submitted to the GoI based on information provided by the District Civil Supplies Corporation (DCSC), without proper assessment or reconciliation with the actual lifting of foodgrains from the districts.

The monitoring of the scheme at the district and sub-district levels was found to be deficient. Supply of HCM was made by unregistered Self-Help Groups (SHGs) or through ineligible personnel. In five (Mandla, Tikamgarh, Sehore, Alirajpur, and Sheopur) out of the 13 selected districts, bills submitted by SHGs for the supply of HCM to 1-332 AWCs for periods ranging from one to six months during 2019-20 to 2023-24 were not found and consequently, the audit

could not verify whether the SHGs actually supplied HCM to the affected AWCs. Additionally, food materials used for preparing HCM were not sampled for quality assurance, and record maintenance at the AWC level was incomplete or deficient. Essential records were inadequately maintained by AWCs and SHGs. The DPOs of 11 out of 13 selected districts did not ensure the conduct of social audits during 2019-20 to 2023-24, and there was a shortfall in the number of inspections carried out by them.

What do we recommend?

We recommend the government to ensure

- ◆ *to put in place a system for regular monitoring and validation of MIS data and manual records at AWCs to reflect actual coverage on the ground.*
- ◆ *fixing responsibilities for AWC projects execution including site selection and delays.*
- ◆ *identification and replacement of ineligible Self-Help Groups (SHGs) with eligible ones without interrupting the supply of HCMs.*
- ◆ *time-bound recruitment drives for filling up vacancies in core cadres.*
- ◆ *reconciliation and accuracy in records relating to foodgrain lifted before submitting UCs to GoI.*

Performance Audit of Adequacy of Working Women Hostels

Why did we take up this audit?

Government of India (GoI) introduced WWHs scheme in 1972-73 to promote availability of safe and conveniently located accommodation for working women with day care facility for their children.

Women and Child Development is the nodal department for monitoring the activities and functioning of the Working Women Hostels (WWHs) established under the scheme. The Performance Audit covered the period of 2019-20 to 2023-24 and included an evaluation of all 59 WWHs located in 34 districts out of 52 districts of Madhya Pradesh. As of 31 March 2024, there were 274 beneficiaries residing in 10 out of 13 functional WWHs.

The Performance Audit was taken up to assess whether planning for establishment of WWHs was efficient and effective; quality of accommodation in the WWHs was adequate and up to the satisfaction of the boarders; and whether an effective system of management and monitoring was in place and functioning satisfactorily.

What we found?

The Performance Audit on Adequacy of WWHs showed significant deficiencies in the planning, operation, and monitoring of WWHs in the state. Notably, the department did not conduct any survey during the period 2019-2024 to assess the demand for WWHs among working women. Despite the growth in female Labour Force Participation Rate (LFPR) in Madhya Pradesh, no action was taken to earmark public land for WWHs in Special Economic Zones and new institutional areas.

Out of 59 WWHs (bed capacity of 3,519) in the state, only 13 (bed capacity of 990) were functional or partly functional as on 31 March 2024, whereas 22 WWHs (bed capacity of 1,310) were used for other purpose, depriving working women of the intended benefits. Four WWHs (bed capacity of 173) were non-functional. Three WWHs that were reportedly sanctioned and completed under the scheme, were untraceable. Construction of three WWHs sanctioned during 1989-91 remained incomplete, while work for one WWH sanctioned way back in 1988-89 had not been started. Additionally, 12 WWHs were found to be in a dilapidated, dismantled, or ruined condition.

Nine out of 13 functional WWHs showed occupancy rate ranged between 40 *per cent* and 50 *per cent* during the audit period (2019-20 to 2023-24), while the remaining WWHs either did not furnish any information or provided incomplete data. Audit assessed that the low occupancy of WWHs was attributable to outdated infrastructure, lack of modern facilities, limited public awareness and non-functional day care centres. Although 11 day care centres were sanctioned for WWHs in Madhya Pradesh, joint physical verification of five functional WWHs showed that none of the sanctioned day care centres was operational.

We also found instances of ineligible boarders residing in WWHs intended for working women. Basic amenities and facilities were inadequate in the operational WWHs, and several shortcomings were observed in their upkeep and maintenance, resulting in unhygienic and uncomfortable living conditions. Furthermore, WWHs lacked proper security measures and did not comply with the guidelines of the scheme. Inadequate conduct of inspections, constitution of Hostel Management Committees in only three WWHs, run by the government, and non-availability of financial and operational records in some of the WWHs, indicate inadequate monitoring by District Administration.

What do we recommend?

We recommend the government to

- ◆ *introduce a single digital platform for registration of demand for admissions in WWHs and host real time update on occupancy/vacancy status for allotment, generate a waiting list and spread awareness about the same;*
- ◆ *put an MIS in place to check status of fund utilization by the Implementing Agencies for remedial actions;*
- ◆ *maintain oversight on the Implementing Agencies to ensure compliance with grant conditions and fix responsibilities on personnel regarding non-traced WWHs, using WWH buildings for other purposes and earning profits without obtaining approval of GoI;*
- ◆ *renovate ageing WWH infrastructure under the GoI scheme (2017), ensure regular maintenance by Implementing Agencies, and upgrade facilities to improve liveability, with government support to strengthen their role;*
- ◆ *take corrective measures to ensure proper maintenance of essential records related to financial, operational, and construction activities, along with regular oversight by the District Administrations.*

Performance Audit of Adequacy of Child Care Institutions

Why did we take up this audit?

The Integrated Child Protection Scheme (ICPS), launched in 2009 by the Ministry of Women and Child Development, Government of India, aims at creating a safe and secure environment for Children in Need of Care and Protection (CNCP) as well as those in conflict with the law. As part of this initiative, Child Care Institutions (CCIs) have been established across the country to provide quality infrastructure, services, and rehabilitation support to these vulnerable children. In Madhya Pradesh, the Department of Women and Child Development serves as the nodal agency responsible for monitoring the functioning and activities of these CCIs under the ICPS framework. As of March 2024, there were 126 CCIs and two Aftercare Homes situated in 41 districts of the state. Twenty-six CCIs and two Aftercare Homes were operationalised by Women and Child Development Department and 100 CCIs were being run by Non-Government Organisations, wherein 2,819 children have been accommodated as of March 2024.

Considering the vital role of CCIs envisaged in safeguarding the rights and well-being of children in the State, this audit was taken up to assess whether planning for establishment of CCIs was efficient and effective; Government provided adequate funds and funds were used prudently; functional statutory support services were available to children in need of care and protection and an effective system for management and monitoring of institution was in existence.

We covered the period of 2019-20 to 2023-24 and evaluated 39 CCIs and two Aftercare Homes in nine selected districts to assess the performance of these institutions in the State.

The CCIs functional in the State have been successful in achieving their stated objectives only to a limited extent. There are several implementation-related shortcomings and critical areas of non-compliance in the functioning of these institutions. These issues require urgent redressal in order to strengthen the quality of care and protection services provided to children.

What we found?

We noted that the State did not conduct baseline survey in any district for planning the ICPS activities. While a survey of street children was carried out in nine districts in 2021-22 following Hon'ble Supreme Court orders, it did not capture the broader population of vulnerable children, as key areas like slums, public transport hubs, and markets were excluded.

In absence of baseline survey and the deficiency in systems for capturing state-wide data of CNCP, determination of demand for CCIs in the State as well as in districts could not be ensured. Twenty-six districts lacked Specialised Adoption Agencies (SAAs), highlighting gaps in adoption services and Juvenile Justice coverage. Adoption in Madhya Pradesh decreased from 180 to 144 during 2019-20 to 2021-22, which was increased to 207 as of March 2024.

In the nine test-checked districts, it was observed that only four districts (Bhopal, Gwalior, Indore and Sagar) had Open Shelters. Further, Open Shelters operate with an inadequate number of contact locations, leading to delays in identifying and providing support to individuals in need. Funds remained unspent in range of 17 to 61 *per cent*, while significant gaps persisted in

infrastructure and facilities across CCIs. System of monitoring or periodic reporting including fund utilization was found deficient as seen in excess release of grant (₹1.11 crore) to an Open Shelter in Bhopal during 2019-22, and excess payment (₹1.29 crore) towards maintenance costs without considering the actual duration of stay of the children.

The level of demand fulfillment in CCIs is inadequate, as evidenced by insufficient infrastructure, overcrowding, and the inadequate provision of bedding and clothing to children. In the test checked institutions, the infrastructure for dormitories, classrooms, toilets, and age or gender-based segregation, did not conform to norms. Clothing/bedding and medical care facilities were inadequate, with instances of overcrowding present. Non-segregation of children by age and gender, and the practice of children sharing cots with those accused of heinous offences were observed. Observation Homes, SAA and Aftercare benefits were extended to children without considering their age eligibility.

Audit scrutiny of records pertaining to 39 selected CCIs and two Aftercare Homes indicated significant staff shortages ranging from 47 *per cent* to 54 *per cent* in 14 CCIs and one Aftercare Home during the period from 2019 to 2024. Further, shortages of manpower ranged from 53 *per cent* to 69 *per cent* at State Child Protection Society (SCPS) level, from 29 *per cent* to 38 *per cent* at District Child Protection Unit (DCPU), and were 75 *per cent* at State Adoption Resource Agency (SARA) level during the period. Absence of mess committees in 17 CCIs and one Aftercare Home led to non-monitoring of diets served to the children. Follow-up of Individual Care Plans, was grossly inadequate. Significant security lapses were observed in test-checked CCIs, including non-functioning of CCTV cameras, irregularities in security personnel deployment, and low boundary walls, which compromised supervision and child safety, leading to incidents of absconding of children.

Overall monitoring of the institutions suffered because of non-constitution of State Level Inspection Committee and insufficient number of meeting of District Child Protection Committee and Management Committee in CCIs. Non-compliance with the National Commission for Protection of Child Rights (NCPCR) investigation findings was also observed, which included the operation of four un-registered CCIs, indicating a serious regulatory lapse.

What we Recommend?

We recommend that the Government may

- ◆ *plan the number of CCI institutions based on a baseline survey for adequate coverage of vulnerable children,*
- ◆ *issue and implement guidelines for monitoring and documentation of funds released and utilized for provisioning infrastructure, and providing daily need support to children as per norms,*
- ◆ *enforce strict segregation of children in terms of age, gender and category to avoid risk of abuse or exploitation,*
- ◆ *constitute State Level Inspection Committee, conduct regular periodic meetings at both district and CCI levels, and ensure inspections of CCIs.*

आंगनवाड़ी केन्द्र



Chapter-I

Audit of Establishment and Functioning of Anganwadi



Chapter-I

Women and Child Development Department

Audit of Establishment and Functioning of Anganwadi

Executive Summary

Why did we take up this audit?

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What do we recommend?

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- ◆ *to put in place a system for regular monitoring and validation of MIS data and manual records at AWCs to reflect actual coverage on the ground.*
- ◆ *fixing responsibilities for AWC projects execution including site selection and delays.*
- ◆ *identification and replacement of ineligible Self-Help Groups (SHGs) with eligible ones without interrupting the supply of HCMs.*
- ◆ *time-bound recruitment drives for filling up vacancies in core cadres.*
- ◆ *reconciliation and accuracy in records relating to foodgrain lifted before submitting UCs to GoI.*

1.1 Introduction

The Anganwadi Centres (AWCs) provide early childhood care, nutrition, health services, and pre-school education and function as the key delivery point for the Integrated Child Development Services (ICDS) scheme, launched (October 1975) by GoI and fulfills the entitlements under the National Food Security Act, 2013. It ensures holistic support for children under six years and pregnant and lactating women at the community level. The Anganwadi Services Scheme is guided by constitutional provisions (Articles 47, 15(3), and 39(e)-(f)) and legal backing from the National Food Security Act (2013), which ensures supplementary nutrition for pregnant women, lactating mothers, and children (6 months to 6 years) through AWCs. The Ministry of Women and Child Development (MoWCD), GoI provides operational guidelines, while the National Early Childhood Care and Education (ECCE) Policy (2013) governs early childhood education. To strengthen service delivery, initiatives like Poshan Abhiyaan (2018) and Saksham Anganwadi & Poshan 2.0 (2021) focus on convergence, digital monitoring, and infrastructure upgrades. The scheme operates as a Centrally Sponsored Scheme with a 60:40 Centre-State funding ratio (90:10 for special category states), following General Financial Rules (2017) and using the Public Financial Management System (PFMS) for fund tracking. Monitoring and accountability are ensured through tools like ICDS-MIS, the Poshan Tracker App, social audits, third-party evaluations, and community oversight by Anganwadi Level Monitoring Committees (ALMCs).

In Madhya Pradesh, Women and Child Development Department (WCDD), Government of Madhya Pradesh (GoMP) manages the services provided under ICDS. AWCs are managed at village/community level by Anganwadi Workers (AWWs) and Anganwadi Helpers (AWHs) who are responsible for identification of beneficiaries and their reporting. Under ICDS, six types of services are delivered through AWCs as detailed in *Table-1.1*.

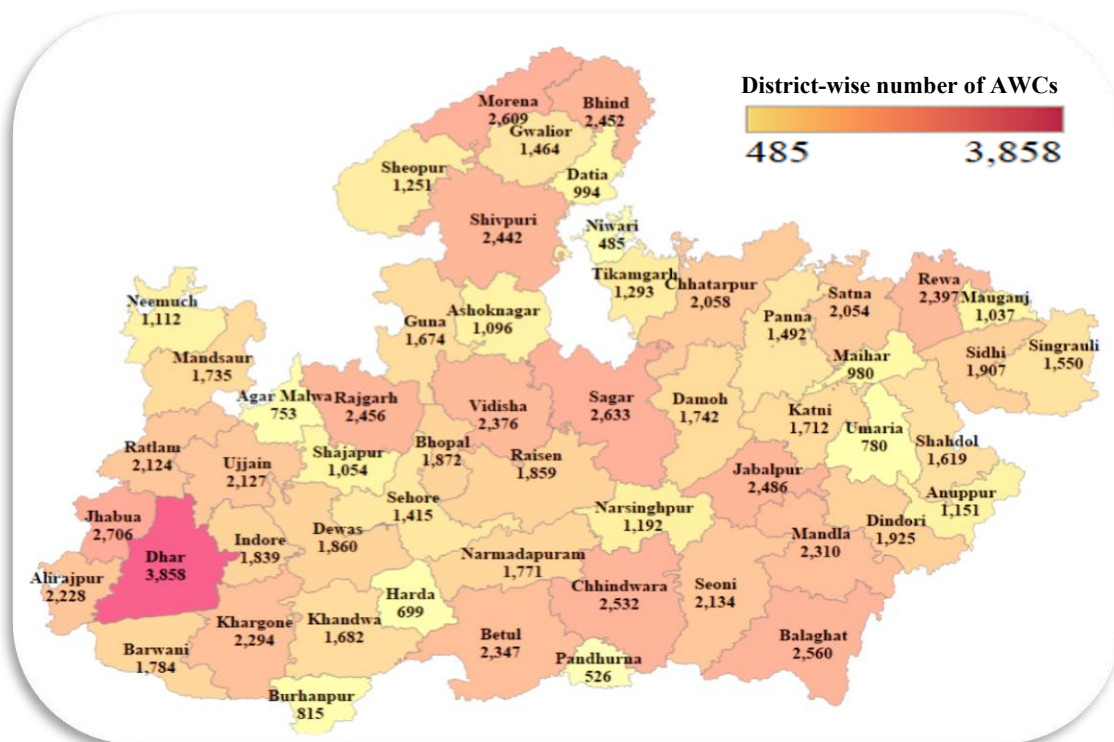
Table-1.1: Detail of services provided under ICDS		
Services	Activity and beneficiary	Service providers
Supplementary Nutrition 	Take Home Ration (packed food material) is provided to children aged between six months and three years as well as to pregnant and lactating women. Further, Hot Cooked Meal (HCM) is provided six days in a week to children aged between three and six years. Children aged between six months and three years, pregnant and lactating women receive HCM on Tuesday only.	AWW and AWH
Pre-School Education 	Three to four hours of pre-school education is provided at AWC to children aged between three and six years.	AWW
Nutrition & Health Education 	<i>Mangal Diwas</i> (on first to fourth Tuesday of every month) and <i>Suposhan Diwas</i> (on fifth Tuesday of every month) are organised to make the community aware of nutritional and health requirements.	AWW, Auxiliary Nurse Midwives (ANM)/ Medical Officer (MO)

Table-1.1: Detail of services provided under ICDS		
Services	Activity and beneficiary	Service providers
Immunization 	Immunization at AWC to children below six years and pregnant women are provided as per prescribed schedule.	ANM/MO
Health Check-ups 	At AWC, children, adolescent girls, pregnant women and lactating mothers are examined at regular intervals by a female health visitor and Auxiliary Nurse Midwives (ANM).	ANM/MO/AWW
Referral Services 	Malnourished and sick children who cannot be managed by the ANM / AWW are provided referral services through ICDS. All such cases are listed by the AWW and referred to the Medical Officer.	AWW/ANM/ MO

Source: ICDS Guidelines issued by GoI

As of March 2024, there were 97,303 AWCs functional in the State where 85.96¹ lakh beneficiaries were registered. The district-wise availability of AWCs in the state is depicted in *Map-1.1* below:

Map 1.1 Distribution of AWCs in the State



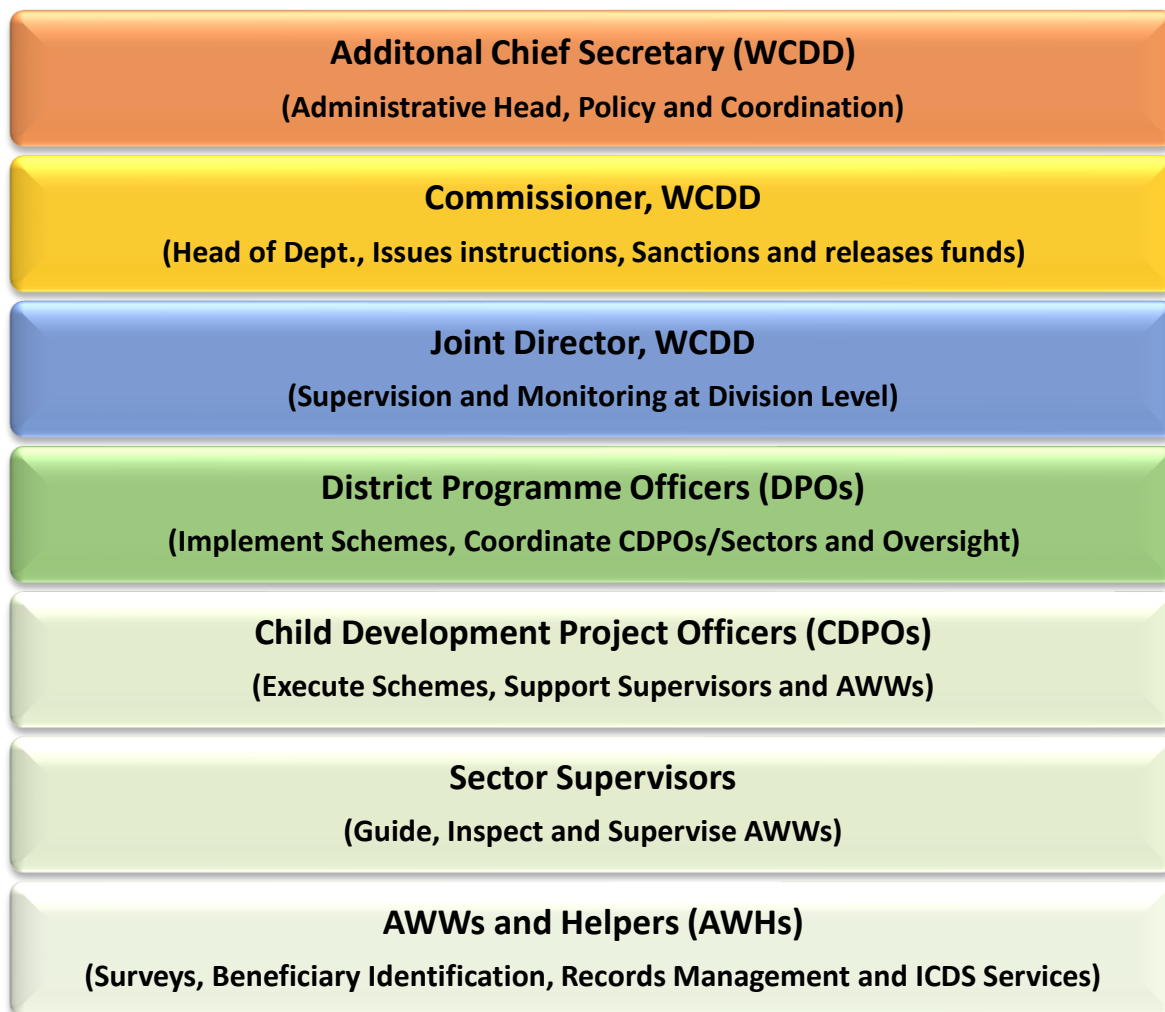
Source: Information furnished by the department

¹ Children aged 0-6 months (6,51,239), Children aged between 6 months to 3 years (32,60,113), Children aged between 3 years to 6 years (34,45,735), Pregnant women (6,04,499) and Lactating women (6,34,536).

1.2 Organizational set-up

The organizational hierarchy and roles and responsibilities for implementing the anganwadi services is discussed in the following *Chart*:

Chart-1.1: Organizational set-up of the Department



Source: Information provided by Directorate, WCD, GoMP

1.3 Audit objectives

Audit was conducted to assess the adequacy of Anganwadi infrastructure, the extent of beneficiary coverage under the ICDS scheme, the efficiency of financial management practices, and functioning and effectiveness of internal control and oversight mechanisms.

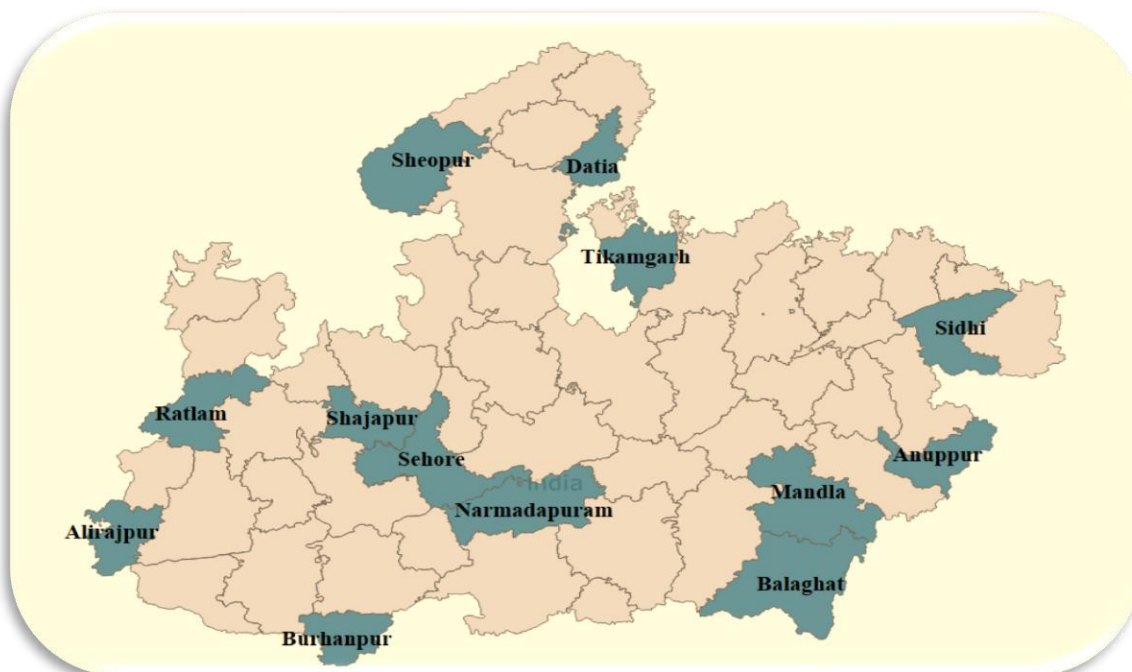
1.4 Audit criteria

The audit findings were benchmarked against the Guidelines/orders/instructions issued by the Government of India (GoI) and Government of Madhya Pradesh (GoMP) for establishment of AWCs, availability of manpower and delivery of various services through AWC.

1.5 Audit Scope and Methodology

The Audit was conducted between November 2024 and March 2025, covering the period from 2019-20 to 2023-24. The audit methodology involved test check of records of Directorate, WCD Department, Bhopal at State level. At district level, 13 District Programme Officers (DPOs) and 26 Project Offices (two in each selected district) were selected through statistical sampling method². Joint Physical Verification (JPV) of 130³ AWCs (five in each Project Office) and Self-Help Groups (SHGs) providing Hot Cooked Meal (HCM) in these AWCs was also conducted to assess availability of facilities as per norms in addition to maintenance of records. The detail of selected district, Project Offices, AWCs and SHGs are given in *Appendix-1.1* and selected districts are illustrated in *Map-1.2*.

Map-1.2: Showing districts selected for audit coverage



Under this assignment, we covered three (Supplementary Nutrition, Pre-School Education and Nutrition and Health Education) out of six services (listed under *Table-1.1*) provided under ICDS through AWCs.

An Entry Conference was held on 6 February 2025 with the Principal Secretary, WCDD, to discuss the audit objectives and audit criteria. Draft report was issued to the Government on 25 June 2025. The responses provided during the Exit Conference held on 1 August 2025, attended by the Additional Chief Secretary (ACS), WCDD, GoMP, and separate replies of the government (1 August 2025) are suitably incorporated and rebutted, wherever required, in the report.

² Probability Proportional to Size Without Replacement (PPSWOR).

³ Five AWCs in each selected Project Offices were judgementslly selected considering construction status of AWC building, number of registered and benefitted beneficiary.

1.6 Acknowledgement

Audit acknowledges the co-operation and assistance extended by the WCDD, GoMP during the conduct of the Performance Audit.

Audit findings

1.7 Assessment of Beneficiary Coverage and Data Update Mechanisms in AWC Services

As per instructions of the government, Anganwadi workers are required to conduct house-to-house survey of all families in Anganwadi centre/area in the month of April every year to identify and enroll various categories of beneficiaries. The data of fresh (additional) identified beneficiaries is entered in the Family Detail Register⁴ maintained by the AWW and Anganwadi Annual Survey Report (AASR). Concerned Project Office feed information of AASR in Management Information System (MIS) operated by the Department for reporting and/or assessment purposes like for beneficiaries status, foodgrain allocation, availability of human resources, etc. The AWWs are also required to conduct a weekly *Grih Bhent* (home visit) and update the information in the Family Detail Register, if any.

Further, AWW submits Anganwadi Monthly Progress Report containing information of activities organized in the AWC and progress of the schemes to Project Office. The identified beneficiaries are provided HCM and Breakfast on Monday to Saturday in AWCs, payment in respect of which is required to be made by the DPOs. Delivery of various services through AWC is based on the data fed into MIS by AWW/ Project offices.

1.7.1 Discrepancy in beneficiary data

Audit verified the MIS data in selected 130 AWCs and found difference in number of enrolled and benefitted⁵ beneficiaries (as on 31 March 2024) as summarized in **Charts-1.2** and **1.3** below:

⁴ Family Detail Register comprises details of families, all births and deaths, migration of family and willingness to avail Anganwadi Services, etc.

⁵ Enrolled beneficiaries refer the beneficiaries enrolled by AWW at the time of annual anganwadi survey whereas benefitted beneficiaries refer the beneficiaries who took advantage of anganwadi services.

Chart 1.2: District-wise comparison of Excess/Shortfall in the number of enrolled beneficiaries in MIS vis-à-vis records of selected AWCs

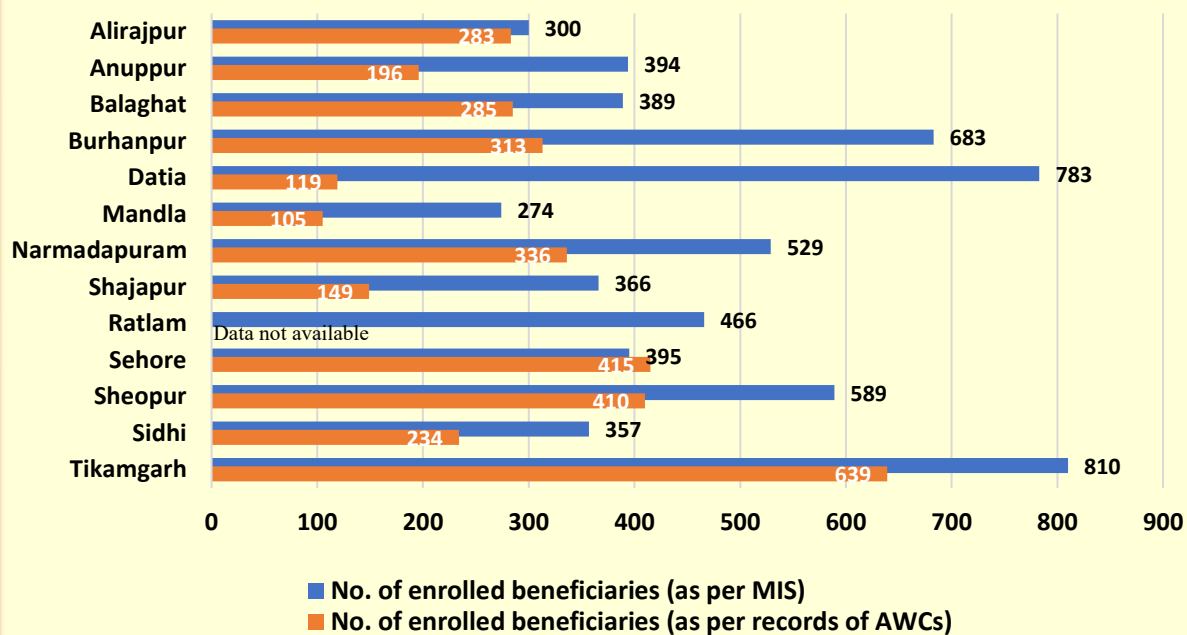
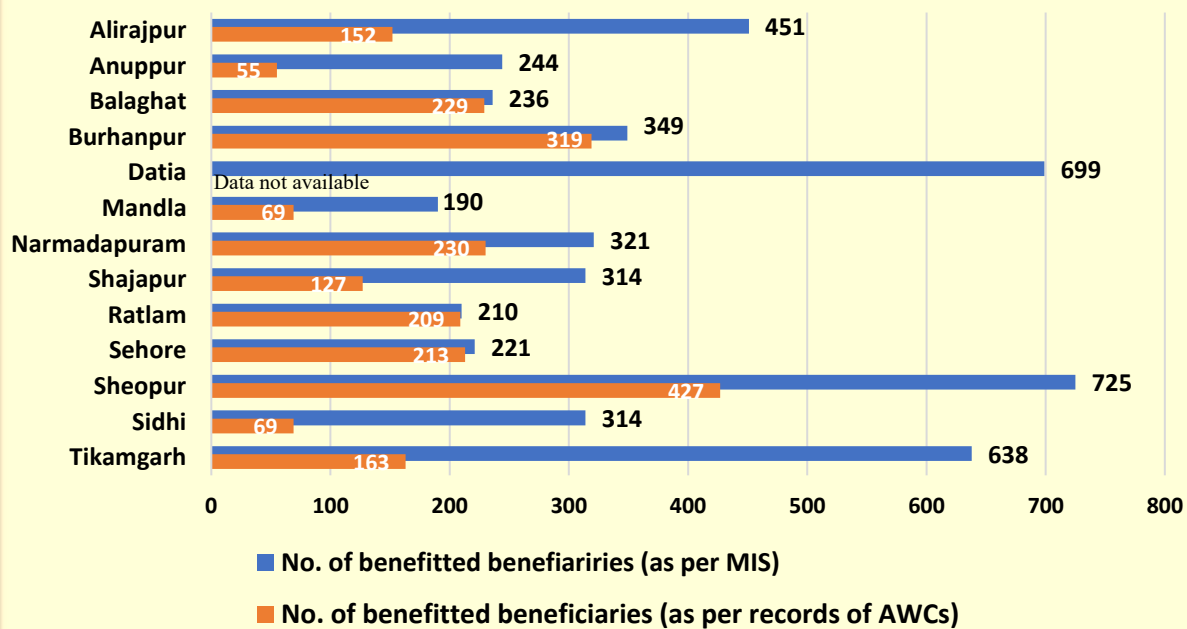


Chart 1.3: District-wise comparison of Excess/Shortfall in the number of benefitted beneficiaries in MIS vis-à-vis records of selected AWCs



Source: MIS data and records provided by the department

It was seen that the number of enrolled beneficiaries as per MIS data was in excess in 11 out of 13 selected districts ranging from approximately 1.06 times (Alirajpur district) to 6.58 times (Datia district) compared to the records of the selected AWCs. Besides the number of enrolled

beneficiaries (395 beneficiaries) was lesser in MIS in comparison to records of selected AWCs (415 beneficiaries) in Sehore district.

Similarly, the number of benefitted beneficiaries reported in MIS data exceeded the corresponding figures recorded at the selected AWCs in 12 out of 13 sampled districts, ranging from approximately 1.01 to 4.55 times the AWC records.

Discrepancies in reporting of beneficiaries in MIS resulted in un-utilized quantity of food grains against allocated quantity as mentioned in **Paragraph 1.11.1**.

Further, during JPV of selected 130 AWCs, it was observed that 4,084 (66 *per cent*) out of 6,179 enrolled beneficiaries, were not benefitted due to unwillingness to attend the AWCs, migration of families to other locations, and farther distance from their homes. However, the concerned AWWs did not enter remarks in Survey Registers. This indicates that the beneficiary data reflected on the portal was not based on actual field surveys or regularly updated by the AWWs.

Discrepancy in data of registered/benefitted beneficiaries along with non-uploading data in MIS indicated weaknesses in monitoring of the activities, data feeding in MIS and absence of authenticity of MIS data used by the Department for planning and implementation of ICDS programmes. The deficient record maintenance at the AWC level (as highlighted in **Paragraph 1.11.5.1**) contributed to the above discrepancies. Further, the discrepancy in data can result in misleading information, resource misallocation, and reduced credibility in scheme implementation.

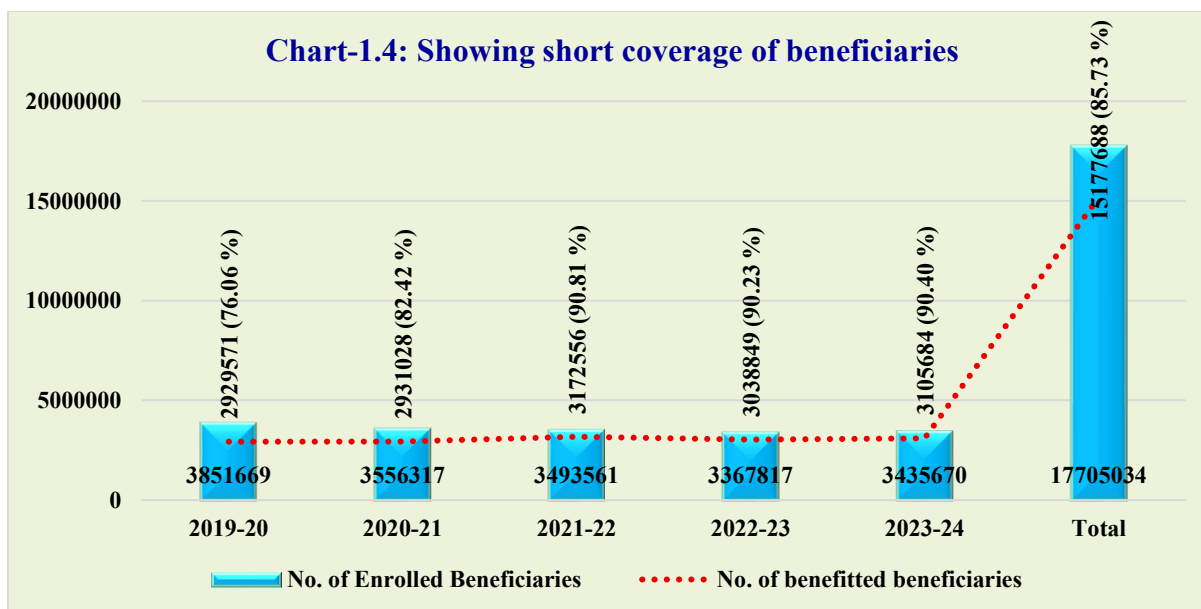
The ACS in exit conference, attributed the discrepancy to migration of informal labour and assured that a specific reply would be furnished after detailed deliberation. It was also added that since the launch of the Poshan Tracker (2022-23), Aadhaar-authenticated enrolment has begun, and the department is moving towards full Aadhaar-based enrolment.

A detailed reply addressing the issue was awaited in audit (October 2025). While Aadhaar-based enrolment through the Poshan Tracker is a positive step, the responsibility for ensuring data accuracy and consistency continues to rest with the department.

1.7.2 Discrepancies in beneficiary coverage for supply of Supplementary Nutrition food

Under Supplementary Nutrition, Hot Cooked Meal (breakfast and lunch) and Take Home Ration (packed food material) are provided to beneficiaries i.e. children below six years, pregnant women and lactating women.

The position of registered and benefitted beneficiaries at the State level during 2019-20 to 2023-24 is given in **Chart-1.4** below:



Source: Data provided by Directorate, WCD, GoMP

It is seen that the percentage of benefitted beneficiaries, as compared to enrolled in MIS, ranged from 76 per cent to 91 per cent. Consequently, a total of 25.27 lakh beneficiaries⁶, accounting for 14 per cent of those enrolled, were not provided the benefit of HCM during the period 2019-20 to 2023-24, reasons for which were not found in departmental records. Further, the percentage of benefitted beneficiaries, comparing to those enrolled, ranged from 65 per cent to 95 per cent in selected districts. However, on JPV of selected AWCs it was observed that 2,095 (34 per cent) out of 6,179 enrolled beneficiaries only were provided benefits as detailed in **Appendix-1.2**.

The audit observed that one of the reasons for the shortfall of beneficiaries in the Anganwadi Centers (AWCs) was the inadequate distribution of food, which did not align with the prescribed menu and schedule, as detailed in **Paragraph 1.8.7** and **1.8.8** of this report.

Further, the stark difference between the 65 to 95 per cent beneficiary coverage reported on the MIS portal at the state and selected district levels and only 34 per cent of actual coverage observed during the JPV highlights a significant discrepancy between reported data and ground realities. This variance points to possible over-reporting or inflated figures on the portal, likely due to weak monitoring mechanisms, inadequate field verification, and a lack of real-time data validation.

ACS assured in exit conference to provide specific reply on short coverage of the beneficiaries in test checked AWCs.

A detailed reply addressing the issue was awaited in audit (October 2025).

Recommendation:

The Government may put in place a system for regular monitoring and validation of MIS data and manual records at AWCs to reflect actual coverage on the ground.

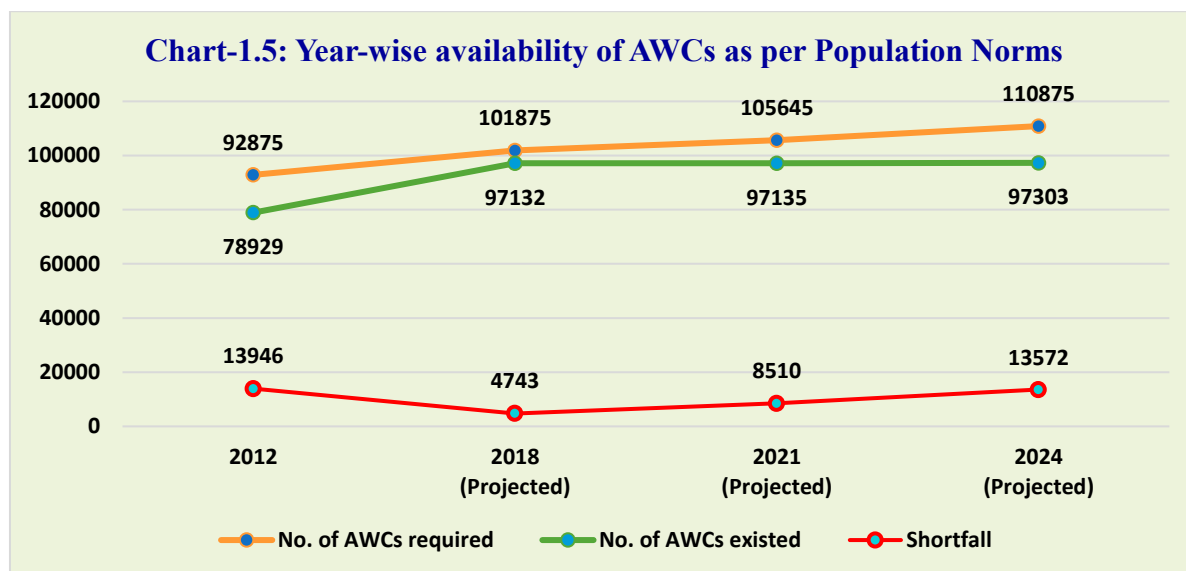
⁶ 1,77,05,034 – 1,51,77,688

1.8 Adequacy of AWC infrastructure and facilities

1.8.1 Availability of AWCs

GoMP issued (April 2022) norms (based on population) for setting up of AWCs. This prescribed establishment of one AWC for every population group between 400 and 800 in rural/urban areas and one additional AWC thereafter for every 800 people.

As per above norms, a population of 8.87⁷ crore in the State necessitates the establishment of 1,10,875 AWCs. Audit observed that while 97,329⁸ AWCs had been sanctioned, only 97,303 were functional as of March 2024. This indicates a shortfall of 13,572 AWCs (12 per cent) against the requirement. The year-wise availability of AWCs as per population norms in the state is presented in **Chart-1.5** below:



Source: Records furnished by the department

As shown in the Chart above, the shortfall in AWC availability in the State has steadily increased since 2018. Further, it was noted that 8,842 villages/wards out of a total 54,903⁹ in the State, with a combined population of 20.62 lakh (as of April 2025), did not have a single AWC, even after 50 years of implementation of the ICDS scheme. This highlights significant gaps in the government's efforts to provide essential services to eligible beneficiaries.

We further noticed that Directorate, WCDD, Bhopal collected (May and June 2022) proposals for opening 10,204 new AWCs from the districts and forwarded (July 2022) to GoI. The approval from GoI was awaited (as of June 2024); however, the need was not escalated thereafter.

ACS stated (August 2025) in exit conference that in year 2014, the GoI had frozen the expansion of Anganwadi network all over the country. Therefore, the adaptation of criteria for sanctioning of AWCs on population basis is not in consonance with the direction of GoI. It was

⁷ as per projected population of the State for 2024.

⁸ including non-operational 26 AWCs sanctioned (January 2024) under Pradhan Mantri Janjati Adivasi Nyaya Maha Abhiyaan (PM-JANMAN) as of March 2024.

⁹ number of villages in the state as of 2020.

also intimated that left out beneficiaries had been mapped with nearest Anganwadi Centers for getting benefit of Supplementary Nutrition Programme (SNP).

The reply is not acceptable, as the requirement for an additional 10,204 AWCs was already under consideration between the government and the GoI (July 2022), and further action on the proposal was awaited.

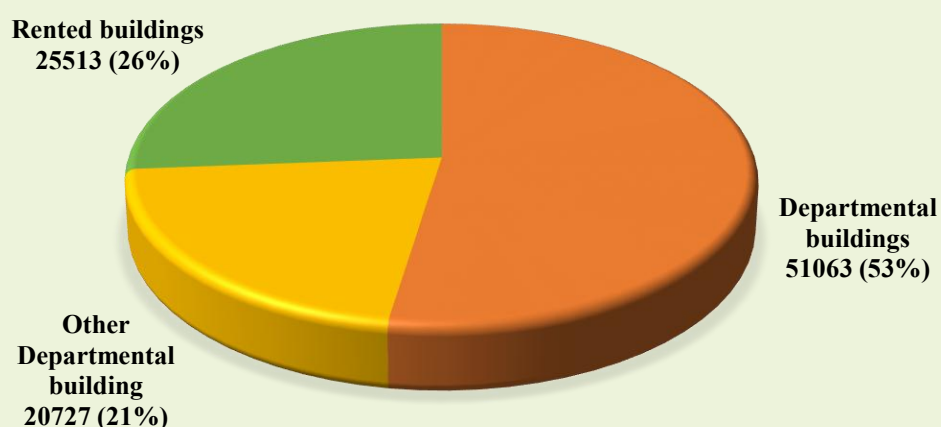
1.8.2 Non-availability of facilities in AWCs

As per GoI norms (August 2015), an AWC was to provide basic facilities like sitting room, a separate room for a kitchen, a storeroom for storing food items, child friendly toilet, separate space for children to play indoor and outdoor games and safe drinking water facilities. The minimum requirement for the covered area of an AWC was 600 sq. feet.

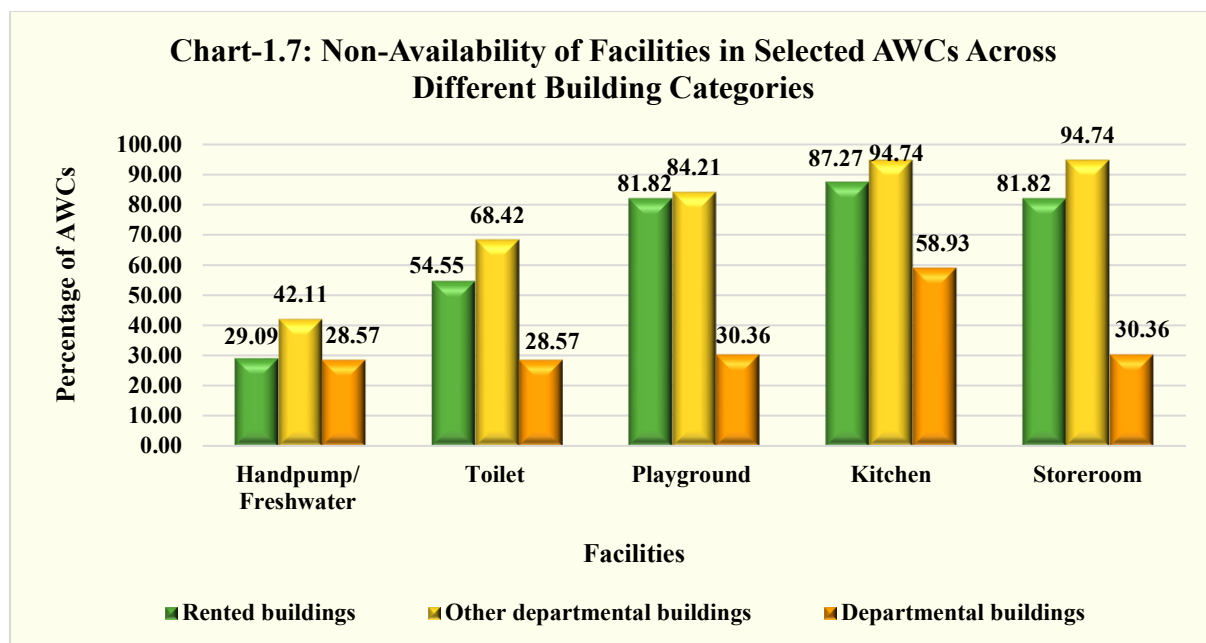
Further instructions were issued (25 February 2019) by WCDD, GoMP to ensure that essential facilities such as a storeroom, drinking water, toilets, and electricity are available in buildings rented for the operation of AWCs.

It was observed that out of 97,303 AWCs, 46,240 (47 per cent) were found to be operating from buildings owned by other departments such as schools, *Panchayat Bhawans* or from rented premises, as illustrated in **Chart-1.6**. A JPV of 130 selected AWCs showed lack of essential facilities, including drinking water, toilets, and playgrounds. These deficiencies were particularly observed in AWCs functioning in non-owned or rented buildings, as may be seen from **Chart-1.7**.

Chart-1.6: AWCs operating in Departmental, Other Departmental and Rented Buildings



Source: Records furnished by the department



Source: Records furnished by the department

The above charts indicate that nearly 26 per cent of the AWCs in the state are operational in rented buildings. Further analysis conducted on AWCs functioning in departmental, other departmental, and rented buildings showed a descending order of basic facilities with departmental buildings having the highest, followed by rented buildings, and then other departmental buildings. This indicates that AWCs operating in buildings owned by the department generally have better facilities compared to those in other types of premises.

Thus, a significant number of AWCs lacked the minimum required facilities, potentially discourage the beneficiaries from accessing services, and result in non-delivery of effective nutritional and healthcare services provided through AWCs.

The ACS stated in exit conference that as per GoI norms, expenditure towards immovable facilities cannot be incurred in the rented buildings.

The reply is not acceptable, as the necessary facilities should have been ensured before hiring the building on rent.

1.8.3 Adherence to norms for site selection of AWC

Directorate, WCDD, Bhopal issued (September 2018) instructions to all DPOs for site selection for construction of AWC building which provides that the proposed site for AWC (a) should be within the habitation and in no case the children have to cross the road, (b) should not be near to main road/highway; and (c) there should not be open well, ditch, pond adjacent to or in close proximity to the proposed site. The building was to be constructed as far as possible within the premises of schools/government buildings located in the village. It was prescribed that the site of the Anganwadi building should not be located at a large distance from the village.

JPV of constructed AWCs in selected districts showed that four AWCs were constructed in distant locality from the village settlement (located in the middle of the field) and 10 AWCs had no access road to reach as illustrated in *Photographs-1.1 to 1.4*.

Photographs illustrating AWCs constructed in middle of the field and non-availability of access road to reach AWC

 Latitude: 22.228601 Longitude: 74.420353 Elevation: 256.1±100 m Accuracy: 3.0 m GPSTime: Saturday 22-02-2025, 01:29:23 pm Time zone: +05:30 Address: AWC Ansingh Falia Alanda Alirajpur	 Latitude: 22.481674 Longitude: 74.455677 Accuracy: 2500.0 m GPSTime: Thursday 27-02-2025, 11:16:47 am Time zone: +05:30 Address: AWC Ambi Pujara Falia Katthiwada Alirajpur
Photo-1.1: AWC Ansingh, Falia, Ajanda, Alirajpur- No access road to reach the AWC	Photo-1.2: AWC Ambi Pujara, Falia, Katthiwada, Alirajpur- Constructed in the middle of field and did not have access to road
 Latitude: 22.36383 Longitude: 74.443438 Elevation: 324.67±100 m Accuracy: 3.0 m GPSTime: Tuesday 25-02-2025, 09:58:09 am Time zone: +05:30 Address: AWC Kotumba III Patiya Kunwa Alirajpur	 Latitude: 22.324505 Longitude: 74.360273 Elevation: 295.77±100 m Accuracy: 2.5 m GPSTime: Tuesday 25-02-2025, 12:15:30 pm Time zone: +05:30 Address: AWC Ramsingh Ki Chauki Alirajpur
Photo-1.3: AWC Patiya Kunwa, Alirajpur- Located in middle of field outside the habitation	Photo-1.4: AWC Ramsingh Ki Chauki, Alirajpur- No access road to reach the AWC

The concerned DPOs did not ensure adherence to the Departmental instructions resulting in selection of site for construction of AWCs which are not easily accessible for children, pregnant and lactating mothers. Besides, non-availability of access road is also distressful for the beneficiaries and assessed to be one of the main reasons for low attendance of beneficiaries at AWCs.

Case Study-1: Impact of location of AWC

An Anganwadi Centre was established in Poniya Ryot (Pavle Tola) village of Mandla District for two villages Poniya Ryot (Pavle Tola) (having population of 78 and five identified beneficiaries) and Poniya Mal (Bada Tola) (having population of 378 and 43 beneficiaries) under the Bijadandi project of the district. The constructed AWC building was located at a distance of two K.m. from Poniya Mal (Bada Tola). Considering the constrains, AWC at some other government building located in Poniya Mal (Bada Tola) was started to operate, resulting

in non-utilization of the constructed AWC, which indicated poor planning in selection of location for establishment of AWC building.

Similarly, in the Baldeogarh project of Tikamgarh district, it was seen that the Anganwadi building in Dhimrola Narayanpur, established 15 years before, remained unused as it was located outside the main habitation and was inaccessible due to poor condition of the approach road. We also noticed that AWC in this village, was functioning in a rented building consisting of a single room of 120 Sq.ft. size, lacking basic facilities such as electricity, fans, lighting, and outdoor space, which made it unattractive for children. Furthermore, the constructed AWC building was found to be in a dilapidated condition and never used for the purpose, as shown in **Photograph-1.5** below:

Photograph-1.5: Photo showing dilapidated condition of AWC in Dhimrola Narayanpur Village



Thus, improper site selection and construction of AWC building resulted in the non- utilization of the constructed AWCs.

In Exit conference, ACS agreed to share details after consulting districts and noted that government land is rarely available within habitations, leaving outside land as the only feasible option.

A detailed reply addressing the selection of sites for the establishment of the above AWCs was awaited in audit (October 2025). Further, locating AWCs on land outside habitations defeats the purpose of accessibility.

1.8.4 Construction of AWC buildings as per norms

WCDD, Bhopal issued (March 2017) guidelines on drawing and design for construction of AWCs, which also included the provisions for mandatorily basic facilities to be provided at AWCs.

JPV of seven out of 130 AWC buildings showed lack of basic facilities such as crawl tunnel, ramp for easy access of children and pregnant women, hand pump/tap for safe drinking water, children friendly toilet/sanitary fittings, hook for hanging spring balance etc. in violation of

approved layout of the Department. The details are given in *Appendix-1.3* and illustrated in *Photographs-1.6 to 1.9* below:

	
Photograph-1.6: Showing non-provision of hook for shelter scale	Photograph-1.7: Showing non-construction of ramp in AWC, Pindaraimaal, Bijadandandi, Mandla
	
Photograph-1.8: Showing non-construction of kitchen platform in AWC, Chuharitola, Mandla	Photograph-1.9: Showing non-construction of child-friendly toilets and presence of non-functional or unusable toilets

The Departmental authorities did not ensure construction of these AWCs as per norms at the time of handing/taking over of the AWCs from construction agencies.

ACS assured in exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts.

A detailed reply addressing the issues was awaited in audit (October 2025).

1.8.5 Quality assurance in distribution of Hot Cooked Meal

Departmental direction (September 2018) provide that officers of WCDD or Food Department (as per the instructions of the Collector) may collect samples of food material to be used in preparation of recipe of breakfast and lunch for quality testing purpose. The samples were to be tested by the laboratory of Food and Nutrition Board in New Delhi of GoI.

Scrutiny of records in selected districts showed that no samples of food material used in preparation of recipe of breakfast and lunch was found to be collected in the records of any test checked districts for quality testing during the year 2019-20 to 2023-24. Thus, the assurance on quality of raw material used in HCM distributed during the years in these districts could not be derived.

The absence of quality testing of food material samples risks the health and safety of children by permitting the supply of potentially unsafe or substandard food, thereby compromising the nutritional objectives of the AWC program and hindering progress in addressing Severe Undernutrition (SU), Moderate Acute Malnutrition (MAM), and Severe Acute Malnutrition (SAM) as highlighted in **Paragraph 1.11.3** of this report.

The ACS stated in exit conference that efforts would be made to put a mechanism to take samples of testing of HCM in at least small percentage.

The reply constitutes a commitment to future action, and acknowledges the fact that department did not ensure quality testing of the food supplied to the beneficiaries.

1.8.6 Short/excess supply of HCM

As per the guidelines issued (September 2018) by the WCDD Bhopal, the Project Officer/DPO in urban area of the project and AWW in rural area of the project shall inform every month to the selected SHG in writing about the average daily attendance of the beneficiaries of the previous month. Based on which, the selected SHGs shall assess the required quantity of HCM to be supplied in the AWCs.

It was noticed that selected DPOs, POs and AWCs did not maintain records relating to submission of demand of HCM to SHGs. On being enquired AWWs stated that the SHG provided the quantity of breakfast and lunch as per their own estimate. During JPV of selected 130 AWCs, it was seen that quantity of breakfast/lunch supplied by the SHGs was either short or excess to feed available beneficiaries (as detailed in **Appendix-1.4**). Further, in 17 AWCs, either breakfast or lunch was not received at the time of physical verification (conducted during November 2024 to March 2025).

Thus, non-intimation by DPO/POs and AWCs for average daily attendance of beneficiaries of previous month to SHGs for supply of HCM, resulted not only in short/excess supply of HCM, but also in possible leakage, wastage, or misutilization of government resources.

DPOs replied that the SHGs would be informed about supply of HCM in prescribed quantity and ensured timely inspection of these. Further, the ACS assured in exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts.

A detailed reply addressing the issue was awaited in audit (October 2025).

1.8.7 Supply of short quantity of HCM and distribution of HCM contrary to prescribed menu

The WCDD, GoMP prescribed (September 2018) that the day wise breakfast and lunch to children of age group of three to six years were to be provided with supplementary nutrition having 15-20 gram protein and 500 calories daily. The District Collector at local level may decide the recipe keeping in view the menu to maintain variety and ensure that the food is tasty and easily distributable. Further he has been authorized to modify the menu in response to local needs or district-specific issues.

During JPV of selected AWCs, instances were noticed such as repeated daily supply of identical HCM, non-compliance with the requirement to obtain District Collector's approval

for change in menu, short supply of the prescribed food quantity, and reduced use of mandated ingredients, etc. in 81 out of selected 130 AWCs.

Further, scrutiny of records¹⁰ of Project Officer, Tikamgarh Urban (district Tikamgarh) showed that the quantity of breakfast and lunch supplied by eight SHGs was lesser than the quantity prescribed in the indicative menu as detailed in **Table-1.2**.

Table-1.2: Indicative menu and quantity provided in breakfast and lunch

Day	Breakfast @ ₹ 3 per beneficiary		Quantity in grams per day		Lunch @ ₹ 5 per beneficiary		Quantity in grams per day	
	Prescribed recipe	Recipe provided	required	provided	Prescribed recipe	Recipe provided	required	provided
Monday	Meethi Lapsi ¹¹	Paushtik Khichdi	100	80	Roti, Mixed dal, Green Vegetable	Roti, Mixed dal, Green Vegetable	140	120
Tuesday	Khichdi	Thuli (Sweet Namkeen)	100	80	Kheer-Pudi-Potato Chickpea Vegetable	Kheer-Pudi-Aloo Matar Tomato Sabzi	130	120
Wednesday	Meethi Lapsi	Meethi lapsi	100	80	Roti, Mixed Dal, Green vegetable	Roti, Dal, Green Vegetable	140	120
Thursday	Daliya	Meethi lapsi	100	80	Rice Pulao-Pakora Kadhi	Rice Pulao-Pakora Kadhi	170	120
Friday	Upma	Thuli (Sweet Namkeen)	80	80	Roti, Mixed dal, Green Vegetable	Roti, Mixed Dal, Green Vegetable	140	120
Saturday	Meethi Lapsi	Paushtik Khichdi	100	80	Roti, Mixed dal, Green Vegetable	Rice Sambar	140	120

Source: Records furnished by the department

It may be seen from above table that, contrary to the directives of the GoMP, short quantity of breakfast and lunch was provided. Thus, supply of supplementary nutrition, which was deficient not only in quantity but also in nutritional parameters (15-20 gram protein and 500 calories daily) defeated the purpose of supplementary nutrition programme.

ACS assured in exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts.

A detailed reply addressing the issue was awaited in audit (October 2025).

1.8.8 Supply of breakfast and lunch at the same time

WCDD Bhopal instructed (January 2018) that supply of breakfast and lunch was to be done separately and on prescribed time. Further, as per the directives issued (September 2018) by the WCDD Bhopal, breakfast and lunch were to be provided to the beneficiaries from 9:30 AM to 10:30 AM and 12:30 PM to 1:30 PM respectively.

Joint physical verification of selected AWCs showed deviations from the prescribed meal distribution schedule by the SHGs. In 36 AWCs (as detailed in **Appendix-1.5**), both breakfast and lunch were supplied simultaneously between 09:30 AM and 10:00 AM, contrary to directives. The AWWs also confirmed that SHGs delivered meals at their own convenience, resulted in reduced interest among children in consuming lunch, thereby undermining the objective of providing balanced nutrition throughout the day. Additionally, in 12 AWCs, only

¹⁰ MoU between Project Officer, Tikamgarh Urban and SHGs

¹¹ a sweet dish made from broken wheat, ghee, and jaggery or sugar, rich in energy and nutrients

lunch was provided, and in five AWCs, only breakfast was supplied (as detailed in **Appendix-1.4**). Such, irregularities in meal distribution deprived the beneficiaries of legitimate benefit of nutritional food and indicates lack of monitoring for timely supply of HCM by the DPO.

Further, ACS assured in exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts.

A detailed reply addressing the issue was awaited in audit (October 2025).

1.8.9 Supply of HCM by unregistered SHGs

WCDD, Bhopal directed (September 2018) that hot cooked meals in Anganwadi/Sub-Anganwadi centres in urban areas be provided through women's Self-Help Groups (SHGs), mandals, or federations, selected on the basis of efficiency and economic status, with income and savings distributed only among active members. Wages/dividends were to be paid regularly through bank cheques, under the periodic monitoring of the Project Officer. Further directions (January 2021 and May 2021) mandated that SHGs strictly adhere to SHG principles and remain free from association with contractors, businessmen, public representatives, government officers/ employees, Anganwadi workers/helpers, or similar individuals. In urban areas, HCM supply was to be exclusively undertaken by SHGs registered under Tejaswini, Madhya Pradesh State Urban Livelihood Mission, and National Urban Livelihood Mission, without tendering, with each SHG (10-20 below the poverty line women) serving up to 10 AWCs.

Scrutiny of records maintained and furnished in test checked districts showed that 54 unregistered groups were engaged in seven out of 13 districts for distribution of HCM. The details are given in **Table-1.3** below:

Name of district	No. of unregistered groups supplied HCM	No. of AWCs where these Groups supplied HCM	Amount paid to these SHGs (₹ in lakh)
Balaghat	14	27	66.06
Burhanpur	7	10	23.2
Datia	12	16	3.47
Mandla	15	32	17.2
Sehore	1	106	362.14
Shajapur	1	54	322.67
Sheopur	4	7	5.84
Total	54	252	800.58

Source: Records furnished by the department

It was seen that Project Officers of these districts did not ensure distribution of dividend/savings among the active members of the Group as cheques/bank account details used for distribution of income/surplus were not available with the Project Officers. Thus, DPOs of these districts did not comply with the departmental directions in selection of SHGs and selected unregistered SHG who supplied HCM amounting to ₹ 8.01 crore.

Besides, an unregistered group (*Maa Santoshi Mahila* SHG, Naplakhedi, Sehore) was also found engaged in transportation work of Take Home Ration (THR) which indicated that the group was a commercial firm rather than a SHG.

ACS assured in exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts.

A detailed reply addressing the issue was awaited in audit (October 2025).

1.8.10 Supply of HCM on behalf of SHGs through contractors

WCDD, GoMP prescribes (May 2021) that the one SHG can provide its services to maximum 10 AWCs. Further, any contractor, businessman, Government employee etc. should not involve directly/indirectly in the SHG.

During JPV of SHGs, it was observed that 13 SHGs of four Districts¹² had not established kitchens or offices at the addresses listed in their submitted bills to DPOs. Upon inquiry, Sector Supervisors and AWWs disclosed alternate addresses where meals were reportedly being prepared. A visit to these locations showed that male workers, not being members of the designated SHGs, were preparing HCM. These individuals admitted that they were operating on behalf of the SHGs and receive ₹10,000 to ₹13,000 per month for the service. Meals for one to six SHGs were being prepared in a single kitchen of these four locations. These facts indicate a centralized approach for operating these kitchens on behalf of SHGs which is contrary to established rules. Additionally, critical documentation such as stock register for foodgrains (wheat, rice, oil, condiments, etc.), utensil inventory or kitchen logs and daily consumption or supply records were absent at these sites. HCM to 132 AWCs were supplied through these centralized kitchens and DPOs paid ₹ 4.11 crore for the supplies made. **Photographs-1.10 to 1.13** captured during JPV corroborate these facts.

Photographs-1.10 to 1.13 Showing involvement of male members in preparation of HCM



¹² Alirajpur (one SHG), Sehore (four SHG), Sheopur (two SHG) and Tikamgarh (six SHG).



It was evident that a third party (male contractor) was supplying HCM by taking contract in the name of SHGs through a centralized kitchen. It is assessed that registration of SHGs was exploited to take advantage of the relaxation from tendering process. This situation highlighted a concerning trend where subsidized grains are being commercially utilized for profit under the guise of SHGs.

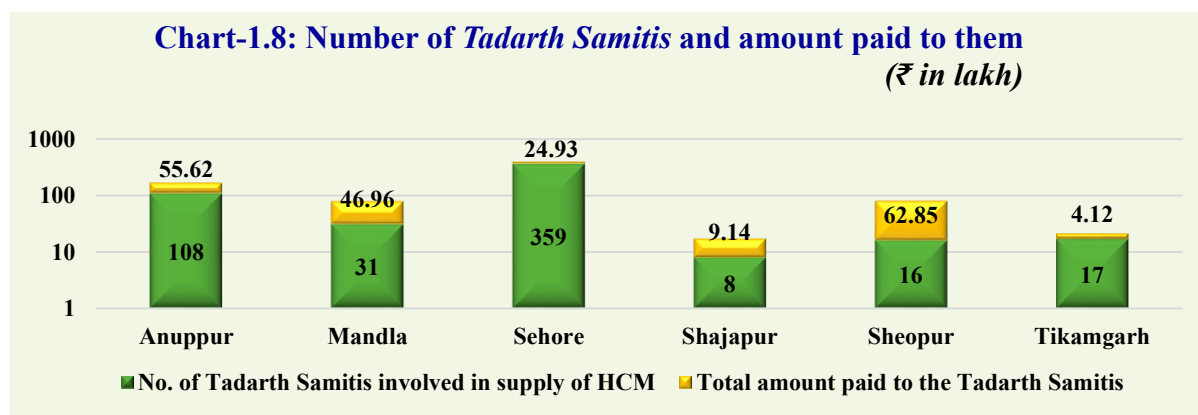
The ACS assured in exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts.

A detailed reply addressing the issue was awaited in audit (October 2025).

1.8.11 Irregular engagement of Tadarth Samitis for supply of HCM

As per directives issued (September 2018) by the WCDD Bhopal, Government/semi-government officers-employees/Anganwadi Workers/Helpers and Officers associated with *Panchayati Raj* System should not be included in the SHGs involved in Supplementary Nutrition distribution system.

Scrutiny of records related to payment of HCM showed that DPOs of six out of 13 test checked districts made payment of ₹ 2.04 crore towards supply of HCM to *Tadarth Samitis*¹³ in which AWW and ANM were ex-officio members, as shown in **Chart-1.8** below:



Source: Records furnished by the department

¹³ *Tadarth Samiti* is responsible for daily monitoring of quantity, regularity and quality of supplementary nutrition being distributed by the SHG under *Sanjha choolaha* and to monitor the timely opening and functioning of AWCs. All women Panch, Asha Workers, AWWs and ANM are ex-officio members of the *Tadarth Samiti*. Additionally, a Poshahar account, jointly operated by the female Chairperson of the Committee, and the Anganwadi worker, is opened, in which the amount for various activities carried out at the village or AWC, are deposited.

It was further noticed that in Burhanpur district, School Management Committee (SMC), Haiderpur was supplying HCM in four AWCs of Nepanagar project. In this SMC, the Principal of the School was ex-officio Chairperson and the teachers were members. During the audit period, an amount of ₹ 8.17 lakh was paid to the SMC towards supply of HCM and honorarium of Cook, which was irregular being violation of directives of WCDD Bhopal.

Thus, allowing *Tadarth Samitis* and SMC for supply of HCM at AWC, in which AWW/Principal/Teachers of Government school was a Chairman/member violated the departmental directions. Moreover, when the same individual serves as both the HCM supplier and a member of the concerned Samiti, it gives rise to a conflict of interest, which may lead to irregularities in supply and weaken the effectiveness of monitoring mechanisms.

ACS stated in exit conference that, in the event of non-availability of a suitable SHG for the supply of HCM, the District Collector may, as a contingency measure, entrust the responsibility of supplying HCM to the *Tadarth Samitis* to ensure uninterrupted delivery of SNP.

However, the supporting documents of entrusting responsibility for HCM supply to *Tadarth Samitis* as a contingency measure were not made available to Audit.

Recommendation:

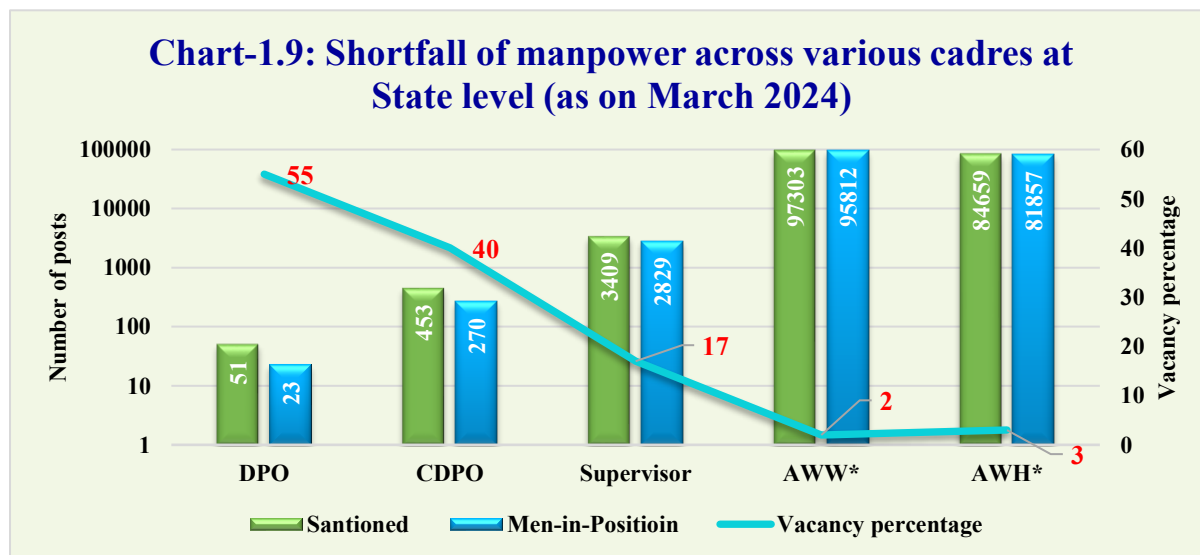
The government may ensure identification and replacement of ineligible Self-Help Groups (SHGs) with eligible ones without interrupting the supply of HCMs.

1.9 Human Resource Management and Capacity Building

1.9.1 Shortfall of manpower for management of Anganwadi services

Adequate manpower in the scheme ensures proper delivery of nutrition, healthcare, and early education services to children and mothers. It enables consistent monitoring, community outreach, and effective implementation of government objectives at the grassroots level.

Sanctioned strength and Person-in-Position at State level for management of Anganwadi services are given in **Chart-1.9** below:



* Sanctioned strength and Person-in-Position as of June 2024

Source: Data provided by Directorate (as on July 2024)

As seen from the above, that there was a shortfall ranging between 40 and 55 *per cent*, in the cadre of DPO and CDPO, who were responsible for implementation/monitoring of various schemes running through AWCs in their respective district and projects. Besides, there was shortage of 17 *per cent* in the cadre of Supervisors who not only closely monitor the functioning of the AWCs under their jurisdiction but also assist the AWWs in various aspects such as record maintenance and delivery of services. Further, 1,491 AWCs were functioning without any regular AWW, which adversely affected the delivery of services as illustrated in **Case Study-2** under **Paragraph 1.11.5.3** of this report.

The ACS stated in exit conference that due to non-promotion in DPO/CDPO cadre, the posts were vacant in these cadres. However, in Supervisor and AWW cadre, the vacancies had been filled up through open recruitment.

Further action of filling of vacant posts was awaited in audit (October 2025) to ensure effective scheme implementation.

Recommendation:

The government may ensure time-bound recruitment drives for filling up vacancies in core cadres for management of Anganwadi services.

1.9.2 Training to AWW and AWH

The importance of training and continuous capacity building of the ICDS functionaries for improving the quality-of-service delivery in ICDS has always been recognized as vital for the success of the programme. The aim of training programme in ICDS is to develop the field functionaries into agents of social change. As per Ministry of Women and Child Development (MoWCD), GoI directions (November 2013), the AWWs and AWHs were to be provided induction and refresher training.

The audit noted that the level of induction trainings provided to AWC frontline workers in the state was encouraging, with 86,946 AWWs (90.75 *per cent*) and 69,743 AWHs (85.20 *per cent*) having received such training. However, no refresher training required to update and upgrade the skills to adopt to new and important practices, was imparted to any of the workers. This gap poses a risk of AWC workers using outdated practices, which can potentially impact the health and wellness of the children being attended by them.

The ACS in Exit conference acknowledged the fact and stated that though various trainings were imparted periodically, but due to lack of funds for training since 2020, it has not been feasible to impart the trainings to the AWWs and AWHs.

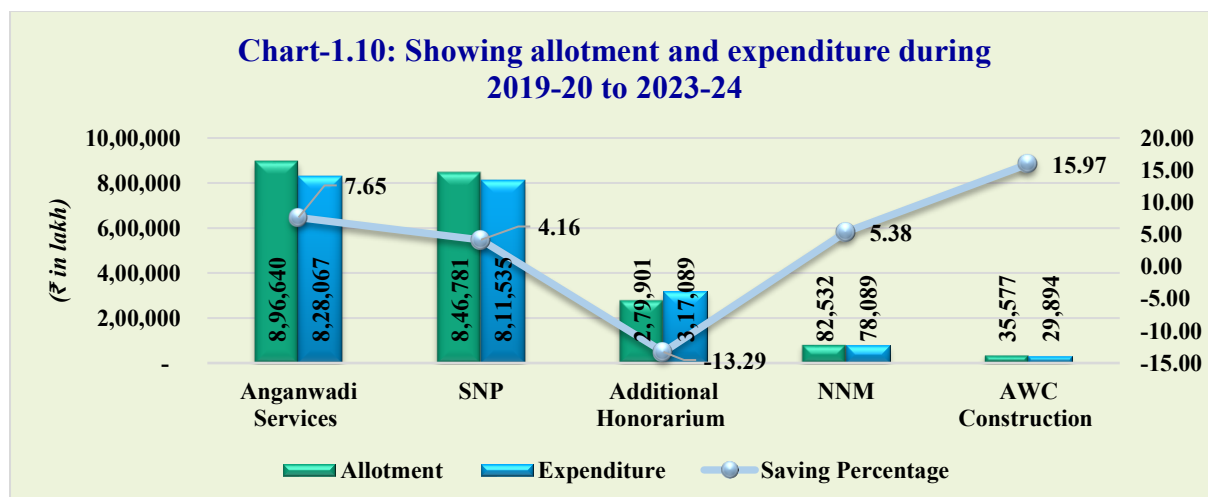
1.10 Financial oversight and controls

1.10.1 Utilization of funds

ICDS is a Centrally Sponsored Scheme funded on the cost sharing¹⁴ basis between Government of India (GoI) and the State Government. GoI is responsible for programme planning and

¹⁴ 50:50 for Supplementary Nutrition (ii) 60:40 for Anganwadi Services and (iii) 80:20 (from 2019-20 to July 2022) and 60:40 (since August 2022) for National Nutrition Mission between GoI and the State Government respectively.

infrastructure funding while State Government is responsible for implementation. Details of allotment and expenditure during 2019-20 to 2023-24 are given in *Appendix-1.6* and summarized in *Chart-1.10*:



Source: IFMIS data of allotment and expenditure provided by the Department

It is seen from above Chart that against the allotments under various component, there were savings ranging between four and 16 per cent except for Additional Honorarium component. Under Additional Honorarium component, the expenditure was more than allotments.

The government replied that overall expenditure for the scheme implementation was made within allotted budget. Further, the ACS stated in exit conference that detailed reply would be furnished to the audit after examining the matter.

A detailed reply addressing the issue was awaited in audit (October 2025).

1.10.2 Blockade of funds due to incomplete construction of AWC buildings in the State

Rule 9 (i) of Madhya Pradesh Financial Code (MPFC) provides that every government servant is expected to exercise the same vigilance in respect of expenditure incurred from public money, as a person of ordinary prudence would exercise in respect of expenditure of his own money.

It was seen that Principal Secretary, WCDD and Commissioner, WCDD issued (October 2019 and August 2019 respectively) letters to districts stating that despite release of ₹ 288.51 crore for construction of AWCs sanctioned during 1994-95 to 2018-19, 6,811 AWCs remained incomplete and work for 2,777 AWCs had not been initiated (details are given in *Appendix-1.7*). Further communication in this regard was not found in records produced to audit. Furthermore, scrutiny of records relating to AWCs sanctioned during 2019-20 to 2022-23¹⁵ showed that the Department sanctioned 3,212¹⁶ AWCs with a cost of

¹⁵ No AWC was sanctioned during 2023-24

¹⁶ 2019-20 (465 AWCs), 2020-21 (422 AWCs), 2021-22 (2004 AWCs) and 2022-23 (321 AWCs)

₹ 298.81¹⁷ crore and released ₹ 178.58¹⁸ crore to executive agencies. The department prescribed timeline (three/ six months) for completion of construction of AWCs in June 2021.

The Audit observed that despite the release of funds and issuance of instructions from time to time for the completion of incomplete AWCs, the department did not maintain or possess updated information regarding the current status of these constructions. This lapse has led to the continued incompleteness of AWCs for periods ranging from 1 to 29 years.

ACS stated in exit conference that timelines for completion of AWC construction had also been prescribed even before June 2021. Delays in construction occurred due to land disputes, non-availability of government land, changes of *Sarpanch*, and convergence issues.

The fact remains that a significant delay persists in the timely construction of AWCs.

1.10.2.1 Blockade of funds due to incomplete construction of AWC buildings in selected districts

Directorate, WCDD, Bhopal directed (July 2020) the DPOs of the concerned districts to give special attention on AWCs construction which were incomplete or un-initiated.

It was seen in the selected districts that during the audit period, 773 AWCs were sanctioned, of which construction of 582 AWCs (75 per cent) could not be completed despite release of ₹ 44.25 crore (as of June 2024) by the Department. This amount remained blocked with the Chief Executive Officer, *Zila Panchayat* of concerned districts or the construction agencies i.e. *Gram Panchayats*. Major reasons for incomplete constructions were lack of efforts on part of construction agencies, land disputes or non-availability of government land. District-wise detail of incomplete and un-initiated AWCs are given in **Appendix-1.8**. The DPOs of these districts, who were responsible for addressing local issues, did not take adequate measures to remove the constraints or ensure effective monitoring towards achieving the completion of these AWCs.

ACS communicated in exit conference that details would be provided subsequently and attributed delays in AWC construction to land disputes, non-availability of government land, changes of *Sarpanch*, and convergence issues.

Details regarding the non-completion of construction of these AWCs has not been furnished to audit. Further, proactive solutions such as expedited dispute resolution and exploration of alternative land options within habitations are essential to ensure timely availability of AWC buildings.

1.10.2.2 Wasteful expenditure on abandoned AWC buildings leading to additional release of funds for re-construction

In four out of 13 selected districts, 46 AWC buildings sanctioned between 2007-08 and 2016-17 remained incomplete and were ultimately abandoned due to their dilapidated condition. District-wise details are given in **Table-1.4**:

¹⁷ 2019-20 (₹ 36.27 crore), 2020-21 (₹ 36.14 crore), 2021-22 (₹ 190.38 crore) and 2022-23 (₹ 36.02 crore)

¹⁸ 2019-20 (₹ 36.27 crore), 2020-21 (₹ 35.29 crore), 2021-22 (₹ 87.05 crore) and 2022-23 (₹ 19.97 crore)

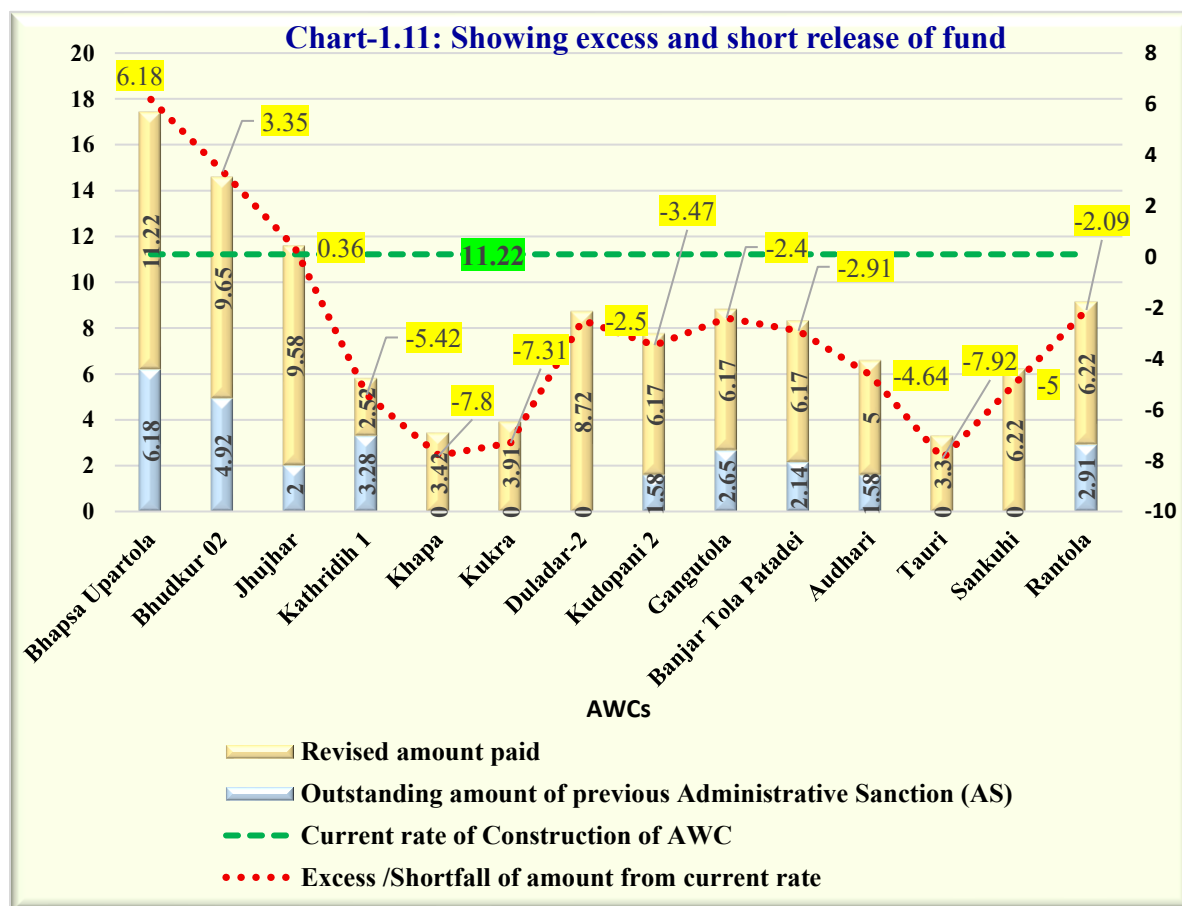
Table-1.4: District-wise detail of wasteful expenditure due to abandoned construction of AWCs

(₹ in lakh)				
Sl. No.	District	Sanctioned during the year	No. of AWC	Total amount released
1.	Sehore	2008-09 to 2011-12	7	25.91
2.	Mandla	2007-08 to 2016-17	16	47.23
3.	Tikamgarh	2007-08 to 2011-12	22	Not provided
4.	Sidhi	2011	1	4.00
Total			46	77.14

Source: Records furnished by the department

We noticed that the Department released ₹77.14 lakh for construction of these AWCs, which remained wasteful due to ineffective project execution and monitoring by the DPOs of concerned districts.

We further noticed that in Mandla district, although ₹88.27 lakh was sanctioned (May 2024) again to reconstruct 14 of these abandoned AWCs, the release was made without assessing the actual fund requirement and considering the amount of previous Administrative Sanction lying outstanding with the concerned Executive Agencies. This resulted in both excess and shortfall of funds against the standard construction cost of ₹11.22 lakh per AWC as may be seen in **Chart-1.11**. Dilapidated condition of incomplete AWCs is shown in **Photographs-1.14 to 1.19** taken during joint physical verification.



Source: Records furnished by the department

Photographs-1.14 to 1.19 showing dilapidated condition of incomplete AWCs

	
Photo-1.14: Dilapidated condition of incomplete AWC-Bhappa Upertola, Bichhia, Mandla	Photo-1.15: Dilapidated condition of incomplete AWC-Dundadehi, Ghughri Mandla
	
Photo-1.16: Dilapidated condition of incomplete AWC-Jhunjar, Ghughri, Mandla	Photo-1.17: Dilapidated condition of incomplete AWC-Sankuhi, Mandla, Mandla
	
Photo-1.18: Dilapidated condition of incomplete AWC-Unchakheda, Budhni, Sehore	Photo-1.19: Dilapidated condition of incomplete AWC-Bijrautha, Jatara Tikamgarh

ACS assured in exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts and attributed land disputes, non-availability of government land, changes of *Sarpanch* and convergence issues for abandonment of works.

A complete and detailed reply regarding the issue was awaited in audit (October 2025).

1.10.2.3 Cost escalation due to delay in construction of AWCs

Scrutiny of records regarding construction of AWCs in selected district showed that in eight¹⁹ out of 13 selected districts, construction of 202 AWCs was delayed leading to an increase in cost of construction by ₹ 6.18 crore. As of March 2024, the Department had paid ₹ 6.18 crore towards cost escalation. District-wise details are shown in **Table-1.5**:

¹⁹ Balaghat, Burhanpur, Datia, Mandla, Narmadapuram, Sehore, Shajapur and Tikamgarh.

Table-1.5: Details of escalated cost of construction works of AWCs in selected districts

<i>(₹ in lakh)</i>					
Name of District	No. of AWC building	Original sanction amount	Revised sanctioned amount	Difference in original and revised sanction amount	Additional amount released to Executive Agencies for cost escalation
Balaghat	8	62.40	76.08	13.68	13.68
Burhanpur	3	23.40	33.66	10.26	10.26
Datia	7	54.60	76.30	21.70	21.70
Mandla	87	644.55	1051.62	407.07	407.07
Narmadapuram	5	38.30	51.48	13.18	12.98
Sehore	8	19.20	33.96	14.76	14.76
Shajapur	10	102.55	112.20	9.65	9.65
Tikamgarh	74	699.60	827.44	127.84	127.84
Total	202	1644.6	2262.74	618.14	617.94

Source: Records furnished by the department

It was also observed that the aforementioned works remained incomplete (as of March 2024), despite the passage of one to 17 years since their original sanction. Such prolonged delays not only display inefficiency in project execution but also indicate the possibility of further cost escalation.

The ACS assured in exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts.

A detailed reply addressing the issue was awaited in audit (October 2025).

1.10.2.4 Avoidable expenditure on rent of AWCs

In 11²⁰ out of 13 districts, 171 AWCs were operating from rented buildings due to delays in the completion of sanctioned AWC constructions. These constructions, sanctioned at a cost of ₹11.41 crore, remained incomplete beyond the stipulated timeline. Audit observed that during 2019-20 to 2023-24, the Department incurred rental expenses amounting to ₹30.08 lakh, which could have been avoided through the timely completion of these buildings. District-wise details of sanctioned AWCs and rent paid thereagainst are given in **Table-1.6**:

Table-1.6: District-wise detail of rent paid against the sanctioned AWCs

Name of District	No. of under construction AWC buildings	Amount sanctioned (₹ in crore)	Amount paid as rent (after projected date of completion) (₹ in lakh)
Alirajpur	44	2.59	5.13
Mandla	15	0.84	2.75
Sehore	13	0.58	2.13
Tikamgarh	26	1.35	2.34
Shajapur	8	0.83	0.68
Ratlam	17	1.25	6.20
Sheopur	19	1.77	3.72
Balaghat	09	0.75	1.45
Burhanpur	6	0.49	4.48

²⁰ DPOs of Anuppur and Narmadapuram districts did not provide information of rented AWCs.

Name of District	No. of under construction AWC buildings	Amount sanctioned (₹ in crore)	Amount paid as rent (after projected date of completion) (₹ in lakh)
Datia	05	0.39	0.08
Sidhi	09	0.57	1.12
Total	171	11.41	30.08

Source: Records furnished by the department

DPOs of selected districts intimated (between August 2024 and February 2025) that concerned *Zila Panchayat* (ZP) and *Gram Panchayat* will be requested for early completion of construction work and details of information would be taken from construction agency and concerned Department.

The ACS assured in exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts.

A detailed reply addressing the issue was awaited in audit (October 2025).

1.10.3 Additional release of funds

1.10.3.1 Excess payment for construction of Anganwadi building

Directorate, WCD, Bhopal sanctioned (during 2015-18) for construction of 16 AWCs in Mandla district through MGNREGA convergence at the rate of ₹ 7.80 lakh²¹ per AWC building and released (during 2016-18) ₹ 32 lakh to concerned Gram Panchayats (GPs) through Directorate, Panchayati Raj, Bhopal. It was observed that DPO, Mandla additionally released (during 2024-25) ₹ 1.09 crore for construction of 10 out of these Anganwadi buildings to Chief Executive Officer (CEO), *Zila Panchayat*, Mandla. This amount was released without considering earlier released amount, leading to avoidable excess payment of ₹ 16.56 lakh. The details are given in *Appendix-1.9*.

The ACS informed in exit conference that the recovery shall be made after detailed deliberations in the concerned district. However, in reply (August 2025), it was stated that funds were transferred to the District Panchayat as per the revised Schedule of Rates (SOR), wherein AWCs that had already received ₹2.00 lakh were provided an additional ₹9.22 lakh, while centres with no prior release were given the full ₹11.22 lakh.

The reply is not acceptable, as no such prior release amounts were taken into consideration in the above-mentioned cases.

1.10.3.2 Multiple sanction and release of fund for construction of same AWC

Every authority responsible for the sanction or payment of allowances or other claims shall be responsible for any overpayments and must take steps to recover the amounts overpaid without delay.

It was seen that Directorate, WCD, Bhopal issued sanction orders and released fund for construction of 29 AWCs for two to three times between 2016 and 2021. This resulted in release of additional amount of ₹74 lakh to *Zila Panchayats* (ZPs) as detailed in

²¹ WCDD had to bear ₹ 2 lakh per AWC while the remaining amount of ₹ 5.80 lakh per AWC was to be funded through MGNREGA convergence (₹ 5.80 lakh per AWC by Share of Panchayat Raj and MGNREGA).

Appendix-1.10. Subsequently, upon realizing the excess release of funds for the construction of the same AWCs, the department pursued concerned ZPs in 2022 to initiate a refund. However, no refund has been received from the ZPs to date.

This indicates poor planning and a weak internal control mechanism within the department, particularly concerning the selection of AWCs for constructions and the issuance of sanction orders without proper verification. Furthermore, this lapse contributed to the department's inability to recover funds from the ZPs.

The ACS assured in exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts.

A detailed reply addressing the issue was awaited in audit (October 2025).

1.10.4 Interest earned on funds parked with executive agencies

The Directorate, WCDD, Bhopal sought (January 2016) information regarding interest earned on amount kept idle with district authorities/construction agencies due to pending construction of AWCs from DPOs.

It was seen that 10 out of 13 selected DPOs did not have information of funds parked with executive agencies and interest earned on it. DPOs of remaining three²² districts collected information from executive agency i.e. *Zila Panchayat* and intimated that interest of ₹ 2.32²³ crore was earned on funds parked for construction of AWCs. However, these DPOs did not have information of the amount of funds available with the construction agency. The Department had no plan of action in respect of utilization of these funds earned as interest.

Thus, DPOs had neither record for fund available with executive agency nor information about interest earned on it, which indicates weak monitoring of financial resources of the department.

The ACS stated in exit conference that a single account is maintained at *Zila Panchayat* and Gram Panchayat level for funds from various sources, making it difficult to ascertain amounts meant for AWC construction. Regarding ledger maintenance, it was informed that confirmation would be sought from respective offices and intimated to audit.

The reply is contradictory, as three districts had provided the information of interest earned during the Audit.

1.10.4.1 Recovery of balance amount from the construction agencies

In Shajapur and Tikamgarh districts, it was seen that the construction agency²⁴ completed (between July 2013 and January 2021) construction of 120 AWCs with a cost of ₹ 7.49 crore against the released amount of ₹ 8.97 crore. The construction agency did not refund the remaining amount. The Department also did not seek details of amount spent and the refund of remaining amount resulting in non-recovery of ₹ 1.48 crore (as of January 2025) after lapse of four to 11 years since the completion of construction (Details shown in **Appendix-1.11**).

²² Mandla, Ratlam and Shajapur

²³ Mandla- ₹ 18,46,139, Ratlam – ₹ 1,37,19,380 and Shajapur - ₹ 76,51,735

²⁴ Rural Engineering Services

The ACS stated in exit conference that recovery has been made in both the districts. However, any supporting documents were not provided for verification by Audit.

1.10.5 Utilization of funds for conduct of Mangal Diwas

Departmental directives (April 2019) provide for celebration of *Mangal Diwas* to increase community participation, wherein various activities such as *Godbharai*, *Annaprashan*, *Bal-Chaupal*, *Lalima Day* and *Suposhan Day* are organized at AWCs on the first, second, third, fourth and fifth Tuesday respectively.

1.10.5.1 Recovery/adjustment of fund provided for conduct of Mangal Diwas

It was noticed that DPOs of five²⁵ out of 13 selected districts provided ₹ 99.57 lakh to bank account of AWWs of 10,986 AWCs for organizing *Mangal Diwas* during 2020-21 and 2021-22. However, we noticed that these AWCs remained closed for a period ranging from one and 14 months in wake of Covid-19 lockdown as detailed in *Table-1.7*.

Table-1.7: Showing payment for *Mangal Diwas* during closure of AWCs

(amount in ₹)						
Name of District	Total number of Projects	Period of closure of AWC due to lockdown	No. of months when AWC remained closed	Number of closed AWCs	Total irregular payment	
Tikamgarh	08	01/2021 to 03/2021	3	1778	26,65,500	
Mandla	09	10/2020 to 12/2020	3	2310	34,00,500	
	09	10/2021 to 12/2021	3	2310	15,97,400	
Balaghat	11	January 2021 to March 2021	1	2555	12,77,500	
Burhanpur	06	January 2021 to March 2021	1	815	4,07,500	
Sheopur	06	January 2021 to March 2021	1	1218	6,09,000	
Total			12	10986	99,57,400	

Source: Records furnished by the department

We did not find records indicating adjustment of these amount in ensuing months after opening of the AWCs. Thus, payment of ₹ 99.57 lakh for organizing *Mangal Diwas* during the closure of AWCs was irregular and requires to be adjusted/recovered.

The ACS assured in exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts.

A detailed reply addressing the issue was awaited in audit (October 2025).

1.10.5.2 Delay in release of fund for conduct of Mangal Diwas

It was noticed that DPOs of five²⁶ out of 13 selected districts paid ₹ 6.81 crore for the celebration of *Mangal Diwas* (for the period from January 2022 to March 2024) with delays ranging between one and 12 months. We further noticed that DPOs made these payments without verifying the conduct of events. Thus, DPOs released ₹6.81 crore with delays without verifying the actual expenditure on *Mangal Diwas* (through Utilization Certificates) which was irregular.

²⁵ Balaghat, Burhanpur, Mandla, Sheopur and Tikamgarh

²⁶ Alirajpur, Datia, Mandla, Sehore and Tikamgarh

The ACS assured in Exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts.

A detailed reply addressing the issue was awaited in audit (October 2025).

Recommendation:

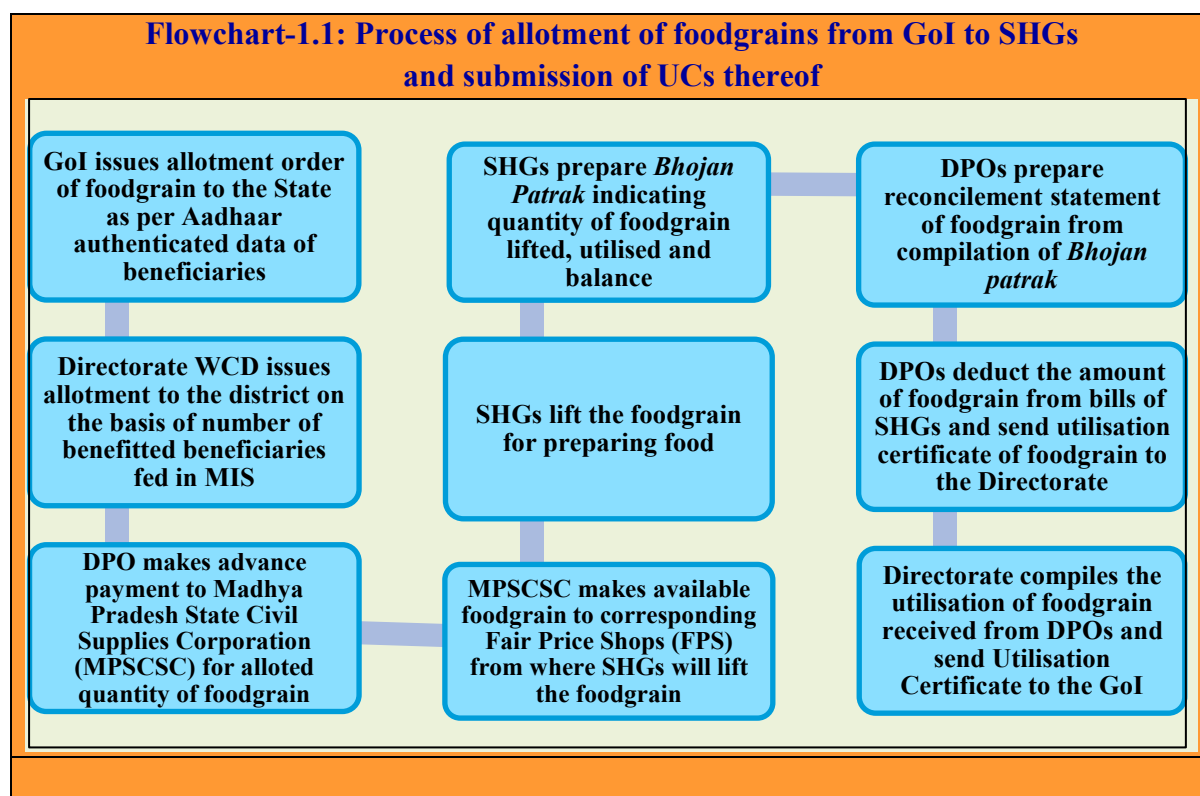
The government may ensure fixing responsibilities for AWC projects execution including site selection and delays.

1.11 Oversight and Supervision

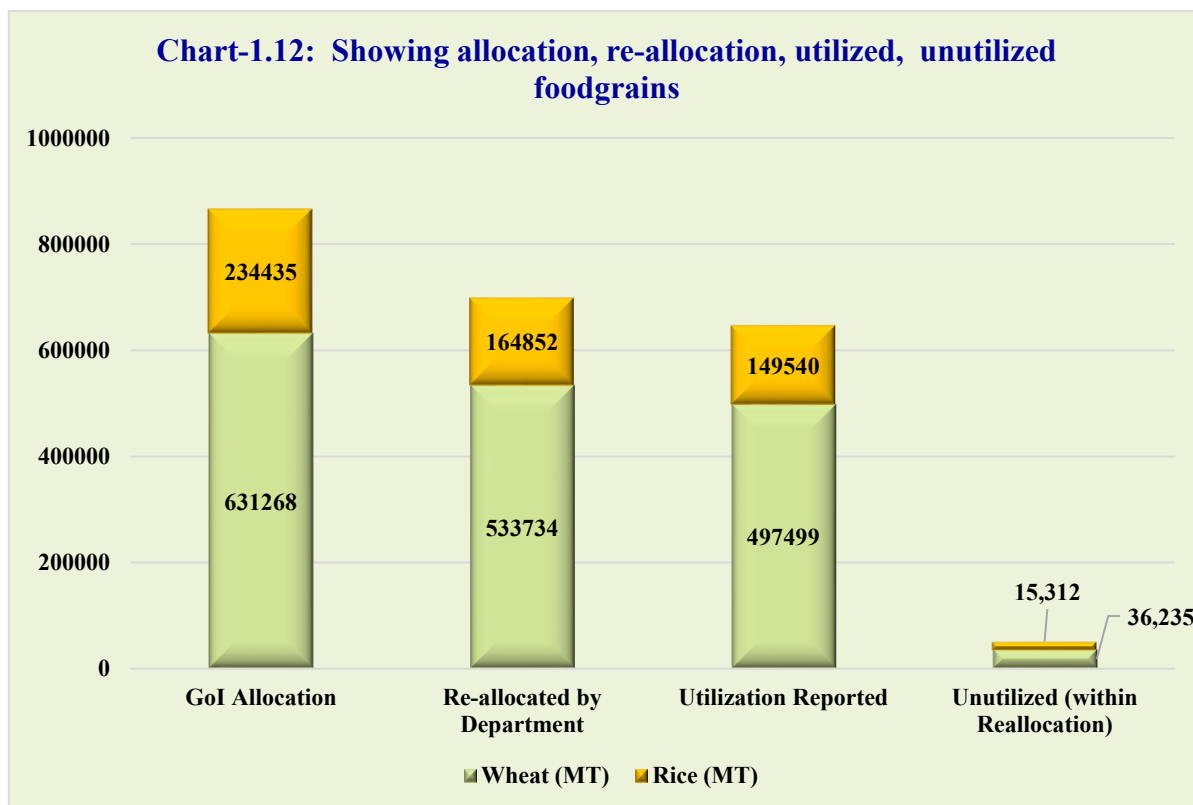
1.11.1 Monitoring of utilization of allocated foodgrains

GoI allocates foodgrains to States under Wheat Based Nutrition Programme (WBNP) and the National Food Security Act (NFSA), 2013 for Supplementary Nutrition Programme quarterly. Based on GoI allocation, the Department issues monthly allocation order of food grains for the districts and THR manufacturing plants/ firms for HCM and THR respectively. The process of allotment of foodgrains from GoI to SHGs and submission of UCs thereof is given in below

Flowchart-1.1:



The allocation of foodgrains by GoI, re-allocation thereof by the WCDD to the districts and THR manufacturing plants, quantity utilized thereagainst and unutilised quantity of food grains is shown in **Chart-1.12** below:



Source: Records furnished by the department

It can be seen from the Chart above, 36,235 MT (5,33,734 MT-4,97,499 MT) of wheat and 15,312 MT (1,64,852 MT-1,49,540 MT) of rice remained unutilized despite allocation to districts.

It was also seen that the Department furnished the Utilization Certificate of foodgrains to the GoI on the basis of information (transfer of stock from District Civil Supplies Corporation (DCSC) to Fair Price Shops (FPS)) received from the DCSC instead of obtaining the information of actual lifting of foodgrains from the districts and reconciling it with the information furnished by the DCSC. Thus, the Department did not have records for the remnant quantity of wheat and rice and therefore assurance of its utilization could not be derived. The details are given in **Appendix-1.12**. The effect of non-reconciling the information of distribution and utilization of foodgrains by DCSC and DPOs is shown in subsequent paragraph.

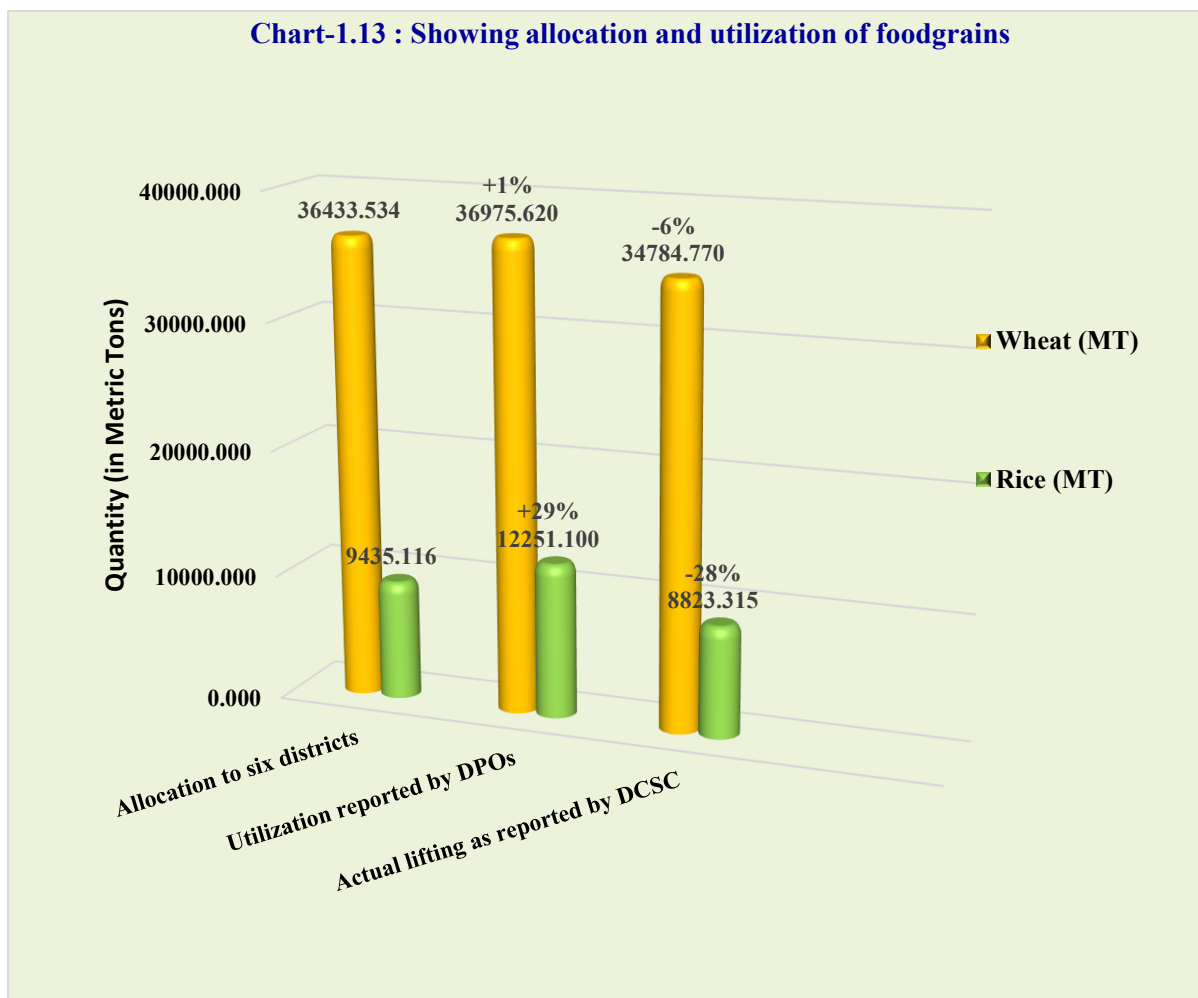
ACS assured in Exit conference that the information would be furnished after detailed deliberations.

A detailed reply addressing the issue was awaited in audit (October 2025).

1.11.1.1 Discrepancy in utilization of foodgrains

Quantity of wheat and rice allocated by the Department, UCs submitted thereagainst by DPOs and lifted quantity reported by DCSC of the six²⁷ out of 13 selected districts during 2019-24 are shown in **Chart-1.13**. District-wise details are given in **Appendix-1.13**.

²⁷ Alirajpur, Burhanpur, Datia, Sheopur, Sidhi and Tikamgarh (including Niwari)



Source: Records furnished by the department

The above chart illustrates significant discrepancies among the allocated quantity, the quantity reflected in UCs, and the quantity lifted by SHGs for rice. We further noticed that DPOs did not reconcile actual lifting of foodgrains by SHGs from Fair Price Shops (FPS) and *Bhojan Patrak*. Therefore, the DPOs did not have any details of utilization of foodgrains due to which the risk of misuse of subsidized foodgrains is assessed to be high.

Thus, reporting of different figures of utilization of foodgrain by two offices indicate lack of liaison and monitoring of utilization of foodgrains by the DPO, who was responsible for monitoring of implementation of ICDS in the district.

In its reply (August 2025), Department stated that wheat and rice allocated by the GoI were distributed through DCSC based on the number of beneficiaries, with any leftover stock being adjusted against the subsequent month's allocation. Payment to the Corporation is made only after reconciliation of previous balances. However, the ACS assured in exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts.

The fact remains that Utilization Certificates were submitted for the entire allocated quantity of food grains to DCSC, and payments were made on the basis of allocation rather than assessing the quantity left at FPS. Moreover, such adjustments were not observed in any of the selected districts.

1.11.2 Implementation of Nutrition and Health Education Service

As per the directions (April 2019) of WCDD, Bhopal various activities such as *Godbharai*²⁸, *Annaprasan*²⁹, *Bal-Chaupal*³⁰, *Lalima Diwas*³¹ and *Suposhan Diwas*³² were to be conducted at AWCs on every Tuesday of each month. These initiatives aimed to increase community participation, reduce IMR, MMR, address iron deficiency in women and encourage involvement of women in various activities. Furthermore, these efforts are intended to raise awareness within the community regarding health and education through immediate registration of women at AWC as soon as her pregnancy is confirmed, make them aware about three pre-natal health checkups, additional diet and medicines to be taken by the pregnant women, spread awareness about post-natal nutrition care, vaccination.

Comparison of nutrition and health indices such as mothers who had at least four Anti Natal Care (ANC), children aged 6-8 months receiving solid or semi-solid food and feeding, total children aged 6-23 months receiving an adequate diet, IMR and MMR of Madhya Pradesh with the National percentage is given in **Table-1.8**:

Table-1.8: Showing comparison of National and State level data of ANC visits, adequate diet to children, IMR and MMR			
Sl. No.	Index	National	Madhya Pradesh
1	Mothers who had at least four ANC visits (in per cent)	58.1	57.5
2	Children aged 6-8 months receiving solid or semi-solid food and feeding (in per cent)	45.9	39.5
3	Total children aged 6-23 months receiving an adequate diet (in per cent)	11.3	9.2
4	IMR (per thousand live births)	35.2	41.3
5	MMR (per lakh live births)	97	173

Source: National Family Health Survey (NFHS-5) report (September 2021) and Sample Registration System 2020

It may be noted from above Table that the State fall behind the national average in each area of nutrition and health indices which indicate that the expected results in safe maternal health could not be achieved in the state.

The ACS stated in exit conference that IMR and MMR in the state have consistently declined as per NFHS reports and suggested that audit focus on the extent of improvement rather than inter-state or national comparisons. A specific reply with NFHS reports will be submitted to audit.

²⁸ A traditional baby shower ceremony to celebrate pregnancy and promote maternal health.

²⁹ A ceremony making a child's first intake of solid food, promoting infant nutrition.

³⁰ A community discussion with children to raise awareness on rights, hygiene, education etc.

³¹ Focuses on adolescent girls' health, hygiene (especially menstrual hygiene) and empowerment.

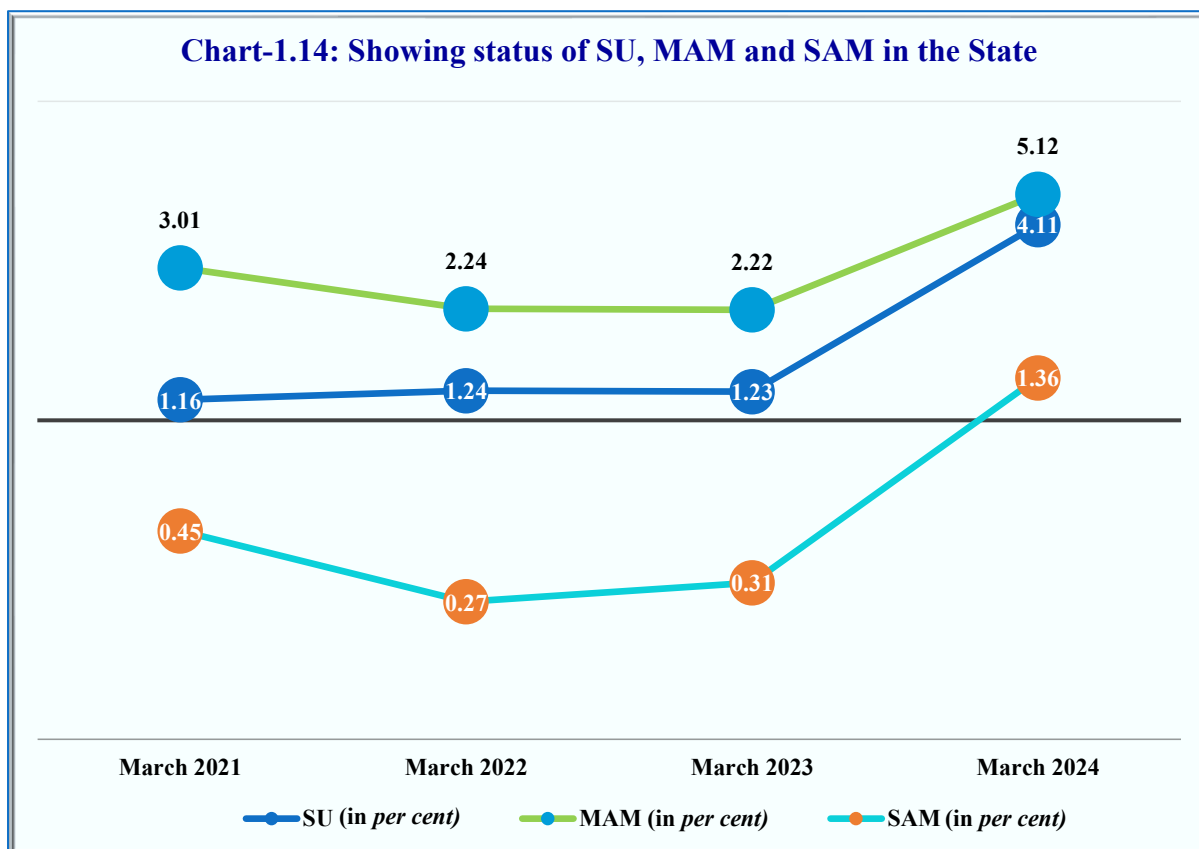
³² A day dedicated to promoting good nutrition practices and fighting malnutrition.

The reply is not acceptable since although the MMR and IMR improved in the state, they remained the highest among all states over the last five years.

1.11.3 Growth Monitoring and Nutrition Status of children

The main objective of ICDS is to reduce the incidence of mortality and improve nutritional and health status of children in the age group of three to six years.

State level status of Severely Underweight (SU), Moderate Acute Malnutrition (MAM) and Severe Acute Malnutrition (SAM) children as per the Monthly Progress Report (MPR) of the Department³³ for 2020-21 to 2023-24 is given in **Chart-1.14** below:



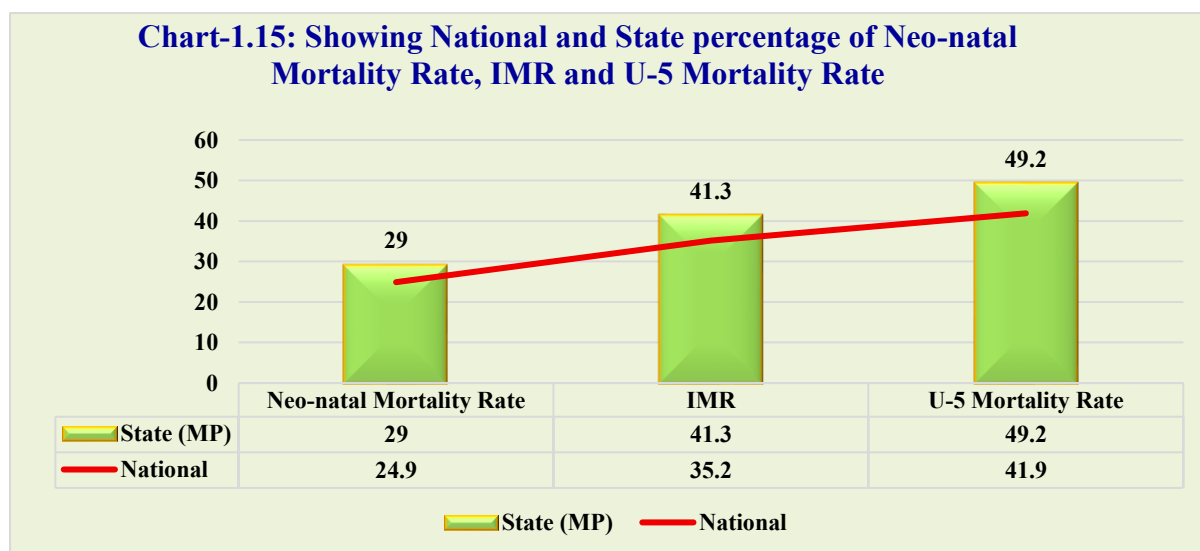
Source: WCDD, Bhopal data/Monthly Progress Report 2021-24

It can be seen from above that percentage of SU, MAM and SAM children increased sharply in March 2024 in comparison to March 2023.

Further analysis comparing departmental targets for reducing underweight and SAM children by March 2024 with NFHS-5 data for state showed that the targets were not met as the percentage of underweight children was 33 per cent, and SAM prevalence was 6.5 per cent, against the respective targets of 25.7 per cent and 5 per cent.

Further the State also lagged behind in Neo-Natal Mortality Rate, IMR and Under-5 (U-5) mortality rate as detailed in **Chart-1.15**.

³³ MPR for the period 2019-20 were not made available to audit by WCDD Bhopal.



Source: National Health Survey Report

It was further noticed that as per data of Poshan Tracker app, only 25 *per cent* of the beneficiaries benefitted from HCM for one to 21 days and remaining 75 *per cent* of the beneficiaries were given HCM for only one day. The above malnutrition indicators indicate non-coverage of all potential beneficiaries under ICDS and deterioration in child nutrition in the State.

The ACS stated in Exit conference that IMR and MMR in the state have consistently declined as per NFHS reports and specific reply with NFHS reports would be submitted to audit.

The reply is not acceptable since although MMR and IMR were improved, the targets remained unmet and the State lags significantly behind the national average.

1.11.4 Implementation of Early Childhood Care and Education Policy

GoI issued (September 2013) National Early Childhood Care and Education (ECCE) Policy to provide integrated services such as pre-school education, adequate resources, development of life values, improvement in nutritional level etc. for holistic development of children aged below six years of age. GoI recognized the significance of ECCE, through the amended Article 45 of Indian Constitution which directs that “The State shall endeavor to provide ECCE for all children until they complete the age of six years”. The quality standards would relate inter alia to nutrition and protection measures; qualification and professional development of staff etc.

During scrutiny of records of Directorate, WCDD, Bhopal and DPOs of test checked districts, the following observations were made:

- **Delay in notification of ECCE policy**

GoMP notified (April 2022) Pre-School Education Policy 2020 with a delay of eight years from the notification of National Early Childhood Care and Education Policy of GoI in September 2013. The Pre-School Education Policy envisaged to provide three-four hour's pre-school education and supplementary nutrition food to children aged between 3-6 years at AWCs where most children in this age group were enrolled. However, delay in implementation of Pre-school Education Policy deprived the children from pre-school education.

- ***Education qualification of AWWs***

None of the AWWs (District-wise details are given in ***Appendix-1.14***) posted in these districts had prescribed minimum educational qualification for Pre-Primary Teacher which was XII along with Bachelor of Education (Nursery)/Diploma in Early Childhood Care and Education (D.E.C.Ed) as provided in notification (November 2014) of National Council for Teacher Education.

- ***Conduct of training to AWWs without proper training schedule***

As per Pre-School Education Policy notified (April 2022) by the GoMP, AWW was to be trained/mentored for ECCE by the Cluster Resource Centre of Education Department and at least one class per month was to be organised for regular monitoring. However, the Department neither issued any training schedule nor set any target for ECCE training of AWW during 2019-20 to 2023-24. We noticed that only 18,606 (19 *per cent*) out of total 95,812 AWWs were provided ECCE training during 2023-24 by School Education Department and Ajim Premji Foundation. Further scrutiny of records in selected districts showed that DPOs of selected districts did not prepare any training schedule for ECCE and only 3,140 (15 *per cent*) out of 20,433 AWWs posted in these districts were provided ECCE training.

- ***Non availability of space for Pre-school activity and non-maintenance of Shishu Vikas Patra***

It was observed that 85 out of 130 selected AWCs did not have separate space for Pre-School activity. Records related to *Shishu Vikas Patra* or assessments of children and children getting admitted in Primary School after reaching the age of six years in the last five years were not found to be maintained in these AWCs.

- ***Inadequate activity booklets at the AWCs***

It was also observed that 11,436 (63 *per cent*) out of 18,126 children were found present and only 6,376 activity booklets (serve only 35 *per cent* of registered children) were available. AWW attributed reasons for low attendance to lack of adequate infrastructure for attracting children and engagement of AWWs in other departmental works.

Thus, lack of required qualification among AWW coupled with absence of training significantly hampered the effective implementation of pre-school education in the State. The Department did not arrange adequate facilities for implementation of ECCE Policy of GoI even after lapse of 11 years.

DPOs accepted (December 2024 to March 2025) the fact and stated that educational qualifications of old appointed AWWs were low and Pre-school Education was successfully provided by newly appointed AWWs. Department had also intimated (June 2024) that after 2019-20, activity books/sports material could not be supplied to AWCs due to lack of fund allocation from the GoI.

The ACS stated in exit conference that though the policy for the state was notified with a delay, Early Childhood Care and Education process was in force in the state since beginning. Further the government replied that trainings have been provided to 93,211 AWWs in the year 2025.

The reply is not acceptable as mere initiation of the policy process cannot be equated with having a notified policy in place.

1.11.5 Records Management

1.11.5.1 Deficient record maintenance at AWC level

Departmental order (April 2016) defined the responsibilities of AWWs wherein it was mentioned that records related to the services provided at AWC shall be maintained by the AWW and will be updated every month.

As per the instructions issued (April 2019) by the WCDD Bhopal, AWW has to conduct annual survey to identify the actual number of beneficiaries who intended to take the AWCs services and record in concerned survey registers. AWCs were also required to have weighing machine and height scale (Stadiometer) to record weight and height of children for providing third meal to malnourished children.

As per guidelines issued (September 2018 and May 2021) by the WCDD, Bhopal, AWWs were required to maintain registers to record content of *Bhojan Patrak* and prepare *Panchnama* regarding daily distribution of HCM at AWCs which was to be signed by AWW, ASHA worker, one guardian of children, cook and representative of SHGs, *Sarpanch/ Ward Parshad* or its representative. In case the AWC is established in school premises, the signature of the representative nominated by the Headmaster should be taken on *Panchnama*. Further, Register-3 is used to mark attendance of the children, pregnant and lactating women present in the AWC and provide supplementary nutrition food.

Joint physical verification of selected 130 AWCs showed incomplete and deficient maintenance of AWC records as summarized in **Table-1.9**.

Table-1.9: Showing incomplete and deficient maintenance of records in selected AWCs

Sl. No.	Description	No. of AWCs where deficiency noticed
1.	Non-preparation of <i>Bhojan Patrak</i>	130
2.	Attendance of beneficiaries not found marked in related Register	116
3.	Non-maintenance of Register to enter daily quantity of HCM received	104
4.	Details of beneficiaries willing to avail Early Childhood Care and Education (ECCE) and SNF facility in concerned columns of Survey Registers	102
5.	Weighing machines not found	4

Source: Records furnished by the department

The above shortfalls in maintenance of records, indicate lack of supervision of the DPOs, CDPOs and Sector Supervisors to ensure record maintenance at the AWCs.

The ACS (in exit conference) and concerned DPOs assured examination of matter and issuing instructions to maintain relevant records at AWCs.

1.11.5.2 Deficiencies noticed during joint physical verification of SHGs

As per the guidelines (September 2018) of WCDD, Bhopal, Child Development Project Officer (CDPO) would provide *Bhojan Patrak* to each Self Help Group (SHG) monthly wherein AWW would mention quantity and quality of meal at the time of receiving each meal and put her signature with date. Further, as per the guidelines, the SHGs were required to maintain stock register of Below Poverty Line (BPL) wheat/rice/raw materials, cash book/bill vouchers. At the end of the month, the SHG will submit this *Bhojan-Patrak* to the Project Officer along with their bills.

Joint Physical Verification (JPV) of 109 SHGs³⁴ showed deficiencies as summarized in **Table-1.10**.

Table-1.10: Showing deficiencies noticed during joint physical verification of SHGs

Sl. No.	Detail of deficiencies	No. of SHGs where deficiency found
1	Non-maintenance of <i>Bhojan Patrak</i> having receipt of quantity of meal by the AWW	109
2	Non-maintenance of Stock Register having detail of quantity of foodgrains lifted from PDS and utilization thereof	109
3	Non-maintenance of Bill/vouchers	109
4	Non-maintenance of Cash Book	105
5	Non-preparation of HCM as per menu	48
6	Non-availability of kitchen shed for preparation of HCM	67
7	Use of firewood instead of LPG for preparation of HCM	33

Source: Records furnished by the department

Scrutiny of records showed that SHGs supplying HCM in selected AWCs did not enclose *Bhojan-Patraks* with the Bills. Despite un-availability of *Bhojan Patraks* with the bills, Project Offices processed these bills in violation of departmental directions. Further in absence of *Bhojan Patrak*, there was no record to verify quality and quantity of HCM actually supplied and claimed by the SHGs, as outlined in succeeding paragraph.

Thus, SHGs did not have basic records which were to be maintained as per Departmental directions. Further, non-availability of separate kitchen indicates non-maintenance of hygiene in preparation of HCM apart from air pollution due to use of firewood instead of LPG.

On being pointed out, the DPOs replied that the SHGs shall be instructed to prepare *Bhojan Patrak*. ACS assured in exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts.

A detailed reply addressing the issue was awaited in audit (October 2025).

³⁴ supplying HCM to selected 130 AWCs

1.11.5.3 Bills not found for supply of Supplementary Nutrition to the beneficiary

As per the Supplementary Nutrition (under the Integrated Child Development Services Scheme) Rules, 2007 notified (February 2017) by the GoI, every child of the age group of six months to six years should be provided Supplementary Nutrition for 300 days in a year as per the nutritional standards. Further, as per order (September 2018) of WCDD, GoMP, the DPOs of the concerned districts are responsible for uninterrupted supply of supplementary nutrition food.

Scrutiny of bills submitted by SHGs for HCM showed that in five³⁵ out of the 13 selected districts, bills of SHGs for supply of HCM to one to 332 AWCs, for one to six months during 2019-20 to 2023-24 were not found as detailed in **Appendix-1.15**. Non-availability of bills against the supplies of HCM indicates possibility that SHGs did not supply HCM in these AWCs. This concern is corroborated by JPV of one of such AWC, as detailed in **Case Study-2**. Furthermore, due to the lack of submitted bills and the non-maintenance of the mandatory *Bhojan Patrak* at the AWC (as indicated in **Paragraph 1.11.5.1**), the audit could not verify whether the SHGs actually supplied HCM to the affected AWCs.

Case Study-2: Non-distribution of supplementary nutrition food to the beneficiaries registered in one AWC for the last year

JPV of AWC *Ramsing Ki Chauki*, Patel Falia of Alirajpur project (Alirajpur district) showed (February 2025) that the AWC had 24 registered beneficiaries. However, no supplementary nutrition food was provided to this AWC for supply to the beneficiaries for one year.

Further, no regular AWW was posted in this AWC since February 2024. The AWW of *Ramsing Ki Chauki*, Onkar Falia (located one K.m. away) was assigned the additional charge of this AWC. It is assessed that it was not feasible for one AWW to manage the responsibility of distribution of supplementary nutrition food at both AWCs simultaneously.

As per instructions issued (September 2018) by WCDD Bhopal, the quality and regularity of the food provided under the supplementary nutrition scheme was to be reviewed from time to time by a committee constituted under the chairmanship of the Collector at the district level. In the same manner, a committee was to be constituted under the chairmanship of the Sub-Divisional Revenue Officer at the block level.

The audit observed that the district-level and block-level monitoring committees were not functional, which resulted in non-operational AWC and consequently deprived 24 beneficiaries of supplementary nutrition.

Thus, the DPOs of the concerned districts did not ensure uninterrupted supply of supplementary nutrition food which deprived the beneficiaries.

On this being pointed out, the concerned DPOs replied that efforts would be made to ensure supply of supplementary nutrition food for 300 days in year. Further, in exit conference, ACS assured that the information would be furnished after obtaining detailed inputs from the concerned districts.

A detailed reply addressing the issue was awaited in audit (October 2025).

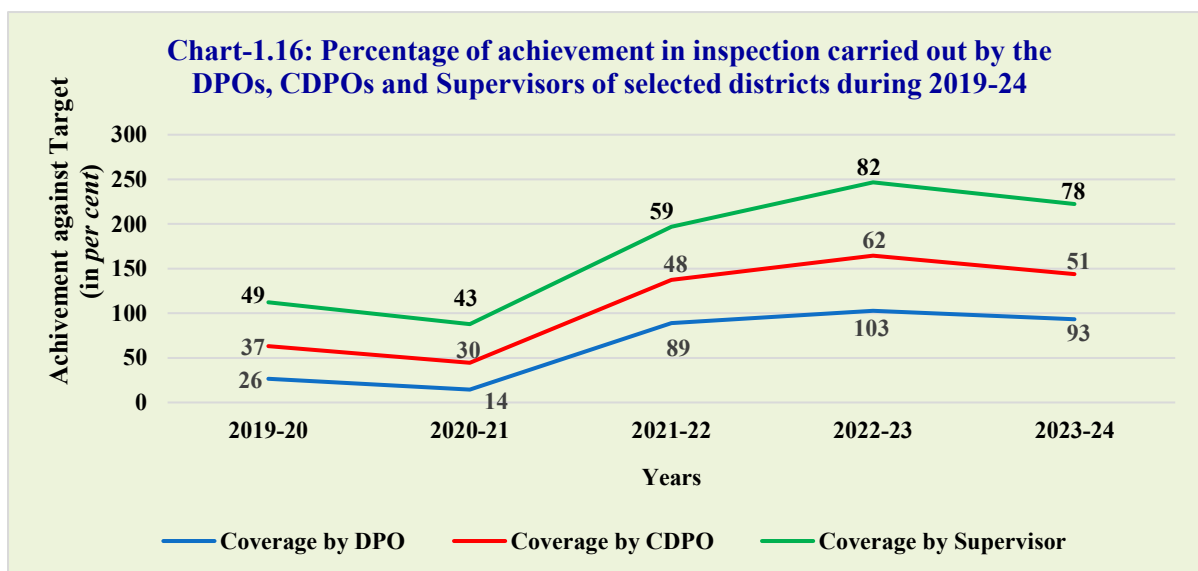
³⁵ Mandla, Tikamgarh, Sehore, Alirajpur and Sheopur

1.11.6 Internal control

1.11.6.1 Shortfall in inspections

The departmental directions (May 2017, July 2019 and February 2021) provided schedule for inspection of AWCs by the DPO³⁶, Project Officer and Supervisor to ensure timely and effective delivery of services under ICDS.

Scrutiny of records related to inspection by the DPOs, CDPO and Sector Supervisors in selected district showed shortfall in achievement of target of inspection by above designators. The shortfall is ranging between seven *per cent* and 86 *per cent*, except for excess inspection reported by the DPOs during 2022-23. The details are summarized in **Chart-1.16**.



Source: Records furnished by the department

It can be seen from above that there was significant shortfall in inspection by the DPOs, CDPOs and Supervisors. In absence of periodic inspection, the monitoring of availability of sufficient infrastructure and service delivery at AWC could not be ensured. The shortfall in periodic inspections contributed to the lack of basic facilities at AWCs (as highlighted in **Paragraph 1.8.4**).

The ACS stated in exit conference that detailed examination of the observation would be done. Further, an online module of inspection is being developed for supervision.

A detailed reply addressing the issue was awaited in audit (October 2025).

1.11.6.2 Unauthorized occupancy in AWC building

Audit observed that ₹ 3.75 lakh was sanctioned (2008-09) and disbursed for construction of an AWC building (at Pater, GP-Basia, Sehore) to the executing agency i.e. the *Sarpanch* of the Gram Panchayat. The construction remained incomplete even after lapse of 15 years. The Assistant Engineer, Janpad Panchayat, Sehore reported (September 2022) that the present *Sarpanch* was residing in this under construction AWC building.

³⁶ varied by phase, covering specified numbers of AWCs, project offices, godowns, and NGOs on a monthly basis

Similarly, in the Sidhi district, an AWC building constructed for AWC- Kunwari-6, Sector Bamhani was illegally occupied by local villagers and anti-social elements.

The above incidents indicate a weak monitoring mechanism within the department to ensure that AWCs are utilized for their intended purpose.

ACS assured in exit conference that the information would be furnished after obtaining detailed inputs from the concerned districts.

A detailed reply addressing the issue was awaited in audit (October 2025).

1.11.7 Social Audit

Departmental directions (September 2018) provide that Social Audit of Supplementary Nutrition Programme was to be done according to the procedure prescribed for Mid-Day Meal by Panchayat and Rural Development Department.

DPOs of 11³⁷ out of 13 selected districts intimated that no social audit was conducted during the audit period. In absence of social audit, community participation, accountability, impact on beneficiaries, nutritional benefits etc. could not be ascertained. Further, the Department was deprived of valuable inputs of community and identifying any gaps or challenges in service delivery.

The ACS admitted the fact in exit conference and stated that due to unavailability of dedicated budget for this function, the social audit could not be conducted.

Recommendation:

The government may ensure reconciliation and accuracy in records relating to foodgrain lifted before submitting UCs to GoI.

1.12 Conclusion and Recommendations

Conclusion:

Audit examined the adequacy of Anganwadi infrastructure, the extent of beneficiary coverage under the Integrated Child Development Services (ICDS) scheme, the efficiency of financial management, and effectiveness of internal controls and oversight mechanisms.

We noted that the scheme was implemented with significant gaps, as the extent of fulfillment of AWCs' requirements was 87.78 *per cent* against the population norm. The state did not have an up to date information system for assessing level of completeness of construction projects for AWCs.

Many existing centres are deficient in basic facilities, including adequate space, child-friendly infrastructure, drinking water, toilets, playgrounds, kitchens, and storerooms. Further, Hot Cooked Meals (HCMs) at AWCs were supplied inadequately or in excess quantities, often by unregistered or ineligible suppliers. This not only compromises the quality, quantity, and reliability of nutrition provided to beneficiaries but also increases the risk of leakage, waste, and misuse of government resources.

³⁷ DPOs of Burhanpur and Sheopur did not provide the information.

Discrepancies were observed between beneficiary data recorded in the Management Information System (MIS) portal and the manual records maintained at Anganwadi Centres (AWCs). This led to significant variations between the reported coverage and the actual figures verified during Joint Physical Verification (JPV), raising concerns about the reliability of the data.

Audit identified a shortfall in manpower, particularly among key cadres such as District Project Officers (DPOs), Child Development Project Officers (CDPOs), and Supervisors, which contributed to weak financial, administrative and operational oversight. Additionally, inadequate training to Anganwadi Workers (AWWs) and Anganwadi Helpers (AWHs) resulted in operational deficiencies at the ground level.

The weak financial and administrative oversight is evident from instances of wasteful and avoidable expenditure, non-recovery of unutilized funds with interest from Implementing Agencies, and release of additional funds without assessing utilization of earlier released funds. However, the operational and service delivery deficiencies were reflected in submission of Utilization Certificates for foodgrains by the department without reconciling with actual quantities lifted from the districts, release of payments to Self-Help Groups (SHGs) without verifying the quantity or quality of HCMs supplied by them, inadequate record maintenance at AWC and SHG levels, non-conduct of social audits, and shortfalls in conduct of inspections.

Finally, the audit observed that the department did not arrange adequate facilities for implementation of Early Childhood Care and Education Policy (ECCE) Policy of Government of India (GoI) even after lapse of 11 years. Although as per National Family Health Survey (NFHS) reports the state had shown a declining trend in the Infant Mortality Rate (IMR) and Maternal Mortality Ratio (MMR), it continued to lag behind national averages, with both indicators remaining among the highest in the country over the past five years. This indicated that the intended outcomes in maternal and child health had not been fully achieved.

In a nutshell, audit found that the functioning of Anganwadi Centres suffered from inadequate infrastructure and facilities, inordinate delays in establishment of new centres, shortage of staff, irregular food supply to beneficiaries, weak financial management and internal control, reflecting ineffective implementation and monitoring of the ICDS scheme.

The detailed replies to many of the observations were not furnished, for which audit looks forward to an early and positive response from the government.

Recommendations:

Audit recommends that the government may ensure

- ◆ *to put in place a system for regular monitoring and validation of MIS data and manual records at AWCs to reflect actual coverage on the ground (with reference to Paragraphs 1.7.1 and 1.7.2).*
- ◆ *to fix responsibilities for AWC projects execution including site selection and delays (with reference to Paragraphs 1.8.1 to 1.8.4 and 1.10.2.1 to 1.10.2.4).*

- ◆ *identification and replacement of ineligible Self-Help Groups (SHGs) with eligible ones without interrupting the supply of HCMs (with reference to Paragraphs **1.8.5 to 1.8.11**).*
- ◆ *time-bound recruitment drives for filling up vacancies in core cadres (with reference to **Paragraph 1.9.1**).*
- ◆ *reconciliation and accuracy in records relating to foodgrain lifted before submitting UCs to GoI (with reference to **Paragraphs 1.11.1, 1.11.1.1, 1.11.5.1 and 1.11.5.2**).*



Chapter-II

Audit of Adequacy of Working Women Hostels



Chapter-II

Women and Child Development Department

Audit of Adequacy of Working Women Hostels

Executive Summary

Why did we take up this audit?

Government of India (GoI) introduced Working Women Hostels (WWHs) scheme in 1972-73 to promote availability of safe and conveniently located accommodation for working women with day care facility for their children.

Women and Child Development Department is the nodal department for monitoring the activities and functioning of the WWHs established under the scheme. The Performance Audit covered the period of 2019-20 to 2023-24 and included an evaluation of all 59 WWHs located in 34 districts out of 52 districts of Madhya Pradesh. As of 31 March 2024, there were 274 beneficiaries residing in 10 out of 13 functional WWHs.

The Performance Audit was taken up to assess whether planning for establishment of Working Women Hostels (WWHs) was efficient and effective; quality of accommodation in the WWHs was adequate and up to the satisfaction of the boarders; and whether an effective system of management and monitoring was in place and functioning satisfactorily.

What we found?

The Performance Audit on Adequacy of WWHs showed significant deficiencies in the planning, operation, and monitoring of WWHs in the state. Notably, the department did not conduct any survey during the period 2019-2024 to assess the demand for WWHs among working women. Despite the growth in female Labour Force Participation Rate (LFPR) in Madhya Pradesh, (rising from 43.2 *per cent* to 61.1 *per cent* in rural areas, and from 23.3 *per cent* to 28.5 *per cent* in urban areas during 2019-20 to 2023-24), no action was taken to earmark public land for WWHs in Special Economic Zones and new institutional areas.

Out of 59 WWHs (bed capacity of 3,519) in the state, only 13 (bed capacity of 990) were functional or partly functional as on 31 March 2024, whereas 22 WWHs (bed capacity of 1,310) were used for other purpose, depriving working women of the intended benefits. Four WWHs (bed capacity of 173) were non-functional. Three WWHs that were reportedly sanctioned and completed under the scheme, were untraceable. Construction of three WWHs sanctioned during 1989-91 remained incomplete, while work for one WWH sanctioned way back in 1988-89 had not been started. Additionally, 12 WWHs were found to be in a dilapidated, dismantled, or ruined condition.

Nine out of 13 functional WWHs showed occupancy rate ranged between 40 per cent and 50 per cent during the audit period (2019-20 to 2023-24), while the remaining WWHs either did not furnish any information or provided incomplete data. Audit assessed that the low occupancy of WWHs was attributable to outdated infrastructure, lack of modern facilities, limited public awareness and non-functional day care centres. Although 11 day care centres were sanctioned for WWHs in Madhya Pradesh, joint physical verification of five functional WWHs showed that none of the sanctioned day care centres was operational.

We also found instances of ineligible boarders residing in WWHs intended for working women. Basic amenities and facilities were inadequate in the operational WWHs, and several shortcomings were observed in their upkeep and maintenance, resulting in unhygienic and uncomfortable living conditions. Furthermore, WWHs lacked proper security measures and did not comply with the guidelines of the scheme. Inadequate conduct of inspections and constitution of Hostel Management Committees (HMCs) in only three WWHs, run by the government, and non-availability of financial and operational records in some of the WWHs, indicate inadequate monitoring by District Administration.

What do we recommend?

We recommend the government to

- ◆ *introduce a single digital platform for registration of demand for admissions in WWHs and host real time update on occupancy/vacancy status for allotment, generate a waiting list and spread awareness about the same;*
- ◆ *put an MIS in place to check status of fund utilization by the Implementing Agencies for remedial actions;*
- ◆ *maintain oversight on the Implementing Agencies to ensure compliance with grant conditions and fix responsibilities on personnel regarding non-traced WWHs, using WWH buildings for other purposes and earning profits without obtaining approval of GoI;*
- ◆ *renovate ageing WWH infrastructure under the GoI scheme (2017), ensure regular maintenance by Implementing Agencies, and upgrade facilities to improve liveability, with government support to strengthen their role;*
- ◆ *take corrective measures to ensure proper maintenance of essential records related to financial, operational, and construction activities, along with regular oversight by the District Administrations.*

2.1 Introduction

The increasing number of working women requires safe and conveniently located accommodation. Accordingly, Government of India (GoI), introduced (1972-73) a scheme of grant-in-aid for construction of new buildings/expansion of existing buildings and running of hostel buildings in rented premises for providing hostel along with Day Care facility to working women in cities, smaller towns and in rural areas.

The below mentioned categories of working women and their children are the targeted beneficiaries under this Scheme:

- (i) Working women, who may be single, widowed, divorced, separated, married but whose husband or immediate family does not reside in the same city/area.
- (ii) Women who are under training for job provided the total training period does not exceed one year.
- (iii) Girls upto the age of 18 years and boys upto the age of five years, accompanying working mothers.

There are 59³⁸ number of Working Women Hostels (WWHs) established in the State, comprising of 58 WWHs set up (between 1974 and 2018) by GoI and one WWH set up (2018-19) by Government of Madhya Pradesh across 34 out of 52 districts of State. The capacity of three hostels³⁹ was increased through four additional sanctions during 1979-1997. There were 274 beneficiaries residing in 10⁴⁰ out of 13 functional WWHs as on 31 March 2024.

2.2 Organisational set-up

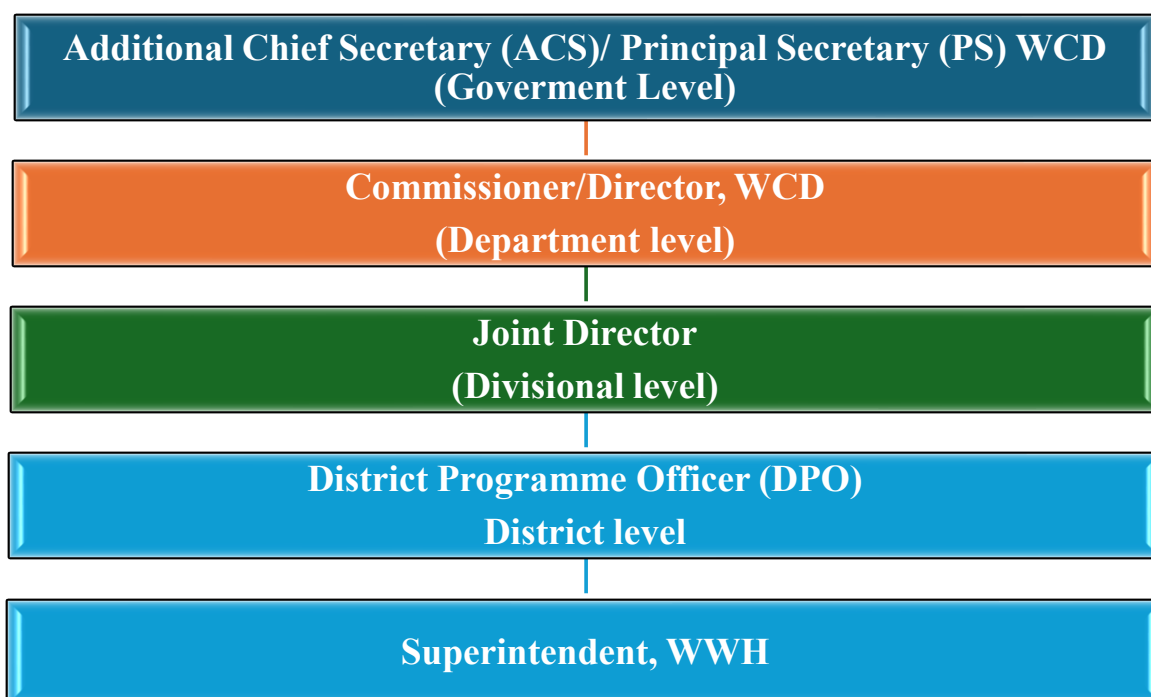
Women and Child Development Department (WCD), GoMP is the nodal department for monitoring the activities and functioning of the WWHs established under the schemes. The organizational set-up of the department and system of functioning of WWHs are given in the *Chart 2.1* and *Chart 2.2*:

³⁸ Out of 63 WWHs, two WWHs granted extension on an occasion, while in another one WWH granted extensions on two occasions. The Implementing Agencies (IAs) counted four extensions of WWH as a fresh WWH. Hence, there are 59 unique WWHs.

³⁹ Kalyani WWH, Bhopal-36 (1979-80), Gitanjali WWH, Bhopal-34 (1983-84) and 32 (1993-94), and Indira Gandhi WWH, Gwalior-54 (1996-97).

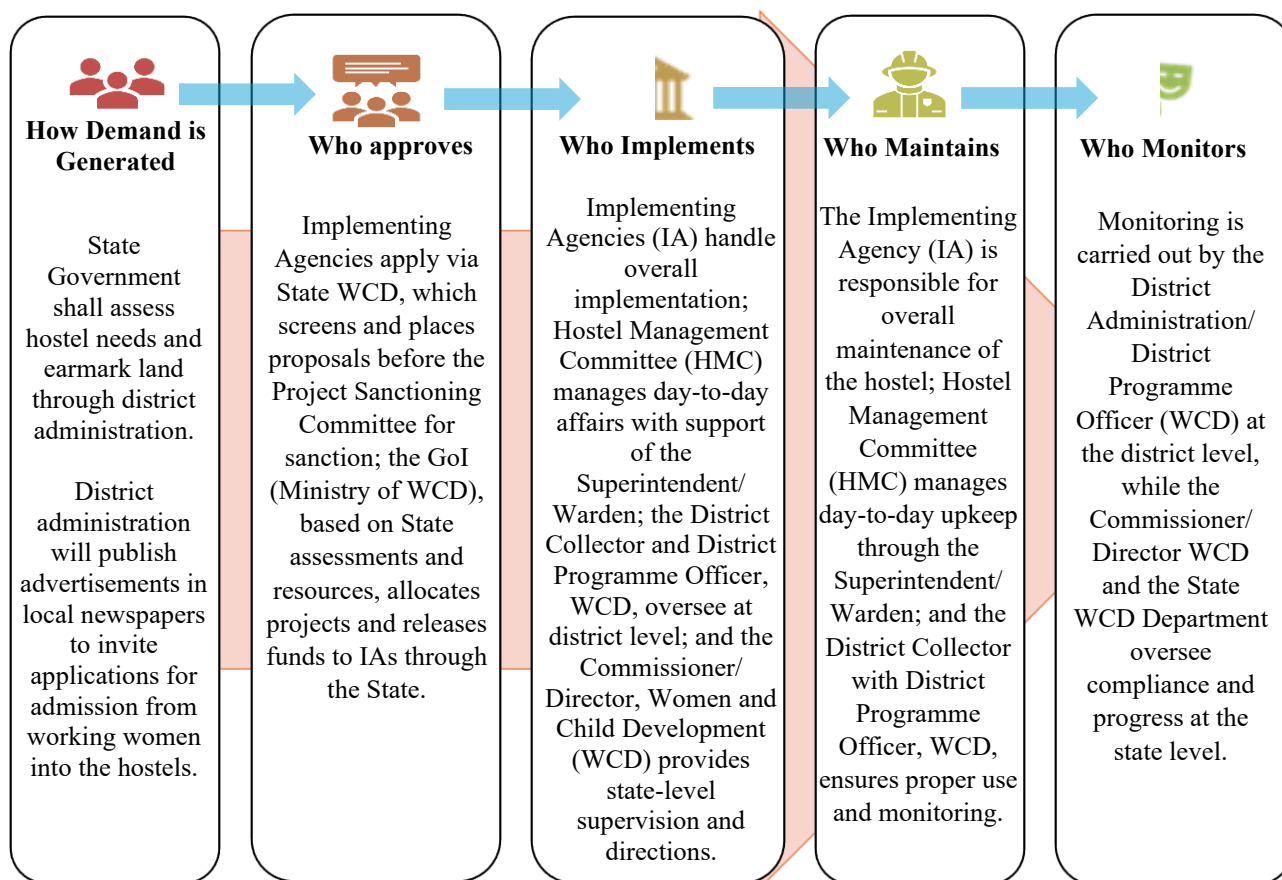
⁴⁰ Three functional WWH did not provide data of beneficiaries residing in WWHs as on 31 March 2024.

Chart-2.1: Organisational Set-up



Source: Information provided by the Department

Chart-2.2: System of functioning of WWHs



Apart from above, the District Collectors facilitate, coordinate, and oversee the implementation, and functioning of working women hostels at the district level. The details of Directives issued from time to time by GoI and GoMP for effective functioning of WWHs in the state have been summarized in *Appendix-2.1*.

2.3 Audit objectives

The objectives of the audit are to assess whether;

- (i) Planning for establishment of WWHs was efficient and effective;
- (ii) Quality of accommodation in the WWHs was adequate and up to the satisfaction of the boarders;
- (iii) Effective system of Management and Monitoring exists and working satisfactorily.

2.4 Audit Criteria

The criteria used for audit were sourced from;

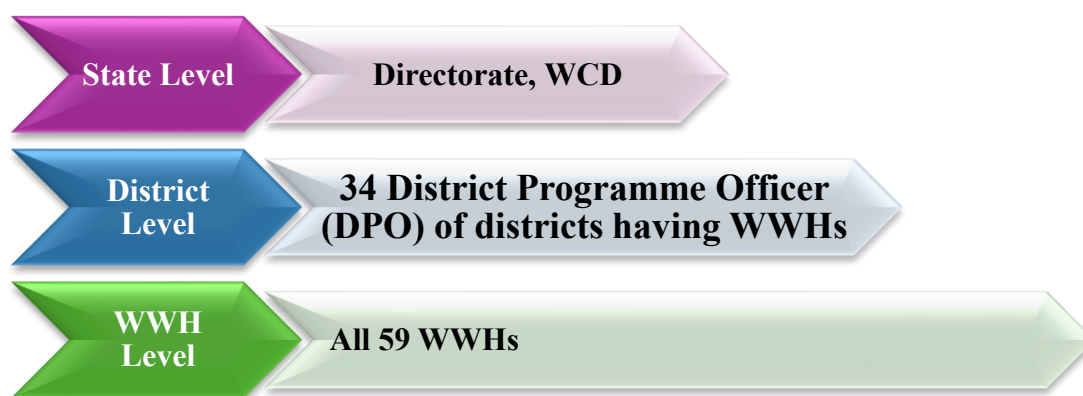
- (i) The guidelines issued by Ministry of Women and Child Development, GoI.
- (ii) The guidelines, notifications and orders in respect of WWH issued by WCD, GoMP.
- (iii) Instruction/Orders issued from time to time for implementation of the Scheme.

2.5 Audit Scope and Methodology

The Performance Audit was conducted during June 2024 to February 2025 covering the period from 2019-20 to 2023-24.

The audit test-checked records of the offices/units as given in *Chart 2.3*:

Chart 2.3: Selection of Units for test check of records



Apart from scrutiny of records, Joint Physical Verification (JPV) with Geo-tagging of all 59 WWHs situated in 34 districts was conducted. Satisfaction survey of 181 boarders was conducted in 13 functional WWHs⁴¹. Under satisfaction survey, we covered 54 per cent⁴²

⁴¹ Bhopal-5, Gwalior-2, Indore-3, Rewa-1, Sagar-1 and Seoni-1

⁴² 148 out of 274 boarders

of boarders of 10 WWHs. The percentage of remaining 33 boarders residing in three WWHs could not be determined as these WWHs did not provide occupancy data.

The Entry Conference was held on 6 September 2024 with Commissioner, WCD wherein audit objective, criteria, scope and methodology were discussed. The government response in exit conference held on 23 September 2025 and replies (31 July 2025), have been suitably incorporated in the report.

2.6 Acknowledgement

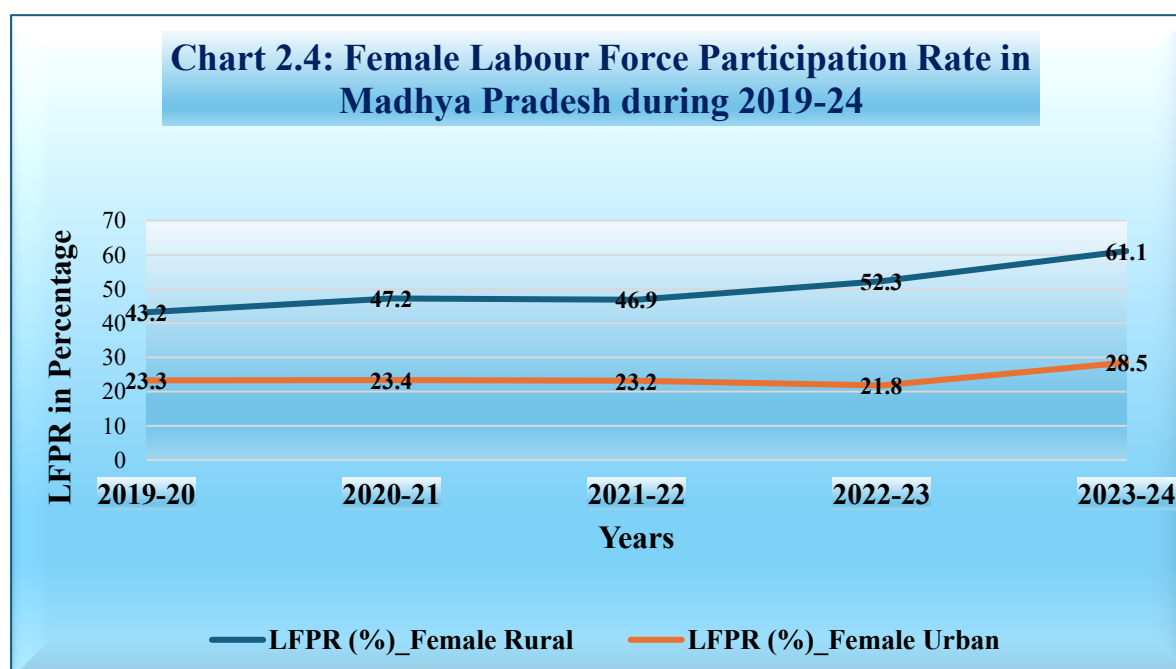
The Office of the Accountant General (Audit-I), Madhya Pradesh, Gwalior wishes to acknowledge the co-operation and assistance rendered by the officials of the Women and Child Development Department, GoMP during the course of conduct of Audit.

2.7 Planning

2.7.1 Demand Assessment and Planning Shortfalls

As per Para 12 of scheme guidelines, the State Government was required to earmark land for WWHs based on an assessment of employment potential for women, and as per Para 10(b) *ibid*, State Government was responsible for inviting applications from eligible organizations for setting up WWHs.

The Female Labour Force Participation Rate (LFPR)⁴³ in Madhya Pradesh has shown a rising trend, particularly in rural areas, increasing from 43.2 *per cent* in 2019-20 to 61.1 *per cent* in 2023-24, while urban LFPR has improved slightly from 23.3 *per cent* (2019-20) to 28.5 *per cent* (2023-24). Year-wise detail is given in **Chart 2.4**:



Source: Ministry of Statistics and Programme Implementation, GoI 2019-20 to 2023-24

⁴³ Female LFPR= {(Employed women + Women actively seeking work)/Total Female Working Age Population} x100

Despite the increase in women's workforce participation, the occupancy of WWHs was declined gradually as discussed in succeeding **Paragraph 2.9.1.3** indicating improper utilisation of WWHs, poor planning and inadequacies in hostel facilities.

It was seen that the department did not conduct any survey during 2019-20 to 2023-24 to assess demand for WWHs among working women living away from their families. Further, no data was available regarding intended women beneficiaries in urban or rural areas, and no action was taken to earmark public land for WWHs in new institutional areas or Special Economic Zones (SEZs) despite increasing employment opportunities for women in these sectors.

This was further corroborated (May 2024) by confirmation of the Madhya Pradesh State Industrial Development Corporation Limited (MPSIDC) that no functional WWHs currently exist in any Industrial Area or SEZs; however, proposals for establishment of WWHs had been submitted for five industrial zones by MPSIDC.

Further, it was noticed that despite underutilization of existing WWHs, the DPOs of Bhopal and Indore proceeded (September and December 2024) with proposals for three new WWHs (two 100-bedded WWHs in Indore and one 100-bedded WWH in Bhopal) without conducting a need-based assessment and considering need at industrial zones.

Non-resolution of these issues will continue to result in inefficient utilization of resources, depriving working women of essential accommodation facilities.

Government replied (September 2025) that plans are now underway to establish WWHs in upcoming SEZs and industrial area. These criteria have been duly incorporated in proposing the establishment of new WWHs.

2.8 Financial Management

Financial assistance under the Scheme was to be given on a sharing basis. The cost sharing ratio amongst the GoI, States and Implementing Agencies (IAs) as per orders (December 2017) is 60:15:25 for construction of building for WWHs, of which the GoI share was to be released in three instalments i.e. 50:40:10. The rent received from the boarders shall be utilized for maintenance, house-keeping, security service, office establishment, expenditure towards water and electricity charges and any other support services other than mess. During the audit period, ₹ 7.18 crore (GoI share- ₹ 4.34 crore and State share- ₹ 2.84 crore) was allocated for construction of WWH at *old palasia*, Indore.

2.8.1 Non-deposit of unspent funds of ₹47.94 lakh in SNA account

As per Para 13 of instruction (March 2021) of Ministry of Finance, Department of Expenditure, the IAs at all levels shall return all remaining unspent amount lying in their accounts to account of the State Nodal Agency (SNA) concerned.

The GoI sanctioned (December 2018) an amount ₹ 813.47 lakh for construction of 100 bedded WWH in Indore and an amount of ₹ 718.65 lakh was transferred (between June 2019 and December 2022) to bank account of Madhya Pradesh and Housing Infrastructure Development Board (MPHIDB) in instalments for this purpose. The work was completed

and handed over to the Department in April 2024. An amount of ₹ 670.71 lakh was incurred on completion, leaving a balance of ₹ 47.94 lakh with MPHIDB.

It was observed that against this unspent funds, EE, MPHIDB refunded (April 2024) ₹ 47.50 lakh⁴⁴, which was further not deposited into SNA by the department.

Thus, the department violated the GoI instructions by not depositing unspent funds of ₹ 47.50 lakh to SNA and has also not taken any action to collect the balanced funds of ₹ 0.44 lakh from MPHIDB.

Government replied (July 2025) that ₹ 47.94 lakh was utilized by the DPO for furniture, interior and kitchen equipment of the WWH, and the Utilization Certificate has been submitted (April 2025) to the Directorate.

The reply is not justifiable as furniture for WWH worth ₹27.29 lakh was already procured by MPHIDB (March 2023) before transfer of balanced funds of ₹ 47.50 lakh (April 2024) to the bank account of *Jila Prabandhak MP Mahila Arthik Vikas Nigam, Indore* (DPO) and no supporting records were furnished for subsequent usage of the fund. Further, non-depositing unutilized fund into the SNA account, involves violation of the prescribed fund flow mechanism.

2.8.2 Unspent amount ₹ 4.28 lakh was lying outstanding with Zila Panchayat, Harda

As per Para 17 of the scheme guidelines (1980), any unspent portion of the grant must be refunded to the GoI without delay. Further, the GoI had directed (August 2021) the Principal Secretary, WCD, GoMP to calculate interest or other earning on unspent balance lying with the IA and forward to Ministry of Women and Child Development (MWCD) within a period of two weeks from the date of receipt of letter.

During scrutiny of records and information furnished by DPO, Harda, it was noticed that ₹ 4,28,494 was received by Municipal Council, Harda (between December 1988 and June 1994) from the GoI in three instalments for the construction of a WWH at Harda. Due to non-acceptance of undue demand of contractor in relation to price escalation of materials and approach road for construction site, the construction of the WWH was not initiated and the amount was left unutilized (since October 2002) in the bank account of the CEO, *Zila Panchayat* (ZP), Harda.

Further, it was observed that no action was taken either to commence the project or to collect the unspent funds from the ZP and refund to the Government of India. This indicates serious lapses in financial management and monitoring as grant remained idle for over two decades without any productive use, reflecting non-compliance with the objectives of the grant and lack of adherence to financial propriety.

The Government replied (September 2025) that funds were released directly to the IAs⁴⁵, which limited the department's ability to exercise effective oversight. In another reply

⁴⁴ In an account operated by the DPO for construction of WWH.

⁴⁵ NGOs, Civil Society Organizations, recognised colleges/universities, Urban local bodies and others.

(July 2025), the Government stated that response has been sought from DPO Harda and action is being taken in the matter.

Reply is not acceptable as the Department and its DPOs, were responsible for monitoring, reporting construction status, recovering unutilized funds, and taking legal action in respect of all WWHs against IAs for guideline breaches as detailed in *Appendix-2.1*.

Recommendation:

The Government may put an MIS in place to check status of fund utilization by the Implementing Agencies for remedial action.

2.9 Operation of Working Women Hostels

The Working Women Hostel (WWH) Scheme under the GoI aims to provide safe and affordable accommodation to employed women, in urban, semi-urban or even rural areas where employment opportunity for women exist. The State Government also supplements this initiative through state-funded WWHs.

2.9.1 Status of WWHs in the State

Proper functionality, occupancy, and maintenance of WWHs are crucial for their intended purpose. Out of a total of 59 WWHs, 57 were sanctioned between 1974-75 and 2004-05. Only one WWH⁴⁶ was built after 2017 with assistance from the GoI, while another⁴⁷ was fully funded by the State Government. Audit findings regarding mismanagement in operation of WWHs are as follows:

2.9.1.1 Functionality Overview

Fifty-nine WWHs were sanctioned during 1974-75 to 2023-24. Details are given *Appendix-2.2*. Physical verification of all 59 WWHs was carried out by the Audit, status of which (as on March 2024) is shown in *Table 2.1* below:

Table 2.1: Status of WWHs in the State

Status of WWH	Number of WWH	Total Bed Capacity
Functional	12	932
Partly Functional and partly used for other purpose	1 ⁴⁸	58
Under construction	1 ⁴⁹	100
Used for other purpose	22	1310
Non-Functional	4	173
Building not completed	3	170
Construction not started	1	48
Not traced	3	52
Dilapidated	5	290
Dismantled/other building constructed on the site	6	286
Ruins	1	100
Grand Total	59	3519

Source: Joint Physical Verification

⁴⁶ 100 bedded WWH at Old Palasia, Indore

⁴⁷ Swayamsiddha, Bhopal

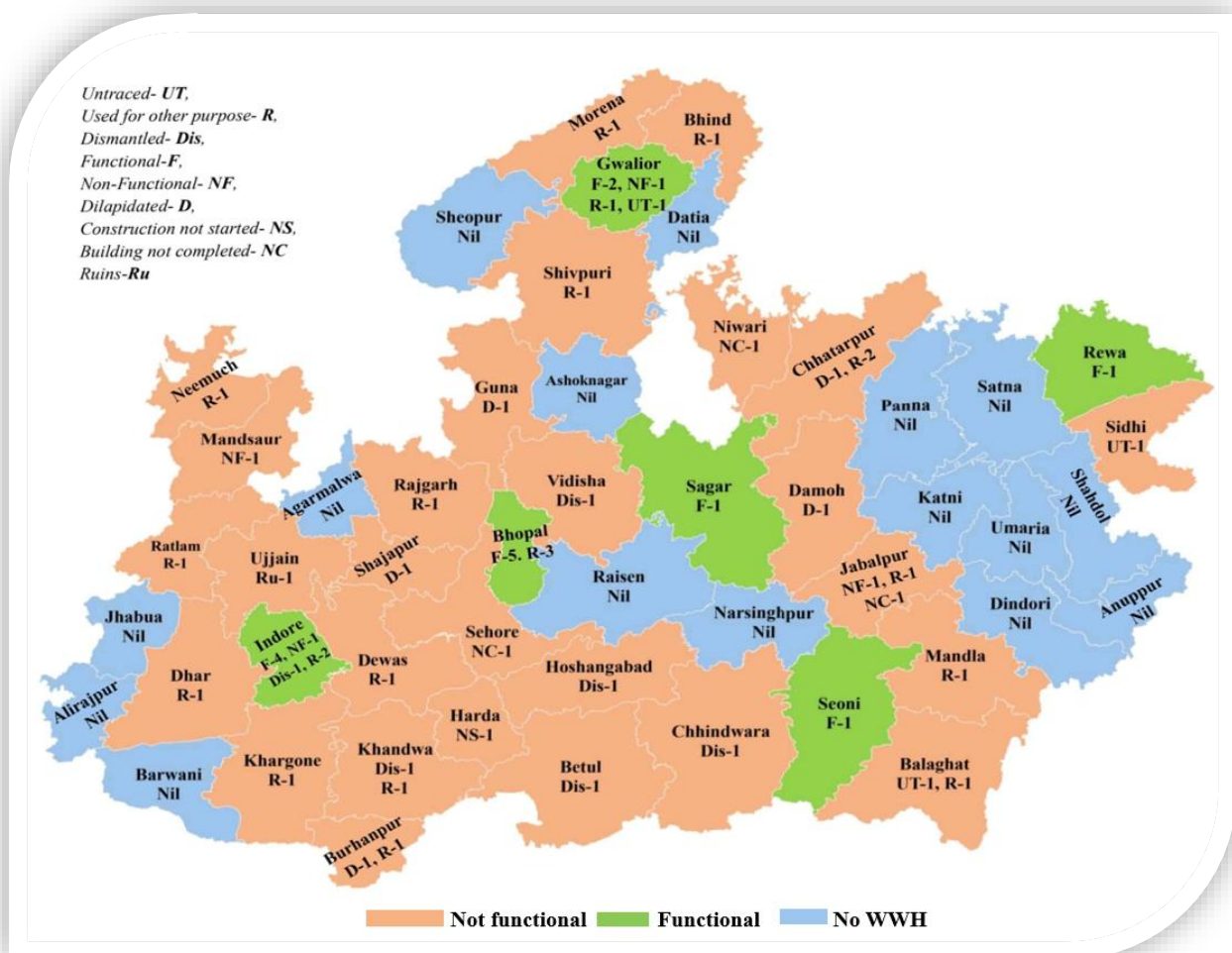
⁴⁸ Remaining portion of WWH, Seoni is used as store for Municipal Council, Seoni; District Urban Development Authority (DUDA) Office; and Anganwadi Training Centre

⁴⁹ Sakhi Niwas, Old Palasia, Indore, operational since October 2024 i.e. after audit period

From the above, it is seen that only 13 out of 59 WWHs were functional/partly functional as on 31 March 2024. Further, these WWHs are having only 990 beds capacity, which constitutes 28.13 *per cent* of the total sanctioned bed capacity (3,519) across the WWHs in the state. Apart from the 13 functional WWHs, one sanctioned (December 2018) by GoI, became operational in October 2024⁵⁰. The construction of three hostels⁵¹ have remained incomplete for 34 to 36 years. Whereas the construction of another one WWH⁵² sanctioned in the year 1988-89 was not taken up while the allocated funds were parked in an unauthorized account as discussed in **Paragraph 2.8.2.**

Status of district wise availability of WWHs is shown in **Map-2.1**:

Map-2.1: District wise availability of WWHs in the State



Source: JPV and information provided by the department

From the map, it can be seen that the WWHs exist in 34 districts, but functional in only six districts. There were no proposals with the WCD department to establish WWHs in the remaining districts despite GoI's directions (December 2017) to assess the number of viable

50 Sakhi Niwas, Old Palasia, Indore

⁵¹ SADA Bhedaghat, WWH at Niwari and Sehore

52 WWH at Harda

options for construction/rent of WWHs required in the state, showing ineffective approach to meet the requirements of working women of the state.

It was further observed that four of the above WWHs, sanctioned during 1989-1991, remained incomplete by the concerned IAs. In these cases, the buildings were either dismantled, found in a dilapidated condition, or completed by other agencies and utilized for purposes other than those originally intended, as summarized in **Table 2.2** below:

Table 2.2: Incomplete WWHs sanctioned during 1989-1991

 Sehore, Madhya Pradesh, India 637m+43w, Garh, Sehore, Madhya Pradesh 466001, India Lat 23.213002° Long 77.082576° 29/01/25 02:11 PM GMT +05:30	 Betul, Madhya Pradesh, India Ww43+5f7, Behind Sbi Branch, Balagi Vihar Colony, Kothi Bazar, Betul, Madhya Pradesh 460001, India Lat 21.905684° Long 77.903348° 23/12/24 11:10 AM GMT +05:30
WWH Sehore / Nagar Sudhar Nyas, Sehore - Sanctioned in 1988-89 - Sanctioned amount ₹ 33.68 lakh - Expenditure incurred ₹ 29.11 lakh - Incomplete building was allocated (April 2021) to National Rural Livelihood Mission and used as a <i>Samudaik Prashikshan Kendra</i>	WWH Betul/ Municipal Council Betul - Sanctioned in 1988-89 - Sanctioned amount ₹ 9.43 lakh - Expenditure incurred ₹ 6.36 lakh - Dismantled by the IA as per orders of Collector, Betul
 Niwari, Madhya Pradesh, India 9R22+WWQ, Niwari, Madhya Pradesh 472442, India Lat 25.352236° Long 78.902563° 10/06/24 01:09 PM GMT +05:30	
WWH, Niwari/ Municipal Council Niwari - Sanctioned in March 1989 - Sanctioned amount ₹ 5.59 lakh - Expenditure incurred ₹ 4.09 lakh - Incomplete WWH building was in dilapidated condition	WWH Bhedaghat/ Special Area Development Authority, Bhedaghat - Sanctioned in 1990-91 - Sanctioned amount ₹ 7.69 lakh - Expenditure incurred ₹ 2.31 lakh - GoI did not release further installments. Nagar Parishad constructed an auditorium without GoI's approval

Government acknowledged (September 2025) the audit observations and submitted that the IAs for these WWHs were not under control of WCD. Further, issues regarding non-completion are several decades back, making it challenging to fix accountability or trace documentation.

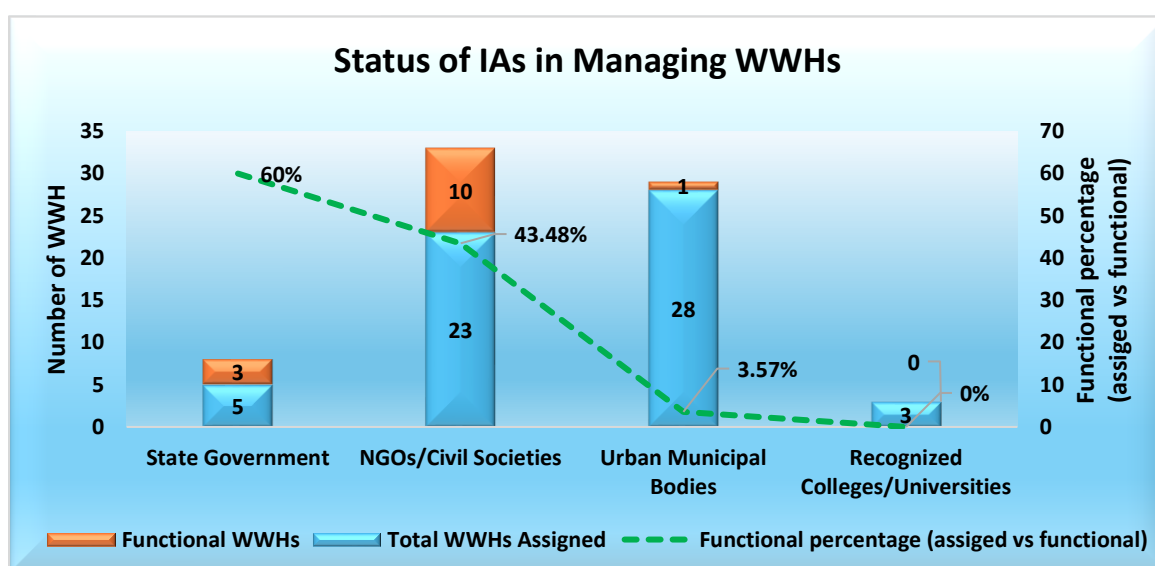
Reply is not acceptable since as per the guidelines and directives issued by GoI and GoMP, clear instructions were issued from time to time to departmental officers regarding the monitoring, proper utilization and regulation of both Government and Non-Government WWHs as detailed in *Appendix-2.1*.

2.9.1.2 Status and effectiveness of Implementing Agencies in managing WWHs

As per the established guidelines, the management of WWHs is the responsibility of Implementing Agencies (IAs). Management covers accommodation, upkeep, repairs, and maintenance of the WWH buildings/premises.

Details of IAs in managing WWHs are given in *Chart 2.5* below:

Chart 2.5: Status of IAs in managing WWHs as of February 2025



Source: Ministry of Women and Child Development website and JPV

The above shows that amongst IAs, State Government agencies had the highest success rate, with 60 *per cent* of their allotted WWHs functional, followed by NGOs/Civil Societies at 43.48 *per cent*. In contrast, Urban Local Bodies (ULBs) had a success rate of 3.57 *per cent*, with only one partly functional WWH out of 28. All WWHs assigned to recognized Colleges/Universities were used for other purpose such as student hostels, rendering them unavailable for working women. Further, 96.43 *per cent* of WWHs (27 out of 28) under ULBs remained non-functional or used for other purpose.

Further, the occupancy status of the three functional Government-run WWHs is available on the official website of the department, whereas the status of the remaining WWHs is not published online. These findings expose critical gaps in management, particularly at the municipal level, undermining the program's objectives, as detailed in succeeding paragraphs.

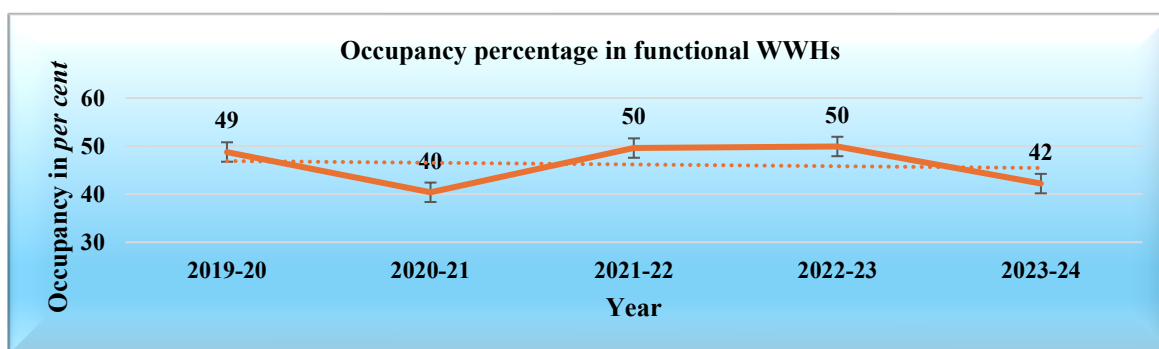
Government replied (September 2025 and July 2025) that only three WWHs (two in Indore and one in Bhopal) are run directly by the department. Whereas the remaining WWHs are managed by other IAs, which fall outside the direct purview of the department, thereby making effective oversight more challenging.

The reply is not acceptable since as per directives listed in **Appendix-2.1**, the Department along with its DPOs, were responsible for monitoring, functioning of WWHs and initiating legal action against IAs for guideline breaches.

2.9.1.3 Occupancy Trend in Functional WWHs

Among the 13 functional WWHs⁵³, one IA⁵⁴ did not provide occupancy data for WWH, while three⁵⁵ submitted incomplete data. The average occupancy rate of the remaining nine WWHs during the audit period was 46 *per cent*. **Chart 2.6** illustrates the year-wise occupancy percentage (recorded in March each year).

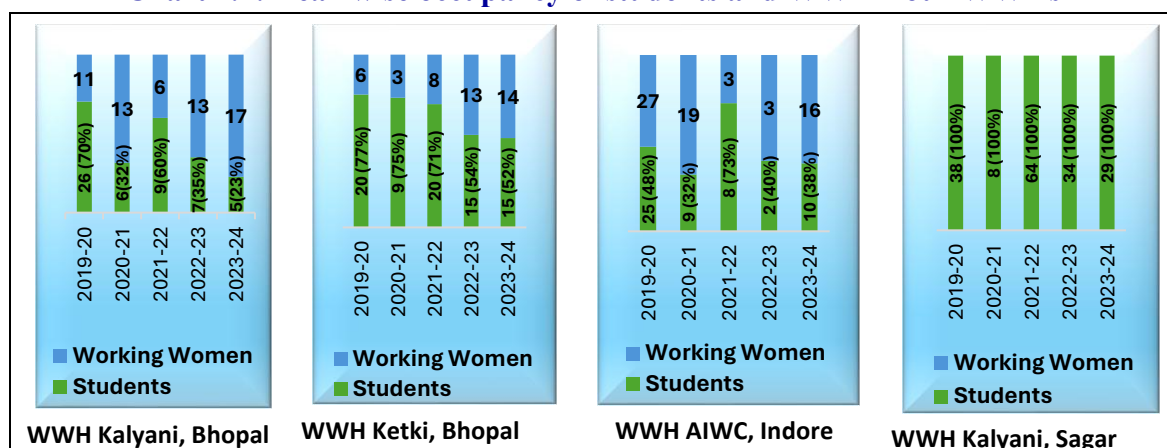
Chart 2.6: Occupancy Trend in Functional WWHs



Source: Attendance registers and information provided by WWHs

From the above, it is seen that the occupancy rate decreased from 49 *per cent* in 2019-20 to 42 *per cent* in 2023-24. It was also seen that out of 13 functional WWHs, only four maintained proper admission records regarding the profession of their residents during 2019-24. The data from these hostels also indicate a significant proportion of students among the residents. Details of year-wise students and working women (WW) occupancy in these four WWHs are given in **Chart 2.7**:

Chart 2.7: Year-wise occupancy of students and WW in four WWHs



Source: Admission registers of WWHs

⁵³ as of February 2025, 14 WWHs were functional. However, during the audit period, only 13 were operational, as one WWH started functioning in October 2024.

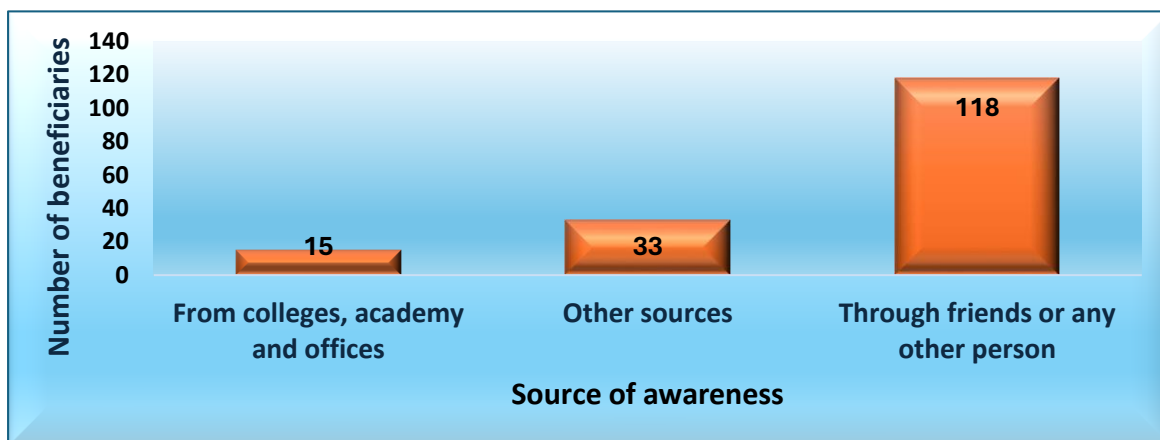
⁵⁴ Hostel No. 2 at Gwalior.

⁵⁵ Indira Gandhi WWH at Gwalior; Gitanjali WWH at Bhopal and Triveni WWH at Bhopal did not provide information for the periods 2019-24, 2021-24 and 2021-23 respectively.

The significant number of admitted students during audit period reflects that WWHs were primarily attracting students rather than working women, and the services provided by WWHs did not align with the specific needs of working women. It is also assessed that the low occupancy of WWHs is attributed to following multiple factors:

- **Extremely old Infrastructure:** We noticed that 57 WWHs were sanctioned/constructed before 2010 and due to the absence of regular repairs and maintenance as discussed in *Paragraph 2.9.3.2*, the deteriorating condition of the hostels discouraged potential residents.
- **Lack of Modern Facilities:** The absence of basic amenities further reduced the appeal of these hostels as discussed in *Paragraph 2.9.3.1*.
- **Limited Public Awareness:** Commissioner, WCD directed (October 1990) all Collectors of the State to publish a notice through local newspapers for admitting working women in WWHs. Press notes for advertisements or awareness campaigns were found in two⁵⁶ DPO offices and advertisement in newspaper was made by WWH Khargone only. In a beneficiary satisfaction survey, 166⁵⁷ beneficiaries responded about how they learned about WWH. Of these, 133 (80.12 per cent) got the information from friends, relatives, or their institutions (college, university, academy etc.), indicating less public awareness. A summary of beneficiary survey responses is shown in *Chart 2.8* below:

Chart 2.8: Mode of awareness among beneficiaries about WWH



Source: Beneficiary satisfaction survey

- **Non-functional Day Care Centres:** The closure and absence of attached day care centres as discussed in *Paragraph 2.9.2.3 (a)* likely affected occupancy rates of working women.

Government replied (September 2025) that the audit should take into account the impact of COVID-19 pandemic when assessing occupancy levels.

While the impact of COVID-19 (2020-21) is acknowledged, the audit (2019-24) shows that occupancy remained below 50 per cent before and after pandemic. Further, by 2022-23, normalcy had largely resumed; however, no concrete steps were taken to revive idle hostels

⁵⁶ Shajapur and Dewas

⁵⁷ Out of 181 beneficiaries surveyed

or improve occupancy rates. Furthermore, the Department along with its DPOs, were responsible for monitoring and publishing admission notices to increase occupancy as detailed in *Appendix- 2.1*.

2.9.2 Operation of WWHs

Safe and affordable hostels are essential to support working women, especially those moving to cities for jobs, and their proper operation is necessary to ensure these facilities effectively provide security and affordability without compromising the residents' well-being.

According to Para 8(xiii) of the scheme guidelines, if an IA violates any provisions of the scheme, ceases to exist at any time, or uses the hostel building for any other purpose, all assets created from the government grant, including the building, shall revert to the GoI.

2.9.2.1 Usage violations

(a) WWH buildings used for other purposes

Para 8(xxv) *ibid* mandates that the IA must maintain proper records of all assets acquired wholly or substantially from the government grant, which cannot be disposed of, encumbered, or used for any purpose other than the intended one without prior GoI approval. As per Para 8(vi) *ibid*, organizations must execute a bond in the approved format for the amount of the government grant at each release, ensuring recovery of the grant amount with 10 *per cent* annual penal interest if conditions are breached. The signatories to the bond are jointly and severally liable to refund the entire or partial grant amount, along with the interest, to the President of India. Additionally, Para 8(xiv) *ibid* states that if the IA violates any scheme provisions, the State Government or the District Women's Welfare Committee may initiate criminal proceedings by lodging an FIR against the defaulting IA. They may also take strict legal action to recover the grant with penal interest, as agreed in the bond. Any pending recovery can be treated as arrears of land revenue.

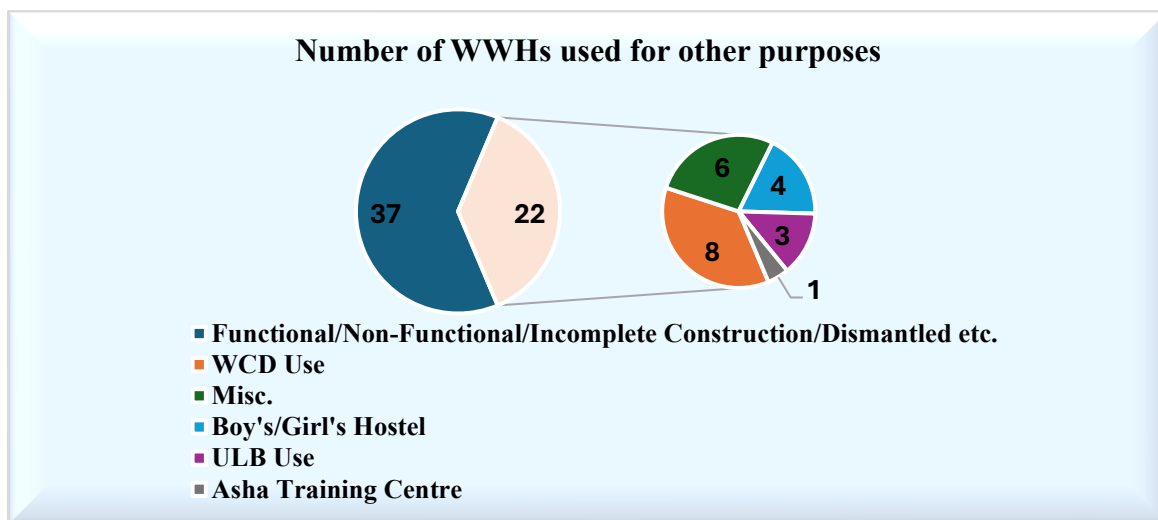
During the audit, only six IAs⁵⁸ produced agreement bonds. The bonds stated that any monetary benefit earned by unauthorized use (such as letting out or using for other than intended purposes) must be surrendered to the GoI. Furthermore, in case of any breach or violation of the terms and conditions mentioned in the letter of sanction, the IA must refund the entire grant amount with a minimum interest rate of six *per cent*⁵⁹ per annum from the date of receipt until the refund date. The letters of sanction also included clauses aligned with the above-mentioned guidelines.

Further, during scrutiny of records and Joint Physical Verification, audit noticed that 22 out of 59 WWHs (37 *per cent*) were used for purposes other than those intended without obtaining prior or subsequent approval from the GoI. Details are given *Appendix 2.3* and summarized in *Chart 2.9*:

⁵⁸ Khargone, Bhartiya Gramin Mahila Sangh Indore, Municipal Council Niwari, MP Mahila Karmchhari Kalyan Kendra Bhopal, GMC Bhopal and WWH at Sagar

⁵⁹ Five bonds have six *per cent* (before 2004-05) and one have 10 *per cent* (from 2004-05) provision.

Chart 2.9: WWHs used for purposes other than those intended



Source: MWCD website and Records of concerned DPOs/IAs

From the **Appendix-2.3**, it is clear that GoI provided financial assistance of ₹ 3.04 crore⁶⁰ for constructing WWHs to support working women. However, these WWHs were instead used for operation of other offices, Anganwadi Training Centers etc.

On this being pointed out, the concerned IAs expressed the need for government support to help working women occupy WWHs, which is essential for its effective operation. They also cited a lack of awareness and clear regulations as reasons for the violations mentioned above.

The above reflects lack of commitment on part of WCD to provide hostel facility to working women. Further, audit also noticed that IAs/district authorities had rented out WWHs to unauthorized purposes, for generating monetary benefits. Specific cases include:

- In Khargone, the ground floor of a WWH has been rented out at ₹23,575 per month since January 2019 to Public Works Department (Project Implementing Unit) and National Highway.
- In Dhar, the WWH was rented from November 1991 to 2011-12 at ₹5,300 per month to Sports Project Development Area (SPDA).
- In Seoni, 14 rooms on the ground floor and the entire first floor were let out to DUDA and to an Anganwadi Training Center, at ₹9,000 per month since July 2019.
- In Bijawar, the ground floor was rented out to a school at ₹3,025 per month from July 2017, while the first floor was let out to another school at ₹2,000 per month since October 2004.

These violations reflect the non-adherence to the scheme's guidelines by the State Government, District Authorities and IAs. The misuse of assets, non-compliance with the conditions of grant, and absence of approval to use for another purpose indicate a significant deviation from the scheme's objectives for providing secure campus to working women.

⁶⁰ Six out of 22 WWHs did not have records related to Grant-in-Aids provided by GoI.

(b) Unauthorized demolition and replacement of WWH buildings with new office or hospital structures

Audit noticed that other than above 22 WWHs, another five WWHs' buildings across the state were dismantled and replaced with new structure for hospital and office use without prior approval of GoI, as detailed below:

- Indore:** The GoI approved (1988-89) the construction of a 51-bedded WWH, sanctioning ₹ 9,88,489, of which ₹ 7,11,469 was released. However, the Red Cross Society (IA) did not submit the required documents for obtaining remaining funds, leading to incomplete construction. The hostel remained (August 2000) unfit for use due to unfinished flooring and electrification. The unauthorized occupants⁶¹ used parts of the building. The Red Cross Society transferred (August 2000) the hostel's operation to *Matrishakti Samvardhan Shodh Evam Prashikshan Kendra* (MSSPK) without GoI approval, allowing it to invest ₹ 33.35 lakh while retaining ownership. The MSSPK opened the hostel in July 2002 but accommodated students instead of working women, violating scheme guidelines. The Additional Collector, acting as Secretary of the Red Cross Society, approved (September 2021) dismantling of this WWH without GoI's mandatory approval. The JPV (November 2024) confirmed that the Red Cross Society dismantled (September 2021) the WWH building at Indore and replaced it with the *Sushrut Red Cross Dialysis and Thalassemia Center*, under a philanthropic trust in collaboration with the District Administration. A contractor demolished the structure for ₹ 2,01,000, and the Red Cross Society retained the proceeds.
- Vidisha:** In 1979-80, GoI sanctioned a WWH to the Municipal Council of Vidisha, approving ₹ 3,73,176 for its construction. The building consisted of 32 rooms (16 on the ground floor and 16 on the first floor) and became operational in 1991. In November 2015, the Municipal Council demolished the structure, citing the widening of *Neemtal Square* and deteriorating condition of the building. However, this was done without obtaining approval from GoI. In JPV (January 2025), we noticed that building of *Sant Ravidas Samaj Dharmshala and Samudaik Bhawan* had been constructed in place of WWHs.
- Chhindwara:** In 1978-79, GoI sanctioned a 30-bedded WWH project under *Nagar Palik Parishad*, Chhindwara (Now Municipal Corporation) as IA. However, the IA leased (January 1999) the WWH building to a society led by *Ms. Sandhya Kale* for 35 months at ₹ 500 per month without obtaining prior approval from GoI, violating established guidelines. In January 2014, with assistance from the district administration, authorities vacated the building. In JPV (January 2025) we observed that the building was dismantled and a new office of Municipal Corporation was constructed (June 2024). No records were available to confirm GoI's approval for disposing off the property.
- Khandwa and Itarsi (Hoshangabad):** During audit, it was observed that the WWH building in Khandwa was demolished during the construction of the New Medical

⁶¹ Red Cross Society authorities, and some rooms on the ground floor were used by the National Literacy Mission for office purposes.

College, Khandwa. Similarly, the WWH building in Itarsi (Hoshangabad) was converted into a girls' hostel for MGM Post Graduate College, Itarsi. In both cases, the WWH buildings were demolished without prior approval from the GoI.

On being pointed out, DPO Khandwa replied (January 2025) that WWH was demolished due to its dilapidated condition and extension of district hospital, Khandwa. However, DPO, Hoshangabad replied (December 2024) that by order of Collector, Hoshangabad, ownership of land was given to MGM Post Graduate Girls' College for construction of girls hostel.

The series of actions, including incomplete construction, unauthorized use of the building, transfer of operations without GoI approval, and dismantling of WWH building for constructing hospitals/office/girls' hostel without prior approval of GoI, reflects severe mismanagement and misuse of GoI funds. This resulted in the non-achievement of the scheme's objectives to the government.

(c) Permission certificate of WWH building used for registration of hospital

The Red Cross Society, Bhopal was designated as the IA for the construction of a WWH under the scheme sanctioned (1988-89) by the GoI. As per information provided by the Society, the construction of hostel was completed in 1998, and hostel was in operation till December 2012.

However, during JPV (September 2024), it was observed that *Siddhanta Super Speciality Hospital* was functioning on the land designated for WWH. Further, the permission certificate as issued (March 1994) by the Municipal Corporation, Bhopal for the WWH building was used by the Society for the hospital's registration.

The improper conversion of WWH into a hospital, without necessary approvals indicates clear violation of scheme guidelines, points to serious lapses in governance, financial mismanagement, and potential misconduct by the IA. The absence of transparency in the administration of grants, along with the improper utilization of public assets, raises significant concerns and necessitates appropriate measures of accountability.

(d) Unauthorized Closure of WWH Operations

During the JPV (November 2024), it was noticed that a hostel located at *Pagnis Paga, Indore*, and constructed in 2006 by IA Bal Niketan Sangh (BNS) at a cost of ₹11,70,202 was not in operation since 2020. Since the academic year 2020-21, a school, established in the same premises of the WWH, had been recognized by CBSE, which mandates that no other activities can be conducted on the school premises. Consequently, the organization was unable to operate WWH.

It is evident from the above that the building will no longer be used as a WWH. As per the applicable guidelines and grant conditions, the IA is required to return all assets created with the assistance provided by the GoI.

Government replied (September 2025) that cases involving repurposing, dismantling, and unauthorised closure are several decade back, making it challenging to fix accountability or trace original documentation.

The reply is not acceptable as the Department and its DPOs, were responsible for monitoring, submitting quarterly/half-yearly reports⁶², ensuring intended use, and initiating legal action against IAs for guideline violations, as outlined in *Appendix-2.1*.

2.9.2.2 Structural/Legal violations

(a) Unauthorized alterations in WWHs

As per Para 8(xi) of scheme guidelines, once the proposal is sanctioned, the hostel building shall be constructed in accordance with the plan approved by the Project Sanctioning Committee (PSC) and no change in the plan shall ordinarily be made. However, in unavoidable circumstances, if the change of the building plan is necessary, the same may be forwarded to the State Government for consideration of the PSC. The scheme also classifies hostel rooms into specific categories i.e. single rooms (with and without bathrooms), double rooms (with and without bathrooms), three-seater rooms, and dormitories.

The following deficiencies were noticed during JPV and beneficiaries survey of Hostel No. 2, Gwalior run by *Jan Vikas Nyas*, Cancer Hospital Research Institute, Gwalior, which was sanctioned in 1978-79 for 48 rooms:

- The implementing agency (*Jan Vikas Nyas*) merged two rooms of WWH to create a two room block.
- Five rooms were allotted to working women whose families resided in the same city or with them, which is in violation with the guideline provision stipulating that the husband or immediate family of the beneficiary women, does not reside in the same city/area.
- Two rooms were also allotted to working males.
- Additionally, two women were found residing with 12 to 18 years' old boys, and one with 24 years' old girl, violating the guideline provision for prescribed age limit⁶³ of accompanying children.
- We also found that *Jan Vikas Nyas*, Gwalior had allotted rooms in WWH to only employees associated with them excluding other working women employed in different offices. This practice violates the established rules and restricts access to eligible beneficiaries.

Due to these unauthorized modifications, such as, merging two rooms to create a two room block, accommodating persons other than the intended beneficiaries impacted access to affordable housing and associated services for working women. The changes were made without permission, resulting in non-compliance with the scheme's guidelines and potential regulatory challenges. Deviations from approved layouts impact management of hostel operations. These findings underscore the need for strict adherence to the approved plans and the requisite permission for any modifications to ensure compliance with the scheme guidelines. This practice carries risk of compromising safety and privacy of working women.

⁶² Half-yearly report contains key information such as details of WWHs, capacity and actual number of boarders, waiting list, HMC details, rent particulars, staff availability, and complaints.

⁶³ Girls upto the age of 18 years and boys upto the age of five years can accompany working mothers.

Government replied (September 2025) that the department had limited control over IAs of other departments and cited the need for clarity on familial arrangements in such cases.

The reply is not acceptable, as the IA violated the GoI guidelines, and in 2021 the GoI directed the WCD, GoMP to take legal action against IAs for any breaches.

(b) Non-Traceable Working Women Hostels

Para 13.1 of the Guidelines states that regular monitoring of the functioning of the hostels under this scheme shall be the responsibility of the District Administration. Half-Yearly report on the implementation of the scheme as prescribed in the scheme shall be sent to the Ministry of Women & Child Development, New Delhi by the District Administration, with a copy to the State Government. Further, the Department directed (1989) all the DPOs to submit quarterly reports on the status and operations of these hostels.

During JPV (May and November 2024), three WWHs⁶⁴, which were reported as sanctioned and completed under the scheme were found untraceable. DPOs of Balaghat and Gwalior stated that they had no information about their existence.

Whereas the DPO, Sidhi reported that the WWH, which was sanctioned to *Shiv Siksha Samiti at Churhat, Sidhi* with sanctioned cost of an amount of ₹ 7.50 lakh (1991), was being located at a different place in Chandaini, which is 21 km away from *Churhat*. No formal justification or supporting documents were provided in support of relocation of the WWH.

The change in location, without any supporting documents, indicates a deliberate attempt to mislead and obscure the actual status of the original hostel building.

The inability to trace these hostels raises serious concerns about fund misallocation or potential misuse. There is a strong possibility that these hostels were never constructed, pointing to either misappropriation of funds or administrative negligence in monitoring the scheme's implementation.

Government replied (September 2025) that the department was not the IA for these WWHs.

The reply is not acceptable, as the Department and its DPOs did not conduct timely inspections or submit quarterly/half-yearly reports as mandated by the Guidelines and highlighted in **Paragraph 2.10.1.2**, resulting in certain WWHs in the state becoming untraceable.

2.9.2.3 Operational issues

(a) Non-functioning of Day Care Centre

As per annexure 5(iv) of the guidelines, the provision of a Day Care Centre would be mandatory for hostels. Normally, for a 100 bedded hostel, a provision of 30 children should be made in the day care centre. The Day Care Centre should have 15-20 sq. ft per child including a small washroom.

⁶⁴ 1. All India Association for Social health in India, MP Branch, Gwalior (sanctioned in 1994-95), 2. Shiv Shiksha Samiti Churhat, Sidhi (sanctioned in 1983-84), and 3. SADA Balaghat (sanctioned in 1990-91).

Further, Rule 12.32 of the Regulation 2016 mandates that Day Care Centres in WWHs must be clean, well-ventilated, and equipped with outdoor play areas and appropriate educational and recreational materials.

There were 11 daycare centres sanctioned with WWHs in Madhya Pradesh. However, during JPV of functional five WWHs⁶⁵, where Day Care Centre was sanctioned by GoI, no Day Care Centre was found functional.

The non-functionality of the day care centres raises concerns about compliance with the set guidelines, which are designed to support working women in need of child care services. The lack of these facilities can lead to a reluctance among potential residents to stay in the hostels, potentially contributing to the underutilization of the available hostel infrastructure. These issues directly affect the potential of hostel to be a viable destination for working women impacting hostels' occupancy levels, hereby undermining their intended purpose.

Audit sought (October 2024) documents and information regarding non-functional day care centres. However, DPOs of respective districts did not provide the required information, limiting further analysis.

Government replied (July 2025) that the WWHs are run by other IAs; WWHs run by department have a provision for Day Care Centres for the children of working women.

The reply is not acceptable as, despite another IA managing the hostel, the WCD Department through DPOs had supervisory responsibility under the Regulation 2016 issued by GoMP and earlier directives as detailed in *Appendix-2.1*.

(b) Overstay in hostel

As per Para 4 of the scheme guidelines, no working woman is permitted to stay in a hostel under this scheme for more than three years. In exceptional circumstances, the District Administration may allow an extension of up to six months at a time, provided valid reasons are recorded in writing. However, the total stay, including all extensions, cannot exceed five years under any circumstances.

The beneficiary survey of the boarders of 13 functional WWHs exhibited that 18 boarders overstayed beyond the maximum limit of three/five years in violation of the provision of guidelines. Details are given in *Table 2.3*.

Table 2.3: Details showing overstaying beneficiaries

District	Name of WWH	Total beneficiaries stayed more than three years	Stay duration (years)
Indore	Akhil Bhartiya Mahila Sabha	2	06-07
Bhopal	Geetanjali WWH	2	05-07
Bhopal	Kalyani WWH	2	05-15
Bhopal	Ketki WWH	3	05-08
Bhopal	Triveni WWH	4	06-08

⁶⁵ BHEL Gram Vikas Seva Samiti (Bhopal), All India Association for Social Health in India, MP Branch (Gwalior), All India Women Conference (Indore), MP Shaskiya Karmachari Kalyan Kendra (Bhopal), Mahila Chetana Manch Kalyani Hostel (Bhopal).

District	Name of WWH	Total beneficiaries stayed more than three years	Stay duration (years)
Seoni	WWH Seoni	5	04-29
Total		18	

Source: Beneficiary survey of WWHs

No documentary evidence or approvals from the District Administration justifying these extended stays or accommodating students were found in the records provided by the IAs. This indicates a serious lapse in adherence to the guidelines of scheme.

Government assured (September 2025) that these guidelines will be enforced.

2.9.2.4 Security/Safety

(a) Security lapses in WWHs

As per Para 8(xxxii) of the scheme guidelines, CCTV should be installed at the main access, entry points, and around the premises, with a video backup of at least 15 days. The attendance registers of the boarders and contact details of the mothers of the children should be kept with the WWH. Further, Para 8(xxxi) *ibid* and Rule 12.30 of *Mahila Vasti Grih (Pravesh) Niyam, 2015*, specify that ex-servicemen may be considered for re-employment as guards, and male chowkidars may be appointed for external duties, while women should serve as wardens and internal chowkidars. Furthermore, Rule 10.3 of *Mahila Vasti Grih (Pravesh) Niyam, 2015*, mandates the recording of specific details in the visitor register, such as name, relationship, place of origin, time, phone number, and signature for security reasons.

During scrutiny of records and information provided to audit, it was noticed that:

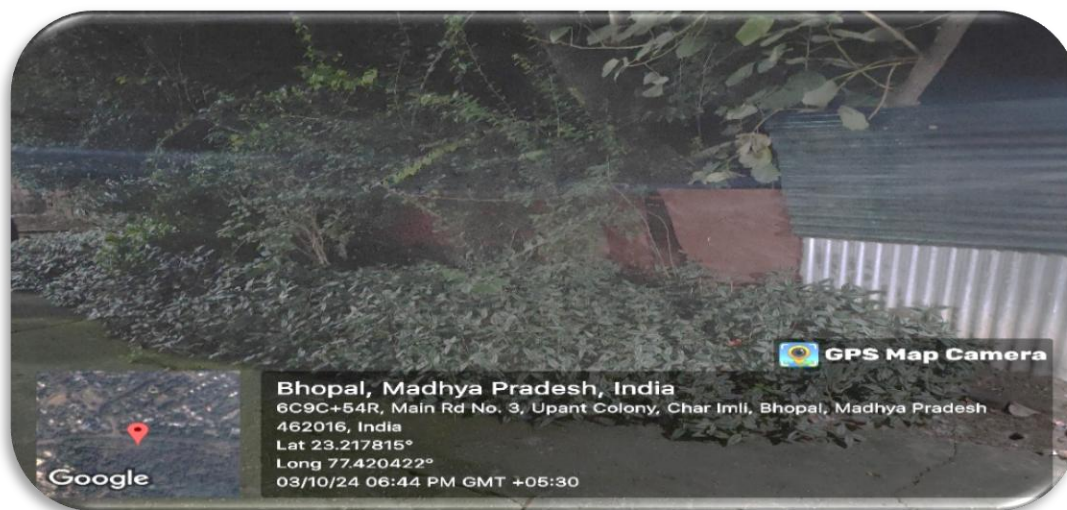
- In All India Women Conference WWH Indore (AIWC) and Surabhi WWH Rewa, only a male *chowkidar* was appointed, which does not comply with the guidelines.
- Further, in two hostels⁶⁶, only one female *chowkidar* was assigned for internal and external duties, which raises concerns about meeting the requirement for 24-hour watch and ward duties.
- A female was appointed for both as warden and *chowkidar* in WWH Sagar for 24 hours security and WWH Seoni did not have any *chowkidars* appointed. The warden was not available at WWH Pragati Mahila Kendra, Indore in test checked months of March 2021, March 2022 and March 2024.
- WWH Sagar and *Pragati Mahila Kendra* Indore did not maintain a visitor register, posing a potential security risk. Out of the 13 working WWHs, CCTV cameras were not functioning at Triveni WWH, Bhopal. Additionally, Four WWHs⁶⁷ did not have a CCTV camera installed at its office entrance.

⁶⁶ Sakhi Niwas, KEH Indore and Pragati Mahila Kendra Indore

⁶⁷ Hostel No. 2, Jan Vikas Nyas, Gwalior, Kalyani WWH Sagar, Surabhi WWH Rewa and WWH Seoni.

- In Ketki WWH Bhopal, the boundary walls were either damaged or covered with iron sheets. Additionally, six WWHs⁶⁸ did not maintain attendance registers for boarders.

Picture-2.1: Broken boundary wall covered with iron and plastic sheet at Ketki WWH, Bhopal



On being points out (December 2024) the concerned IAs cited the poor financial condition of the WWHs and assured that they would adhere to the rules in future.

Government replied (September 2025) that these lapses, particularly absence of wardens, were attributed to the COVID-19 pandemic.

While the impact of COVID-19 (2020–21) is acknowledged, the audit (2019–24) observed that continuity of above-mentioned issues even after normalcy was restored in March 2024.

These findings indicate that relying on a single *chowkidar* per hostel makes it unfeasible to ensure continuous 24-hour surveillance. The lack of adequate security personnel, absence of CCTV, compromised boundary walls, and non-maintenance of registers raise significant concerns about security, leading to potential security lapses in the future.

2.9.3 Quality of accommodation in the WWHs

Para 8 and annexure 5(iv) of the scheme guidelines outline the provisions for accommodation in WWHs, a summary of which is given in **Table 2.4** below:

Table 2.4: Summary of provisions of scheme guidelines

Para No. of scheme guidelines	Provision
Para 8(viii)	Availability of rainwater harvesting and facilities for differently abled persons are mandatory.
Para 8(x)	Availability of washing machines and geysers/ solar water heating system of appropriate capacity

⁶⁸ WWH at Rewa, Seoni, Hostel No. 2 Jan Vikas Nyas Gwalior, Gitanjali WWH Bhopal, Triveni BHEL, Bhopal and Swayam Siddha, WWH Bhopal

Para No. of scheme guidelines	Provision
Para 8(xxxii)	Facilities of CCTV, medical, first aid should be made available.
Annexure 5(iv)	Availability of dining hall, Store, Warden's quarter, Boundary Wall, Sick room and recreation room
Para 8(xx)	The implementing agency shall prominently display on the building, the name of the hostel and the endorsement "Assisted by the Ministry of Women and Child Development, Government of India", in English and Hindi/ Official language of the State or region.

During JPV conducted between May 2024 and January 2025, the audit assessed the quality of accommodation in 13 functional WWHs against the criteria stipulated in the scheme guidelines. Additionally, the audit also interviewed 181 beneficiaries residing in these hostels to evaluate their level of satisfaction with the facilities provided. Several deficiencies were observed in the infrastructure and basic amenities of the functional WWHs, which are detailed in the subsequent paragraphs.

2.9.3.1 Shortcomings in infrastructure in WWHs

Several infrastructure shortcomings have been identified and are summarized in **Table 2.5** below and detailed in **Appendix-2.4**:

Table 2.5: Summary of shortcomings in infrastructures in functional WWHs

Non-availability of facility	No. of WWHs	Non-availability of facility	No. of WWHs
Display in WWH indicating "Assisted by the Ministry of Women and Child Development, Government of India"	11	Medical/Sick room	7
Disabled-friendly infrastructure	10	Recreation rooms	6
Rainwater harvesting	10	Dining halls	5
Washing machines	9	Warden's quarters	5
Visitor's room	8	Stores	4
Geyser/ Solar water heater	7	Boundary wall	1
Medical first aid	7		

(Source: JPV and information furnished by WWHs)

Despite the guidelines, it was observed that only three⁶⁹ of the inspected WWHs had disabled-friendly infrastructure, and power backup facilities were entirely absent across all the hostels.

The government offered (July 2025) no comment.

2.9.3.2 Improper Maintenance of Hostels

As per Paragraph 8(xxix) of the guidelines, it is the responsibility of the IA (Government/NGO/Societies) to undertake regular maintenance, repairs, and upkeep of WWHs to ensure that the building and its facilities remain in good condition. The guidelines also require that a reasonable amount for this purpose be calculated and set aside from the

⁶⁹ Swayam Siddha WWH, Bhopal, Kalyani Bhopal and Ketki Bhopal.

receipts or revenues generated by the Hostel Management Committee. Further, Para 8(v) *ibid* specifies that the rent received from boarders must be utilized for essential maintenance activities, including housekeeping, security services, office establishment, utility bills (water and electricity), and other support services, excluding mess facilities.

JPV (between May 2024 and January 2025) of functional WWHs showed significant lapses in the upkeep and maintenance of the hostels. Instances of non-compliance with these guidelines were noticed, resulting in unhygienic and unsafe living conditions for the occupants:

- Dampness and Seepage:** Five hostels reported significant structural damage due to dampness and water seepage. *Akhil Bhartiya Mahila Sabha, Indore (AIMS)* suffered severe wall damage with peeling plaster and paint, while Kalyani WWH, Bhopal exhibited visible structural deterioration caused by water seepage. Similarly, *Sakhi Niwas*, KEH Compound, Indore faced persistent seepage issues, further damaging the walls. WWH at Seoni had cracks in the walls, floors, and ceilings, along with deteriorated plaster. *Indira Gandhi WWH*, Gwalior also showed extensive moisture-related damage, leading to weakened walls with peeling paint and plaster.



Picture-2.2: Damaged plaster and paint of AIMS WWH (Indore)

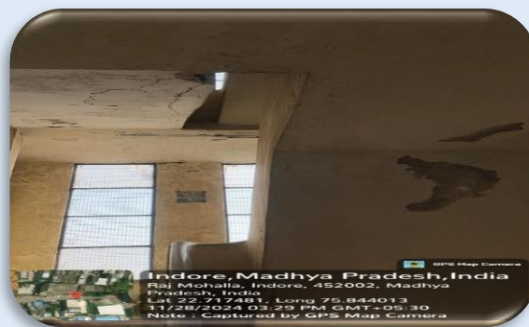


Picture-2.3: Seepage in ceiling of a room of Sakhi Niwas, KEH, Indore

- Cracks and Holes:** *Ketki* WWH and *Triveni* WWH at Bhopal exhibited significant structural issues due to poor maintenance. *Ketki* WWH, Bhopal had large cracks and holes in the walls caused by water seepage and a lack of timely repairs. Similarly, *Triveni* WWH showed visible cracks on the walls, highlighting prolonged neglect and insufficient upkeep. Similar issues were observed in WWH, Seoni and *Pragati Mahila Kendra*, Indore. Damaged walls caused by tree roots encroachment and exposed electrical wires visible from the meter were seen in WWH at Rewa.



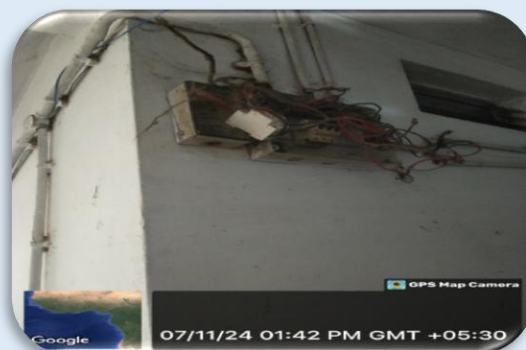
Picture-2.4: Cracks on wall and ceilings of WWH Building, Seoni



Picture-2.5: Damaged plaster and paint Pragati Mahila Kendra, Indore



Picture-2.6: Tree roots on wall at WWH Rewa



Picture-2.7: Exposed wire at WWH Rewa

- Unhygienic Bathrooms and Toilets:** AIMS, Indore had bathrooms and toilets in unhygienic conditions due to a lack of regular maintenance. In *Ketki* WWH, Bhopal, toilets and bathrooms were cleaned only once a week, leading to unsanitary conditions. *Pragati Mahila Kendra*, Indore also exhibited filthy restrooms, reflecting a clear disregard for hygiene. Similarly, *Indira Gandhi* WWH, Gwalior lacked proper cleaning and sanitation standards in its bathrooms and toilets.



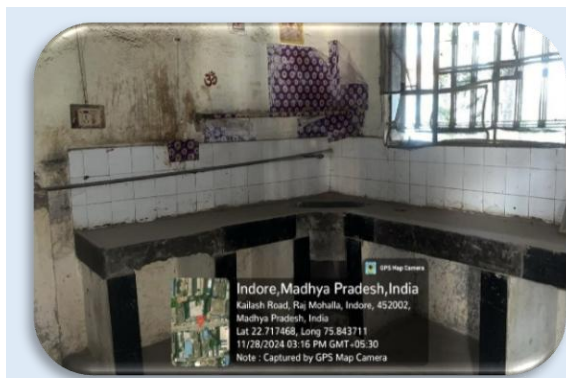
Picture-2.8: Filthy bathroom of AIMS WWH (Indore)



Picture-2.9: Unhygienic bathroom at Pragati Mahila Kendra, Indore

- General Cleanliness Issues:** *Kalyani* WWH, Bhopal had widespread dirt due to inadequate cleaning, while *Indira Gandhi* WWH, Gwalior also lacked proper hygiene in multiple areas. *Ketki* WWH, Bhopal showed signs of negligence, with cobwebs on walls and ceilings.

- **Broken Appliances & Essential Equipment:** In *Swayamsiddha* WWH, Bhopal, several bathrooms were out of order, and geysers, washing machines, and water taps remained broken despite sufficient funds. At *Triveni* WWH, critical appliances like TVs, solar heaters, and geysers were also non-functional.
- **Kitchen & Dining Area Issues:** Pragati Mahila Kendra, Indore's kitchen had been non-operational for a long time and was in poor condition, while *Sakhi Niwas*, KEH Compound, Indore suffered from water seepage in the dining area, causing structural damage. These issues highlight the need for immediate repairs and maintenance to restore essential facilities for residents.



Picture-2.10: Unused Kitchen at Pragati Mahila Kendra, Indore



Picture-2.11: Seepage in dining area of KEH, Compound, Indore

- **Overall Poor Building Condition:** WWH Seoni was found to be in poor condition, with visible cracks in walls, floors, and ceilings, indicating significant structural damage.



Picture-2.12: Bad condition of building of WWH at Seoni

Further, it was seen during JPV that four WWHs⁷⁰ were not functional due to its dilapidated condition.

⁷⁰ WWH at Burhanpur, SADA Chhatarpur, Guna, Damoh



Picture-2.13: Dilapidated building of WWH at SADA Chhatarpur

The audit findings emphasize significant gaps in the adherence to scheme guidelines for the maintenance of WWHs. These deficiencies, resulting from negligence by the IAs, have led to the creation of unsafe and unhygienic living conditions, discouraging working women from availing themselves of these facilities. The deteriorating condition of these hostels underscores an urgent need for corrective measures to ensure compliance with the guidelines and provide a safe, clean, and conducive living environment for working women.

Government replied (July 2025) that repairs of the old *Sakhi Niwas* Working Women's Hostel at Indore is being carried out with government funds under the *Mission Shakti Scheme* and PWD guidelines, while the remaining hostels are run by other IAs. Further, Government replied (September 2025) that these lapses were also attributed to the COVID-19 pandemic.

It is acknowledged that maintenance of the WWH building is the responsibility of the IAs, funded through rent from boarders, with additional support available under the GoI's WWH Scheme 2017 for construction, expansion, maintenance, and strengthening. Thus, funding requests were required to be submitted to GoI via State Government. While the impact of COVID-19 (2020-21) is acknowledged, no concrete action was seen to be taken after normalcy of the pandemic.

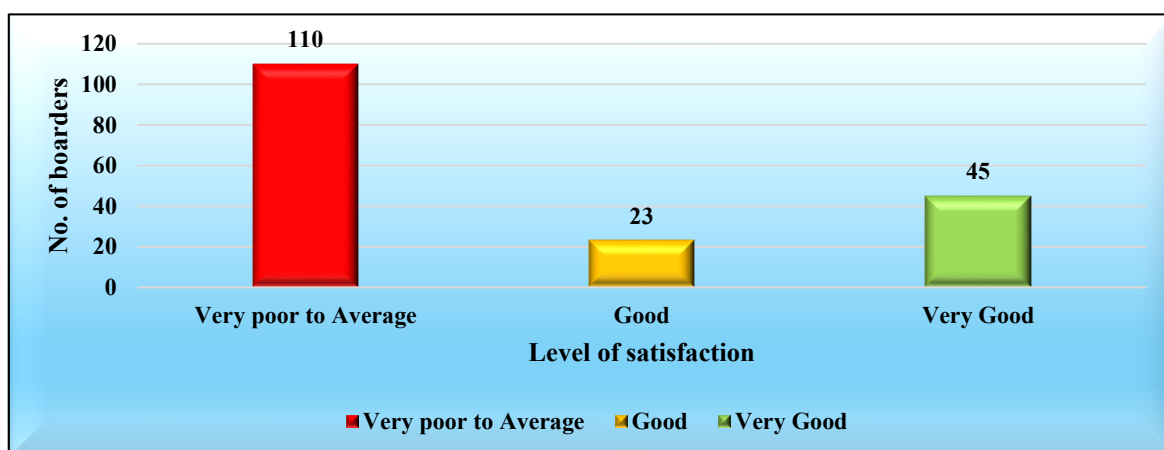
2.9.3.3 Satisfaction level in boarders of functional WWHs

Out of 181 boarders⁷¹ interviewed, 178 responded to their level of satisfaction⁷² with the 11 facilities⁷³ provided in the WWH. Based on the 'Yes' or 'No' responses, the audit found that 23 boarders rated the facilities as good, 45 as very good, and 110 rated them as very poor to average, as illustrated in **Chart 2.10**:

⁷¹ Number of boarders present in WWHs at the time of survey

⁷² Audit interviewed beneficiaries to give Yes or No on satisfaction with provided facilities. The percentage of "Yes" responses was calculated for 11 facilities, and the overall quality was assessed based on the average score categorized as Very Poor (1–2), Poor (3–4), Average (5–6), Good (7–8), and Very Good (9–10).

⁷³ Bed, fan, meal, water filter, recreation room, sick room, geysers/solar water heater, washing machine, Visitor's room, vigilant security and first aid.

Chart 2.10: Response of boarders on overall satisfaction

Source: Beneficiary satisfaction survey

Further, suggestions to enhance the quality of accommodation were gathered from all interviewed boarders. Of these, 102 boarders provided responses and their feedback highlighted dissatisfaction with several basic amenities, including food quality, cleanliness, and water supply. Specific suggestions for improvement included:

- **Infrastructure:** Provision of laundry areas, washing machines, refrigerators, Wi-Fi, Television and power backup facilities.
- **Utilities:** Installation of water coolers, RO systems.
- **Hygiene and Maintenance:** Regular cleaning of hostels, washrooms, and maintenance of existing facilities.
- **Food Services:** Improved food quality, timely provision of meals, and availability of tiffin services.
- **Security and Safety:** Enhanced security measures and addressing concerns about staff behavior.

Although the guidelines allow for additional charges to cover extra infrastructure and utility facilities, none of the WWHs were found to have provisions for supplying these facilities to the boarders. These highlighted shortcomings, satisfaction level and feedback underscore the pressing need for improvements in basic infrastructure and services to align with the scheme's objectives. It was also noticed that inadequate facilities have contributed to the low occupancy rates observed in several functional WWHs across the state as discussed in **Paragraph 2.9.1.3**.

Government acknowledged (September 2025) the feedback and assured that the department would consider these suggestions for quality improvement.

Recommendations:

- ◆ ***The Government should introduce a single platform for registration of demand for admissions in WWHs and host real time update on occupancy/vacancy status for allotment, generate a waiting list and spread awareness about the same.***

- ◆ *Government should maintain oversight on the Implementing Agencies to ensure compliance with grant conditions and fix responsibilities on personnel regarding non-traced WWHs, using WWH buildings for other purposes and earning profits without obtaining approval of GoI.*
- ◆ *Government should renovate ageing WWHs infrastructure under the GoI scheme (2017), ensure regular maintenance by Implementing Agencies, and upgrade facilities to improve liveability, with government support to strengthen their role.*

2.10 Governance and Oversight Mechanism

2.10.1 System of Management and Monitoring

As per Para 13 of scheme guidelines, regular monitoring and management mechanism should be in the hostels to ensure smooth operations and provision of quality services to intended beneficiaries. During scrutiny of records, the audit identified the following deficiencies in the monitoring of WWHs' operations:

2.10.1.1 Non-formation of Hostel Management Committee (HMC)

As per Para 13.1 of the scheme guidelines, monitoring of management of the hostels on day-to-day basis, was to be done by the Hostel Management Committees (HMCs)⁷⁴, which shall send its recommendations and quarterly reports to the District Administration. The HMC shall meet once on a fortnightly basis or in case an issue arises for immediate resolution.

During audit, it was noticed that out of 13 functional WWHs, only three WWHs⁷⁵ (operated by WCD) in Bhopal and Indore had formed HMC as required. Although HMC was formed in these three WWHs, inadequate number of meetings were observed in audit as against 120 meetings⁷⁶, only one meeting was conducted by HMC of *Swayam Siddha* WWH Bhopal (December 2023) and 23 meetings were conducted in *Sakhi Niwas* WWH, KEH Compound, Indore during April 2019 to March 2024. Further, it was observed that the recommendations pointed out in meetings and quarterly reports were not sent to the District Administration and Officials from District Administration/District Programme Officers were not involved in these Committee.

The significant shortfall in the number of meetings held indicates non-compliance with the prescribed guidelines, which may have affected timely identification and resolution of issues.

This indicates a lack of control or monitoring by DPOs over WWHs run by NGOs or Societies. The absence of HMCs points to a significant gap in governance and oversight, potentially impacting the effective management of these WWHs.

⁷⁴ Resident Superintendent, Official from District Administration/District Programme Officer, Protection Officer/Social Worker, two of the senior residents, Prominent social worker/representative from prominent organisation in that area.

⁷⁵ 1. *Swayamsiddha* WWH, Bhopal 2. WWH, KEH Compound, Indore and 3. WWH, Old Palasia, Indore.

⁷⁶ Excluding WWH, Old Palasia, Indore which was functional since October, 2024 i.e. after audit period.

Government assured (September 2025) creation of HMC as per GoI guidelines for day-to-day functioning ensuring active participation of residents of WWH and the officials of WCD.

2.10.1.2 Inspection of WWHs not carried out by District Administration

As per Para 8(xxviii) of the scheme guidelines, inspection of the hostel premises should be done by the District Administration as and when it was felt necessary. Further, as per Para 13.1 *ibid* Half-Yearly reports on the implementation of the scheme shall be sent to the MWCD, GoI, by the District Administration, with a copy to the State Government. The Directorate Women Empowerment (now Directorate Women and Child Development) also issued instructions (February 2016) to District Women Empowerment Officers (now DPOs) for ensuring adherence of WWH rules framed by GoMP and for submitting inspection reports to the Department on regular basis.

It was observed that District Administration did not monitor any of the WWHs under its jurisdiction during 2019-20 to 2023-24. Further, the DPO could not even identify the location of three hostels being run by IAs as highlighted in ***Para 2.9.2.2(b)***.

Moreover, during the Audit, the concerned DPOs stated that no Half-Yearly reports on functioning of WWHs, were submitted to GoI, which was attributed to poor monitoring, including non-conduct of regular inspections of the WWHs.

The inadequate monitoring by the district administrations appears to be a key factor contributing to the poor conditions of WWHs and unaddressed issues such as WWHs used for other purposes, closure of WWHs without approval and non-return of GoI fund, as pointed out in this report.

Government replied (July 2025) that HMCs exist in department-run WWHs, which hold meetings and are inspected regularly. Other IA-run hostels are out of control of the department.

The reply is not acceptable, as the Department and its DPOs, did not conduct timely inspection or submit half-yearly reports as mandated by the directives (1989-2021, ***Appendix-2.1***) issued by GoMP.

2.10.1.3 Non-production/non-maintenance of records

Para 8(xxiv) of the Scheme Guidelines state that the accounts of the hostel shall be maintained properly and separately, and submitted as and when required. They shall always be open to check by an officer of the Central or State Government deputed for the purpose. The account shall be open to a test check by the Comptroller and Auditor General of India at his discretion.

During the course of audit, the following records were not made available for verification, thereby restricting our ability to form a conclusive opinion on certain aspects of financial and operational controls:

1. Financial Records:

- Bank statements for the period 2019-23 by three WWH⁷⁷.
- Rent received registers for 2019-21 by four WWH⁷⁸.
- Audited accounts for 2021-24 by three WWH⁷⁹.
- IA of WWH Rewa did not maintain separate account for WWH.

2. Operational Records:

- Complaint Register for 2019-24 were not maintained or provided by eight WWH⁸⁰.

3. Construction Records:

- Construction related records such as building plan, site plan, building permission, completion certificate, land records were not maintained⁸¹.

4. *Devi Ahilya Vishwa Vidyalaya*, Indore and Red Cross Society, Bhopal did not produce financial, operational and construction related records of its WWH.

The non-availability of these records significantly constrained the scope of audit, limiting ability to verify the accuracy and completeness of financial transactions, internal controls, and compliance with applicable regulations. The absence of these critical documents raises concerns regarding record-keeping practices and financial transparency.

Government replied (July 2025) that the WWHs mentioned above are not run by the department but by other IAs with no direct involvement of the department.

The reply is not acceptable as the lapse is attributed to lack of monitoring.

Recommendation:

Government should take corrective measures to ensure proper maintenance of essential records related to financial, operational, and construction activities, along with regular oversight by the District Administrations.

The Department, during exit conference (September 2025), agreed that clear guidelines, as per GoI instructions, would be issued to District Administrations and District Programme Officers for inspections, effective monitoring, prevention of unauthorised use, and proper utilisation of funds through a robust mechanism. The Department also agreed to issue stricter and more comprehensive guidelines for the management and monitoring of the WWH project in line with GoI norms. Further, it was assured that all efforts would be made to intensify monitoring and ensure compliance with administrative and statutory guidelines covering safety and security, cleanliness and hygiene, comfort and amenities, and transparent administration with an effective feedback system.

⁷⁷ All India Women Conference, Indore, *Triveni* (BHEL) WWH Bhopal and WWH Seoni

⁷⁸ All India Women Conference, Indore, *Pragati Mahila Kendra*, Indore, WWH Seoni, *Surabhi* WWH, Rewa

⁷⁹ All India Women Conference, Indore, *Triveni* (BHEL) WWH Bhopal, WWH Seoni

⁸⁰ All India Women Conference, Indore, *Pragati Mahila Kendra*, Indore, *Kalyani* WWH, *Ketki* WWH Bhopal, *Triveni* (BHEL) WWH Bhopal, WWH Seoni, *Surabhi* Working Women Hostel Rewa, *Kalyani* WWH, Sagar

⁸¹ Records related to land ownership was found only in two WWHs i.e. WWH at *Barkatullah* University Bhopal and WWH at Khargone

2.11 Conclusion and Recommendations

Conclusion:

Audit of the Working Women Hostels (WWHs) was undertaken to evaluate the effectiveness of these institutions in fulfilling their core objectives of providing safe, and affordable accommodation to working women, particularly those from weaker socio-economic backgrounds. The audit noticed that the department did not conduct any survey during 2019-2024 to assess the demand for WWHs, despite a rise in employment opportunities for women, particularly in institutional areas and Special Economic Zones. No steps were taken to earmark public land for the development of WWHs in these expanding regions. The department did not deposit unspent funds of ₹ 47.94 lakh allotted for construction of WWH into SNA account.

Overall there are 59 WWHs located in 34 districts of the state, out of which only 13 were found to be functional or partly functional in six districts as on 31.03.2024. As a result, WWHs are currently available in only six districts of the state, highlighting a significant gap in support for working women across the state. The remaining hostels were either used for other purposes, untraceable, incomplete, in dilapidated condition, dismantled, or entirely ruined. The Implementing Agencies (IAs) attributed these irregularities to inadequate awareness and the absence of clear regulations.

In terms of operational status, 60 *per cent* of the government-run WWHs were functional, followed by 43.48 *per cent* of those run by NGOs or Civil Society organizations, and 3.57 *per cent* by Urban Local Bodies (ULBs), while none of the WWHs run by recognized colleges or universities were operational. The audit also observed irregularities, such as the unauthorized conversion of WWHs into hospitals, closure of operations without approval, and structural modifications carried out without obtaining prior consent from the GoI. Basic amenities and infrastructure were often lacking, and many hostels suffered from poor upkeep and maintenance, resulting in unhygienic and unsafe living conditions.

Additionally, issues like occupancy by ineligible boarders, inadequate security measures, and non-compliance with prescribed scheme guidelines by Implementing Agencies (IAs), were also observed. Inadequate conduct of inspections and constitution of Hostel Management Committees (HMCs) in only three WWHs, run by the government, indicates inadequate monitoring by District Administration. Further, crucial records related to financial operations, construction, and functioning of WWHs managed by non-government IAs were not made available to the audit.

The government's response that it had no direct control over WWHs run by non-government organizations highlights the absence of a robust oversight and monitoring mechanism. This lack of control had contributed to poor functioning of WWHs, leading to a low occupancy rate ranged between 40 *per cent* and 50 *per cent* in nine of the functional hostels during the audit period (2019-24).

Thus, the Audit is of the view that while the scheme is useful in providing safe and affordable accommodation to the working women in need, its implementation falls short in several areas. Government-run WWHs operated comparatively well, but the inefficiencies and

challenges in non-government-run WWHs highlight the need for substantial improvements in efficiency, service utilization and monitoring by the state government. Apart from these, it is also required to actively launch awareness campaigns to boost occupancy rate of the hostels.

Recommendations:

The government may

- ◆ *introduce a single digital platform for registration of demand for admissions in WWHs and host real time update on occupancy/vacancy status for allotment, generate a waiting list and spread awareness about the same; (with reference to paragraph 2.7.1 and 2.9.1.3)*
- ◆ *put an MIS in place to check status of fund utilization by the Implementing Agencies for remedial actions (with reference to paragraphs 2.8.1 and 2.8.2).*
- ◆ *maintain oversight on the Implementing Agencies to ensure compliance with grant conditions and fix responsibilities on personnel regarding non-traced WWHs, using WWH buildings for other purposes and earning profits without obtaining approval of GoI (with reference to Paragraphs 2.9.2.1 and 2.9.2.2).*
- ◆ *renovate ageing WWH infrastructure under the GoI scheme (2017), ensure regular maintenance by Implementing Agencies, and upgrade facilities to improve liveability, with government support to strengthen their role (with reference to paragraph 2.9.3.2).*
- ◆ *take corrective measures to ensure proper maintenance of essential records related to financial, operational, and construction activities, along with regular oversight by the District Administrations (with reference to paragraphs 2.10.1.1 to 2.10.1.3).*



Chapter-III

Audit of Adequacy of Child Care Institutions



Chapter-III

Women and Child Development Department

Audit of Adequacy of Child Care Institutions

Executive Summary

Why did we take up this audit?

The Integrated Child Protection Scheme (ICPS), launched in 2009 by the Ministry of Women and Child Development, Government of India, aims at creating a safe and secure environment for Children in Need of Care and Protection (CNCP) as well as those in conflict with the law. As part of this initiative, Child Care Institutions (CCIs) have been established across the country to provide quality infrastructure, services, and rehabilitation support to these vulnerable children. In Madhya Pradesh, the Department of Women and Child Development serves as the nodal agency responsible for monitoring the functioning and activities of these CCIs under the ICPS framework. As of March 2024, there were 126 CCIs and two Aftercare Homes situated in 41 districts of the state. Twenty-six CCIs and two Aftercare Homes were operationalised by Women and Child Development Department and 100 CCIs were being run by Non-Government Organisations, wherein 2,819 children have been accommodated as of March 2024.

Considering the vital role of CCIs envisaged in safeguarding the rights and well-being of children in the State, this audit was taken up to assess whether planning for establishment of CCIs was efficient and effective; Government provided adequate funds and funds were used prudently; functional statutory support services was available to children in need of care and protection and an effective system for management and monitoring of institution was in existence.

We covered the period of 2019-20 to 2023-24 and evaluated 39 CCIs and two Aftercare Homes in nine selected districts to assess the performance of these institutions in the State.

The CCIs functional in the State have been successful in achieving their stated objectives only to a limited extent. There are several implementation-related shortcomings and critical areas of non-compliance in the functioning of these institutions. These issues require urgent redressal in order to strengthen the quality of care and protection services provided to children.

What we found?

We noted that the State did not conduct baseline survey in any district for planning the ICPS activities. While a survey of street children was carried out in nine districts in 2021-22 following Hon'ble Supreme Court orders, it did not capture the broader population of vulnerable children, as key areas like slums, public transport hubs, and markets were excluded.

In absence of baseline survey and the deficiency in systems for capturing state-wide data of CNCP, determination of demand for CCIs in the State as well as in districts could not be ensured. Twenty-six districts lack Specialised Adoption Agencies (SAAs), highlighting gaps in adoption services and Juvenile Justice coverage. Adoption in Madhya Pradesh decreased from 180 to 144 during 2019-20 to 2021-22, which was increased to 207 as of March 2024.

In the nine test-checked districts, it was observed that only four districts (Bhopal, Gwalior, Indore and Sagar) had Open Shelters. Further, Open Shelters operate with an inadequate number of contact locations, leading to delays in identifying and providing support to individuals in need. Funds remained unspent in range of 17 to 61 *per cent*, while significant gaps persisted in infrastructure and facilities across CCIs. System of monitoring or periodic reporting including fund utilization was found deficient as seen in excess release of grant (₹ 1.11 crore) to an Open Shelter in Bhopal during 2019-22, and excess payment (₹ 1.29 crore) towards maintenance costs without considering the actual duration of stay of the children.

The level of demand fulfillment in CCIs is inadequate, as evidenced by insufficient infrastructure, overcrowding, and the inadequate provision of bedding and clothing to children. In the test checked institutions, the infrastructure for dormitories, classrooms, toilets, and age or gender-based segregation, did not conform to norms. Clothing/bedding and medical care facilities were inadequate, with instances of overcrowding present. Non-segregation of children by age and gender, and the practice of children sharing cots with those accused of heinous offences were observed. Observation Homes, SAA and Aftercare benefits was extended to children without considering their age eligibility.

Audit scrutiny of records pertaining to 39 selected CCIs and two Aftercare Homes indicated significant staff shortages ranging from 47 *per cent* to 54 *per cent* in 14 CCIs and one Aftercare Home during the period from 2019 to 2024. Further, shortages of manpower ranged from 53 *per cent* to 69 *per cent* at State Child Protection Society (SCPS) level, from 29 *per cent* to 38 *per cent* at District Child Protection Unit (DCPU), and were 75 *per cent* at State Adoption Resource Agency (SARA) level during the period. Absence of mess committees in 17 CCIs and one Aftercare Home led to non-monitoring of diets served to the children. Follow-up of Individual Care Plans, was grossly inadequate. Significant security lapses were observed in CCIs, including non-functioning of CCTV cameras, irregularities in security personnel deployment, and low boundary walls, which compromised supervision and child safety, leading to incidents of absconding of children.

Overall monitoring of the institutions suffered because of non-constitution of State Level Inspection Committee and insufficient number of meetings of District Child Protection Committee and Management Committee in CCIs. Non-compliance with the National Commission for Protection of Child Rights (NCPCR) investigation findings was also observed, which included the operation of four un-registered CCIs, indicating a serious regulatory lapse.

What we Recommend?*We recommend that the Government may*

- ◆ *plan the number of CCI institutions based on a baseline survey for adequate coverage of vulnerable children,*
- ◆ *issue and implement guidelines for monitoring and documentation of funds released and utilized for provisioning infrastructure, and daily need support to children as per norms,*
- ◆ *enforce strict segregation of children in terms of age, gender and category to avoid risk of abuse or exploitation,*
- ◆ *constitute State Level Inspection Committee, conduct regular periodic meetings at both district and CCI levels, and ensures inspections of CCIs.*

3.1 Introduction

Integrated Child Protection Scheme⁸² (ICPS) was launched in 2009 by Ministry of Women and Child Development, Government of India (GoI), as a centrally sponsored scheme to provide quality infrastructure to the Children in Need of Care and Protection (CNCP) as well as in conflict with law. The scheme provides for building a protective environment for children in difficult circumstances, as well as other vulnerable children⁸³, through Government-Civil Society Partnership. The scheme involved institutionalization of essential services and strengthening structures, enhancement of capacities at all levels, creation of database and knowledge base for child protection services etc. The scheme also envisaged creation of different committees and institutions at state and district level for care and protection of such children.

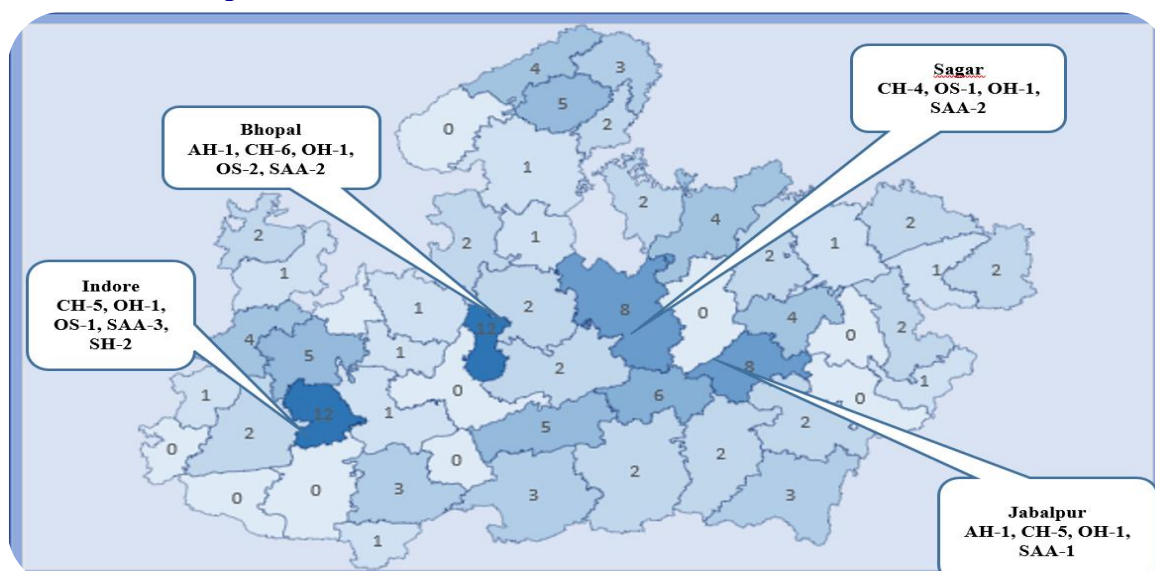
As of March 2024, there were 126 Child Care Institutions (CCIs) and two Aftercare Homes⁸⁴ situated in 41 districts of the state. Twenty-six CCIs and two Aftercare Homes were operationalized by Women and Child Development Department and 100 CCIs were being run by Non-Government Organizations (NGOs), wherein 2,819 children have been accommodated as of March 2024. Details are provided in **Appendix-3.1**, while the district-wise distribution and the districts with the highest number of CCIs are illustrated in **Map-3.1** below:

⁸² renamed as “Mission Vatsalya” in April 2022.

⁸³ one who has been identified as being at greater risk of experiencing physical or emotional harm, or those who are at risk of achieving poor outcomes due to factors in their lives.

⁸⁴ Aftercare is the provision of care for all children, including children with special needs, after they have reached the age of 18 years, and are removed from Children’s Homes/Special Homes.

Map-3.1: District wise number of CCIs available in the state



(Abbreviation: **AH**-Aftercare Home, **CH**-Children Home, **OH**-Observation Home, **OS**-Open Shelter, **SAA**-Specialized Adoption Agency, **SH**-Special Home)

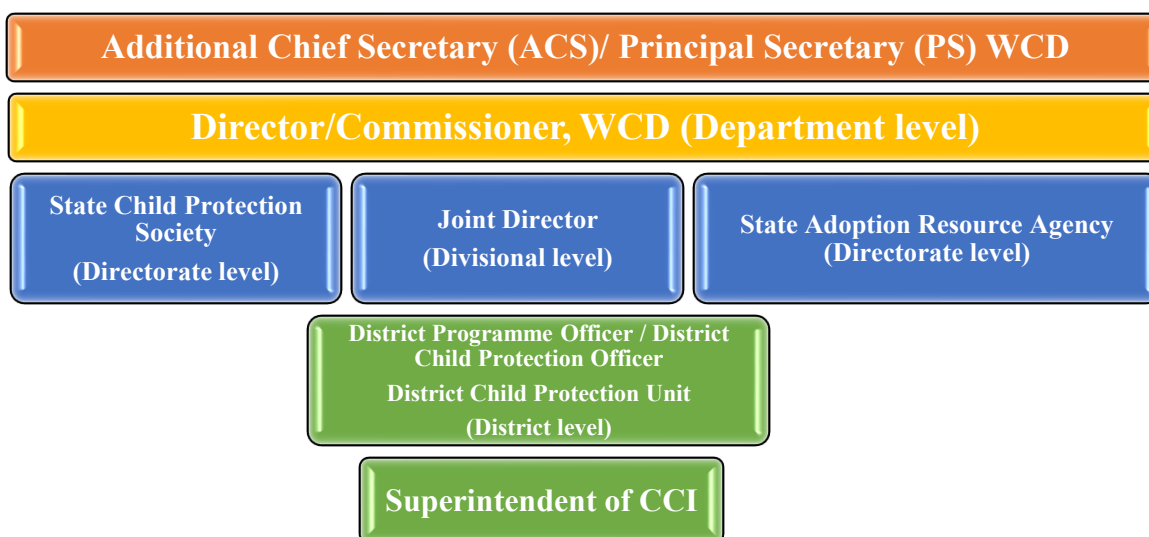
Source: Information and records provided by the Department

For care and protection of children up to 18 years of age in difficult circumstances, the Integrated Child Protection Scheme/Juvenile Justice (JJ) Act envisaged the creation of Child Care Institutions (CCIs) for support of such children. The category and purpose of CCIs are shown in **Appendix-3.2**. Audit of CCI is essential to ensure proper utilization of funds, compliance with legal standards, and effective delivery of services to children in need, while safeguarding their rights, safety, and overall well-being.

3.2 Organisational set-up

Women and Child Development (WCD) is the nodal department for monitoring the activities and functioning of the CCIs established under the schemes. The organizational set-up of the department is given in the **Chart-3.1** below:

Chart-3.1: Organisational Setup



Source: Information and records provided by the Department

The State Child Protection Society (SCPS) headed by ACS/PS being the recipient and disbursement authority of the funds and the District Child Protection Units (DCPU) headed by District Collector at the district level is responsible for the supervision of the activities of CCIs established for providing care to the Children in Need of Care and Protection (CNCP) and children in conflict with law. The scheme (ICPS) also provides for establishing a State Adoption Resource Agency (SARA) headed by ACS/PS to coordinate, monitor, and develop work of adoption.

3.3 Audit Objectives

The objectives of the audit are to assess whether:

- Planning for establishment of CCIs was efficient and effective;
- Government provided adequate funds and funds were used prudently;
- Functional Statutory support services were available for children in need of care and protection;
- Effective system of Management and Monitoring of institutions was in existence.

3.4 Audit Criteria

The criteria used for audit were sourced from:

- ICPS Scheme guidelines as revised from time to time,
- Juvenile Justice (Care and Protection of Children) Act, 2015 (JJ Act 2015),
- Juvenile Justice (Care and Protection of children) Model Rules, 2016 (JJ Rule 2016)
- Aftercare guidelines, and
- Instruction or Orders issued from time to time for implementation of the Schemes/programs.

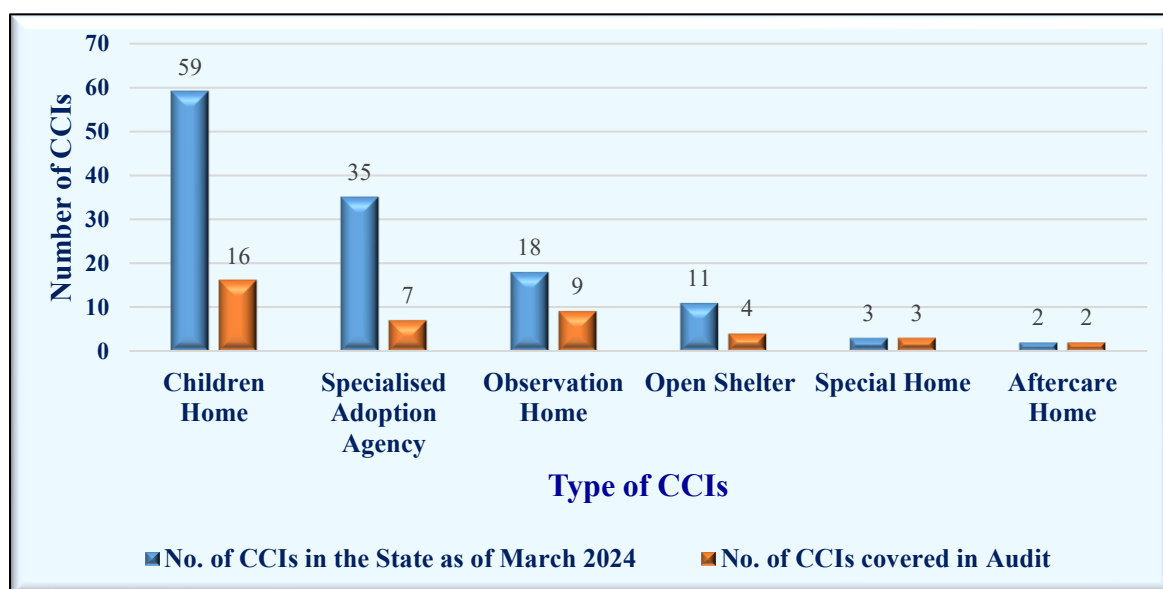
3.5 Audit Scope and Methodology

The Performance Audit was conducted during June 2024 to February 2025 covering the period from 2019-20 to 2023-24. The records of Directorate, Women and Child Development and District Programme Officers (DPOs) in nine Districts⁸⁵ were seen in this audit assignment. Seven districts were selected on judgmental basis and two districts were selected through sampling⁸⁶. Besides, Joint Physical Verification (JPV) with Geo-tagging of 39 CCIs and two Aftercare Home in selected nine districts were also conducted (Details are given in *Appendix-3.1*). *Chart-3.2* shows the number of CCIs established in the State and covered in Audit.

⁸⁵ Bhopal, Chhatarpur, Gwalior, Indore, Jabalpur, Khandwa, Rewa, Sagar and Seoni

⁸⁶ Khandwa and Chhatarpur were selected through Simple Random Sampling without Replacement (SRSWOR)

Chart-3.2: Number of CCIs established in the State and covered in Audit



Source: Information and records provided by the Department

An Entry Conference was held on 6 September 2024 with Commissioner, WCD wherein audit objective, criteria, scope and methodology were discussed. The Exit conference was held on 23 September 2025 with ACS, WCD and Government reply received (July 2025) have been incorporated appropriately in this Report.

3.6 Acknowledgement

The Office of the Accountant General (Audit-I), Madhya Pradesh, Gwalior acknowledges the co-operation and assistance rendered by the officials of the Women and Child Development Department, Government of Madhya Pradesh (GoMP) during the course of conduct of Audit.

3.7 Planning and preliminary activities for implementation of ICPS

The success of the child protection activities depends upon proper identification of children in difficult circumstances and carrying out preliminary activities like situation analysis, mapping of districts, preparation of annual plans, etc.

The following deficiencies were seen in these aspects:

3.7.1 Non-assessment of children in need of care and protection

3.7.1.1 Conduct of baseline survey

As per paragraph 4 of Chapter-4 of Integrated Child Protection Scheme (ICPS), State Project Support Unit (SPSU) shall carry out baseline surveys in selected districts.

It was observed that the baseline survey was not carried out in any of the districts of the State. However, a survey restricted to street children was conducted in the selected nine districts during 2021-22 in view of the orders of the Hon'ble Supreme Court, which did not adequately capture the broader population of vulnerable children in the State, as key areas such as slums, public transportation hubs, and markets were not included.

In the absence of the baseline survey, it remains unclear how eligible children in need of care and protection were identified. Without such identification, appropriate protection measures and services can not be effectively planned or extended.

Government acknowledged (September 2025) the audit observation and stated that no baseline survey had been conducted. Further it was stated that the department had developed a portal named “*Anmol*” in 2015, through which efforts are being made to identify vulnerable families.

Reply is not acceptable since *Anmol* portal is primarily a health-tracking tool and does not constitute a comprehensive baseline survey for children in need, leaving gaps in identification and assessment. Further, the department did not make available the portal data to audit, limiting verification of the services and support provided to children in need.

3.7.1.2 Identification and supporting vulnerable families

The objective of the scheme also states to identify and support vulnerable families through an outreach program. Trained district level functionaries through effective networking and linkages with the village and Block Level Child Protection committees, Integrated Child Development Services (ICDS) functionaries, NGOs and local bodies would ensure convergence of services.

It was observed that Village and Block Level Child Protection Committees were constituted at village and block level respectively in selected districts⁸⁷ but no information was provided in respect of process and methodology adopted for identifying vulnerable families.

Further, the department signed (October and November 2021) Memorandum of Understanding (MoU) with two NGOs⁸⁸ for a period of five years to improve quality of care and services for vulnerable children in CCIs and design a programme to strengthen village level child protection.

The linkage with these NGOs for effective implementation of the programme was made in 2021, i.e. after 12 years of launch (2009) of the scheme, indicates a delay in identification of need of CCIs, contributed to shortcomings noticed in quality care and services for children as discussed in **Paragraph 3.9.2**.

Government replied (July 2025) that since the inception of the scheme, esteemed organisations such as Seva Bharti, Bal Niketan Trust, SOS Children’s Village, and UNICEF have been collaborating with the Department in the areas of child protection and rehabilitation. In order to further strengthen these efforts, the Department has subsequently engaged with additional organisations, including the Kailash Satyarthi Foundation, Catalysts for Social Action, Udayan Care, and Miracle Foundation, among others.

⁸⁷ Gwalior, Bhopal, Indore, Chhatarpur, Rewa, Sagar, Jabalpur, Khandwa and Seoni

⁸⁸ Catalyst for Social Action and Kailash Satyarthi Foundation

Further in exit conference (September 2025) government acknowledged the audit observation and stated that the department had developed a portal named “Anmol” in 2015, through which efforts are being made to identify vulnerable families.

The reply is not acceptable as no supporting evidence of collaboration or engagement was provided, except a copy of the MoU with Kailash Satyarthi Foundation and Catalysts for Social Action, and no portal data was made available to the audit.

3.7.1.3 Creation of State specific database

As per Rule 84 of JJ Rules, 2016, the State Child Protection Society is required to maintain a state level database of all children in institutional care and family based non-institutional care and updating it on a quarterly basis.

Further, the government ordered (June 2011) formation of SPSU. Directorate, Women Empowerment filled (August 2013) three posts⁸⁹ in SPSU on deputation basis. As per paragraph 1.1(vii) of Chapter-4 of guidelines, the State Child Protection Society (SCPS) shall create state-specific databases for assessing the number of children in difficult circumstances to monitor trends and patterns.

SCPS did not create any state specific database since its registration (September 2010) for assessing the number of children residing in difficult circumstances. However, the department had updated Bal Swaraj Portal prepared by National Commission for Protection of Child Rights for Covid-19 affected children since May 2021 and for street children since 2022-23.

It was observed that no database was available for other categories of children like missing, orphaned, abandoned, surrendered children etc. residing in difficult circumstances for assessing the number of Children in Need of Care and Protection (CNCP). Therefore, the number of CCIs required to be established to cater to the needs of vulnerable children in the state could not be ascertained as discussed in **Paragraph 3.9.2.11**.

Government replied (July 2025) that in 2014-15, the Department developed the *Anmol* Portal for the purpose of collecting data on orphan, abandoned, and surrendered children. GoI launched (2016) CARINGS portal and to maintain information on missing children, the Track the Missing portal has been operational since 2012-13.

The reply is not acceptable as the department did not make available data on orphan, abandoned, and surrendered children, preventing verification of the care and protection provided to children in need.

3.7.2 Non-availability of Specialised Adoption Agency

Section 65 (1) of JJ Act states that the State Government shall recognize one or more institutions or organisations in each district as a Specialised Adoption Agency (SAA), in such manner as may be provided in the adoption regulations framed by the Authority, for the rehabilitation of orphan, abandoned or surrendered children, through adoption and non-institutional care.

⁸⁹ Programme Manager, Administrative Officer and Accounts Officer

It was observed that adoption in Madhya Pradesh⁹⁰ decreased from 180 to 144 during 2019-20 to 2021-22, which was increased to 207 as of March 2024. There were 35 SAAs established in 29 districts of the state. Non-availability of SAA in remaining 26 districts of the state indicates inadequate statewide coverage of SAAs under the Juvenile Justice framework. This shortfall compromises both accessibility and the timely rehabilitation of children in need of care and protection.

Government replied (July 2025) that the action was being taken to establish new SAAs in the remaining 26 districts of the state.

3.7.3 Non-establishment of Contact Locations

As stipulated in Chapter 10 B (7) of ICPS guidelines, organizations establishing Open Shelters could supplement their services through Contact Locations⁹¹ that could be established on railway platforms, crowded market areas, tourist destinations, bus stands, etc. As per Annexure-VIII of ICPS guidelines, there was a provision of three contact locations/points for an open shelter accommodating 25 children.

In the nine test-checked districts, it was observed that only four districts⁹² had open shelters. Among these, the audit observed that contact locations were established only with the open shelters located in Bhopal and Indore during the period 2019-24. Furthermore, with Open Shelter (Lok Biradari Trust) located in Indore, only two contact locations were set up in 2023-24, against requirement of three.

Inadequate establishment of contact locations may lead to delayed identification and support for individuals in need, limiting timely intervention and access to protective services.

Government replied (July 2025) that contact points have been set up now for the operation of the Open Shelter Home in Sagar. Since the Open Shelter Home in Gwalior did not operate in accordance with the prescribed norms, the district did not release grants for the financial years 2023-24 and 2024-25. Currently, the organization has established two contact points.

Fact remains that established contact locations are inadequate as per norms.

Recommendation:

Government to plan the number of CCI institutions based on a baseline survey for adequate coverage of vulnerable children.

⁹⁰ As per Annual Report (2019-24) of Central Adoption Resource Authority, Ministry of Women and Child Development, Government of India

⁹¹ A designated point where children can seek assistance or report concerns to authorities.

⁹² Bhopal, Gwalior, Indore and Sagar

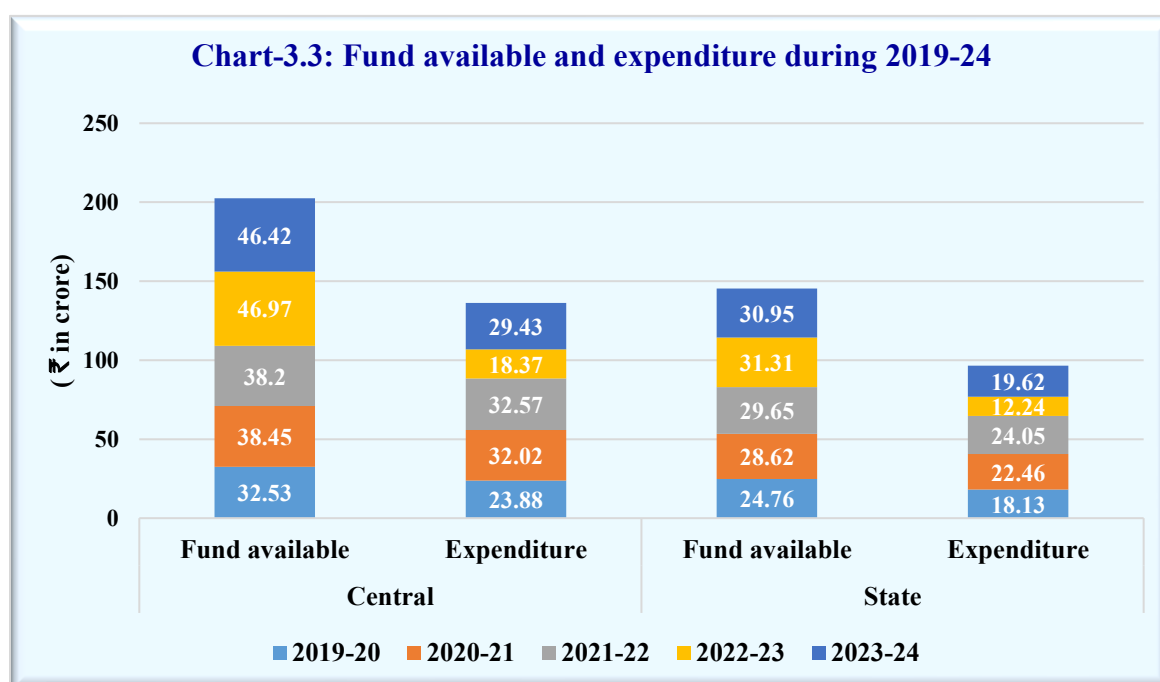
3.8 Financial Management

The Ministry of Women and Child Development (MoWCD), GoI, provides funds to the State and which will transfer its share of funds along with funds received from MoWCD directly to the bank account of the State Child Protection Society (SCPS) within 15 days of receiving funds from the centre. The SCPS shall thereafter provide Grant-in-aid to the District Child Protection Units (DCPUs) and voluntary organizations under the different components of the Scheme within 15 days from the receipt of funds from State Government.

3.8.1 Financial management of CCIs

ICPS is a centrally sponsored program and shall be implemented through the State Governments with bulk financial assistance from the Central Government. The scheme will be implemented with cost sharing ratio⁹³ between Centre and States/NGOs.

Status of availability of funds and expenditure for functioning of CCIs under ICPS during 2019-24 is shown in **Chart-3.3** below:



Source: Information and records provided by the Department

It is seen from the above that out of the funds available under ICPS, ₹ 11.23 crore (16.55 per cent) in 2021-22 to ₹ 47.67 crore (60.90 per cent) in 2022-23 remained unspent at the end of financial years during 2019-24. The shortage of staff at service delivery structure, was one of the reasons of the unspent balance, leading to shortcomings in infrastructure and facilities in CCIs. The issue of staffing and the impact of shortage of staff has been elaborated in **Paragraph 3.9.1.1** of this report.

⁹³ 75: 25 for SCPS, SARA, DCPUs and All Homes/SAAs- run by Government; 90:10 for Open Shelter run by NGOs; 75:15:10 for all Homes run by NGO; 35:65 for Child Welfare Committee (CWCs) and JJB established before 2022-23 and 60:40 for CCIs run by State Government and NGOs established since 2022-23.

Government accepted (July 2025) the facts and stated that the amount could not be utilized due to the less number of children in CCIs. Efforts would be made to ensure cent *per cent* utilization of funds under the scheme in future.

3.8.1.1 Irregular grant provided to Open Shelter

In Para 8 (i) of Chapter 10B and Annexure VIII of ICPS guidelines stipulates that capacity for a unit of Open Shelter is 25 children. As per Section 41(2) of JJ Act 2015, the State Government shall determine and record the capacity and purpose at the time of registration of the institution as an open shelter. As per Section 41(3) *ibid* the capacity shall be mentioned in the registration certificate. Besides, Rule 22(9), JJ Rules 2016 provides that each open shelter shall send monthly information to the District Child Protection Unit and the Child Welfare Committee regarding the details of children availing the services of the open shelter.

Further, the guidelines of ICPS, stated that the monthly maintenance grant of ₹ 2,000 per child was admissible for utilizing the services at night as well. And as per GoI order (December 2017), monthly maintenance grant of ₹ 1,080 per child was admissible for day care services.

Gyan Path Shiksha evam Samaj Kalyan Samiti, Bhopal was recognized as an Open Shelter in November 2015, registration of which was renewed in April 2021 for five years. However, the capacity and units of the Open Shelter were not mentioned in both the orders. Later on, GoMP registered (February 2024) the Open Shelter as operational with four units (each unit 25 children) in line with the prescribed capacity per unit.

On scrutiny of records, it was noticed that children were availing only day care services in the Open Shelter. The Directorate, WCD transferred recurring grant of ₹ 1.28 crore to this Open Shelter, towards maintenance⁹⁴ during 2019-22. The grant was sanctioned based on its proposals⁹⁵, which indicated the presence of 104 to 138 children in Unit-1 and 60 to 63 children in Unit-2 of the CCI.

In the similar manner, the Open Shelter demanded funds for 269 children (199 and 70 children for Unit-1 and 2 respectively) for the 2022-23. Against this demand, the government sanctioned grants for only 50 children (25 per unit) this time, in line with the prescribed capacity. As the capacity of children and number of operational units were mentioned in its new registration certificate (February 2024), the Open Shelter started reporting presence of 100 children (25 per unit) since 2023-24. This represents a sharp decline from the earlier figure of 269 children in 2022-23 to 100 in 2023-24, raising concerns regarding the possibility of ghost beneficiaries.

Considering the provisions of the ICPS guidelines, the admissible recurring grant for two units of the Open Shelter, each with a capacity of 25 children, would be ₹ 17.50 lakh for the years 2019-22, which indicates an irregular excess allotment of ₹ 1.11 crore to the Open Shelter. Year-wise details are given in **Table-3.1** below:

⁹⁴ Food, clothing, medicine, soap, oil etc.

⁹⁵ Sent to District Programme Officer by Open Shelter for obtaining recurring grants such as maintenance, rent, water and electric charge, contingencies, transportation charges, salary etc.

Table-3.1: Details of excess grant provided to Open Shelter, Bhopal

(₹ in lakh)

Year	Units	No. of children reported in grant	Grant transferred to Open Shelter	Admissible recurring grant as per provision (25 children x 1080 per month x for 12 months)	Irregular grant provided
1	2	3	4	5	6 = (4-5)
2019-20	Unit-1	104	23.30	3.24	20.06
	Unit-2	60	12.75	3.24	9.51
2020-21	Unit-1	138	35.77	3.24	32.53
	Unit-2	63	16.33	3.24	13.09
2021-22	Unit-1	138	38.10	3.24	34.86
	Unit-2	63	16.33	3.24	13.09
Total			142.58	19.44	123.14
Central share 90 per cent			128.32	17.50	110.82

Source: Information and records provided by the Department

Further, the open shelter, did not submit monthly reports to District Child Protection Unit (DCPU), Bhopal regarding the details of children availing the services, which indicates absence of proper monitoring by the DCPU.

Government replied (July 2025) that financial proposal of Open Shelter, *Gyan Path Shiksha evam Samaj Kalyan Samiti*, Bhopal were received on recommendation of Collector on the basis of the residing/registered children during 2019-24. GoI had accorded sanction of said proposal. As per guidelines of ICPS, monthly maintenance grant of ₹ 2,160 per child was provided to Open Shelter. After counseling, 169 children were handed over to their parents.

Further, in exit conference, the government accepted (September 2025) that excess grant had been released to the Open Shelter, but clarified that necessary sanction had been obtained from the Government of India.

Reply is not acceptable as sanction of GoI was obtained on the proposal submitted by the Open Shelter. Further, the DPO, Bhopal clearly stated that only day care services were provided to the children for which monthly maintenance grant of ₹ 1,080 per child was admissible for day care services. In addition to this, list of 169 beneficiaries provided alongwith government reply showed that 165 children left the institution before 31 March 2022, despite this, Open shelter demanded fund for these children for 2022-23, which indicates continuation of excess demand of funds raised by it. It indicates that during 2019-22, excess grant was released to the CCI.

3.8.1.2 Excess expenditure on maintenance grant for children

The provisions for financial support are required to be provided through the State Government/UT Administration to voluntary organizations for establishing Open Shelters, Specialized Adoption Agency (SAA) and Children Home as is given in **Table-3.2**.

Table 3.2: Details of rate and provision for financial assistance

Period of applicability	ICPS guidelines	Type of CCI	Monthly rate per child (amount in ₹)
2019-23	Appendix-VIII	Open Shelter	1,080 (Children availing services only during the day)
	Appendix IX and X	SAA and Children Home	2,000
2023-24	Mission Vatsalya (May 2023)	SAA and Open Shelter	2,500
		Children Home	3,000

Source: Information and records provided by the Department

During audit of records of 41 CCIs, ten CCIs showed discrepancies, including instances where fewer children stayed than reported, or where children did not stay in the institutions for the entire year. However, maintenance expenses were paid annually and were not paid proportionate to the actual duration of their stay. This led to an excess expenditure of ₹ 1.29 crore⁹⁶ towards maintenance during the audit period. Further details are shown in *Appendix-3.3*.

Government replied (September 2025) that the excess expenditure under the maintenance grant would be reviewed.

Recommendation:

Government to issue and implement guidelines for monitoring and documentation of funds released and utilized for provisioning infrastructure, and daily need support to children as per norms.

3.9 Functioning of CCIs

3.9.1 Statutory support services

3.9.1.1 Shortage of staff in service delivery structure

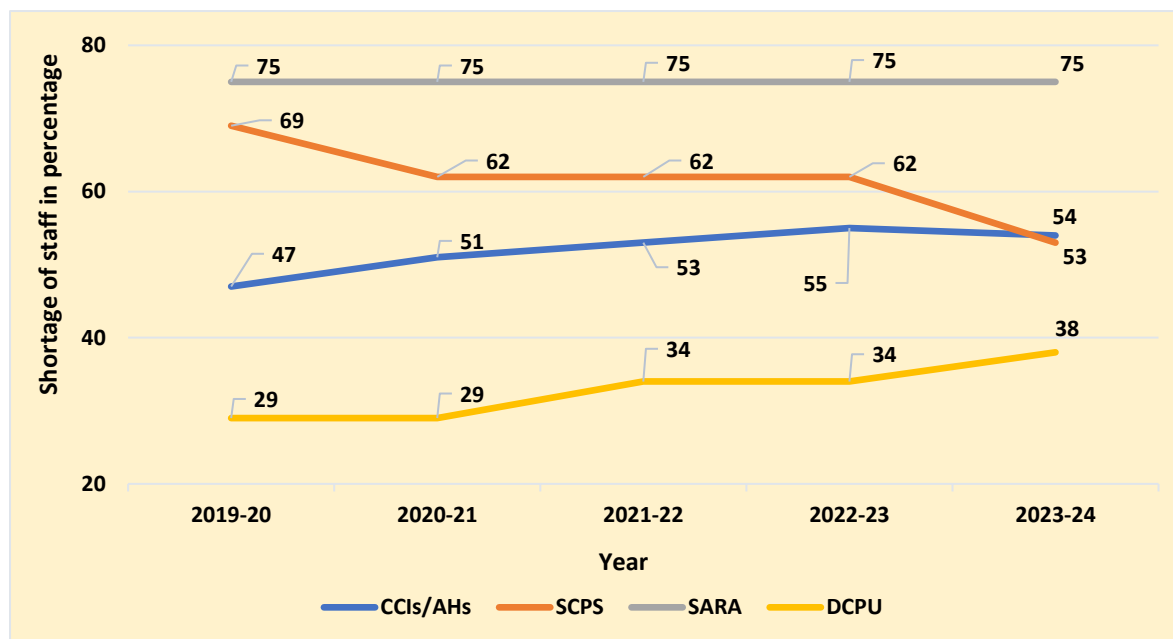
State Child Protection Society (SCPS) and State Adoption Resource Agency (SARA) at State level and District Child Protection Units (DCPUs) at district level are the fundamental service delivery units for the implementation of the scheme. For establishment and functioning of these units, GoI provided financial support to the State Government. WCD, GoMP sanctioned (June 2012) post for SCPS, SARA at state level and DCPU at district level.

Audit noticed that required manpower was not available at state level as well as in selected districts. Further, as per the staffing pattern prescribed in the ICPS guidelines, CCIs are required to maintain a specific number of personnel to ensure effective functioning. Audit scrutiny of records from 39 selected CCIs and two Aftercare Home showed that 14 CCIs and one Aftercare Home (AH) experienced significant staff shortages during the period

⁹⁶ OS Gwalior (₹ 12.23 lakh), OS Indore (₹ 7.55 lakh), OS Bhopal (₹ 40.04 lakh), SAA PMM Gwalior (₹ 9.91 lakh), SAA Chhatarpur (₹ 7.12 lakh), SAA Jabalpur (₹ 6.00 lakh), CH (Boys) Rewa (₹ 2.34 lakh), CH (Girls) Sagar (₹ 20.00 lakh), CH (Boys) Chhatarpur (₹ 11.24 lakh), CH (Boys) Gwalior (₹ 12.19 lakh)

2019-2024. Percentage of shortage of manpower at SCPS, SARA, nine DCPU and 15 CCIs/Aftercare Home are shown in **Chart-3.4** below:

Chart-3.4: Shortage of manpower at SCPS, SARA, DCPU and CCI level



Source: Information and records provided by the Department

Shortage of manpower at SCPS, SARA and DCPU level

It was seen from above chart that shortage of manpower decreased from 69 to 53 *per cent* at SCPS level. However, it increased at DCPU from 29 to 38 *per cent*, while at SARA level it was constant at 75 *per cent* during the period. Year-wise and post wise details of SCPS, SARA and DCPU are given in **Appendix-3.4**.

Out of nine selected districts, maximum shortage of staff was found in Khandwa district where two to three staff were posted against 11 during 2019-24. The critical post of Protection Officer (Institutional Care) responsible for ensuring effective institutional/residential care services at the district level for all children in need of care and protection, was also not filled during the audit period in Khandwa district.

The shortage of staff adversely affected implementation, supervision and monitoring of ICPS at each level as highlighted in this report.

Shortage of manpower at 15 government run CCIs and Aftercare Home (AHs)

From the above Chart it can be seen that the shortage of manpower increased from 47 *per cent* to 54 *per cent* in 15 CCIs/AHs. The shortfall in these institutions ranged from 112 (47 *per cent*) to 130 (55 *per cent*) staff members against the required strength of 236, indicating non-compliance with the prescribed staffing norms and potentially impacting the quality of scheme and overall administration. Details of shortage of staff in these 14 CCIs and one Aftercare Home are given in **Appendix-3.5**.

Further we also observed that there were shortages in critical posts of Superintendent and Probation Officer as follows:

- Overall monitoring of the institution is the responsibility of the Superintendent. It was noticed that in Government Girls' Home, Bhopal post of Superintendent was held additionally by in-charge of One-Stop Centre⁹⁷ during January 2021 to October 2023 and in Observation Home Chhatarpur, Khandwa, Sagar and Seoni, post of Superintendent was additionally held by Project Officer/Assistant Director during audit period. Thus, holding post of Superintendent by in-charge, it cannot be ruled out that facilities were compromised in CCIs.
- Probation Officers, required to assess the activities of juveniles, were not posted during 2019-24 in eight Government Homes⁹⁸ and during 2019-23 in Observation Home (Boys), Indore. Thus, shortage of staff affected institutional, monitoring of ICPS, compliance of statutory provisions and infrastructure facility at CCI level as discussed in succeeding Paragraphs.

Government acknowledged (September 2025) the fact and stated that efforts would be made to improve staff availabilities.

3.9.1.2 Non-preparation of Individual Care Plan

As per Rules 2(ix) of JJ Rules 2016, Individual Care Plan (ICP) is a comprehensive development plan for a child based on age and gender specific needs and case history of the child is required to be prepared in consultation with the child, in order to restore the child's self-esteem, dignity and self-worth and nurture him into a responsible citizen. As per Para 6 of Chapter 10 (d) of ICPS, ICP shall be developed in consultation with the DCPUs within a month of admission of children and approved by the Child Welfare Committee (CWC)⁹⁹. ICPs shall be reviewed every six months.

During the inspection of selected 39 CCIs, it was observed that the ICPs were prepared without consultation with DCPU and obtaining approval from CWC or Juvenile Justice Board (JJB). Further, irregularities were found in respect of preparation and review of ICPs of 92 children residing in eight CCIs, as detailed in **Table-3.3** below:

Table 3.3: Irregularities found in making/reviewing ICPs of children

Details of CCI	Number of Children Sampled for ICP Verification	Irregularities found in respect of preparation and review of ICPs of children residing in CCI
Open Shelter (Boys) Bhopal	7	Date of making ICPs were found corrected by using whitener
Specialised Adoption Agency, Sewa Bharti Matri Chhaya, Bhopal	5	ICPs were not enclosed in the files of children.
Children Home (Boys) Indore	12	ICP of three children were not made. ICP of four children was made with delay between five and 35 months. Date of ICP was not mentioned in case of one child.

⁹⁷ A temporary shelter for providing immediate support services to distressed women and girls

⁹⁸ Observation Home Bhopal, Chhatarpur, Gwalior, Jabalpur, Rewa, Sagar, Seoni, Children Home (Girls) Bhopal

⁹⁹ For exercising the powers and to discharge the duties conferred in relation to children in need of care and protection under the JJ Act.

Details of CCI	Number of Children Sampled for ICP Verification	Irregularities found in respect of preparation and review of ICPs of children residing in CCI
		ICP of four children was not reviewed.
Specialised Adoption Agency, Rajkiya Bal Sanrakshan Ashram (Government) Indore	14	ICP of one child was not prepared. ICPs of 11 children was prepared with the delays between three and 37 months and was not reviewed till 4 December 2024. ICPs of two children were reviewed after 41 and 59 months of preparation.
Open Shelter (Boys) Indore	10	ICPs of children were not prepared.
Children Home for Special Needs Boys/Girls Indore	5	ICPs of children were not prepared.
Children Home (Girls) Jabalpur	28	ICP of one child was prepared (April 2024) with delay of eight months from date of admission (August 2023) and not reviewed till JPV in November 2024.
Open Shelter (Boys) Sagar	11	ICP of seven children was prepared (December 2024) with the delay of 29 months from the month of admission (July 2022).
Total	92	

Thus, the monitoring mechanism of the ICPS scheme to ensure care and protection to the children in difficult circumstances through proper follow up of ICPs was grossly inadequate. The non-preparation of an ICP under the ICPS affected the children in order to restore the child's self-esteem, dignity and self-worth and nurture him into a responsible citizen.

Government replied (September 2025) that the department would look into these deficiencies.

The response reflects course of action for the future.

3.9.2 Management of Child Care Institutions

Audit inspected (June 2024 and January 2025) 39 CCIs and two Aftercare Homes of selected districts with officials of respective DCPUs. During inspections, various deviations from schematic requirements were noticed, which are discussed in the subsequent paragraphs:

3.9.2.1 Inadequate infrastructure in CCIs

Chapter 10 (B) and Annexure XIV of scheme guidelines stipulates required infrastructure under 'Minimum Standard of Care' for children in institutions established under JJ Act. Further, as per Rule 21 (3) of JJ Rules, 2016, the State Government shall after verifying that provisions exist in the institution for the care and protection of children, health, education, boarding and lodging facilities, vocational facilities and rehabilitation as per the Act and the rules, may issue a registration certification to such institution.

Audit observed the deficiencies in JPV as shown in **Table-3.4** and **Pictures-3.1 and 3.2** below:

Table-3.4: Deficiencies in infrastructure in test checked CCIs and Aftercare Homes

Requirement as per scheme guidelines	Audit Findings
Open Shelters	
Minimum carpet area (including kitchen and bathroom) of an Open shelter for 25 children should be 2000 Sq. ft.	Against the requirement of a minimum carpet area, Open Shelter, Gwalior is running, with a sanctioned capacity of 25 children, in one hall having 1800 Sq. ft. area.
Child Care Institutions	
Minimum carpet area of dormitory room for 25 children/juvenile is 1000 Sq. ft. (40 Sq. ft. per child in dormitory rooms).	Total 20 CCIs were running in lesser area ranging between 11.52 and 30.52 Sq. ft. per child against required carpet area of 40 Sq.ft. per child. Details are given in <i>Appendix-3.6</i> .
Minimum carpet area of classroom for 25 juvenile/children is 300 Sq. ft. (per child 12 Sq. ft.)	Eight CCIs ¹⁰⁰ , including one Aftercare Home (AH) did not have separate classrooms for juvenile/ children whereas another 12 CCIs have separate classrooms but the size of classroom was ranging between 2.4 and 8.9 Sq.ft. per child. Details are given in <i>Appendix-3.7</i> .
Minimum carpet area for the sickroom/first aid room is 75 Sq. ft. per child (for 10 child 750 Sq. ft.).	15 CCIs ¹⁰¹ did not have separate sickroom/first aid rooms whereas eight CCIs had a sickroom/first aid room in area ranging between 80 and 345 Sq.ft. Details are given in <i>Appendix-3.8</i> .
Availability for counselling and guidance room	15 CCIs ¹⁰² (including one Aftercare Home) did not have separate counseling and guidance room.
Cradle per child in Specialised Adoption Agency (SAA)	SAA (Pragati Mahila Mandal) Gwalior has six cradle against 10 and Rajkiya Bal Sanrakshan Ashram SAA Indore has no cradle.
Separate dining hall in every institution.	Separate dining hall was not found in 15 CCIs ¹⁰³ .
Individual lockers to the children	13 CCIs ¹⁰⁴ did not have individual lockers for children.
Eight toilets for 50 children	There were shortage of toilets ranging from one to six in 16 CCIs (<i>Appendix-3.9</i>).
The rooms are to be with proper ventilation, lighting and power backup	Four CCIs ¹⁰⁵ have no proper ventilation in dormitories whereas two rooms on the ground floor of Children Home, Gwalior were not ventilated. Further, insufficient lighting was found in four CCIs ¹⁰⁶ whereas power backup was not found in eight CCIs ¹⁰⁷ .
Five bathrooms for 50 children	There was shortage of bathrooms in 14 CCIs ranging between one and four (<i>Appendix-3.10</i>).

¹⁰⁰ 1. OH Bhopal, 2. CH Bhopal, 3. AH Bhopal, 4. CH Indore, 5. OH Indore, 6. OH Rewa, 7. OH Sagar and 8. CH (B/G) Sagar

¹⁰¹ 1. OH Gwalior, 2. OH Bhopal, 3. SH boys Indore, 4. OH Indore, 5. CH S/N Indore, 6. SAARBSA Indore, 7. CH (B) Chhatarpur, 8. OH Chhatarpur, 9. OH Rewa, 10. AH Jabalpur, 11. OH Jabalpur, 12. CH (B/G) Sagar, 13. OH Khandwa, 14. SAA Khandwa and 15. CH (Boys/Girls), Bhopal, Girls' unit

¹⁰² 1. GCH (G) Bhopal 2. CH B/G Bhopal 3. AH Bhopal 4. CH B Indore 5. CH G Indore and 6. SAARBSA Indore 7. CH (B) Chhatarpur 8. OH Chhatarpur 9. OH Jabalpur 10. AH Jabalpur 11. CH (B) Rewa 12. OH Rewa 13. CH (B/G) Sagar 14. OSH Sagar and 15. OH Khandwa

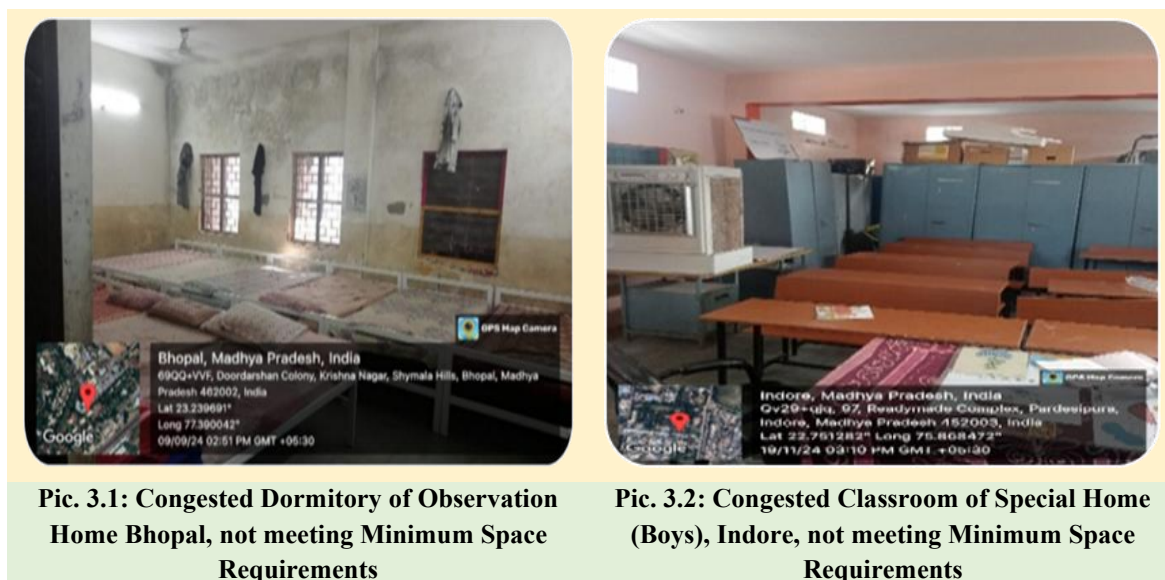
¹⁰³ 1. OH, Gwalior 2. GCH (G) Bhopal 3. SH (B) Indore 4. SH (G) Indore 5. OH Indore 6. CH (G) Indore 7. OH Chhatarpur 8. OH Rewa 9. AH Jabalpur 10. OH Jabalpur 11. CH (B/G) Sagar 12. OH Sagar 13. OH Khandwa 14. OH Seoni and 15. SH (B) Seoni.

¹⁰⁴ 1. CH Gwalior 2. OH Gwalior 3. OS Gwalior 4. OS Bhopal 5. OH Bhopal 6. GCH (G) Bhopal 7. CH B Indore 8. OH Indore 9. AH Jabalpur 10. OS Sagar 11. CH (G) Sagar, 12. CH (B/G) Sagar and 13. OH Sagar

¹⁰⁵ 1. OH Bhopal 2. CH B/G Bhopal 3. SH B Indore and 4. OH Indore

¹⁰⁶ 1. CH B/G Bhopal 2. SH Indore 3. OH Indore and 4. CH (B/G) Sagar

¹⁰⁷ 1. OS Gwalior 2. OH Bhopal 3. AH Bhopal 4. CH (B) Indore 5. SH (B) Indore 6. CH (B) Rewa 7. AH Jabalpur and 8. OS Sagar



Thus, the infrastructure and facilities in the test-checked CCIs did not conform to government-prescribed norms, resulting in a compromised standard of living for the resident children. Furthermore, preliminary inspection reports, required at the time of registration, were not made available for audit. The absence of these reports raises concerns regarding compliance with mandatory pre-registration inspection norms.

Government acknowledged (September 2025) the audit observations and stated that at present the Government run CCIs had been transferred from Social Justice Department in 2010. The buildings were constructed much before the existing JJ Act norms. In future, efforts would be made to construct new CCI buildings as per the existing norms.

The response outlines the proposed course of action for establishing CCIs in the future. Further, the fact remains that these CCIs lacked with adequate infrastructure facilities as per norms, for which government is required to take necessary corrective action.

3.9.2.2 CCIs not separated by gender and age

During JPV of all selected 39 CCIs and two Aftercare Homes, following irregularities regarding separation of children by gender and age were noticed:

(a) Children Home

Rule 29, JJ Rules 2016 stipulates that there shall be separate Children's homes for boys and girls in the age group of 7-11 years and 12-18 years. As per Rule 26 (4) of *ibid*, in case of Child Care Institutions housing girls, only female Person-in-Charge and staff are required to be appointed.

At Children Home, Bal Niketan Trust, Bhopal, both the boys' and girls' units operated under a single registration (February 2015 and August 2019). However, separate registrations for each unit were issued in February 2024, indicating that the two units continued to operate under a single registration until that time.

During JPV of this Children Home (September 2024), it was noticed that units of boys and girls were being run in same campus and lacked segregation. Various other facilities such as

dining hall/kitchen, sick room, workshop, library, counselling (in office), open area etc. were found in common use for both the units. Records such as attendance registers and medical check-up register were also commonly maintained for boys and girls.

Moreover, 24 girls and six boys of more than 18 years of age were also residing during 2019-24 in girls' and boys' units respectively. On scrutiny of the inspection register, it was found that remarks for absence of separation or wall between dormitories of boys' and girls' units and posting of only one warden for them was given (August and December 2019) by the inspecting officers. Compliance with remarks given by inspecting officer was not made.

In another incident during scrutiny of records of Children Home (Girls) Jabalpur and Children Home (Boys) Sagar, it was noticed that three boys and 23 girls were residing in the CCIs after completing the age of 18 years during the period between June 2017 and August 2024. Duration of such stay ranged between 51 days and 1,276 days as shown in **Appendix-3.11**.

Government replied (July 2025) that in cases where children attain the age of 18 during an ongoing academic session, it is not feasible to discharge them from the institution until the completion of the session. Further, Government replied (September 2025) that the CCIs were registered and functional under the JJ Act 2000. After the enforcement of JJ Act 2015, clarification was given by GoI regarding separate registration of CCIs for boys and girls. As per clarification from GoI, separate registration for boys and girls had been done.

The reply is not acceptable as the overstay duration had exceeded one year and the units of boys and girls were running in same campus without segregation.

Case Study-3.1: Operation of CCI for boys and girls in one campus

National Commission for Protection of Child Rights (NCPCR) communicated (January 2023) to WCD, GoMP that Children Home for boys and girls was found running in one campus (Adharshila Sansthan, Damoh) without segregation between residences of boys and girls of 16-17 years of age.

It was observed that both units were running under one registration and the DCPU could not clarify whether the registration was with respect to Aadharshila Girls' Home or Aadharshila Boys' Home. The NCPCR informed the GoMP for necessary action against institution. However, no effective measures were taken in respect of the shortcomings as instructed by NCPCR.

Later on a case was reported wherein a girl child was victimized by a male staff member in the Children Home. Subsequently, the registration of the CCI was cancelled in August 2023.

As both units were operating together without proper segregation, it constituted a violation of the prescribed JJ rules. This not only indicates that the safety and well-being of the children was compromised but also reflected systemic negligence in complying with the standards mandated for such institutions.

Government accepted (July 2025) the facts.

(b) Special Home and Observation Home

Rule 29 of JJ Rules, 2016 stipulates that there shall be separate Special Homes and Observation Homes for girls and boys according to their age group. Section 49 of JJ Act stipulates setting up of at least one Place of Safety in a State to place a person above 18 years or child in conflict with law, who is between the age of 16 and 18 years and is accused/convicted for committing a heinous offence.

During scrutiny of records of Special Home (Boys) Indore, it was seen that 363 out of 550 children above 18 years of age were residing in Special Home during 2019-24 instead of residing in Place of Safety.

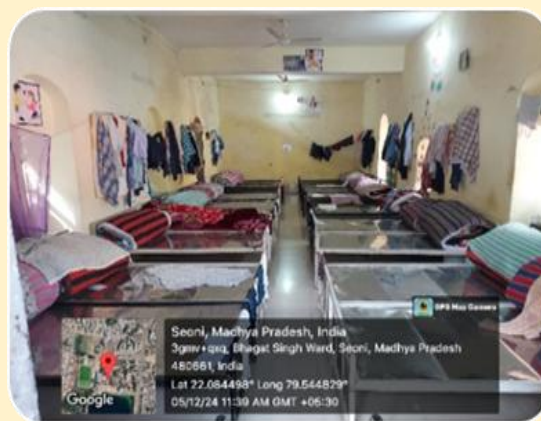
At the time JPV (November 2024), it was also noticed that 39 children above 18 years of age were residing in home where only 26 cots were in use. Thus, the children were forced to share cots with those children who were accused of having committed the heinous offence.

Similarly, Observation Home and Special Home, Seoni run in one campus. It is seen that 427 out of 1,358 children of more than 18 years of age were found residing in the home instead of residing in Place of Safety during 2019-24. At the time of JPV (December 2024), it was noticed that 68 children¹⁰⁸ were residing in the home. There was no separation between the two homes. All children were residing in two dormitories.

Photographs depicting Observation Home and Special Home operating in one campus and accommodated in two dormitories:



Pic. 3.3: Observation Home and Special Home running in one campus



Pic. 3.4: Common dormitory provided to children eligible for Place of Safety, Special Home and Observation Home

Year-wise admitted and number of children above 18 years of age in the above Special Homes are given in **Table-3.5** below:

¹⁰⁸ 60 children eligible for residing in Place of Safety, three of Special Home and five of Observation Home.

Table-3.5: Year-wise details of children over 18 years

Year	Indore			Seoni		
	Total no. of children admitted	No. of children accused of having committed heinous offences	No. of children above 18 years of age (percentage)	Total no. of children admitted	No. of children accused of having committed heinous offences	No. of children above 18 years of age (percentage)
2019-20	108	55	64 (59)	319	64	56 (18)
2020-21	65	33	49 (82)	235	66	64 (27)
2021-22	70	35	50 (71)	193	61	51 (26)
2022-23	86	42	50 (58)	251	81	92 (37)
2023-24	221	90	150 (68)	360	127	174 (48)
Total	550	255	363 (66)	1358	399	427 (31)

Source: Admission Register of CCI

The presence of adults with criminal intent can negatively influence other inmates and increase the risk of further offences, including vandalism, theft, and abuse.

During meetings of District Child Protection Committee (DCPC) also, in December 2019 and June 2020, Indore and Seoni respectively, the need of segregation of Special Home and Place of safety was identified. However, no action for segregation of these was taken by the department.

Government replied (July 2025) that in the Special Home for Boys Indore, there are three dormitories designed to house children separately based on their age and the nature of their offences. These rooms are equipped with a sufficient number of beds and cots to accommodate up to 50 children. During the audit team's visit, only two of the rooms were shown for inspection. One room could not be inspected as it was locked at the time. Regarding Special Home, Seoni, children above the age of 18 years have been admitted in accordance with the orders of the Hon'ble Juvenile Justice Board. However, children above 18 years are residing in separate rooms in home.

Reply is not acceptable as closed room was also inspected by Audit, which was found in dirty and shabby condition, and was not in usable condition.

Observation Home, Bhopal, Rewa and Sagar

During the scrutiny of Observation Home records, it was found that 108 children over the age of 18 were admitted together with other children during 2019-24. Details are given in **Table-3.6** below:

Table-3.6: Year-wise details of juveniles above 18 years of age

Year	Total number of admitted children		
	Bhopal	Rewa	Sagar
2019-20	14	11	1
2020-21	12	16	3
2021-22	4	4	0
2022-23	14	8	0

Year	Total number of admitted children		
	Bhopal	Rewa	Sagar
2023-24	14	2	5
Total	58	41	9

Source: Information furnished by the Home

Government replied (July 2025) that as per the provisions of Section 4 of the JJ Act, 2015, children are admitted to and released from the institution in compliance with the orders of the Juvenile Justice Board. The department does not intervene in judicial orders.

Reply is not acceptable since its a violation of the Juvenile Justice Act, as Observation Homes are legally designated only for children under 18 years' age.

(c) Specialised Adoption Agency (SAA)

ICPS guidelines stipulate that adoptable children of less than six years of age are to be provided residential care in SAA.

SAA Rajkiya Bal Sanrakshan Ashram, Indore

It was seen that children of more than six years of age also resided in SAA *Rajkiya Bal Sanrakshan Ashram*, Indore. Between 2019 and 2024, the facility housed nine to 45 girls and one to 10 boys, aged seven to 13 years.

Government replied (July 2025) that the process of segregating children above the age of six residing in the institution is in progress.

3.9.2.3 Non-delivery of vocational training

Rule 37, JJ Rules stipulates that every CCI shall provide gainful vocational training to children according to their age, aptitude, interest and ability, both inside and outside the CCI.

During scrutiny of records and information furnished by CCIs, it was seen that there was shortage in providing vocational training in three CCIs and one Aftercare Home out of 39 CCIs and two Aftercare Home. Vocational training was provided to only 104 out of 580 children during 2019-24. Details are given in **Table-3.7** below:

Table-3.7: Details of vocational training not provided

Name of CCI	No. of children of 14 years or above resided during 2019-24	No. of children not provided vocational training
Children Home (Boys) Gwalior	204	203
Open Shelter (Boys) Gwalior	134	134
Children Home (B/G), Bhopal	65	52
Aftercare Home (Girls) Bhopal	177	87
Total	580	476

Source: Attendance registers, admission registers and information furnished by auditee

Thus, non-delivery of vocational training was not only a violation of the JJ Rules but also deprived the children of the opportunity to improve their chances of gainful employment.

Government assured (September 2025) that guidelines regarding vocation training would be followed.

3.9.2.4 Diet scale not followed

Rule 33 of JJ Rules 2016 stipulates the nutrition and diet scales that shall be followed by CCIs. The menu shall be prepared with the help of a nutrition expert or doctor to ensure balanced diet. The menu for the day (diet chart) shall be prepared in consultation with the Children's Committee (Mess Committee) and shall be displayed in the dining hall. Every CCI is required to strictly adhere to the minimum nutritional standard and diet scale suggested as specified.

Scrutiny of records and JPV noticed that out of test checked 39 CCIs and two Aftercare Homes, the Mess Committee was not constituted in 17 CCIs and one Aftercare Home¹⁰⁹. Thus, in absence of the mess committee, the diet being served to the children was not monitored. Further, the menu for the day/diet chart was not displayed nor the diet register was maintained in three CCIs¹¹⁰. In the absence of these records, the audit could not provide assurance regarding the quality and quantity of the diet supplied to the children. It also indicated weakness in monitoring by DCPU. Furthermore, other prescribed items such as milk, curd, paneer or peanut plus jaggery and fruits were not included in diet chart of CCIs as given in *Appendix-3.12*.

Government replied (July 2025) that compliance would be ensured where the menu chart and diet register are not available. Further in exit conference it was ensured (September 2025) that guidelines regarding Mess Committee would be followed.

3.9.2.5 Security lapses in CCIs

Rule 67 of JJ Rules 2016 provides for adequate security measures to be followed in CCIs for protection and security of inmates. It also states that adequate number of scanners and metal detectors may be provided in every Child Care Institution. Further, Rule 85(vi) *ibid* stipulates that DCPU are responsible for maintaining records of run-away children from CCIs.

During JPV of 39 CCIs and two Aftercare Homes, audit observed significant security lapses in CCIs, such as non-availability of security guards, low boundary walls without barbed wiring, presence of objects or trees adjacent to the boundary, malfunctioning CCTV cameras, operation of offices or schools within the campus, and lack of escorts when children were taken outside the CCIs. Details are given in *Appendix-3.13*.

Further, audit observed serious consequences of such security lapses as evidenced by multiple incidents of children absconding. Between 2019-24, a total of 218 children/juveniles absconded from 23 CCIs and one Aftercare Home, none of which were equipped with metal detectors or scanners as required under Rule 67 *ibid*. This included the absconding of 25 children¹¹¹ from the Children home (Bal Niketan Trust) Bhopal and

¹⁰⁹ 1. AH Bhopal 2. OS (GPSS) Bhopal 3. OS Gwalior 4. OH Gwalior 5. CH (B) Gwalior 6. OS (LBT) Indore 7. OH Chhatarpur 8. CH Rewa 9. OH Rewa 10. CH (B) Jabalpur 11. CH (G) Jabalpur 12. OH Jabalpur 13. OS Sagar 14. CH (G) Sagar 15. CH (B) Sagar 16. CH (B/G) Sagar 17. OH Sagar and 18. CH (B) Khandwa

¹¹⁰ 1. CH (B/G) Bhopal 2. CH (G) Indore and 3. SH (B) Indore

¹¹¹ CH (B/G) Bhopal- 19 and OH Chhatarpur-6

Observation Home Chhatarpur, as well as the escape of four boys through the roof of the Children's Home, Rewa, between 2019-20 and 2021-22. Notably, a mentally ill child admitted (May 2022) to the Children's Home (Bal Niketan Trust) Bhopal, absconded within just two hours and 30 minutes of admission.

In the Observation Home, Bhopal, discrepancies in signatures of seven security personnel between August 2020 and January 2024 indicated possible non-presence or irregular attendance, reflecting gaps in full-time deployment. These incidents highlight the absence of adequate physical security, proper monitoring, and sufficient staff, which directly compromised the safety of children in institutional care.

Government replied (July 2025) that incidents of children absconding from government CCIs have been observed due to the inadequate deployment of security guard by the Home Guard. Monitoring of security measures in the institutions is being ensured. A request for funds would be submitted to the Ministry of WCD, GoI for the procurement of metal detectors or scanners. Further, in exit conference, government acknowledged (September 2025) the audit observations and assured that necessary corrective actions would be taken.

3.9.2.6 Non adherence to safety measures

As per Rule 29(10(i)) of JJ Rules, CCIs shall make provision of fire extinguishers in the kitchen. Further, Rule 67(11) *ibid* provides for preparedness for the officers, children and guards to follow suitable steps for evacuation and safety of the children for disaster management. Accordingly, a practice drill is prescribed to be held once a month for CCIs.

During joint physical verification of 39 CCIs and two Aftercare Home, it was found that:

- Fire extinguishers were not found installed in the kitchen in 11 CCIs¹¹², including Aftercare Home (Girls), Bhopal whereas fire extinguishers beyond date of expiry were found in seven CCIs¹¹³. Besides fire extinguishers were found packed in the storeroom in Special Home (B) Indore.
- In Children Home (B), Gwalior with a sanctioned capacity of 50 children, only two portable fire extinguisher sprays were available. One was located in the storeroom and the other in the office area, instead of being placed in the kitchen as required.
- The staff were not given practice drill to follow suitable steps for disaster management in 29 CCIs¹¹⁴, including Aftercare Home (Girl), Bhopal. Therefore, there is a possibility

¹¹² 1-CH (B) Gwalior, 2-OH Bhopal, 3-CH (B/G) Bhopal, 4-AH Bhopal, 5-SH (B) Indore, 6-OH Indore, 7-CH (G) Indore, 8-CH (B) Rewa, 9-OH Rewa, 10-OS (B) Sagar, 11-CH (B/G) Sagar

¹¹³ 1. OS Gwalior 2. OS (LBT) Indore 3. CH (B) Chhatarpur 4. OH Chhatarpur 5. SAA Chhatarpur 6. CH (B) Rewa and 7 OH Sagar

¹¹⁴ 1. CH (B) Gwalior 2. OH Gwalior 3. OS Gwalior 4. SAA (PMM) Gwalior 5. CH (B/G) Bhopal 6. OH Bhopal 7. OS (GPSS) Bhopal 8. SAA (Matri Chhaya) Bhopal 9. AH (G), Bhopal 10. SH (B) Indore 11. CH (B) Indore 12. SAARBSA Indore 13. OH Indore 14. CH (G) Indore 15. OS (LBT) Indore 16. CH (S/N) Indore 17. OH Chhatarpur 18. CH (B) Chhatarpur 19. OH Rewa 20. CH Rewa 21. CH (G) Jabalpur 22. OH Sagar 23. CH (B/G) Sagar 24. OSH Sagar 25. OH Khandwa 26. CH (B) Khandwa 27. SAA Khandwa 28. OH Seoni and 29. SH (B) Seoni

that untrained staff may face difficulties in dealing with situations that require appropriate action.

- The inadequacies pointed out by safety audits conducted by Inspection Committee comprising officials of various departments (between October 2023 and June 2024) in five CCIs¹¹⁵, were not found to have been rectified even during physical verification (September 2024 to January 2025). Deficiencies in follow-up and monitoring by the DCPU and lack of support by the department were also observed.

Government acknowledged (September 2025) the audit observations and assured that necessary corrective actions would be taken.

3.9.2.7 Deficiencies in medical care facilities

The rules/provisions regarding providing medical facilities to children/juveniles are stipulated in Rule 34 of JJ Rules and Para 4.1 of Annexure-XIV of ICPS guidelines.

During scrutiny of records and JPV of selected 39 CCIs and two Aftercare Home, shortcomings in medical facilities were found as detailed in **Table-3.8** below:

Table-3.8: Details of facilities and audit findings

Medical care facility to be provided	Findings of audit
Availability of sufficient medical equipment including first-aid kit with a stock of emergency medicines and consumables	In Observation Home (Boys), Bhopal, necessary medical equipment and first-aid kit were not found whereas expired medicines were found in the first-aid kit in Children Home (Boys/Girls) Sagar.
Regular health check-ups and alternate day visit of doctor	• Health check-up was not ensured on every alternate day in 36 CCIs including Aftercare Home (Girls), Bhopal. • In SAA (Government), Indore, Special Home (Girls), Indore and Observation Home, Indore health check-ups were done with a gap of more than one month. • In Children home (Girls), Indore, health checkup was done only once¹¹⁶ during 2022-23 and twice¹¹⁷ during 2023-24.
Round the clock availability of nurse or para medic staff	In 18 CCIs, including SAA, Indore and Aftercare Home, Bhopal, nurse or para medic staff were not available during the period covered in Audit.
Tie up with local Primary Health Centres (PHCs) for providing regular medical facilities to children	In 15 CCIs, no tie up with the PHCs was made for medical facilities. In Children home (Pragati Mahila Mandal), Gwalior, it was made during 2023-24.
Maintenance of medical record of each child and arrangements for the immunization coverage.	In seven CCIs, it was noticed that arrangement for immunization coverage of children was not made. In 12 CCIs including an Aftercare Home (Girls), Bhopal, it was seen that medical record of individual child was not maintained.

¹¹⁵ 1. Bhopal 2. Chhatarpur 3. Jabalpur 4. Rewa and 5. Sagar

¹¹⁶ March 2023

¹¹⁷ August and September 2023

Medical care facility to be provided	Findings of audit
Trained institutional staff for first aid treatment.	In 31 CCIs, it was noticed that staff were not given training to handle first aid treatment.

Source: JPV and scrutiny of records

It is seen from the above that minimum standards of medical care facilities were not provided in CCIs, and the department did not take necessary action to curb such inadequacies. The nurse or para medic staff, required and responsible for maintenance of medical records of children, were not sanctioned in government homes.

Government acknowledged (September 2025) the audit observations and assured that necessary corrective actions would be taken.

3.9.2.8 Children in CCIs in violation of norms and procedure

As per Section 31(1) of JJ Act, any child in need of care and protection may be produced before the Child Welfare Committee (CWC) without any loss of time but within a period of 24 hours and specific orders of CWC were necessary to place children in need of care and protection under the custody of CCI. Chapter 10B of ICPS guidelines, states that the Open shelters are to provide temporary stay facilities for children; and children requiring long term care shall be referred to the nearest Shelter/Children's home.

During scrutiny of records of 39 CCIs and two Aftercare Home in selected nine districts¹¹⁸, it was observed (January 2025) that three children were residing (since 14 July 2019) in Children Home (Sanjeevani Bal Ashram) Sagar without orders of CWC. Admitting children without CWC orders could lead to inappropriate placement due to lack of proper assessment, compromising their safety, care, and rehabilitation. In addition, it was observed that 615 children stayed more than one year in two Open Shelters¹¹⁹ during audit period.

On this being pointed out, DPO Sagar replied (January 2025) that these children were given admission by order of Legal cum Probation Officer and the same could not be approved by the CWC due to some unavoidable reasons. It was also stated that the process of obtaining approval of CWC is under process.

Government replied (July 2025) that a Standard Operating Procedure (SOP) has been issued for the operation of Open Shelter Homes. All actions would be carried out in accordance with the SOP.

The fact remains that children were admitted in Children Home, Sagar without assessment of their placement, approval for which was awaited. Further, prolonged stay of 615 children in above-stated Open Shelters indicates gaps in their alternative care and rehabilitation options.

3.9.2.9 Availability of Clothing and bedding as per norms

As per Rule 30 of JJ Rules the clothing and bedding shall be as per the scale and climatic conditions.

¹¹⁸ 1. Bhopal 2. Chhatarpur 3. Gwalior 4. Indore 5. Jabalpur 6. Khandwa 7. Rewa 8. Sagar and 9. Seoni

¹¹⁹ Bhopal- 577 children and Sagar- 38 children

It was seen in selected 39 CCIs and two Aftercare Homes that clothing and bedding were not provided as per applicable norms as detailed in **Table-3.9** below:

Table-3.9: Availability and distribution of cloth and bedding

Provisions for minimum standards of clothing and bedding in JJ Rules	Findings of audit
Shirts, Shorts or Pants - two at the time of admission and one after every six months.	• In Special Home (Boys), Indore, against residing of 170 juveniles during February 2021 to March 2024, 92 dresses (pant shirt) were distributed. • In SAA Rajkiya Bal Sanrakshan Ashram (SAARBSA), Indore, it was seen that 20 to 60 children resided during 2019-24 however, no new sets of clothing were purchased. • In Children Home (Boys/Girls), Bhopal, during 2023-24, 42 children (31 girls and 11 boys) were provided one set of clothing, and another 18 children (nine girls and nine boys) were provided two sets of clothing against prescribed three sets .
Three sets of age-appropriate undergarments shall be provided every quarter.	• In Observation Home, Bhopal, against residing of 1,992 juveniles during 2019-24, 74 vests and 276 undergarments were distributed to juveniles. • In SAARBSA, Indore, it was seen that 20 to 60 children resided during 2019-24, however, undergarments in the range of 20 to 80 only were procured (March 2024) during 2019-24, which indicates scarcity or less distribution to the children. • In Children Home (Boys/Girls), Bhopal, against residing of 54 to 67 children during 2021-24, two sets of customary undergarments were provided to 52 children (once in 2021-22) and to 32 children (once in 2022-24) against requisite number of sets. • In Children Home (Boys), Indore, 60 vests and 149 underwear were distributed to 52 children residing during 2022-24.
Two towels at the time of admission and subsequently one after every three months	• In Special Home (Boys), Indore, 259 juveniles were placed during December 2020 to March 2024 but only 67 towels were distributed. • Only 126 towels were distributed in Observation Home, Bhopal among 1992 juveniles resided during 2019-24. • In SAARBSA, Indore, 20 to 60 children resided during 2019-24. It was seen that 60 towels were purchased for the first time (March 2024) during 2019-2024. It is accordingly assessed that towels were not distributed to children prior to March 2024 as no records were found in support of their distribution.
One jersey and one pullover every year for winter shall be provided.	• In Observation Home, Bhopal, 782 juveniles were placed in winter season (November to February) during 2019-24 but distribution of only 50 jerseys was seen. • Jerseys and pullovers were not provided in SAARBSA, Indore during 2019-2024. • In Children Home (Boys), Indore, only 25 sweaters (one sweater per child) were provided to 25 children only once (December 2023) during 2022-24. Though 20 to 35 children resided in the home during

Provisions for minimum standards of clothing and bedding in JJ Rules	Findings of audit
	2022-24. This indicates a one-time distribution of winter wear, instead of the prescribed norm of annual provision.
Two sets of school uniforms every six months for children attending schools.	• In Open shelter, Gwalior, uniforms were not provided. • In Children Home (Boys/Girls), Bhopal, it was observed that only one set of school uniforms per child was provided during 2022-24. • In Children Home (Boys), Indore, school uniforms were not provided to children during 2022-24. However, 20 to 35 children resided in the home during 2022-24.
One pair of shoes at the time of admission in school and subsequently one pair after every six months	• In Observation Home, Bhopal, 40 canvas shoes were purchased in 2021. Before that no shoes were distributed to the juveniles. Thus, for 1,992 juveniles resided during 2019-24, 40 got the shoes in the home. • 60 shoelaces were purchased in SAARBSA, Indore, for the first time (March 2024). However, no purchase or distribution of shoes were found in records. • In Children Home (Boys), Indore, shoes were not provided to children during 2023-24. However, 20 to 35 children resided in the home during 2023-24.
Three pair of socks every six months	• In Special Home (Boys), Indore, only 24 Socks were provided during December 2023, however, 71 juveniles were placed during that period. • Only 90 pair of socks were provided to 1,992 juveniles during the year 2019-24 in observation Home, Bhopal. • 60 pair of socks were purchased (March 2024) for the first time during 2019-2024 in SAARBSA, Indore. • In Children Home (Boys), Indore, only one pair of socks was provided to children during 2022-24 (in December 2023).
One pair of slippers at the time of admission and subsequently every six months	• In Special Home (Boys), Indore, only 50 slippers were provided for 460 juveniles placed between January 2020 and March 2024. • In Observation Home, Bhopal, only 50 pairs of slippers were purchased (January 2024) during the period 2019-24 for 1,992 juveniles. • In SAARBSA, Indore, Slippers were not provided during the period 2019-24 in SAARBSA.
Two cotton bed sheets at the time of admission and subsequently one after every year	• In Special Home (Boys), Indore, 269 juveniles were placed between September 2020 and March 2024 but only 172 bed sheets were distributed in that period. • In Observation Home, Bhopal, 1,992 juveniles were placed during 2019-24 but only 160 bed sheets were distributed. • In SAARBSA, Indore, only 100 bed sheets were purchased (March 2024) against 229 children admitted during 2019-24. This indicates usage of old bed sheets by children during 2019-24. • In Children Home (Boys), Indore, 40 bed sheets were issued to 52 children who resided during 2022-24.

Provisions for minimum standards of clothing and bedding in JJ Rules	Findings of audit
Two blankets at the time of admission and subsequently one after every two years	• In Observation Home, Bhopal, purchase of 50 blankets was made (February 2022) against residing of 82 juveniles in winter during 2019-24. • In SAARBSA, Indore, distribution of new blankets was not done during 2019-24. Thus, old blankets were used.
One pillow at the time of admission and subsequently one after every one year	• Pillows were not distributed among juveniles during the period 2019-24 in Observation Home, Bhopal whereas pillows were not found available in dormitories during joint physical verification in Observation Home, Indore.

Source: Stock register of test-checked CCIs

Thus, it is seen from the above that CCIs including Government run CCIs did not provide adequate bedding and clothing to children/juveniles resided during 2019-24. Further, stocks registers pertaining to clothing and bedding were not maintained in four CCIs¹²⁰. The absence of clothing purchased during audit period as pointed above, indicates scarcity or less distribution to the children.

Government replied (July 2025) that the deficiencies as pointed out by audit are being addressed and compliance would be ensured in the future as well.

3.9.2.10 Deficiencies in Aftercare Programme

As per section 46 of JJ Act, 2015, any child leaving a childcare institution on completion of 18 years of age may be provided with financial support under Aftercare Programme in order to facilitate child's re-integration into the mainstream of the society in the manner as may be prescribed. Rule 25(2) of JJ Rule, 2016 stipulates that any child who leaves a CCI may be provided aftercare till the age of 21 years on the order of the CWC or the JJ Board or the Children's Court, as the case may be, and in exceptional circumstances, for two more years on completing 21 years of age. Further, Directorate Women Empowerment (now Women and Child Development) also issued (May 2015) instruction to districts for implementation of Aftercare Programme. Financial support was to be given ₹ 2,000 per month to the children which was increased (April 2023) to ₹ 4,000.

During scrutiny of the records of the Aftercare programme in nine selected districts, it was seen in three districts that the benefits under programme were provided to children without confirmation of their date of birth, before attaining the age of 18 years and after completion of 21 years. Instances of delay in payments in 254 cases and non-payment in 103 cases even after order of CWC were also found. Details are given in **Table-3.10** below:

¹²⁰ Observation Home, Special Home (Girls), Children Home (Girls) and Children Home Special needs (Boys/Girls) Indore.

Table-3.10: Details of deficiencies in Aftercare Programme

District (No. of cases)	Total No. of cases	Amount paid/ to be paid (₹ in lakh)	Period	Audit observation
Bhopal (48), Indore (04)	52	9.62	07/2020 to 08/2023	Payment made without confirmation of their date of birth
Bhopal	23	3.90	08/2021 to 01/2024	Payment made before attaining the age of 18 years
Bhopal	25	4.04	05/2018 to 02/2024	Payment made after completion of 21 years without mentioning reasons for exceptional circumstances in the order of CWC
Bhopal (93), Jabalpur (9), Indore (1)	103	28.24	04/2019 to 03/2024	Payment not made even after order of CWC
Jabalpur (42), Bhopal (157), Indore (55)	254	86.90	2019-24	Delayed payment ranging from one to 23 months

Source: Records of test-checked DPOs

Government replied (July 2025) that status is being obtained from Bhopal district. Upon receipt, the matter would be reviewed, and actions would be carried out in accordance with norms. However, no reply was furnished in respect of Jabalpur and Indore.

A detailed reply addressing the issue was awaited in audit (October 2025).

3.9.2.11 Overcrowding in CCIs

Section 41 of JJ Act, 2015 stipulates that at the time of registration under this section, the State Government shall determine and record the capacity and purpose of the institution. However, the department did not mention the sanctioned capacity while issuing registration orders during the year between 2015 and 2021.

Rule 22 of JJ Rules stipulates that each Open Shelter shall send monthly information to the DCPU and the Committee regarding the children availing the services of the Open Shelter. Further, ICPS guidelines stipulate capacity of an Open shelter should be as 25 children, 10 for an SAA and 50 for an Institutional Care Home.

During JPV (June 2024 to January 2025) with departmental officials, overcrowding of children against sanctioned capacity was observed in three CCIs during the period April 2019 to March 2024 as detailed in **Table-3.11** below:

Table-3.11: Number of Children residing against sanction capacity

Year	Shri Yug Purush Dham Children home for Special Needs, Indore			Gyan Path Shiksha evam Samaj Kalyan Samiti Open shelter, Bhopal (two unit 25 each)			Bal Niketan Trust Children home (Girls), Bhopal		
	Sanction	Residing	Excess (in per cent)	Sanction (Boys + Girls)	Residing	Excess (in per cent)	Sanction	Residing	Excess (in per cent)
2019-20	100	118	18	25+25	120+69= 189	278	25	43	36
2020-21	100	137	37	25+25	138+63= 201	302	25	33	16

Year	Shri Yug Purush Dham Children home for Special Needs, Indore			Gyan Path Shiksha evam Samaj Kalyan Samiti Open shelter, Bhopal (two unit 25 each)			Bal Niketan Trust Children home (Girls), Bhopal		
	Sanction	Residing	Excess (in per cent)	Sanction (Boys + Girls)	Residing	Excess (in per cent)	Sanction	Residing	Excess (in per cent)
2021-22	100	157	57	25+25	138+63= 201	302	25	47	44
2022-23	100	197	97	25+25	199+70= 269	438	25	32	14
2023-24	100	210	110	100	100	0	25	38	26

Source: JPV and records of the CCIs

The above table indicates percentage of excess children residing in above CCIs was ranging between 14 and 438 per cent against sanctioned capacity.

It was also seen that:

- Lists of children were not submitted monthly to DCPU and CWC, Bhopal by Gyan Path Shiksha Samiti reflecting weakness in monitoring of the open shelter by the DCPU. As discussed in **Para 3.8.1.1**, irregular grant was provided to Open shelter, Gyan Path Shiksha Samiti, Bhopal. Thus, it could not be ruled out that overcrowding is due to ghost children in CCI.
- Remarks regarding occupancy and shortcomings in basic amenities in respect of Children Home, Bal Niketan Trust, Bhopal were given by officials of CWC as well as DCPU Bhopal. However, no follow up was seen to have been made by DCPU in infrastructure such as toilets, dormitory, sick room, bathrooms, safety and security measures, etc. as discussed previously in **Paragraphs 3.9.2.1, 3.9.2.5 and 3.9.2.6** for placing the children adequately in the district. Despite the Children home having insufficient infrastructure for 25 children, it was observed that the department issued (February 2024) registration for an authorized capacity of 50 children in place of 25 children.

Government replied (July 2025) that due to the limited number of institutions for children for special needs, CWC from other districts of the state also provided admissions in Shri Yug Purush Dham Children Home. Instructions are being issued to DCPU, Bhopal for regular monitoring of Open shelter, *Gyan Path Shiksha Samiti*, Bhopal. Bal Niketan Trust, Bhopal has been operating the children's home long before the initiation of the scheme. Consequently, the facility does not fully conform to the scheme's specifications. On construction of a new building, scheme would be functional addressing all existing deficiencies.

- The SAA is where adoptable children up to six years of age can reside. *Rajkiya Bal Sanrakshan Ashram*, Indore was registered as SAA with capacity of 10 children. However, the average number of children that resided on monthly basis during the period April 2019 to March 2024 ranged between 21 and 60.

Government accepted the facts and stated (July 2025) that in compliance with the order of the CWC, the institution has provided protection to children above the age of six years. Information regarding protection of children over six years are being obtained from districts.

The year-by-year increase in over-occupancy showed ineffective approach of DCPU to enhance the infrastructure facility in CCIs. It also demonstrated that the department had not taken any steps to resolve the issue of over-occupancy in the institutional care of the children.

Recommendations:

Government to enforce strict segregation of children in terms of age, gender and category to avoid risk of abuse or exploitation (with reference to Paragraph 3.9.2.2).

3.10 System of Management and Monitoring

3.10.1 Monitoring

3.10.1.1 Non-constitution of State Level Inspection Committee

As stipulated in Rule 41 of JJ rules, there shall be a State Level Inspection Committee for random inspections of CCIs which is required to submit report to the Secretary of the Department. State Level Inspection Committee is required to make recommendations for improvement and development of the CCIs.

It was observed (March 2025) that State Level Inspection Committee has not been constituted in the State for inspection of CCIs. The absence of a State Level Inspection Committee results in issues like inadequate oversight, delays, and poor functioning of Child Care Institutions (CCIs), as highlighted in this report.

Government accepted the fact and stated (July 2025) that State Level Inspection Committee would be constituted shortly.

3.10.1.2 Shortfall in meetings at District and CCI level

District Child Protection Committee

As per instructions (November 2019) of WCD, Bhopal, District Child Protection Committee (DCPC) shall meet once in every three months for monitoring, evaluation and review of the scheme.

Every Block (ward in a city) is required to have a Block level Child Protection Committee to recommend and monitor the implementation of child protection services at block level. Similarly, every village is also required to have a Village level Child Protection Committee to recommend and monitor the implementation of child protection services at the village levels, which is to be done through the Child Protection Committees (CPCs).

On scrutiny of records of nine selected districts, it was noticed that 69 meetings were organized against the required 160 meetings by DCPC in eight selected districts¹²¹ during the year 2019-24.

As discussed in this report, the lack of regular meetings adversely affected the ability to monitor and improve the quality of services and infrastructure in CCIs.

¹²¹ Bhopal, Chhatarpur, Gwalior, Jabalpur, Indore, Rewa, Sagar and Seoni. DPO, Khandwa did not furnish information regarding meetings of DCPC.

As per information furnished by DPOs of nine selected districts, block and village level child protection committees were constituted. However, information and records pertaining to their functioning were not provided.

Government assured (September 2025) to get this checked.

Management Committees and Children's Committee in CCIs and their functions

Rule 39 of JJ Rules 2016 stipulates for mandatory constitution of Management Committee in CCIs and to conduct its meetings at least once in a month to consider and review the care of children and all necessary facilities/programs. It is prescribed that there shall be a complaint/suggestion box in the CCI and the committee shall set up a redressal mechanism for complaints received in the box.

Further, Rule 40 of JJ Rules 2016 provides for setting up of children's committees for different age groups¹²² for participation in various activities such as improving condition of CCI, preparing daily routine/diet scale etc. Assistance from voluntary organisations or child participation experts can be sought for the setting up and functioning of the children's committees. The Person-in-Charge shall ensure that the children's committees meet every month and maintain a register for recording their activities and proceedings.

During scrutiny of records of 39 CCIs and two Aftercare Home, it was observed that:

- Meetings of the management committee were not conducted regularly on monthly basis in 16 CCIs as against 623 only 212 meetings, were conducted. There was shortage of meetings ranged from six to 58 against required monthly meetings during 2019-24.
- The management committee was not constituted in 10 CCIs. In another 10 CCIs, the formation of the committee was found to be delayed ranged between 12 (Children Home Boys, Indore) and 51 months (Children Home Special Need Girls, Bhopal) from the April 2019¹²³. Details are given in **Appendix-3.14**.
- During JPV, the children's suggestion/complaint box was not found in five CCIs. Details are given in **Appendix-3.14**.
- In 23 CCIs, though the children's committee was formed, but it was not constituted separately for different age groups. Details are given in **Appendix-3.14**.
- In 29 CCIs, participation of voluntary organisations was not ensured during the formation of children's committees and their functioning, which would be useful to enhance community outreach, transparency, and effectiveness of the committees. Details are given in **Appendix-3.14**.
- In four units of Open shelter, Bhopal minutes of meetings of management and children committees were not found in records.
- In seven CCIs, Children Committees were constituted but regular monthly meetings were not held as required under JJ Rules. There were shortage of meeting ranging

¹²² (6-10 years, 11-15 years and 16-18 years)

¹²³ Quantified from 01 April 2019

between 10 and 59 against required monthly meetings during 2019-24. Details are shown in **Appendix-3.15**.

Thus, as a result of non-formation of these committees / non-execution of desired meetings, effective monitoring could not be ensured, leading to the beneficiaries being deprived of prescribed facilities and food as per diet scale of CCIs as discussed in this report.

Government replied (July 2025) that directions and Standard Operating Procedure were issued from time to time for functioning of institutions and compliance would be ensured.

3.10.1.3 Functioning of unregistered Child Care Institutions

As per Section 41 of the JJ Act, all institutions, whether run by a State Government or by voluntary or non-governmental organisations, which are meant for housing children in need of care and protection or children in conflict with law, shall be registered under this Act. At the time of registration, the State Government shall determine and record the capacity and purpose of the institutions. Further, Rule 29 of the JJ Rules stipulates the accommodation in each institution shall be separate for girls and boys.

During scrutiny of records of Directorate WCD, Bhopal, it was noticed that National Commission for Protection of Child Rights (NCPCR) informed (January 2024) GoMP about functioning of four unregistered children home during their inspection. Besides, during JPV (January 2025), it was seen that Children Home, St. Francis Society, Sagar was running without renewal of its registration. Details of children's homes and their activities as per observations of NCPCR are given in **Table-3.12** below:

Table-3.12: Details of unregistered children's homes and their activities as pointed out by NCPCR

Sl. No.	Name and address of children home	Irregularities observed
1.	Ashalaya Bal Grih, Dewas as per NCPCR inspection	Total 55 boys and 13 girls were found residing without orders from CWC. Boys and girls were found residing in the same facility and there was no age wise segregation. Children did grass cutting, brooming, mopping, and cleaning toilets. Government replied (July 2025) that in compliance of NCPCR observation, report from the Collector of the district was obtained, which stated that no children in need of care and protection were found to be residing in the institution. Reply is not acceptable as no evidence was provided for verification in audit.
2.	Sneh Sadan (Girls Home), Dewas as per NCPCR inspection	All 45 girls were residing without orders of CWC. However, only one girl was found during inspection (December 2023) of the NCPCR. Government replied (July 2025) that in compliance of NCPCR observation, report from the Collector of the district was obtained, which stated that no children in need of care and protection were found to be residing in the institution. Reply is not acceptable as no evidence was provided for verification in audit.

3. Darul-Ul-Shafkat Yatimkhana, Bhopal as per NCPCR inspection	All 57 children were residing without order of CWC. Inadequacies in infrastructure such as improper rooms and poor conditions of toilets were found. Government replied (July 2025) that a letter had been written to Collector, Bhopal on complaint by NCPCR. Report of Collector, Bhopal is awaited.
4. St. Francis Society, Sagar as per JPV	Registration of the institution expired on 17 September 2020 and the same has not been renewed by the department till the date of audit (January 2025). The CWC, Sagar sent 23 children to the institution till 27 November 2021 even after expiry of registration. During JPV (January 2025), 12 children (six girls and six boys) were found residing in the institution. Government replied (July 2025) that the institution's registration had expired in 2020; however, due to the COVID-19 pandemic at that time, renewal procedures and other related activities could not be carried out in a regular manner. The process of renewing the institution's registration is under consideration. Reply is not acceptable since the children were sent by the CWC even after expiry of registration to the institution which violates the provision of the JJ Act.

Source: Information furnished by the Directorate, WCD

The above irregularities in respect of operation of CCIs without valid registrations as pointed out by NCPCR indicates a lapse of monitoring at district level authorities. It was seen that WCD had issued (January 2024) instructions to all Collectors regarding enquiry in respect of un-registered CCIs, compliance of which was awaited.

The functioning of unregistered CCIs showed that the Department did not follow the mandatory provisions of the JJ Act. It also demonstrated lack of responsiveness of the Department in taking pre-emptive actions even after issues were raised by the NCPCR.

The department assured (September 2025) to get this checked.

Recommendation:

Government to constitute State Level Inspection Committee, conduct regular periodic meetings at both district and CCI levels, and to ensure inspections of CCIs.

3.11 Conclusion and Recommendations

Conclusion:

Audit of Child Care Institutions (CCIs) was undertaken to assess the efficiency and effectiveness of their establishment and planning processes. It also aimed to assess whether adequate government funding was provided and utilized prudently, whether statutory support services for children in need of care and protection were functional, and whether an effective system for the management and monitoring of these institutions was in existence.

It was observed that the establishment of CCIs in the state was inadequate as per prescribed norms. Notably, 26 districts did not have access to a Specialized Adoption Agency (SAA), and the number of contact locations was also insufficient to meet requirements. The absence

of baseline surveys in any district, along with the lack of a state-specific database for missing, orphaned, abandoned, and surrendered children, attributed to the inadequacy of CCIs in the state.

Moreover, many existing CCIs do not meet infrastructure standards, lacking adequate dormitory space, classrooms, toilets, and bathrooms as per prescribed norms. In the test checked CCIs, issues such as overcrowding, insufficient distribution of bedding and clothing to children, non-segregation of children by age and gender, and the practice of children sharing cots with those accused of heinous offences were observed. These instances highlight gaps in the department's provision of essential statutory support services to Children in Need of Care and Protection. Additionally, significant security lapses were noticed in CCIs, including non-functioning of CCTV cameras, irregularities in security personnel deployment, and low boundary walls, which compromised supervision and child safety, resulting in incidents of children absconding from the institutions.

The audit also noticed shortage of staff at State Child Protection Society (53 *per cent*), State Adoption Resource Agency (75 *per cent*), District Child Protection Units (38 *per cent*), and CCIs levels (54 *per cent*) by the end of year 2023-24, which undermined effective financial, administrative, and operational oversight.

Ineffective financial oversight is evident from unspent balance of Integrated Child Protection Scheme (ICPS) funds, which ranged between 16.55 *per cent* (2021-22) and 60.90 *per cent* (2022-23) during 2019-24. Additionally, an excess grant of ₹1.11 crore was released to an Open Shelter in Bhopal during 2019-22, without proper monitoring or periodic reporting, which raised concerns about the possibility of ghost beneficiaries. Furthermore, excess payment of ₹ 1.29 crore was made towards maintenance costs without considering the actual duration of stay of the children in the CCIs.

The ineffective administrative and operational oversight is evident from the findings related to the preparation of Individual Care Plans without consulting with District Child Protection Units (DCPU) and obtaining approval from Child Welfare Committee or Juvenile Justice Board; non-constitution of State Level Inspection Committee in the State for inspection of CCIs; and inadequate conduct of meetings of the District Child Protection Committee and Management Committees at CCI level. In addition, the audit also observed non-compliance with findings of National Commission for Protection of Child Rights (NCPCR) investigations, which included operation of four unregistered CCIs in the state.

In brief, the Audit found that the functional CCIs in the State have been successful in achieving their stated objectives only to a limited extent. There are several implementation-related shortcomings and critical areas of non-compliance in the functioning of these institutions. These issues require urgent redressal in order to strengthen the quality of care and protection services provided to children.

Recommendations:

We recommend that the Government may

- ◆ *plan the number of CCI institutions based on a baseline survey for adequate coverage of vulnerable children (with reference to Paragraph 3.7.1.1),*
- ◆ *issue and implement guidelines for monitoring and documentation of funds released and utilized for provisioning infrastructure, and daily need support to children as per norms (with reference to Paragraphs 3.8.1.1 to 3.8.1.2),*
- ◆ *enforce strict segregation of children in terms of age, gender and category to avoid risk of abuse or exploitation (with reference to Paragraph 3.9.2.2), and*
- ◆ *constitute State Level Inspection Committee, conduct regular periodic meetings at both district and CCI levels, and ensure inspections of CCIs (with reference to Paragraphs 3.10.1.1 and 3.10.1.2).*

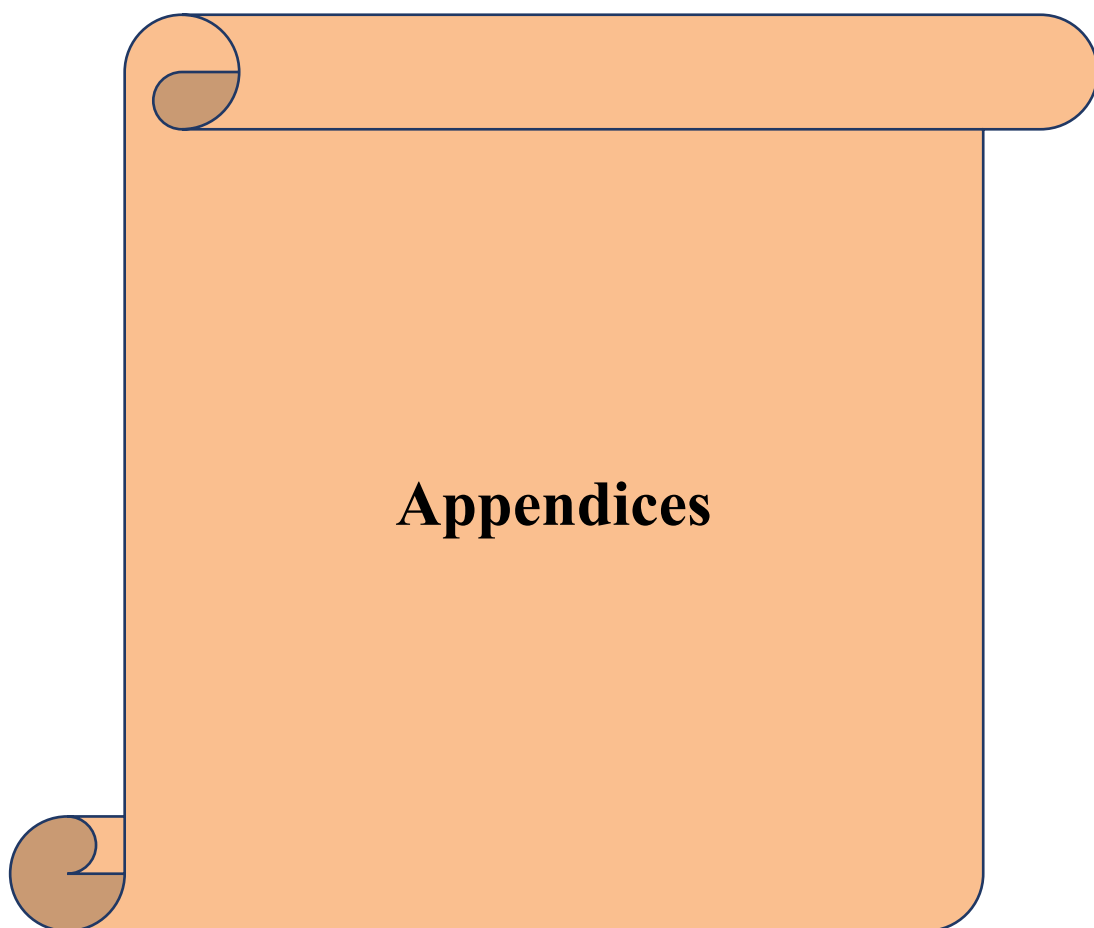
Gwalior
The 02 April 2026


(Siddhartha Bondade)
Accountant General (Audit-I),
Madhya Pradesh

Countersigned

New Delhi
The 09 April 2026


(K. Sanjay Murthy)
Comptroller and Auditor General of India



Appendices

Appendix-1.1

(Reference: Paragraph No.1.5, Page No. 7)

List of selected districts, Project Offices, AWCs and SHGs

Sl. No.	Name of district	Name of Project Office	Name of selected AWC	Name of selected SHGs
1.	Alirajpur	Alirajpur	Ansingh Falia	Solanki SHG
2.			Nadi Dhad Faliya	Puja SHG
3.			Kotabu III	Annapurna SHG
4.			Ram Ki Chauki Unkar Faliya	Lakshmi SHG
5.			Richhvi Bhati Falia	Patel SHG
6.		Katthiwada	Ambi Pujara Falia	Palas kuwan SHG
7.			Sadli Patel Falia	Babadev SHG
8.			Guda Bheel Falia	Kritrim SHG
9.			Kalibel Vejlia	Prem SHG
10.			Nanibar	Shanti SHG
11.	Anuppur	Anuppur	Bandhwatola	Durga SHG
12.			Ward Kr 09	Dipali SHG
13.			Fulwari Tola	Radha SHG
14.			Sadak Tola	Shree SHG
15.			Devi Mohalla	Durga SHG
16.		Jaithari	Dhangawan	Laxmi SHG
17.			Rohilla Khachar	Sonanchal SHG
18.			Jaithari Kr 5	Baby SHG
19.			Media Ras 02	Aakansha SHG
20.			Shinghaura kr 2	Ladli SHG
21.	Balaghat	Katangi	Tirodi-09	Unnati SHG Group
22.			Kalgaon	Satnam SHG Group
23.			Kachhar	Jai Birsa Munda SHG Group
24.			Chikmara-01	Smriti Tejsvini SHG Group
25.			Ramjitola	Aarti SHG Group
26.		Balaghat Urban	Ara Mill AWC No. 08	Savitri Bai Phule SHG Group
27.			49 Trivedi Ward	Shanti Anupama SHG Group
28.			Baihar Road 1, AWC No. 11	Om Anupama SHG Group
29.			72, Gaykhuri-02	Pravartan SHG Group
30.			71, Gaykhuri	Pravartan SHG Group
31.	Burhanpur	Burhanpur Urban	Rajendra Prasad No. 03	Khushboo SHG
32.			Rajendra Prasad No. 04	Khushboo SHG
33.			Daudpur-01	Khushboo SHG
34.			Nagjhiri-04	Kangana SHG
35.			Gandhi Chauk-03	PARAT SHG
36.		Shahpur	Dongargaon chhota	Guru Kripa SHG
37.			Jainabad-05 (Gitti Khadan)	Jagriti SHG
38.			Shahpur-14-02	Jai Yogeshwar Bachat evam Sakh Samuh
39.			Shahpur-03	Ambka Devi SHG Group
40.			Khari	Jai Bawani SHG Group
41.	Datia	Datia Urban	Ward-34-1	Khati baba SHG
42.			Ward-34-2	Khati baba SHG

Sl. No.	Name of district	Name of Project Office	Name of selected AWC	Name of selected SHGs
43.			Ward-34	Maheshwar SHG
44.			Ward-32-1	Jai Gurudev SHG
45.			Ward-31-2	Shree Gurudev SHG
46.		Indergarh Rural	Pachokhara-1	Jai Mahatma Phule SHG
47.			Bhadouna-2	Jai Pratima SHG
48.			Douhar	Jai shiv shankar SHG
49.			Laharakala	Raksha SHG
50.			Padari-1	Pragati SHG
51.	Mandla	Bichhia	Kanskheda	Jai Maa SHG
52.			Medhatal	Om Sai Ram Samooh
53.			Atariya	Kumkum SHG
54.			Manoharpur	Godala SHG
55.			Botal Bahera	Pungar SHG
56.		Bijadandi	Pindarimal	Saraswati Ajivika Samooh
57.			Salhepani	Ganga SHG
58.			Paudimal -1	Aman SHG
59.			Mahua tola	Saraswati Ajivika Samooh
60.			Bijadandi	Akriti SHG
61.	Narmadapuram	Bankhedi Rural	palia pipriya-2	Mahalaxmi SHG
62.			Bankhedi Ward-7	Nayee Kiran
63.			Doomar	Pushp SHG
64.			Khamkhedi	Radha Aajivika SHG
65.			Jaitwada	Shiv aajivika SHG
66.		Itarsi Urban	117 Arya Nagar Ward-14	Prerna SHG
67.			58 Narendra nagar Ward-33	Sharda SHG
68.			67 Ambedkar nagar Ward-7	Amina SHG
69.			45 Bhagat singh nagar Ward-22	Matra chhaya SHG
70.			36 Aashfabad Ward-17	Budhimata SHG
71.	Ratlam	Ratlam City 1	Shakti Nagar	Vaibhav Laxmi SHG
72.			Rajpoot Boarding	Om Shanti SHG
73.			Aamliya Bheru	Shiv SHG
74.			Subhash Nagar 2	Shiv SHG
75.			Vinoba Nagar2	Mahak SHG
76.		Bajna	Beed	Durga SHG
77.			Padav	Chanchal SHG
78.			Maidafalia	Mahalaxmi Mahila SHG
79.			Malwasi Kr 1	Ambika SHG
80.			Khumariya	Shri Sai SHG
81.	Sehore	Sehore Urban	Jamanpura	Prerana SHG
82.			Jamshednagar-1	Navrang SHG (with Bhavani,Ram, Seema SHG 39 AWCs)
83.			Jamshednagar-2	Navrang SHG
84.			Sudamanagar	Udan SHG
85.			Devnagar	Sheetala SHG
86.		Ashta-2	Gadarakhedi	Ayushman SHG
87.			Mainakhedi	Lucky SHG
88.			Molukhedi	Kiran SHG

Sl. No.	Name of district	Name of Project Office	Name of selected AWC	Name of selected SHGs
89.	Shajapur	Berchha	Ward 6 Langapura	Annapurna SHG
90.			Ward 15 Indra Colony	Mamta SHG
91.			Jhonkar-2	Dr. Bhimrao Ambedkar SHG
92.			Dungra	Nutan SHG
93.			Tilawad Govind 3	Ma Jagdamba SHG
94.			Makshi 6	Ma Laxmi SHG
95.			Ghunsi Kr 2	Dr. Bhimrao Ambedkar SHG
96.		Momen Badodiya	Mirjapur Kheda	Jai Ma Durga SHG
97.			Javdi	Ma Bhawani SHG
98.			Chauma	Gayatri SHG
99.			Kevdakhedi	Shivam SHG
100.			Khamkheda	Khedapati SHG
101.	Sheopur	Sheopur-1	Chak ka Sahrana	Radha Rani SHG Group
102.			Jeni B	Jai Mata Di SHG Group
103.			Khirkiri	Jai Durga Mata SHG
104.			Surjan ki todi	Jai Durga SHG Group
105.			Dadarda Khurd	Makka Madina SHG Group
106.		Sheopur Urban	Jwalapur mini	Saabir Piya SHG Group
107.			Daalarna bagichi	Mata Parvati SHG Group
108.			Ward No. 6A	Mahila Jagriti SHG Group
109.			Ward No. 14-A	Maa Bhawani SHG Group
110.			Soi Khurd	Vishnu SHG
111.	Sidhi	Sidhi-1	Piprohar-5	Maa Gayatri SHG
112.			Nougaon-3	Jyoti Mahila SHG
113.			Kubri-6	Jai maa sharda SHG
114.			Tikathkala-5	Jagrati Mahila SHG
115.			Mawai-4	Arti Mahila SHG
116.		Kushmi	Poudi-2	Eshan suhana SHG
117.			Umariya-6	Laxmi SHG
118.			Duari-1	Saraswati Mahila SHG
119.			Gotra-3	Koushalya SHG
120.			Guddu Aadhar-3	Shiv Mahila SHG
121.	Tikamgarh	Tikamgarh Urban	Ward 22 A	Kishori Ji ShG
122.			Ward 23 A	Maa Sharda SHG
123.			Ward 24 C	Maa Sharda SHG
124.			Ward 27 C	Shri ji SHG
125.			Ward 27 D	Vaishnavi SHG
126.		Baldeogarh	Midavali	Maa Kali SHG
127.			Manpasar	Nileshwari SHG
128.			Lakhairi	Rani Shakuntla SHG
129.			Suhagi Bhelsi	Bagaj SHG
130.			Dhimraula Narayanpur	Padmini SHG

Appendix-1.2

(Reference: Paragraph No. 1.7.2, Page No. 11)

Statement showing district-wise status of enrolled and benefitted beneficiaries as per the records of selected AWCs

Sl. No.	Name of District	No. of enrolled beneficiaries	No. of benefitted beneficiaries found in JPV
1	Alirajpur	471	85
2	Anuppur	391	112
3	Balaghat	335	104
4	Burhanpur	689	223
5	Datia	809	270
6	Mandla	252	132
7	Narmadapuram	476	185
8	Ratlam	466	215
9	Sehore	601	173
10	Shajapur	376	185
11	Sheopur	588	117
12	Sidhi	350	248
13	Tikamgarh	846	131
Total		6179	2095

Appendix-1.3

(Reference: Paragraph No. 1.8.4, Page No. 17)

Deviation in construction of AWC buildings

Sl. No.	Detail of facility not found	Name of AWCs where the facility not found
1.	A cave was to be constructed in the Activity Room (must be constructed in AWCs sanctioned under Tribal-sub Plan)	(1) Ansingh Falia, Alirapur (2) Ambee Pujara Faliya (Patiya Kunwa), Katthiwada, Alirapur (3) Sadali Patel Faliya, Katthiwada, Alirapur
2.	A hook was to be provided in the ceiling of Activity Room of AWC to hang salter scale or weighing machine	(1) Ansingh Falia (2) Kotabu-III, (3) Nadi Dhad Faliya Kharkunwa of Alirapur district and (4) Ambee Pujara Faliya (Patiya Kunwa), Katthiwada, Alirapur
3.	A handpump was to be installed inside the premises	(1) Ansingh Falia (2) Kotabu-III, (3) Nadi Dhad Faliya Kharkunwa (4) Ramsingh ki Chauki Onkar Faliya of Alirapur district
4.	A ramp was to be constructed for easy access	(1) Ansingh Falia and (2) Ambee Pujara Faliya (Patiya Kunwa), Katthiwada, Alirapur
5.	Open space was to be kept on the left side of the building for construction of stair	(1) Ansingh Falia (2) Kotabu-III (Patiya Kunwa) (3) Nadi dhar Faliya (Kharkunwa) (4) Ramsingh ki Chauki (5) Kalivel Bejaliya in Alirapur distrit (6) Mahua Tola (Bijadandi) Mandla

Appendix-1.4

(Reference: Paragraph No. 1.8.6 and 1.8.8, Page Nos. 18 and 20)

Statement showing excess/short supply of HCM found during JPV

Sl. No.	District	Day	Date	Name of AWC	Number of Enrolled beneficiaries (As per R-3)	Number of children found available during JPV	Supplied quantity of breakfast per records of AWC	Required quantity as per number of benefitted beneficiaries	Excess(+) / short (-) quantity of breakfast	Supplied quantity of lunch as per records of AWC	Required quantity as per number of benefitted beneficiaries	(quantity in grams)	
												Excess (+) / short (-) quantity of lunch	Excess (+) / short (-) quantity of lunch
1	2	3	4	5	6	7	8	10	11	12	14	15	15
1.	Sehore	Wednesday	31-07-2024	Jamanpura	87	16	4000	1600	2400	10000	2240	7760	7760
2.	Sehore	Thursday	01-08-2024	Jamshednagar-1	74	16	4000	1600	2400	7600	2240	5360	5360
3.	Sehore	Thursday	01-08-2024	Jamshednagar-2	80	20	4000	2000	2000	9200	2800	6400	6400
4.	Sehore	Wednesday	07-08-2024	Sudamanagar	59	20	4000	2000	2000	4300	2800	1500	1500
5.	Sehore	Tuesday	06-08-2024	Devnagar	53	7	7000	700	6300	5500	980	4520	4520
6.	Sehore	Monday	28-04-2025	Gadrakhedi	21	18	2000	1800	200	3000	2520	480	480
7.	Sehore	Wednesday	30-04-2025	Mainakhedi	31	16	2000	1600	400	4000	2240	1760	1760
8.	Sehore	Wednesday	30-04-2025	Molukhedi	20	5	3500	500	3000	Not Provided	700	-	-
9.	Sehore	Tuesday	29-04-2025	Indra Colony	134	23	2000	2300	-300	6500	3220	3280	3280
10.	Sehore	Tuesday	29-04-2025	Langapura	42	32	4000	3200	800	1500	4480	-2980	-2980
11.	Tikamgarh	Thursday	02-01-2025	Ward 22 A	95	8	3800	800	3000	7400	1120	6280	6280
12.	Tikamgarh	Friday	27-12-2024	Ward 23 A	93	3	4000	300	3700	5200	420	4780	4780
13.	Tikamgarh	Tuesday	31-12-2024	Ward 24 C	85	10	6500	1000	5500	6000	1400	4600	4600
14.	Tikamgarh	Monday	30-12-2024	Ward 27 C	71	8	2500	800	1700	3800	1120	2680	2680
15.	Tikamgarh	Tuesday	31-12-2024	Ward 27 D	78	18	4300	1800	2500	2500	2520	-20	-20
16.	Tikamgarh	Thursday	02-01-2025	Midawali	101	17	Not provided	1700	-	Not measured	2380	-	-
17.	Tikamgarh	Tuesday	31-12-2024	Manpasar	74	11	1000	1100	-100	1000	1540	-540	-540
18.	Tikamgarh	Thursday	02-01-2025	Lakheri	76	21	Not provided	2100	-	8000	2940	5060	5060
19.	Tikamgarh	Tuesday	31-12-2024	Suhagi Bhelsi	85	9	3000	900	2100	Not Provided	1260	-	-

Sl. No.	District	Day	Date	Name of AWC	Number of Enrolled beneficiaries (As per R-3)	Number of children found available during JPV	Supplied quantity of breakfast per records of AWC	Required quantity as per number of benefitted beneficiaries	Excess (+)/ short (-) quantity of breakfast	Supplied quantity of lunch as per records of AWC	Required quantity as per number of benefitted beneficiaries	Excess (+)/ short (-) quantity of lunch
20.	Tikamgarh	Thursday	02-01-2025	Dhimraula Narayanpur	88	26	3500	2600	900	Not provided	3640	-
21.	Mandla	Saturday	18-01-2025	Kaanskheda	21	22	3000	2200	800	3500	3080	420
22.	Mandla	Saturday	18-01-2025	Medhatal	40	23	1000	2300	-1300	4000	3220	780
23.	Mandla	Monday	20-01-2025	Atariya	10	7	2000	700	1300	1800	980	820
24.	Mandla	Monday	20-01-2025	Manoharpur	81	17	500	1700	-1200	4000	2380	1620
25.	Mandla	Tuesday	21-01-25	Botal Bahera	1	1	Not measured	100	-	Not measured	140	-
26.	Mandla	Friday	24-01-2024	Pindramal	22	12	1000	1200	-200	5650	1680	3970
27.	Mandla	Thursday	23-01-2025	Salhepani	24	15	Not Provided	1500	-	2650	2100	550
28.	Mandla	Friday	31-01-2025	Paudi Maal-I	20	8	Not provided	800	-	4500	1120	3380
29.	Mandla	Friday	24-01-2025	Mahuatola	20	16	900	1600	-700	3500	2240	1260
30.	Mandla	Tuesday	28-01-2025	Bijandani	13	11	1000	1100	-100	Not provided	1540	-
31.	Alirajpur	Saturday	22-02-2025	Ansingh Faliya	44	15	Not Provided	1500	-	Not measured	2100	-
32.	Alirajpur	Saturday	22-02-2025	Khar Kunwa Nadi Dhad Faliya	55	10	Not provided	1000	-	2200	1400	800
33.	Alirajpur	Tuesday	25-02-2025	Kotabu III patiyakunwa	95	4	Not provided	400	-	1000	560	440
34.	Alirajpur	Tuesday	25-02-2025	Ramsingh ki chauki Unkar Faliya	24	12	Not provided	1200	-	2000	1680	320
35.	Alirajpur	Tuesday	25-02-2025	Richhavi-04 Bahti Faliya	62	0	Not provided	0	-	3000	0	3000
36.	Alirajpur	Thursday	27-02-2025	Aambee Pujara Falia	17	10	Not Provided	1000	-	2500	1400	1100
37.	Alirajpur	Thursday	27-02-2025	Sadali Patel Falia	41	12	2000	1200	800	Not provided	1680	-

Sl. No.	District	Day	Date	Name of AWC	Number of Enrolled beneficiaries (As per R-3)	Number of children found available during JPV	Supplied quantity of breakfast as per records of AWC	Required quantity as per number of benefitted beneficiaries	Excess(+) / short (-) quantity of breakfast	Supplied quantity of lunch as per records of AWC	Required quantity as per number of benefitted beneficiaries	Excess (+) / short (-) quantity of lunch
38.	Alirajpur	Thursday	27-02-2025	Guda Bheel Falia	87	10	1000	1000	0	3000	1400	1600
39.	Alirajpur	Friday	28-02-2025	Kalibel Vejlia	32	4	Not provided	400	-	1000	560	440
40.	Alirajpur	Friday	28-02-2025	Nanibar	14	8	Not provided	800	-	1000	1120	-120
41.	Datia	Monday	16-12-2024	Ward 34-1, Datia	85	18	2500	1800	700	4000	2520	1480
42.	Datia	Monday	16-12-2024	Ward 34-2, Datia	134	20	3000	2000	1000	4000	2800	1200
43.	Datia	Tuesday	17-12-2024	Lahrakalan, Indergarh	49	35	4000	3500	500	4500	4900	-400
44.	DATIA	Tuesday	17-12-2024	Padri-1, Indergarh	36	25	2500	2500	0	3000	3500	-500
45.	Datia	Wednesday	18-12-2024	Ward 31-2, Datia	115	24	2000	2400	-400	3000	3360	-360
46.	Datia	Wednesday	18-12-2024	Ward 32-1, Datia	105	28	3000	2800	200	3000	3920	-920
47.	Datia	Wednesday	18-12-2024	Ward 34, Datia	74	40	4000	4000	0	5000	5600	-600
48.	Datia	Thursday	19-12-2024	Dohar, Indergarh	83	30	3500	3000	500	4000	4200	-200
49.	Datia	Tuesday	17-12-2024	Pachokhara-1, Indergarh	84	30	4000	3000	1000	5000	4200	800
50.	Datia	Thursday	19.12.24	Bhadauna-2, Indergarh	44	20	3000	2000	1000	4000	2800	1200
51.	Narmadapuram	Tuesday	28.01.25	Paliya Piparia-02	99	35	4000	3500	500	5000	4900	100
52.	Narmadapuram	Tuesday	28.01.25	Bankhedi Ward-07	93	15	2000	1500	500	2500	2100	400
53.	Narmadapuram	Tuesday	28.01.25	Dumar	76	25	3000	2500	500	3500	3500	0
54.	Narmadapuram	Tuesday	28.01.25	Kham Khedi	20	19	2500	1900	600	4750	2660	2090
55.	Narmadapuram	Tuesday	28.01.25	Jaitwara	17	8	1000	800	200	1500	1120	380
56.	Narmadapuram	Monday	20.01.25	117-Arya Nagar ward kr.14	87	12	2000	1200	800	2500	1680	820
57.	Narmadapuram	Monday	20.01.25	58-Narendra Nagar Ward kr.33	18	16	1800	1600	200	2500	2240	260

Sl. No.	District	Day	Date	Name of AWC	Number of Enrolled beneficiaries (As per R-3)	Number of children found available during JPV	Supplied quantity of breakfast per records of AWC	Required quantity as per number of benefitted beneficiaries	Excess (+)/ short (-) quantity of breakfast	Supplied quantity of lunch as per records of AWC	Required quantity as per number of benefitted beneficiaries	Excess (+)/ short (-) quantity of lunch
58.	Narmadapuram	Monday	20.01.25	67-Ambedkar nagar ward kr.07	24	24	2500	2400	100	3500	3360	140
59.	Narmadapuram	Monday	20.01.25	45-Bhagat Singh Nagar Ward kr.22	20	15	1500	1500	0	2000	2100	-100
60.	Narmadapuram	Monday	20.01.25	36-Asfabad ward kr.17	22	16	1800	1600	200	3000	2240	760
61.	Sidhi	Saturday	15-02-2025	Pipohar-05	74	30	3500	3000	500	4500	4200	300
62.	Sidhi	Saturday	15-02-2025	Naugawa-03	65	40	4000	4000	0	5000	5600	-600
63.	Sidhi	Saturday	15-02-2025	Kubri-06	40	33	4000	3300	700	5000	4620	380
64.	Sidhi	Saturday	15-02-2025	Tikatkala-05	24	24	3000	2400	600	4000	3360	640
65.	Sidhi	Saturday	15-02-2025	Mawai-04	26	23	2500	2300	200	4000	3220	780
66.	Sidhi	Tuesday	18-02-2025	Duari-01	17	15	1800	1500	300	2000	2100	-100
67.	Sidhi	Tuesday	18-02-2025	Gotra-03	17	16	1800	1600	200	2000	2240	-240
68.	Sidhi	Tuesday	18-02-2025	GudduAadhar	48	22	4000	2200	1800	4000	3080	920
69.	Sidhi	Wednesday	19-02-2025	Paudi-02	39	25	3000	2500	500	6000	3500	2500
70.	Sidhi	Wednesday	19-02-2025	Umaria-06	NA	20	2000	2000	0	2500	2800	-300
71.	Burhanpur	Friday	03.01.25	Rajendra Prasad No. 03	90	27	3800	2700	1100	6650	3780	2870
72.	Burhanpur	Thursday	19-12-2024	Rajendra Prasad No. 04	93	23	3800	2300	1500	6650	3220	3430
73.	Burhanpur	Thursday	02-01-2025	Gandhi Chauk-03	37	26	3000	2600	400	5000	3640	1360
74.	Burhanpur	Friday	03-01-2025	Nagjhiri-04	45	29	3900	2900	1000	4950	4060	890
75.	Burhanpur	Thursday	19-12-2024	Daudpur-01	47	31	3500	3100	400	6500	4340	2160
76.	Burhanpur	Saturday	14-12-2024	dongargaon chhota	77	16	3100	1600	1500	3000	2240	760
77.	Burhanpur	Monday	16-12-2024	Jainabad-05 (Gitti Khadan)	93	27	3500	2700	800	3600	3780	-180
78.	Burhanpur	Tuesday	17-12-2022	Shahpur-14-02	53	26	3000	2600	400	7400	3640	3760

Sl. No.	District	Day	Date	Name of AWC	Number of Enrolled beneficiaries (As per R-3)	Number of children found available during JPV	Supplied quantity of breakfast as per records of AWC	Required quantity as per number of benefitted beneficiaries	Excess (+)/ short (-) quantity of breakfast	Supplied quantity of lunch as per records of AWC	Required quantity as per number of benefitted beneficiaries of lunch	Excess (+)/ short (-) quantity of lunch
79.	Burhanpur	Tuesday	17-12-2022	shahpur-03	43	18	3100	1800	1300	3000	2520	480
80.	Burhanpur	Wednesday	18-12-2024	Khari	111	25	3000	2500	500	3600	3500	100
81.	Balaghat	Friday	07-02-2025	Baihar Road 1, AWC No. 11	20	7	1000	700	300	2500	980	1520
82.	Balaghat	Friday	31-01-2025	49 Trivedi Ward	20	3	1000	300	700	6500	420	6080
83.	Balaghat	Tuesday	04-02-2025	Ara Mill AWC	46	14	1500	1400	100	4800	1960	2840
84.	Balaghat	Wednesday	29-01-2025	72, Gaykhuri-02	65	16	Not measured	1600	-	6300	2240	4060
85.	Balaghat	Monday	03-02-2025	71, Gaykhuri	72	11	2000	1100	900	4400	1540	2860
86.	Balaghat	Thursday	06-02-2025	Kachhar	3	3	500	300	200	500	420	-
87.	Balaghat	Wednesday	05-02-2025	Ramjitola	9	9	1000	900	100	2076	1260	816
88.	Balaghat	Thursday	06-02-2025	Kalgaon	48	23	1625	2300	-675	1750	3220	-1470
89.	Balaghat	Wednesday	05-02-2025	Chikmara-01	32	18	1400	1800	-400	2700	2520	180
90.	Balaghat	Saturday	01-02-2025	Tirodi-09	20	11	800	1100	-300	1980	1540	440
91.	Sheopur	Tuesday	25-02-2025	Soi Khurd	17	15	2000	1500	500	3750	2100	1650
92.	Sheopur	Friday	28-02-2025	Chak ka Sahrana	10	7	1000	700	300	1500	980	520
93.	Sheopur	Saturday	01-03-2025	Jwalapur	18	11	1500	1100	400	1000	1540	-540
94.	Sheopur	Tuesday	25-02-2025	Daalarna bagichi	15	15	4500	1500	3000	5750	2100	3650
95.	Sheopur	Friday	28-02-2025	Jeni B	61	25	5000	2500	2500	8000	3500	4500
96.	Sheopur	Thursday	27-02-2025	Khirkiri	85	36	7000	3600	3400	9100	5040	4060
97.	Sheopur	Thursday	27-02-2025	Surjan ki toti	29	8	850	800	50	2500	1120	1380
98.	Sheopur	Friday	21-02-2025	Ward no. 6A	152	28	5500	2800	2700	9050	3920	5130
99.	Sheopur	Friday	21-02-2025	Ward no. 14-A	93	30	5000	3000	2000	1000	4200	-3200
100.	Sheopur	Saturday	01-03-2025	Dadarda Khurd	108	25	2000	2500	-500	7000	3500	3500
101.	Shajapur	Saturday	04.01.25	GHUNSI KR 2	28	15	1500	1500	0	2500	2100	400
102.	Shajapur	Friday	03.01.25	DUNGRA KR 1	19	10	1000	1000	0	1500	1400	100
103.	Shajapur	Friday	03.01.25	Tilawad Govind	43	20	1500	2000	-500	2000	2800	-800
104.	Shajapur	Thursday	02.01.25	Jhonkar 02	33	30	3000	3000	0	5000	4200	800
105.	Shajapur	Wednesday	08.01.25	Kevlakhedi	32	13	1500	1300	200	2000	1820	180

Sl. No.	District	Day	Date	Name of AWC	Number of Enrolled beneficiaries (As per R-3)	Number of children found available during JPV	Supplied quantity of breakfast as per records of AWC	Required quantity as per number of benefitted beneficiaries	Excess (+)/ short (-) quantity of breakfast	Supplied quantity of lunch as per records of AWC	Required quantity as per number of benefitted beneficiaries	Excess (+)/ short (-) quantity of lunch
106.	Shajapur	Saturday	04.01.25	Maksi Ward 6	54	22	3000	2200	800	3000	3080	-80
107.	Shajapur	Monday	06.01.25	Mirjapur Kheda	12	10	1200	1000	200	1500	1400	100
108.	Shajapur	Tuesday	07.01.25	Jawdi	31	20	2000	2000	0	2500	2800	-300
109.	Shajapur	Tuesday	07.01.25	Chauma	87	30	3000	3000	0	4000	4200	-200
110.	Shajapur	Wednesday	08.01.25	Khamkheda	37	15	1500	1500	0	2000	2100	-100
111.	Ratlam	Monday	03.02.25	Shakti Nagar	108	35	3500	3500	0	5000	4900	100
112.	Ratlam	Monday	03.02.25	Rajpoot Boarding	21	12	1000	1200	-200	1500	1680	-180
113.	Ratlam	Monday	03.02.25	Aamliya Bheru	52	25	2500	2500	0	3500	3500	0
114.	Ratlam	Tuesday	04.02.25	Subhash Nagar 2	35	20	2000	2000	0	2500	2800	-300
115.	Ratlam	Tuesday	04.02.25	Vinoba Nagar2	57	28	3000	2800	200	4000	3920	80
116.	Ratlam	Thursday	06.02.25	Beed	59	28	3000	2800	200	5000	3920	1080
117.	Ratlam	Thursday	06.02.25	Padav	11	7	1000	700	300	1500	980	520
118.	Ratlam	Friday	07.02.25	Maidafalia	37	20	1500	2000	-500	2500	2800	-300
119.	Ratlam	Friday	07.02.25	Malwasi Kr 1	48	21	1500	2100	-600	2500	2940	-440
120.	Ratlam	Monday	10.02.25	Khumariya	38	19	2000	1900	100	2500	2660	-160
121.	Anuppur	Thursday	06.03.25	Badhwa Tola	46	8	1000	800	200	1500	1120	380
122.	Anuppur	Thursday	06.03.25	Ward 09	85	14	1500	1400	100	2500	1960	540
123.	Anuppur	Friday	07.03.25	Fulwari Tola	22	11	1000	1100	-100	1500	1540	-40
124.	Anuppur	Friday	07.03.25	Sadak Tola	17	12	1000	1200	-200	1500	1680	-180
125.	Anuppur	Monday	10.03.25	Devi Mohalla	10	10	1000	1000	0	1500	1400	100
126.	Anuppur	Tuesday	11.03.25	Dhangawan 2	42	13	1500	1300	200	2000	1820	180
127.	Anuppur	Tuesday	11.03.25	Rohilla Kachhar	5	4	500	400	100	1000	560	440
128.	Anuppur	Wednesday	12.03.25	Jaithari Kr 05	104	14	1500	1400	100	2000	1960	40
129.	Anuppur	Wednesday	12.03.25	Mediaraas	43	10	1500	1000	500	2000	1400	600
130.	Anuppur	Wednesday	05.03.25	Shighaura 2	17	16	1500	1600	-100	2000	2240	-240

Appendix-1.5

(Reference: Paragraph No. 1.8.8, Page No. 19)

Name of AWC wherein SHG provided breakfast and lunch at the same time

Sl. No.	Name of district	Name of AWC where Breakfast and lunch were provided at the same time
1.	Anuppur	Badhwa Tola, Fulwari Tola, Sadak Tola, Devi Mohalla, Rohilla Kachhar, Jaithari kr 5, Mediaras and Shighaura 2
2.	Datia	Ward 32 I, Ward 31 II
3.	Mandla	Medhatal, Atariya, Botal Bahera, Mahua tola,
4.	Ratlam	Shakti Nagar, Rajpoot Boarding, Aamliya Bheru, Subhash Nagar, Vinoba Nagar 2, Padav, Maidafalia, Malwasi kr 1, Khumariya
5.	Sehore	Jamanpura, Sudamanagar, Jamshednagar-2, Jamshednagar-1, Devnagar
6.	Shajapur	Ghunsi, Tilawad Govind, Maksu Ward 6, Chauma, Dungra, Jhonkar, Mirjapur Kheda, Jawdi

Appendix-1.6

(Reference: Paragraph No. 1.10.1, Page No. 25)

Statement showing budget allocation and expenditure under various components of ICDS

(₹ in lakh)

Year	Anganwadi Services		National Nutrition Mission		AWC Construction		Additional Honorarium		Supplementary Nutrition Programme		Total	
	Allotment	Expenditure	Allotment	Expenditure	Allotment	Expenditure	Allotment	Expenditure	Allotment	Expenditure	Allotment	Expenditure
2019-20	54,651.72	1,11,674.91	12,472.28	10,951.45	3,689.48	3,392.68	28,208.19	86,081.49	1,48,913.74	1,44,090.91	2,47,935.41	3,56,191.44
2020-21	1,08,729.91	1,07,104.73	6,407.11	4,773.79	3,453.09	3,053.49	87,542.56	87,139.96	1,17,741.84	1,10,961.20	3,23,874.51	3,13,033.17
2021-22	1,13,554.01	1,02,390.36	16,749.19	16,600.03	9,012.70	8,960.20	94,115.78	84,764.44	1,33,704.68	1,29,714.47	3,67,136.36	3,42,429.50
2022-23	2,92,185.42	1,96,779.68	26,853.91	25,951.71	10,427.02	8,696.22	70,034.93	59,103.54	2,41,879.68	2,28,470.94	6,41,380.96	5,19,002.09
2023-24	3,27,519.15	3,10,117.25	20,049.21	19,812.10	8,994.33	5,791.40	0	0	2,04,540.63	1,98,297.61	5,61,103.32	5,34,018.36
Total	8,96,640.21	8,28,066.93	82,531.70	78,089.08	35,576.62	29,893.99	2,79,901.46	3,17,089.43	8,46,780.57	8,11,535.13	21,41,430.56	20,64,674.56

Appendix-1.7

(Reference: Paragraph No. 1.10.2, Page No. 25)

Details of incomplete/un-initiated AWCs sanctioned during 1995-96 to 2018-19

Detail of AWCs which construction remained incomplete					
Name of Scheme under which AWC sanctioned	Sanctioned during the financial year	No. of uninitiated AWC building	No. of under construction building	Total AWCs remained incomplete	Total fund released to DPO/ construction agencies (₹ in crore)
State Plan	2006-07 to 2011-12 and 2017-18 to 2018-19	442	510	952	48.80
13 th Finance Commission	2011-12 to 2015-16	165	799	964	73.85
ICDS Mission	2013-14	79	899	978	32.27
Mahatma Gandhi National Rural Employment Guarantee Act	2015-16 to 2017-18	2085	4581	6666	132.94
Multi-Sectoral Development Programme (MSDP)	2010-11	4	15	19	0.57
World Bank	1994-95, 1996-97 and 1998-99	2	7	9	0.08
Total		2777	6811	9588	288.51

Appendix-1.8

(Reference: Paragraph No. 1.10.2.1, Page No. 26)

District-wise details of incomplete and un-initiated AWCs

Sl. No.	Name of district	No. of incomplete building	No. of un-initiated construction of AWC buildings	Sanctioned amount for incomplete and not started building to construction agency (₹ in lakh)
1	Alirapur	39	50	385.10
2	Anuppur	15	2	287.72
3	Balaghat	39	0	812.86
4	Burhanpur	18	0	186.00
5	Mandla	28	03	178.00
6	Ratlam	17	01	88.66
7	Sehore	57	14	321.22
8	Shajapur	18	04	70.00
9	Sheopur	96	28	1,372.84
10	Tikamgarh	72	10	380.98
11	Datia	33	0	157.10
12	Narmadapuram	10	0	46.72
13	Sidhi	28	0	137.48
Total		470	112	4,424.68

Appendix-1.9

(Reference: Paragraph No. 1.10.3.1, Page No. 30)

Statement showing excess payment for construction of AWCs in Mandla district

(₹ in lakh)

Sr. No	Name of Anganwadi Centre	Year of building sanction	Under which scheme it is sanctioned	Amount initially paid	Present status of the building	Amount subsequently paid	Cost of construction as per prevailing rate	Excess amount paid (5+7-8)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1	Dungaria	2016	MNREGA	2.00	Not-started	11.22	11.22	2.00
2	Kheruwala	2017	MNREGA	2.00	Not-started	11.22	11.22	2.00
3	Dhenko 2	2016-17	MNREGA	2.00	Not-started	11.22	11.22	2.00
4	Basti Mohalla	2016-17	MNREGA	2.00	Not-started	11.22	11.22	2.00
5	Mohaniyatola	2016-17	MNREGA	2.00	Not-started	11.22	11.22	2.00
6	Hirapur No. 2	2017	MNREGA	2.00	Not-started	9.50	11.22	0.28
7	Bhikhampur No. 2	2015	MNREGA	2.00	Not-started	9.50	11.22	0.28
8	Kathlatola	2016-17	MNREGA	2.00	Not-started	11.22	11.22	2.00
9	Sadaktola	2016-17	MNREGA	2.00	Not-started	11.22	11.22	2.00
10	Binjhiya	2016-17	MNREGA	2.00	Not-started	11.22	11.22	2.00
Total				20.00		108.76	112.20	16.56

Appendix-1.10

(Reference: Paragraph No. 1.10.3.2, Page No. 31)

Statement showing details of AWCs against which multiple sanction was issued and fund was released accordingly

(amount in ₹)

Sl. No.	Name of the district	Project name	Name of the AWC	Village	Details of 1st Sanction Order (No./date)	Details of 2nd Sanction Order (No./date)	Detail of 3rd Sanction Order (No./date)	Amount released against 1st sanction	Amount released against 2nd sanction	Amount released against 3rd sanction	Total excess payment
1.	Alirajpur	Alirajpur	Pujara faliya	Khandala	4340/28.03.2018 (SI.No 1373)	4340/28.03.2018 (SI. No. 2584)	--	200000	200000	--	200000
2.	Alirajpur	Sondwa	Pipalyawat Patel Faliya	Pipalyawat	547/16.01.2017 (SI.No 3971)	3527/16.03.2018 (SI. No. 8655)	--	200000	200000	--	200000
3.	Alirajpur	Sondwa	Dabadi Walwai Waskal Faliya	Dabadi	547/16.01.2017 (SI.No 29)	4340/28.03.2018 (SI. No. 2593)	--	200000	200000	--	200000
4.	Alirajpur	Sondwa	Chhotigendra Mattarbara faliy	Chhotigendra	547/16.01.2017 (SI.No 28)	4340/28.03.2018 (SI. No. 2592)	--	200000	200000	--	200000
5.	Alirajpur	Sondwa	ChhotiFadtala Kelwani Faliya	Chhoti Hathawi	3527/16.03.2018 (SI.No 395)	4340/28.03.2018 (SI. No. 1377)	--	400000	200000	--	200000
6.	Alirajpur	Sondwa	Dhaman Faliya	Pipalyawat	3527/16.03.2018 (SI.No 396)	4340/28.03.2018 (SI. No. 1378)	--	400000	200000	--	200000
7.	Alirajpur	Sondwa	Patel Faliya	Sagabara	3527/16.03.2018 (SI.No 399)	4340/28.03.2018 (SI. No. 1379)	--	400000	200000	--	200000
8.	Alirajpur	Sondwa	Badaamba Patel Faliya	Sakarja	3527/16.03.2018 (SI.No 405)	4340/28.03.2018 (SI. No. 1380)	--	400000	200000	--	200000
9.	Alirajpur	Sondwa	Ufrala Faliya	Semlani	3527/16.03.2018	4340/28.03.2018	--	400000	200000	--	200000

Sl. No.	Name of the district	Project name	Name of the AWC	Village	Details of 1st Sanction Order (No./date)	Details of 2nd Sanction Order (No./date)	Detail of 3rd Sanction Order (No./date)	Amount released against 1st sanction	Amount released against 2nd sanction	Amount released against 3rd sanction	Total excess payment
					(Sl.No 406)	(Sl. No. 1381)					
10.	Alirajpur	Sondwa	Bajar Faliya	Umarali	3527/16.03.2018 (Sl.No 398)	4340/28.03.2018 (Sl. No. 1382)	--	400000	200000	--	200000
11.	Alirajpur	Sondwa	Tanki Faliya	Umarali	3527/16.03.2018 (Sl.No 404)	4340/28.03.2018 (Sl. No. 1383)	--	400000	200000	--	200000
12.	Alirajpur	Sondwa	Chokidar Faliya	Sagabara	3527/16.03.2018 (Sl.No 400)	4340/28.03.2018 (Sl. No. 2595)	--	400000	200000	--	200000
13.	Alirajpur	Sondwa	Warti Faliya	Semlani	3527/16.03.2018 (Sl.No 407)	4340/28.03.2018 (Sl. No. 2596)	--	400000	200000	--	200000
14.	Alirajpur	Sondwa	Semalpani Faliya	Pipalyawat	547/16.01.2017 (Sl.No 36)	3527/16.03.2018 (Sl. No. 397)	--	200000	400000	--	400000
15.	Alirajpur	Jobat	Kanda kakadmaal falia (Masaniya faliya)	Kanda	547/16.01.2017 (Sl.No 22)	4340/28.03.2018 (Sl. No. 2587)	--	200000	200000	--	200000
16.	Alirajpur	Jobat	Saalkheda Gurad Faliya	Salkheda	547/16.01.2017 (Sl. No 23)	4340/28.03.2018 (Sl. No. 2589)	--	200000	200000	--	200000
17.	Alirajpur	Jobat	Kanwada Patel Faliya	Kanwada	3527/16.03.2018 (Sl. No. 394)	4340/28.03.2018 (Sl. No. 2588)	--	400000	200000	--	200000
18.	Alirajpur	Alirajpur	Palsada (Ghatwani Jamra Faiya)	Palsada	547/16.01.2017	4340/28.03.2018 (Sl. No 2586)	2141/15.02.2018	200000	200000	400000	600000

Sl. No.	Name of the district	Project name	Name of the AWC	Village	Details of 1st Sanction Order (No./date)	Details of 2nd Sanction Order (No./date)	Detail of 3rd Sanction Order (No./date)	Amount released against 1st sanction	Amount released against 2nd sanction	Amount released against 3rd sanction	Total excess payment
19.	Alirajpur	Alirajpur	Chhota Undwa Bada Faliya	Bada Undwa	11477/29.09.2016	12469/26.10.2016	--	200000	400000	--	400000
20.	Alirajpur	Alirajpur	Ambari Kavachha Faliya	Ambari	547/16.01.2017	2141/15.02.2018	--	200000	400000	--	400000
21.	Alirajpur	Alirajpur	Sakdi Faliya	Nampur	547/16.01.2017	2141/15.02.2018	--	200000	400000	--	400000
22.	Alirajpur	Alirajpur	Kharkuwa Retkuwa Faliya	Kaharkuwa	547/16.01.2017	2141/15.02.2018	--	200000	400000	--	400000
23.	Alirajpur	Alirajpur	Kanjar Faliya	Fata	547/16.01.2017	2141/15.02.2018	--	200000	400000	--	400000
24.	Tikamgarh	Baldeogarh	Chandrapura-D	Chandrapura	3527/16.03.2018	4420/25.03.2021	--	200000	200000	--	200000
25.	Tikamgarh	Baldeogarh	Kotra-C	Kotra	3527/16.03.2018	4420/25.03.2021	--	400000	200000	--	200000
26.	Tikamgarh	Baldeogarh	Pipra-B	Pipra	3527/16.03.2018	4420/28.03.2021	--	400000	200000	--	200000
27.	Tikamgarh	Baldeogarh	Sijhora-A	Sijora	3527/16.03.2018	4420/28.03.2021	--	400000	200000	--	200000
28.	Tikamgarh	Baldeogarh	Heerapur Near Najdik Sarkampur	Heerapur	3527/16.03.2018	4420/28.03.2021	--	400000	200000	--	200000
29.	Tikamgarh	Baldeogarh	Durgakheda	Lameraa	3527/16.03.2018	4420/28.03.2021	--	400000	200000	--	200000
Total								88,00,000	70,00,000	4,00,000	74,00,000

Appendix-1.11

(Reference: Paragraph No. 1.10.4.1, Page No. 31)

Statement showing balance amount with the construction agency after completion of construction of AWC

(amount in ₹)

Sl. No.	Name of the district	Name of the Project	Name of AWC	Date of Completion of construction work	Sanctioned Amount	Expenditure incurred	Remaining amount
1.	Tikamgarh	Baldeogarh	Luharra	12.08.2015	583000	503000	80000
2.	Tikamgarh	Baldeogarh	Teela	24.05.2017	583000	501231	81769
3.	Tikamgarh	Baldeogarh	Pacher	02.05.2016	583000	502252	80748
4.	Tikamgarh	Baldeogarh	Chhidari	01.03.2016	583000	502198	80802
5.	Tikamgarh	Baldeogarh	Mau	01.03.2016	583000	551762	31238
6.	Tikamgarh	Digouda	Premnagar	15.03.2018	583000	580000	3000
7.	Tikamgarh	Jatara	Lidhora Tal.S	01.06.2015	583000	520000	63000
8.	Tikamgarh	Jatara	Bagaura.B	01.06.2015	583000	550000	33000
9.	Tikamgarh	Jatara	Bajitpura	25.07.2013	583000	524000	59000
10.	Tikamgarh	Palera	Para No. 2	01.06.2015	583000	454863	128137
11.	Tikamgarh	Palera	Tauria.4	01.06.2017	583000	340000	243000
12.	Tikamgarh	Palera	Bhagbantnagar	01.06.2017	583000	464967	118033
13.	Tikamgarh	Tikamgarh Rural	Ghat Khiria	03.09.2016	780000	506654	273346
14.	Tikamgarh	Tikamgarh Rural	Mokhra	06.04.2016	780000	743555	36445
15.	Tikamgarh	Tikamgarh Rural	Umri	24.05.2017	780000	747806	32194
16.	Tikamgarh	Tikamgarh Rural	Santkhera (Sunderpur)	31.08.2018	780000	522854	257146
17.	Tikamgarh	Tikamgarh Rural	Ajnor	13.03.2018	780000	579565	200435
18.	Tikamgarh	Digouda	Semarkhera	18.12.2018	780000	713240	66760
19.	Tikamgarh	Digouda	Digouda A (Shivalesh)	23.10.2015	780000	767593	12407

Sl. No.	Name of the district	Name of the Project	Name of AWC	Date of Completion of construction work	Sanctioned Amount	Expenditure incurred	Remaining amount
20.	Tikamgarh	Digouda	Barethi B	12.07.2017	780000	550000	230000
21.	Tikamgarh	Digouda	Devraha B	23.01.2016	780000	732182	47818
22.	Tikamgarh	Jatara	Lar Khurd	14.05.2019	780000	573937	206063
23.	Tikamgarh	Jatara	Margunwa	24.08.2019	780000	670485	109515
24.	Tikamgarh	Baldeogarh	Bheetarwar	03.09.2016	780000	709348	70652
25.	Tikamgarh	Baldeogarh	Malguwan	27.04.2016	780000	468256	311744
26.	Tikamgarh	Baldeogarh	Sujanpura	03.09.2016	780000	732988	47012
27.	Tikamgarh	Baldeogarh	Farka	14.05.2019	780000	517935	262065
28.	Tikamgarh	Palera	Barana A	12.07.2017	780000	680000	100000
29.	Tikamgarh	Palera	Italian	12.07.2017	780000	603483	176517
30.	Tikamgarh	Palera	Kachhaura B	22.06.2016	780000	645768	134232
31.	Tikamgarh	Palera	Dinu	30.05.2017	780000	541000	239000
32.	Tikamgarh	Palera	Kotra Khera	30.05.2017	780000	403588	376412
33.	Tikamgarh	Palera	Simra Khurd S	25.06.2017	780000	379235	400765
34.	Tikamgarh	Puthvipur	Bitar	05.08.2019	583000	544963	38037
35.	Tikamgarh	Puthvipur	Kakawani	27.09.2016	780000	758894	21106
36.	Tikamgarh	Niwari	Patharam	24.05.2017	583000	364341	218659
37.	Tikamgarh	Niwari	Khiria	24.05.2017	583000	401070	181930
38.	Tikamgarh	Niwari	Pipra	24.05.2017	583000	427551	155449
39.	Tikamgarh	Niwari	Katau Pahadi	07.08.2018	583000	380920	202080
40.	Tikamgarh	Niwari	Kudhar	07.08.2018	583000	376912	206088
41.	Tikamgarh	Niwari	Sakuli	07.08.2018	583000	421574	161426
42.	Tikamgarh	Niwari	Shaktibhaura	02.02.2018	583000	551868	31132
43.	Tikamgarh	Niwari	Damania	01.03.2016	780000	596166	183834
44.	Tikamgarh	Niwari	Shivrampur Sendri	17.08.2016	780000	723879	56121
45.	Tikamgarh	Niwari	Assati Khas	29.05.2017	780000	721394	58606

Sl. No.	Name of district	Name of the Project	Name of AWC	Date of Completion of construction work	Sanctioned Amount	Expenditure incurred	Remaining amount
46.	Tikamgarh	Niwari	Dhimarpura	27.02.2015	780000	566000	214000
47.	Tikamgarh	Niwari	Deori Bannau	28.02.2016	780000	724859	55141
48.	Tikamgarh	Niwari	Dharampura	03.04.2016	780000	698200	81800
49.	Tikamgarh	Niwari	Ladpura	03.01.2020	780000	606461	173539
50.	Tikamgarh	Prithvipur	Bhelsa Khurd	01.05.2019	780000	441179	338821
51.	Tikamgarh	Prithvipur	Kanaura	01.05.2019	780000	444731	335269
52.	Shajapur	Shajapur	Aala Umrod	20.07.2014	780000	610000	170000
53.	Shajapur	Shajapur	Barwala	04.01.2017	780000	596306	183694
54.	Shajapur	Shajapur	Kanja	06.01.2017	780000	715699	64301
55.	Shajapur	Shajapur	Londia	10.02.2015	780000	662124	117876
56.	Shajapur	Shajapur	Pindonia	03.04.2015	780000	695000	85000
57.	Shajapur	Shajapur	Paldi	11.12.2014	780000	623000	157000
58.	Shajapur	Berchha	Sundarasi	20.11.2014	780000	725000	55000
59.	Shajapur	Berchha	Kasamkhedi	28.02.2015	780000	757000	23000
60.	Shajapur	Berchha	Jarkhi	14.11.2014	780000	717952	62048
61.	Shajapur	Berchha	Sirolia	10.10.2015	780000	666800	113200
62.	Shajapur	Berchha	Jhonkar	24.04.2015	780000	759000	21000
63.	Shajapur	Polaykala	Dewli	26.11.2014	780000	678785	101215
64.	Shajapur	Polaykala	Khadi	05.08.2015	780000	681419	98581
65.	Shajapur	Polaykala	Morta Kevadi	01.10.2014	780000	692644	87356
66.	Shajapur	Polaykala	Hadlay kala	05.01.2015	780000	744874	35126
67.	Shajapur	Polaykala	Avantipur Bahodia	11.05.2015	780000	759000	21000
68.	Shajapur	Berchha	Kisoni	05.12.2015	780000	768778	11222
69.	Shajapur	Shujalpur	Shyampur	20.03.2016	780000	728000	52000
70.	Shajapur	Shujalpur	Janner	22.06.2015	780000	757115	22885
71.	Shajapur	Shujalpur	Rasalpur	04.06.2016	780000	770704	9296

Sl. No.	Name of the district	Name of the Project	Name of AWC	Date of Completion of construction work	Sanctioned Amount	Expenditure incurred	Remaining amount
72.	Shajapur	Moman badodiya	Dhenka	15.07.2015	780000	588352	191648
73.	Shajapur	Moman badodiya	Karju	24.01.2015	780000	694000	86000
74.	Shajapur	Moman badodiya	Polay khurd	20.02.2015	780000	754000	26000
75.	Shajapur	Moman badodiya	Bolai	15.10.2014	780000	625614	154386
76.	Shajapur	Moman badodiya	Umaria Daya	16.12.2014	780000	648437	131563
77.	Shajapur	Moman badodiya	Chhilaucha	28.12.2014	780000	738544	41456
78.	Shajapur	Kalapipal	Rausala	26.06.2015	780000	698349	81651
79.	Shajapur	Kalapipal	Semliya	14.10.2015	780000	754000	26000
80.	Shajapur	Kalapipal	Begumkhedi	04.02.2015	780000	693624	86376
81.	Shajapur	Kalapipal	Bagoda	26.08.2015	780000	769211	10789
82.	Shajapur	Kalapipal	Tilawad Maina	01.12.2014	780000	758466	21534
83.	Shajapur	Kalapipal	Dandiya Khedi	17.01.2015	780000	705000	75000
84.	Shajapur	Shajapur	Ward 18	27.07.2015	780000	741693	38307
85.	Shajapur	Shajapur	Ward 27	18.02.2015	780000	685750	94250
86.	Shajapur	Berchha	Beracha	05.05.2017	780000	468864	311136
87.	Shajapur	Berchha	Jhokkar	24.04.2015	780000	755000	25000
88.	Shajapur	Berchha	Maksi Ward No. 1	24.11.2014	780000	625000	155000
89.	Shajapur	Berchha	Maksi Ward No. 14	24.11.2014	780000	653000	127000
90.	Shajapur	Polaykala	Ward 11 Polaykala	20.02.2015	780000	777000	3000
91.	Shajapur	Polaykala	Ward 15 Polaykala	05.06.2015	780000	702294	77706
92.	Shajapur	Polaykala	Ward 1 Akodia	22.06.2015	780000	694696	85304
93.	Shajapur	Polaykala	Ward 2 Akodia	22.06.2015	780000	675910	104090
94.	Shajapur	Shujalpur	Nandasur	13.01.2016	780000	771000	9000
95.	Shajapur	Moman badodiya	Bhavarasa	31.08.2016	780000	527000	253000
96.	Shajapur	Moman badodiya	Govinda	04.05.2017	780000	422000	358000
97.	Shajapur	Moman badodiya	Mochikhedi	07.05.2015	780000	668000	112000

Sl. No.	Name of the district	Name of the Project	Name of AWC	Date of Completion of construction work	Sanctioned Amount	Expenditure incurred	Remaining amount
98.	Shajapur	Moman badodiya	Ghanana	30.11.2015	780000	602191	177809
99.	Shajapur	Kalapipal	Khajuri Alahadad	28.05.2015	780000	711619	68381
100.	Shajapur	Kalapipal	Kohdi	16.01.2016	780000	773395	6605
101.	Shajapur	Kalapipal	Rihri Muradabad	15.01.2016	780000	761951	18049
102.	Shajapur	Kalapipal	Khata Khedi	10.11.2020	780000	740000	40000
103.	Shajapur	Kalapipal	Bapcha	23.01.2021	780000	760000	20000
104.	Shajapur	Kalapipal	Araniakala	30.12.2020	780000	727000	53000
105.	Shajapur	Kalapipal	Bolda 2	02.05.2017	780000	655000	125000
106.	Shajapur	Shujalpur	Kadwala	28.11.2016	780000	636000	144000
107.	Shajapur	Shujalpur	Kisoni 2	03.12.2016	780000	758000	22000
108.	Shajapur	Shujalpur	Kheda Bolda	18.03.2017	780000	593000	187000
109.	Shajapur	Shujalpur	Mayapur	18.12.2016	780000	584000	196000
110.	Shajapur	Shujalpur	Sapti	20.12.2016	780000	573000	207000
111.	Shajapur	Shujalpur	Girwar	20.12.2016	780000	622000	158000
112.	Shajapur	Shujalpur	Nichhma	23.03.2017	780000	659000	121000
113.	Shajapur	Shujalpur	Ringnikheda	21.02.2017	780000	551000	229000
114.	Shajapur	Shujalpur	Aakya	10.02.2017	780000	564000	216000
115.	Shajapur	Shujalpur	Lahori	10.02.2017	780000	539000	241000
116.	Shajapur	Shajapur	Panwari	01.06.2017	780000	530000	250000
117.	Shajapur	Shajapur	Nipania Dhakad	28.03.2019	780000	563000	217000
118.	Shajapur	Shajapur	Jhokar Chhota Takia	28.03.2019	780000	558000	222000
119.	Shajapur	Berchha	Jhokkar Bada Goya	28.03.2019	780000	533000	247000
120.	Shajapur	Berchha	Jhokkar Kacheri	23.12.2016	780000	669000	111000
Total					8,96,60,000	7,49,01,867	1,47,58,133

Appendix-1.12
(Reference: Paragraph No. 1.11.1, Page No. 34)
Statement showing allocation of foodgrain by GoI and its utilization

Year	Allocation of Foodgrains by GoI		State allocated food grains to Districts		State allocated foodgrains to THR plants		Utilization of food grains certified by state		Un-utilized food grains w.r.t allocation by state	
	Wheat	Rice	Wheat	Rice	Wheat	Rice	Wheat	Rice	Wheat	Rice
2019-20	148000	54000	71413.197	19179.073	52421.588	22338.586	119718.166	38967.787	4116.619	2549.872
2020-21	119039	44100.8	82286.220	13147.802	29148.000	13203.000	108405.344	25302.648	3028.876	1048.154
2021-22	117506	42757	66062.916	17250.630	35026.000	15579.000	96234.813	31060.034	4854.103	1769.596
2022-23	130564	45415	69787.156	20925.062	21976.000	9233.000	72546.350	22148.520	19216.806	8009.542
2023-24	116159	48162	66505.784	20179.982	39107.336	13816.221	100594.713	32061.352	5018.407	1934.851
Total	631268	234434.8	356055.273	90682.549	177678.924	74169.807	497499.386	149540.341	36234.811	15312.015

Appendix-1.13

(Reference: Paragraph No. 1.11.1.1, Page No. 34)

Statement showing discrepancy in data of utilization of foodgrain in selected six districts

Name of district	Quantity (in Metric Ton) of food grains allocated to district	Utilization of quantity (in Metric Ton) of food grains certified by the district		Quantity (in Metric Ton) of lifting of food grains informed by DCSC		DPO made payment for the food grains during the audit period		Amount paid for excess food grains by the DPO without confirming the lifting from DCSC	
		Wheat	Rice	Wheat	Rice	Wheat	Rice	Wheat	Rice
Alirajpur	7032.108	1849.502	7032.108	1849.502	1680.535	6959.65	1815.625	383.326	135.09
Burhanpur	3795.244	975.384	3795.244	3576.33	882.26	3850.855	990.713	274.525	108.453
Datia	4515.34	1166.556	5015.129	1429.598	1158.981	5015.129	1429.598	509.642	270.617
Sheopur	4845.783	1258.216	4845.783	1258.216	1200.483	4845.786	1279.173	109.704	78.69
Sidhi	7681.045	1980.729	7723.34	1932.72	1756.336	7723.34	1932.72	799.721	176.384
Tikamgarh (including Niwari)	8564.014	2204.729	8564.014	2204.729	2144.72	8547.01	2179.986	80.082	35.266
Total	36,433.534	9,435.116	36,975.62	12,251.1	8,823.315	36,941.77	9,627.815	2,157.000	804.500

Appendix-1.14

(Reference: Paragraph No. 1.11.4, Page No. 39)

Statement showing educational qualifications of AWWs posted in selected districts

District	No. of AWW	Filled post	Illiterate	Below 5th class	Upto 8th class	10th/ Matric	Higher Secondary / Intermediate	Graduation and above
Alirajpur	2228	2191	84	353	510	426	460	358
Anuppur	1156	1143	7	64	257	276	293	246
Balaghat	2560	2514	1	38	328	422	744	981
Burhanpur	815	785	4	35	109	132	290	215
Datia	994	979	0	59	216	145	224	335
Mandla	2310	2258	5	93	549	589	560	467
Narmadapuram	1771	1746	3	86	259	257	370	771
Ratlam	2124	2082	52	259	497	327	485	462
Sehore	1415	1387	0	62	250	298	353	424
Shajapur	1054	1022	0	70	116	168	335	333
Sheopur	1259	1188	21	79	361	229	250	248
Sidhi	1907	1866	4	36	56	139	689	942
Tikamgarh	1293	1272	1	36	203	220	451	356
Total	20,886	20,433	182	1,270	3,711	3,628	5,504	6,138

Appendix-1.15

(Reference: Paragraph No. 1.11.5.3, Page No. 42)

Statement showing non-availability of bills for supply of HCM by the SHGs

Sr. No	Name of District	Project	No. of AWC	Bill of SHG not found for the months (number of months)
1	Mandla	Bichhia	328	4
		Bijadandi	212	2
		Ghughri	259	3
		Nainpur	282	3
		Mohgaon	210	3
		Mawai	332	4
		Narayanganj	207	6
		Mandla	316	1
		Niwas	164	3
2	Tikamgarh	Tikarmgarh Rural	14	1
		Digoda	1	1
		Niwari	4	1
		Palera	1	1
		Baldeogarh	3	1
3	Sehore	Budni	3	2
		Budni	2	1
		Nasrullaganj	1	5
		Sehore Rural	1	1
4	Alirajpur	Alirajpur	3	2
		CSA Nagar	35	2
		Jobat	22	2
		Katthiwada	63	2
		Sondwa	117	2
		Udaigarh	21	2
5	Sheopur	Sheopur Shahri	6	1
		Sheopur-1	3	1

Appendix-2.1

(Reference: Paragraph 2.2, 2.8.2, 2.9.1.1, 2.9.1.2, 2.9.1.3, 2.9.2.1 (d), 2.9.2.3 (a) and 2.10.1.2, Page Nos. 51, 55, 58, 59, 61, 65, 67 and 77)

Details of Directives issued by GoI and GoMP

Sl. No.	Letter/Order/ Circular No.	Date/Year	Subject of the Letter	Issuing Authority	To Whom the Order/Letter Issued	Responsibility
1	Demi-official Letter No./Mahavi/ /8/1554	15.12.1989	Proper management of the working women's hostel.	Commissioner (Women Child Development), M.P.	District Collector, District, M.P. <i>Endorsed to-</i> District Women and Child Development Officer, District	To ensure that working women's hostels are not misused for purposes other than providing accommodation to working women. They must make active efforts to admit eligible working women and ensure the immediate vacating of any misused hostels. They are also responsible for forming a committee for the efficient operation of hostels, sending complete information on under-construction hostels and required instalments, and submitting quarterly inspection reports along with information on children in day-care centres. DPOs: To inspect all functional working women's hostels in their respective districts and submit quarterly reports on their status and operation.
2	1871	23.10.1990	Regarding proper management of women's hostels for working women.	Commissioner (Women Child Development), M.P.	District Collector, M.P.	To publish advertisements in local newspapers to invite applications for admission from working women into the hostels, collect these application forms, and make arrangements for their stay in the working women's hostels.

Sl. No.	Letter/Order/ Circular No.	Date/Year	Subject of the Letter	Issuing Authority	To Whom the Order/Letter Issued	Responsibility
3	10- 49/2000/50-2	01.07.2000	Regarding provision of safe housing arrangements for working women residing in large cities and rural areas.	Government of Madhya Pradesh, Women and Child Development, Vallabh Bhavan	1. District Collector, District, M.P. 2. District Women and Child Development Officer, District <i>Endorsed to</i> GoI, Ministry of Women and Child Department	For the proper functioning of the WWH, a Management Committee meeting should be conducted on a regular basis. The Collector or their designated representative, along with the District Programme Officer, must mandatorily participate in this committee.
4	क्रमांक/सबावि/ सावि/02/9405	25.09.2002	Regarding the proper use of women's hostels.	Commissioner (Women and Child Development), M.P.	District Collector, District, M.P. <i>Endorsed to</i> District Programme Officer / District Women and Child Development Officer, District – All Madhya Pradesh.	To ensure the correct and designated use of working women's hostels managed by NGOs/Local Bodies in their districts. This includes constituting management committees for the care and management of these hostels, ensuring adequate representation of resident women, and nominating the Women and Child Development Officer as a member.
5	Demi-official letter No. 8166/सा.वि./06	11.01.2006		Commissioner / Director, Women and Child Development, M.P.	Collector, Dhar, MP	To conduct an immediate and thorough inspection of all sanctioned working women's hostels in the district by the District Officer.
6	क्र.म.स./14- 15/4031	09.11.2014	Regarding the operation of hostels for working women in accordance with their	Director, Women Empowerment, M.P.	1. District Collectors <i>Endorsed to</i> 2. Divisional Deputy Director, Women Empowerment, District 3. District Women	To ensure that all working women's hostels managed by NGOs/LBs/Autonomous bodies sanctioned in their district are fully functional for the benefit of working women and that their buildings are not being misused for any other purpose. They must take immediate action to ensure that all such hostels are operated strictly according to their intended purpose.

Sl. No.	Letter/Order/ Circular No.	Date/Year	Subject of the Letter	Issuing Authority	To Whom the Order/Letter Issued	Responsibility
			intended purpose.		Empowerment District Officer,	
7	No./आ.जए/आ.ज. २६/2016 9274	26.02.2016	Regarding the rules and regulations of government and non-government working women's hostels.	Directorate of Women Empowerment, Bhopal	1. Women Empowerment Officer, District – All Madhya Pradesh <i>Endorsed to</i> 1. Deputy Director, Women Empowerment, All Divisions, Madhya Pradesh 2. Superintendent / Warden, Government and Non- Government Working Women's Hostels, District – All Madhya Pradesh	To ensure compliance with the rules and regulations governing government and non-government working women's hostels in their respective districts. This includes periodically submitting inspection reports of these hostels to the Directorate.
8	D.O. No. 15.12.2017 45/26/2017- WWH		Regarding construction of building for providing hostels facilities to working women.	Secretary, Ministry of Women and Child Development, Government of India	All State Secretary / Principal Secretary, Department of WCD/ Social Justice (all States/UTs)	To assess the number of viable proposals for construction/tent of working women's hostels required in their respective States. Revised guidelines (latest) were attached with this letter. The guidelines also mandate to district administration to submit half-yearly progress reports to (to Ministry of WCD via State Government). The guidelines also mandated various responsibilities to State Government and district administration.
9	D.O. No. 20.07.2020 45/15/2020- WWH		Inspection of Working Women Hostels.	Secretary, Ministry of Women and Child Development,	Chief Secretary, Government of Madhya Pradesh	To direct the concerned department within the State Government to conduct inspections of the working women's hostels. Following the inspections, they must forward a

Sl. No.	Letter/Order/ Circular No.	Date/Year	Subject of the Letter	Issuing Authority	To Whom the Order/Letter Issued	Responsibility
				Government of India		functional/non-functional report of these hostels to the Ministry of Women and Child Development.
10	S.No. 1917/2020/50- 2	25.07.2020	Inspection of Working Women Hostels.	Deputy Secretary, Govt. of MP, WCD	Director, Directorate of Women & Child Development, Bhopal (M.P.)	To get all sanctioned working women's hostels inspected in Madhya Pradesh.
11	F. No. WWH- 45/16/2021- WWH	25.08.2021	Recovery of Interest/Other Earnings on unspent balance lying with implementing agencies - reg.	Government of India, Ministry of Women and Child Development	1. The Principal Secretary, Department of Women & Child Development, Govt. of Madhya Pradesh 2. Director, Department of Women & Child Development, Govt. of Madhya Pradesh	To initiate appropriate criminal proceedings against the defaulting implementing agencies for any violation or breach of any provision of the scheme guidelines. Further, to initiate suitable action as stipulated in the Scheme Guidelines for the recovery of interest/other earnings on unspent balances. This includes calculating and forwarding the interest or any other earnings on unspent balance lying with implementing agencies to the Ministry of Women and Child Development within two weeks of the letter's date.

Appendix-2.2

(Reference Paragraph. 2.9.1.1, Page No. 55)

Details of WWHs in Madhya Pradesh

Sl. No.	District	Year of sanction	Name of WWH	Implementing Agency (IA)	Status of IA	Address	Bed Capacity	Sanctioned capacity of Day Care Centre	Status of WWH	Remarks
1	Balaghat	1989-90	Working Women Hostel	Nagar Palika Parishad, Balaghat	Urban Municipal Bodies	Civil Lines, Deendayal Puram, Balaghat	57	0	Used for other purpose	The building is currently being used for the Adim Jati Kalyan office and as a girls' hostel for the Adivasi Vikas Vibhag.
2	Balaghat	1990-91	Working Women Hostel	Special Area Dev. Authority, Balaghat	Urban Municipal Bodies	Not known	Not known	Not known	Cannot be traced	Nil
3	Betul	1988-89	Working Women Hostel	Nagar Palika Parishad, Betul	Urban Municipal Bodies	Near State Bank, Civil Lines, Betul	63	0	Dismantled	The construction of building was defective, and no working women resided.
4	Bhind	1982-83	Working Women Hostel	Municipal Council, Bhind	Urban Municipal Bodies	District Hospital Premises, Bhind	42	0	Used for other purpose	The building was used as a male surgical ward for the District Hospital.
5	Bhopal	1988-89	Ketki Kamkaji Mahila Vasti Grih	Mahila Chetna Manch, Bhopal	NGOs/Civil Societies	Complex Nagar Bhopal	125	25 seats, but not functional	Functional	Nil
6	Bhopal	2004-05	Working Women Hostel, GMC	Gandhi Medical College Autonomous Society, Bhopal	Recognized Colleges/ Universities	GMC, Bhopal Campus	300	No	Used for other purpose	Being used as Medical College Girls Hostel

Sl. No.	District	Year of sanction	Name of WWH	Implementing Agency (IA)	Status of IA	Address	Bed Capacity	Sanctioned capacity of Day Care Centre	Status of WWH	Remarks
7	Bhopal	1978-79	Working Women Hostel, Barkatullah	Barkatullah university, Bhopal (Constructed by Madhya Pradesh Shashkiya Mahila Karmchari Kalyan Kendra, Bhopal)	Recognized Colleges/ Universities	Barkatullah University Campus	75	0	Used for other purpose	Being used as University Girls Hostel
8	Bhopal	1988-89	Red Cross Society, Bhopal WWH	Red Cross Society, Bhopal	NGOs/Civil Societies	Shivaji Nagar, Bhopal	67	0	Used for other purpose	A Hospital has been functioning on site of WWH
9	Bhopal	1974-75 1979-80	Kalyani Kamkaji Mahila Vasti Grih	Madhya Pradesh Shashkiya Mahila Karmchari Kalyan Kendra, Bhopal	NGOs/Civil Societies	Shivaji Nagar, Bhopal	(48+36)= 84 (two units)	30 seats but not functional	Functional	Nil
10	Bhopal	1983-84	Triveni WWH	B.H.E.L. Gram Vikas Seva Samiti	NGOs/Civil Societies	Govindpura, BHEL, Bhopal	108	50 seats but not functional	Functional	Nil
11	Bhopal	1974-75 1983-84 1993-94	Gitanjali WWH	Bhopal Women's Association	NGOs/Civil Societies	Bhopal Women's Association, 32, Shyamla Road	32+34+32= 98 (three units)	0	Functional	Nil
12	Bhopal	2017-18	Swyama siddha kamkaji Mahila vasti grih	State Government of Madhya Pradesh	State Government	Tulsi Nagar, Bhopal	100	0	Functional	Nil
13	Burhanpur	1980-81	Working Women Hostel	Municipal Corporation, Burhanpur	Urban Municipal Bodies	Sanaji Nagar, Burhanpur	89	30	Dilapidated	Nil
14	Burhanpur	1986-87	Working Women Hostel	Nepa Limited, Napanagar Education Society	NGOs/Civil Societies	Napanagar, Burhanpur	100	30	Used for other purpose	CDPO Napanagar
15	Chhatarpur	1986-87	Working Women Hostel	Municipal Council, Bijawar, Chhatarpur	Urban Municipal Bodies	Near Co-operative bank, Nagar Parishad Bijawar	26	0	Used for other purpose	The ground floor was used for a private school, the first floor for Maa

Sl. No.	District	Year of sanction	Name of WWH	Implementing Agency (IA)	Status of IA	Address	Bed Capacity	Sanctioned capacity of Day Care Centre	Status of WWH	Remarks
Manshapuram Shiksha Niketan, and a shopping complex was built on the WWH premises, with rent collected by the Municipal Council.										
16	Chhatarpur	1982-83	Working Women Hostel	Nagar Palika, Chhatarpur	Urban Municipal Bodies	Police Line Road, Chhatarpur	30	0	Used for other purpose	Three project offices and their godown of the WCD department operated in the building.
17	Chhatarpur	1987-88	Working Women Hostel	Special Area Dev. Authority, Khajuraho	Urban Municipal Bodies	Sewagram Khajuraho, Near bus stand	50	0	Dilapidated	Nil
18	Chhindwara	1978-79	Working Women Hostel	Municipal Council, Chhindwara	Urban Municipal Bodies	Municipal Council, Chhindwara	30	0	Dismantled and a new building has been constructed on the site	A new building for Nagar Palik Nigam was constructed on the land.
19	Damoh	1981-82	Working Women Hostel	Municipal Council, Damoh	Urban Municipal Bodies	Saraswati Shishu Mandir ke samne, Killai Road	59	30	Dilapidated	Nil
20	Dewas	1981-82	Working Women Hostel	Tristariya Jila Mahila Mandal, Dewas	NGOs/Civil Societies	16 Lalajpat rai road, Dewas	20	25	Used for other purpose	Primarily, IA used the structure to run three medical shops, and they constructed a mandir on the campus. After that, the WCD used it as a project office and a storehouse.

Sl. No.	District	Year of sanction	Name of WWH	Implementing Agency (IA)	Status of IA	Address	Bed Capacity	Sanctioned capacity of Day Care Centre	Status of WWH	Remarks
21	Dhar	1980-81	Working Women Hostel	Municipal Council, Dhar	Urban Municipal Bodies	Dhar	21	0	Used for other purpose	The building is being used by Municipal Council, Dhar for operating its office.
22	Guna	1981-82	Working Women Hostel	Nagar Palika Parishad, Guna	Urban Municipal Bodies	Income Tax Colony, Guna	44	0	Dilapidated	The WWH operated until August 2019 but was later evacuated due to its dilapidated condition.
23	Gwalior	1985-86 1996-97	Indira Gandhi Working Women Hostel	All India Association for Social Health in India, MP Branch	NGOs/Civil Societies	SAF Road, Kampoo, Gwalior	100+54 =154 (Two units)	30 seats but not functional	Functional	GoI has stated that three units are there under the IA, but found two
24	Gwalior	1994-95	Working Women Hostel	All India Association for Social Health in India, MP Branch	NGOs/Civil Societies	Not known	20	0	Could not be traced	
25	Gwalior	1977-78	Hostel Number 1	Jan Vikas Nyas, Cancer Hospital Research Institute	NGOs/Civil Societies	Cancer Hospital Campus, Mandre ki Late	50	0	Non-Functional	Nil
26	Gwalior	1978-79	Hostel Number 2	Jan Vikas Nyas, Cancer Hospital Research Institute	NGOs/Civil Societies	Cancer Hospital Campus, Mandre ki Late	50	0	Functional	Nil
27	Gwalior	1974-75	Working Women Hostel	Department of Women & Child Development (Constructed by MP State Tuberculosis Association TB Hospital)	State Government	Jayarogya Hospital campus, Gwalior	24	0	Used for other purpose	One stop centre was running after that Children home (girls) being run by WCD, Gwalior
28	Harda	1988-89	Working Women Hostel	Special Area Dev. Authority, Harda	Urban Municipal Bodies	Special Area Dev. Authority, Harda	48	0	Construction not started	Nil

Sl. No.	District	Year of sanction	Name of WWH	Implementing Agency (IA)	Status of IA	Address	Bed Capacity	Sanctioned capacity of Day Care Centre	Status of WWH	Remarks
29	Hoshangabad	1983-84	Working Women Hostel	Itarsi Sudhar Nyas	Urban Municipal Bodies	Hoshangabad	69	0	Dismantled and a new building has been constructed on the site	New girls' hostel was constructed by MGM PG College, Itarsi in place of WWH building by order of Collector.
30	Indore	1974-75	Sakhi Niwas	Department of Women & Child Development (Constructed by MP State Tuberculosis Association TB Hospital	State Government	King Advert Memorial Hospital, Near madhumilan square, Indore	40	0	Functional	Nil
31	Indore	1981-82	Rukshmanidevi Deepchand Gardi Mahila Vasati Grih	Akhil Bhartiya Mahila Sabha, Indore	NGOs/Civil Societies	Sewa Kunj, 48/1 Snehlaganj, Indore	30	30 seats but not functional	Functional	Nil
32	Indore	1988-89	Indian Redcross Society, Indore	Indian Redcross society, Indore	NGOs/Civil Societies	MOG Line, Redcross society premises, Pardesipura, Indore	51	0	Dismantled and a new building has been constructed on the site	A Hospital has been constructed on site of WWH
33	Indore	1983-84	Vidyaben Deepchand Gardi Kamkaji Mahila Awas Grih	Mahila Pragati Kendra, Indore	NGOs/Civil Societies	1/5 Northkunj Mohalla, Indore	92	0	Functional	Nil
34	Indore	1986-87	Kamkaji Mahila Vasti Grih	Bhartiya Gramin Mahila Sangh	NGOs/Civil Societies	Shramik Colony, Rau, Indore	28	0	Used for other purpose	Being used as AASHA Training Centre
35	Indore	1995-96	Pandita Ramabai Girls Hostel	Devi Ahilya Vishwavidyalaya, Indore	Recognized Colleges/Universities	University Campus, Main entrance, Khandwa	120	36 seats, but not functional	Used for other purpose	Being used as University Girls Hostel

Sl. No.	District	Year of sanction	Name of WWH	Implementing Agency (IA)	Status of IA	Address	Bed Capacity	Sanctioned capacity of Day Care Centre	Status of WWH	Remarks
Road ke samne, Indore										
36	Indore	2002-03	Tarini Working Women Hostel	Bal Niketan Sangh	NGOs/Civil Societies	Pagnis Paga, Indore	53	0	Non-functional	Non-functional since 2020
37	Indore	2018-19	Working Women Hostel	State Government of MP	State Government	Old Palasia, Indore	100	25 seats, functional	Functional	Functional since October 2024
38	Jabalpur	1979-80	Working Women Hostel	Young Women's Christian Association Barat Road, Jabalpur	NGOs/Civil Societies	In front of English Methodist church, Napier Town, Jabalpur	40	0	Non-functional	Nil
39	Jabalpur	1974-75	Working Women Hostel	State Government of Madhya Pradesh (Constructed by MP State Tuberculosis Association TB Hospital)	State Government	Behind Medical College, Jabalpur	48	0	Used for other purpose	An Anganwadi Prashikshan Kendra was functioning by WCD.
40	Jabalpur	1990-91	Working Women Hostel	Nagar Parishad, Bhedaghat, Jabalpur	Urban Municipal Bodies	Bhedaghat	30	0	Building not completed	Nil
41	Khandwa	1980-81	Working Women Hostel	Municipal Corporation, Khandwa	Urban Municipal Bodies	District Hospital ke bagal mein, Khandwa	41	0	Dismantled and a new building has been constructed on the site	Dismantled during construction of new medical college, Khandwa
42	Khandwa	1980-81	Working Women Hostel	Municipal Corporation Khandwa	Urban Municipal Bodies	Civil Lines, Khandwa	41	0	Used for other purpose	Being used as Nagar Nigam Office
43	Khargone	1993-94	Chandrika Working Women Hostel	Mahila Sabha, Khargone	NGOs/Civil Societies	Umarkhali Road, Near Homeguard Office, Khargone, MP	50	0	Used for other purpose	The building is being used for NHAI office and PIU office. First floor is occupied by

Sl. No.	District	Year of sanction	Name of WWH	Implementing Agency (IA)	Status of IA	Address	Bed Capacity	Sanctioned capacity of Day Care Centre	Status of WWH	Remarks
44	Mandla	1986-87	Working Women Hostel	Janpad Panchayat, Mandala	Urban Municipal Bodies	Near CEO office, Mandla	33	0	Used for other purpose	DPO office for anganwadi training. Since April 2020, the building has been used as a storage facility for tricycles, battery-operated cycles, and wheelchairs for Divyang individuals. The building was in dilapidated condition.
45	Mandsaur	1978-79	Mahila Mandal Working Women Hostel	Mahila Mandal, Mandsaur	NGOs/Civil Societies	Afeem Godam road, Mandsaur	30	0	Non-functional	At the time of joint physical verification, the building was locked and was looking in a bad condition.
46	Morena	1984-85	Working Women Hostel	Nagar Palika Parishad, Morena	Urban Municipal Bodies	Morena	52	0	Used for other purpose	The building was used as a primary school by Abhyuday Ashram, an NGO
47	Neemuch	1978-80	Working Women Hostel	Municipal Council, Neemuch	Urban Municipal Bodies	Neemuch	30	0	Used for other purpose	The building was being utilized as Dr. Radhakrishnan Samudayik Bhawan.
48	Niwari (Tikamgarh)	1988-89	Working Women Hostel	Nagar Palika Parishad, Tikamgarh	Urban Municipal Bodies	Niwari	22	0	Building not completed	Nil
49	Rajgarh	1990-91	Working Women Hostel	Municipal Council, Rajgarh	Urban Municipal Bodies	PT Company, Old municipal Council, Rajgarh	48	0	Used for other purpose	CDPO Office

Sl. No.	District	Year of sanction	Name of WWH	Implementing Agency (IA)	Status of IA	Address	Bed Capacity	Sanctioned capacity of Day Care Centre	Status of WWH	Remarks
50	Ratlam	1980-81	Working Women Hostel	Nagar Sudhar Nyas, Ratlam, now Nagar Nigam, Ratlam	Urban Municipal Bodies	Katju Nagar, Jain Mandir ke peechhe, Ratlam	46	0	Used for other purpose	The building was never used as a facility for working women. Instead, it was utilized for operating a Kendriya Vidyalaya, the project office of the WCD. Currently being used as a storage facility for WCD.
51	Rewa	1988-89	Surabhi Women Working Hostel	Mahila Samiti Kala Mandir, Rewa	NGOs/Civil Societies	Near Swagat Chauraha, Rewa	30	0	Functional	Nil
52	Sagar	1983-84	Kalyani Kamkaji Mahila Chhatrawas	Sagar Mahila Kalyan Samiti, Sagar	NGOs/Civil Societies	Madhukar Shah Ward, New officers colony, Sagar	21	0	Functional	Nil
53	Sehore	1988-89	Working Women Hostel	Nagar Sudhar Nyas (Now municipal corporation, Sehore)	Urban Municipal Bodies	Luniya chauraha, Sehore	118	0	Building not completed	Incomplete building, later used by NRLM under the order of the collector.
54	Seoni	1986-87	Working Women Hostel	Municipal Council, Seoni	Urban Municipal Bodies	Dal sagar talab ke samne, BSNL ke baajoo mein, Seoni	58	0	Partly Functional and Used for other purpose	Four women are living from several years. First floor and some room of Ground floor was given for other purposes
55	Shajapur	1980-81	Working Women Hostel	Municipal Council, Shajapur	Urban Municipal Bodies	Station road, Mhowpura, Shajapur	48	0	Dilapidated	Nil
56	Shivpuri	1981-82	Working Women Hostel	Nagar Palika Parishad, Shivpuri	Urban Municipal Bodies	Shivpuri	52	0	Used for other purpose	The building was used for Anganwadi

Sl. No.	District	Year of sanction	Name of WWH	Implementing Agency (IA)	Status of IA	Address	Bed Capacity	Sanctioned capacity of Day Care Centre	Status of WWH	Remarks
training centre and for ICPS.										
57	Sidhi	1983-84	Working Women Hostel	Shiva Siksha samiti, Churhat	NGOs/Civil Societies	Churhat, Sidhi, Near nagar panchayat office	32	0	Could not be traced	The building was locked, preventing the audit team from conducting a joint physical verification.
58	Ujjain	1976-77	Working Women Hostel	Malav Mahila Kalyan Parishad, Ujjain	NGOs/Civil Societies	Bada Teliwada, Bambalchaua, Ujjain	100	0	Ruins	The hostel building had completely collapsed, only the premises there, which was locked.
59	Vidisha	1979-80	Working Women Hostel	Nagar Palika, Vidisha	Urban Municipal Bodies	Neemtal, Gandhi Chowk, Near Railway overbridge, Vidisha	32	0	Dismantled and a new building has been constructed on the site	Samudayik Bhawan constructed

Source: Information furnished by WCD and observations made in JPV of WWHs

Appendix-2.3

(Reference Paragraph:. 2.9.2.1 (a), Page No. 61)

WWHs used for purposes other than those intended

Sl. No.	Name of WWH	District	Sanction/ Construction Year	Used as (Since)	Fund Released by GoI (amount in ₹)
1	Kamkaji Mahila Vasti Grih by Bhartiya Gramin Mahila Sangh	Indore	1986-87/ 1990	Asha Training Centre under National Health Mission (Not known).	4,77,664
2	Pandita Ramabai Girls hostel by Devi Ahilya Vishwavidyalaya, Indore		1995-96/ Not available	Girl's Hostel for university students (Not known)	Not provided
3	Working Women Hostel by Nagar Palika Parishad, Balaghat	Balaghat	1989-90/ 1993	Boys' and girls' hostel of Tribal Affairs Department since August 2015 by order of Collector, Balaghat	10,54,212
4	Working Women Hostel by Municipal Council, Bhind	Bhind	1982-83/ 1995	Male surgical ward for the district hospital, Bhind during JPV	3,87,852
5	Working Women Hostel by Barkatullah university, Bhopal (Constructed by Madhya Pradesh Shashkiya Mahila Karmchari Kalyan Kendra, Bhopal)	Bhopal	1978-79/ 1990	Girl's Hostel (Not known)	6,06,748
6	Working Women Hostel by Gandhi Medical College Autonomous Society, Bhopal		2004-05/ 2010	Block H was occupied solely by postgraduate students, while Block G housed undergraduate students along with some postgraduate students (Not known).	1,97,53,418
7	Working Women Hostel by Nagar Palika, Chhatarpur	Chhatarpur	1982-83/Not available	Three project offices of WCD, Chhatarpur was functional in the WWH building.	Not provided

Sl. No.	Name of WWH	District	Sanction/ Construction Year	Used as (Since)	Fund Released by GoI (amount in ₹)
8	Working Women Hostel by Municipal Council, Bijawar, Chhatarpur		1986-87/ 1997-98	Ground floor was used for a private school, the first floor for Maa Manshapuram Shiksha Niketan and a shopping complex was built in the WWH premises.	Not provided
9	Working Women Hostel by Municipal Council, Dhar	Dhar	1980-81/ 1989	1. Hostel of Sports Project Development Area (Since starting 1991) 2. Office of the Municipal Council, Dhar (Since 2011-12)	5,43,566
10	Working Women Hostel by Department of Women & Child Development (Constructed by MP State Tuberculosis Association TB Hospital)	Gwalior	1974-75/ Not available	1. One stop centre being run by WCD, Gwalior (Not known) 2. Maa Kaila Devi Balika Grih (February 2024)	3,95,000
11	Working Women Hostel by State Government of Madhya Pradesh (Constructed by MP State Tuberculosis Association TB Hospital)	Jabalpur	1974-75/ Not available	Anganwadi Workers Training Centre	7,02,500
12	Chandrika Working Women Hostel by Mahila Sabha, Khargone	Khargone	1993-94/ 2003	1. Ground Floor: (A) Office of the Divisional Project Engineer, Public Works Department (PIU), and (B) Office of the Sub-Divisional Officer, Public Works Department (National Highways), Sub-Division, Khargone (October 2018). 2. First Floor: Occupied by DPO, WCD for Anganwadi Training Centre (September 2019), which was reallocated to division level at Indore (June	12,57,859

Sl. No.	Name of WWH	District	Sanction/ Construction Year	Used as (Since)	Fund Released by GoI (amount in ₹)
				2021). During JPV (January 2025), it was found vacant.	
13	Working Women Hostel by Janpad Panchayat, Mandla	Mandla	1986-87/ 1990	Since April 2020, the building has been used as a storage facility for tricycles, battery-operated cycles, and wheelchairs for Divyang individuals.	Not provided
14	Working Women Hostel by Nagar Palika Parishad, Morena	Morena	1984-85/ 1990	Activities of Abhyudaya Ashram, an NGO.	8,52,357
15	Working Women Hostel, Municipal Council, Neemuch	Neemuch	1979-80/ Not available	Dr. Radhakrishnan Samudayik Bhawan	Not provided
16	Working Women Hostel by Nagar Sudhar Nyas, Ratlam, now Nagar Nigam, Ratlam	Ratlam	1980-81/ 1983	1. Used for operating a Kendriya Vidyalaya(1986-87 to not known) Project offices of WCD, Ratlam (1996-97 to 2017) Storage facility for WCD, Ratlam (Since 2017)	5,55,750
17	Working Women Hostel by Nagar Palika Parishad, Shivpuri	Shivpuri	1981-82/ 1986	1. Anganwadi training centre (February 1986 to 2022). 2. Office of the District Child Protection Officer and Child Welfare Committee (CWC) for Integrated Child Protection Scheme (ICPS) activities.	4,50,000
18	Working Women Hostel by Municipal Council, Seoni	Seoni	1986-87/Not available	The WWH was partially used for working women. Seven rooms at Ground floor were used for Working women, remaining; 1. Three double rooms and 14 single rooms of ground floor were used for Store of Municipal Council Seoni and District Urban Development Authority (DUDA) office. 2. First floor was used for Anganwadi training centre.	Not provided

Sl. No.	Name of WWH	District	Sanction/ Construction Year	Used as (Since)	Fund Released by GoI (amount in ₹)
19	Working Women Hostel by Nepa Limited, Nepanagar Education Society	Burharnpur	1986-87/ 1989	1. O/o Municipal Council Nepanagar (1993-2021) 2. Tehsil Office Nepanagar (1996 to 2004), 3. ITI Nepanagar (February 2001 to December 2011), CDPO- Nepanagar Office of WCD Department (June 2011 to January 2025)	12,49,500
20	Working Women Hostel by Tristariya Jila Mahila Mandal, Dewas	Dewas	1981-82/ 1983	Office and store room for CDPO (Urban), WCD department since 2006	3,07,072
21	Working Women Hostel by Municipal Corporation, Khandwa	Khandwa	1980-81/ Not available	Zone Office of Municipal Corporation Khandwa since starting	14,15,175
22	Working Women Hostel by Municipal Council, Rajgarh	Rajgarh	1990-91/ 1995	CDPO Office of WCD Department	3,69,495
Total					3,03,78,168

Appendix-2.4

(Reference: Paragraph 2.9.3.1, Page No. 70)

Details of availability of infrastructure in functional WWHs

Sl. No.	Name of Hostel	Display “Assisted by MoWCD GolP”	Warden’s quarters	Recreational Room	Medical/ Sick Room	Geyzers/ Solar water heater	Washing Machine	Visitor Room	Medical first Aid	Disabled friendly infrastructure	Boundary Wall	Rain water harvesting	Dining Hall	Store
1	Geetanjali Working Women Hostel, Bhopal	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes	No	Yes	Yes
2	Kalyani Working Women Hostel, Bhopal	No	Yes	No	Yes	No	Yes	No	Yes	Yes	Yes	No	Yes	Yes
3	Ketki Working Women Hostel, Bhopal	No	No	Yes	Yes	No	No	Yes	No	Yes	Yes	No	Yes	Yes
4	Swayamsiddha Working Women Hoste, Bhopal	NA*	No	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
5	Triveni Working women Hostel, Bhopal	No	Yes	No	No	Yes	No	Yes	No	No	Yes	No	No	No
6	Jan Vikas Nyas, Hostel No.-2, Gwalior	No	No	No	No	Yes	No	No	Yes	No	Yes	No	No	No
7	Akhil Bhartiya Mahila sabha, Indore	No	Yes	Yes	Yes	Yes	No	No	Yes	No	Yes	Yes	Yes	Yes
8	Sakhi Niwas, KEH Compound, Indore	No	No	No	No	Yes	Yes	No	Yes	No	Yes	No	Yes	Yes
9	Vidhyaben Deepchand Bhai Gardi, Indore	No	Yes	No	No	No	No	No	No	No	Yes	No	Yes	Yes
10	Sakhi Nivas, Indira Gandhi WWH, Gwalior	No	Yes	Yes	No	No	No	No	No	No	Yes	Yes	Yes	Yes
11	Kalyani Working Women Hostel, Sagar	No	Yes	No	No	No	No	Yes	No	No	Yes	No	No	Yes
12	Surabhi Working Women Hostel, Rewa	No	Yes	Yes	Yes	No	No	No	No	No	Yes	No	Yes	No
13	Mahila Vasti Grih, Seoni	No	No	Yes	Yes	Yes	No	No	No	No	No	No	No	No
Total		11	5	6	7	7	9	8	7	10	1	10	5	4

**Not applicable as fully funded by State Government*

Appendix-3.1
(Reference: Paragraphs 3.1 and 3.5, Page No. 83 and 85)
List of Child Care Institutions as of March 2024

Sl. No.	District	Boys/Girls (B/G)	Type	Name	Run by	Total children residing	Selected for JPV
1	Bhopal	G	CH	Govt. Girls' Home	Govt.	24	Selected
2		B		Missionary of Charity	NGO	35	Selected
3		B/G		SOS Balgram		125	
4		B/G		Bal Niketan Trust		62	Selected
5		B/G		Nitya Seva Society		155	
6		B/G (SN)		S.O.S. Balgram		45	Selected
7	Ujjain	B		Govt. Children Home (Boy)	Govt.	24	
8		G		Govt. Children Home (Girl)		55	
9		B/G (SN)		Sewadham Ashram	NGO	117	
10	Sagar	B/G		Sagar Mahila evam Bal Vikash Samiti		47	Selected
11		B		St. Fransis Sewadham		0	Selected
12		G		Kabeer Manav Sewadham		33	Selected
13		B		Lifeline Service Society		23	
14	Jabalpur	B		Govt. Children Home (Boy)	Govt.	12	
15		G		Rajkumari Bai Bal Niketan	NGO	35	Selected
16		G		Ladli Basera		50	
17		B		Missionary of Charity		34	
18		B		West Central Railway		18	Selected
19	Narsinghpur	B		Prani Mitra samiti		0	
20		G		Samridh Vikas Samiti Mushran Pipraiya		9	
21		B		Rajradha Bahuuddeshiya Mahila Mandal		17	
22	Balaghat	B		Prakriti Mahila Vikas Kendra		16	
23		G		Prabuddh Vinayti Kalyan samiti		30	
24	Katni	B		Ashakiran Novoday Society		32	
25		G		Little Star Foundation		34	
26		B		Shree Shankar Saraswati Shiksha Prasar Samiti		35	
27	Morena	G		Mahatma Shiksha Prasar Samiti		19	
28		B		Kranti Kala Sangam		8	
29	Chhatarpur	B		Mamta Mahila Mandal		15	
30		B		Chitragupt Mahila Kalyan Samiti		16	Selected
31	Hoshangabad	G		Mahadev Sundram Jankalyan Samiti		31	
32		B/G		Jeevoday Society		50	
33	Indore	B		Shraddanand Bal Ashram		35	
34		G		Jeevan Jyoti Rau (Bhartiya Grameen Sangh)		74	

Sl. No.	District	Boys/Girls (B/G)	Type	Name	Run by	Total children residing	Selected for JPV
35		G		Anand Service Society		0	Selected
36	Indore	B/G (SN)		Yug Purush Dham Boudhik Vikas Sanstha		212	Selected
37	Indore	B		Sagar Samajik Vikas Sanstha	NGO	26	Selected
38	Ratlam	B		Devprakash Sewa Sansthan		16	
39		G	CH	Yuva Bigrade Yuva Utthan Samiti		22	
40	Dhar	B		Chhиту Kirade Smriti Bahuuddeshiya Vikas Sanstha		17	
41		B		MAA Annata Abhuday Samajik Sewa Samiti Shri ram mandir trust Sansthan		3	
42	Khandwa	B		Navjeevan Children Home		10	Selected
43	Gwalior	B		Pragati Mahila Mandal		16	Selected
44	Datia	B		Bankey Bihari Kunj Mahila Kalyan Samithi Datia		1	
45	Chhindwara	B		Janmangal Sansthan		20	
46	Mandla	G		Kshetreeya Yuva Bal Kalyan Samiti		7	
47		B		Seema Social Welfare Society		25	
48	Bhind	B		Gahoi Shiksha Prasar Samiti		10	
49	Tikamgarh	B		Shreya Manav Kalyan Samiti		5	
50	Neemuch	B		Bhartiya Redcross Society		12	
51	Panna	B		Chitragupt Mahila Kalyan Samiti		8	
52	Mandsaur	G		Swadhyay Manch		35	
53	Rewa	B		Ramashiv Bahuuddeshay Samiti		10	Selected
54	Shivpuri	B		Manglam Shivpuri		20	
55	Sidhi	B		Arunoday Sewa Sansthan Lakoda		9	
56	Burhanpur	B		Nepanagar Jagriti Kala Kendra		25	
57	Anuppur	B		Mamta Mahila Evam Purush Vikas Koshal Prashikshan Samiti		19	
58	Betul	G		Gram Bharti Mahila Mandal Shobhapur		9	
59	Singrauli	G		Amrta Sewa Sansthan Samiti		3	
60	Indore	B	SH	Special Home	Govt.	30	Selected
61		G		Special Home		5	Selected
62	Seoni	B		Special Home		74	Selected
63	Indore	B/G	SAA	Rajkiya Bal Sanrakshan Ashram		51	Selected
64	Vidisha	B/G		Vidisha Social Welfare Organization	NGO	2	
65	Guna	B/G		MAA Swarup Ashram Guna		2	

Sl. No.	District	Boys/Girls (B/G)	Type	Name	Run by	Total children residing	Selected for JPV
66	Indore	B/G	SAA	Sewa Bharati Matri Chhaya Indore		17	
67	Ujjain	B/G		Sewa Bharati Matri Chhaya Ujjain		2	
68	Gwalior	B/G		Sewa Bharati Matri Chhaya Gwalior		6	
69	Betul	B/G		Sewa Bharati Matri Chhaya Betul		5	
70	Sagar	B/G		St Francis Sewadham Sagar		0	
71	Gwalior	B/G		Pragati Mahila Mandal		4	Selected
72	Jabalpur	B/G		Sewa Bharati Matri Chhaya Jabalpur		10	Selected
73	Indore	B/G		Sanjeevini Sewa Sangam Indore		9	
74	Satna	B/G		Sewa Bharati Matri Chhaya Satna		10	
75	Raisen	B/G		Nav Prabhat Samaj Kalyan Samithi Raisen	NGO	0	
76	Datia	B/G		Bankey Bihari Kunj Mahila Kalyan Samithi Datia		4	
77	Neemuch	B/G		Neemuch Kant, Neemuch		6	
78	Chhindwara	B/G		Social Care Navjagrati Mahila Mandal		11	
79	Ashok Nagar	B/G		Om Margdarshi Samiti		2	
80	Chhatarpur	B/G		Rajyashree Samajuthan Samiti		7	Selected
81	Morena	B/G		Mr. Gohai Shiksha Prasar Samiti		5	
82	Bhopal	B/G		Udaan Social Welfare Development Organization		10	
83	Narsinghpur	B/G		Srajan Mahila Mandal		5	
84	Shajapur	B/G		Abhimat Jaan Vichar Munch		1	
85	Shahdol	B/G		Satguru Mission		6	
86	Rajgarh	B/G		Gopal Mahila Mandal		5	
87	Hoshangabad	B/G		Indira Mahila Shiksha Prasar Samiti		10	
88	Tikamgarh	B/G		Shivkali Rusiya Sharmik Nayas		0	
89	Bhind	B/G		Banke Bihari Kunj Bahuudeshiya Mahila Kalyan Samiti Bhind		7	
90	Sagar	B/G		Sewa Bharati Matri Chhaya Sagar		4	Selected
91	Bhopal	B/G		Sewa Bharati Matri Chhaya Bhopal		11	Selected
92	Katni	B/G		Sankar Saraswati Shiksha Samiti		7	
93	Ratlam	B/G		Sewa Bharati Matri Chhaya Ratlam		2	
94	Khandwa	B/G		Sehej Samagam Foundation		2	Selected
95	Panna	B/G		Green Noble Education and Welfare Society		1	

Sl. No.	District	Boys/Girls (B/G)	Type	Name	Run by	Total children residing	Selected for JPV
96	Dewas	B/G		Surya Sakhi Samajik Vikas Samiti		1	
97	Bhind	B/G		Sewa Bharati Matri Chhaya		2	
98	Raisen	B	OS	Siyawas Swavlambi		25	
99	Bhopal	B		Lokutthan Welfare Society		39	
100		B		Gyanpath Shiksha evam Samaj Kalyan Samiti		100	Selected
101	Indore	B		Lok Biradari Trust		25	Selected
102	Narsinghpur	B		Chirganiya Shikshan Samiti		25	
103	Balaghat	B		Prabuddh Vinayti Kalyan Samiti		25	
104	Singrauli	G		Redcross Society		25	
105	Gwalior	B		Gwalior Jan Sewa Samiti		28	Selected
106	Sagar	B		Ashoka Foundation		25	Selected
107	Hoshangabad	B		Indira Mahila Shiksha Prasar Samiti		0	
108		B		Chirganiya Shikshan Samiti		20	
109	Bhopal	B	OH	Observation Home	Govt.	38	Selected
110	Vidisha	G	OH	Observation Home		4	
111	Betul	B		Observation Home		9	
112	Morena	B		Observation Home		15	
113	Gwalior	B		Observation Home	Govt.	12	Selected
114	Guna	B		Observation Home		12	
115	Indore	B		Observation Home		27	Selected
116	Jhabua	B		Observation Home		15	
117	Khandwa	B		Observation Home		13	Selected
118	Jabalpur	B		Observation Home		28	Selected
119	Narsinghpur	B		Observation Home		4	
120	Seoni	B		Observation Home		7	Selected
121	Rewa	B		Observation Home		23	Selected
122	Sagar	B		Observation Home		21	Selected
123	Chhatarpur	B		Observation Home		10	Selected
124	Shahdol	G		Observation Home		2	
125	Ujjain	B		Observation Home		20	
126	Ratlam	B		Observation Home		13	
127	Bhopal	G	AH	Aftercare Home		6	Selected
128	Jabalpur	B		Aftercare Home		12	Selected

Source: Information furnished by DWCD, Bhopal

Abbreviations: B- Boys, G- Girls, CH- Children Home, SH- Special Home, SAA- Specialized Adoption Agency, OS- Open Shelter, OH- Observation Home, AH- Aftercare Home, SN- Special Needs

Appendix-3.2
(Reference: Paragraph 3.1, Page No. 84)
Category and purpose of CCIs

Category of CCIs	Prescribed Norms	Age group	No. of CCIs as of March 2024	No. of CCIs covered in Audit	Purpose
Children Home	ICPS guidelines	Age up to 18 years	59	16	For reception and residential care of children in need of care and protection who enter the Juvenile Justice System through the Child Welfare Committee during the pendency of any inquiry and subsequently for their long-term care, treatment, education, training, development and rehabilitation.
Open Shelter	JJ Act 2015	Age up to 18 years	11	4	Open Shelter shall function as a community based facility for children in need of residential support on short term basis with the objective of protecting them from abuse or weaning them, or keeping them away from a life on the streets.
Specialised Adoption Agency	JJ Act 2015	Below six years	35	7	For the rehabilitation of orphans, abandoned or surrendered children through adoption and non-institutional care ¹²⁴ .
Observation Home	ICPS guidelines	Seven to 18 years	18	9	Children in conflict with the law who enter the juvenile justice system through Juvenile Justice Boards (JJBs) are in need of adequate residential care and protection during the pendency of any inquiry regarding them under Juvenile Justice Act (JJ Act).
Special Home	ICPS guidelines	Seven to 18 years	3	3	For rehabilitation of Children and juveniles in conflict with law committed by the Juvenile Justice Boards (JJBs).
Place of Safety ¹²⁵	JJ Rule 2016	Above 16 years of age	Not provided by department	0	(a) For children alleged to have committed heinous offence pending inquiry. (b) For children found to be involved in heinous offence upon completion of inquiry. (c) For persons above 18 years alleged to have committed offence when they were below the age of 18 years pending inquiry.

¹²⁴ Non-Institutional care – a family based care for children deprived of parental care, including sponsorship to vulnerable families, kinship-care, in-country adoption, foster care and inter-country adoption, in order of preference.

¹²⁵ Place of Safety not taken in Scope. However, it has been found during JPV of Special Home.

					(d) For persons above 18 years found to be involved in offence upon completion of inquiry.
					(e) For children as per the orders of the JJBs.
Aftercare Home	Guidelines of WCD (December 2014)	18 to 21 years	2	2	Temporary housing facility of child leaving a CCI on completion of eighteen years of age to facilitate child's re-integration into the mainstream of the society.
Total			128	41	

Appendix-3.3

(Reference: Paragraph. 3.8.1.2, Page No. 93)

Details of excess expenditure on maintenance of children

(amount in ₹)					
Year	Days of stay in the home	Maximum expenditure as per ICPS guidelines (No. of days stay in home x monthly maintenance grant per child /30)	Maximum expenditure as per ICPS guidelines	Expenditure met from Government grant	Excess expenditure on maintenance
Open Shelter, Gwalior					
2021-22	380	380*1080/30	13,680	6,00,000	5,86,320
2022-23	360	360*1080/30	12,960	6,49,500	6,36,540
Total			26,640	12,49,500	12,22,860
Open Shelter, Indore					
2021-22	1,435	1435*1080/30	51,660	1,33,943	82,283
2022-23	2,324	2324*1080/30	83,664	4,18,117	3,34,453
2023-24	3,398	3398*2500/30	2,83,167	6,21,469	3,38,302
Total			4,18,491	11,73,529	7,55,038
Open Shelter, Bhopal					
2019-20	59,346	59346*1080/30	21,36,456	25,06,802	3,70,346
2020-21	62,913	62913*1080/30	22,64,868	32,64,344	9,99,476
2021-22	62,913	62913*1080/30	22,64,868	48,98,880	26,34,012
Total			66,66,192	1,06,70,026	40,03,834
Specialised Adoption Agency, Gwalior					
2019-20	1,554	1554*2000/30	1,03,600	2,54,610	1,51,010
2020-21	492	492*2000/30	32,800	2,46,450	2,13,650
2021-22	562	562*2000/30	37,467	2,49,912	2,12,445
2022-23	509	509*2000/30	33,933	2,58,505	2,24,572
2023-24	1,003	1,003*2500/30	83,583	2,72,450	1,88,867
Total			2,91,383	12,81,927	9,90,544
Specialised Adoption Agency, Chhatarpur					
2019-20	1,175	1175*2000/30	78,333	1,39,777	61,444
2020-21	1,938	1938*2000/30	1,29,200	2,64,828	1,35,628
2021-22	2,400	2400*2000/30	1,60,000	3,18,520	1,58,520
2022-23	2,532	2532*2000/30	1,68,800	3,47,462	1,78,662
2023-24	2,746	2746*2500/30	2,28,833	4,07,038	1,78,205
Total			7,65,166	14,77,625	7,12,459

Year	Days of stay in the home	Maximum expenditure as per ICPS guidelines (No. of days stay in home x monthly maintenance grant per child /30)	Maximum expenditure as per ICPS guidelines	Expenditure met from Government grant	Excess expenditure on maintenance
Specialised Adoption Agency, Jabalpur					
2019-20	5,427	5427*2000/30	3,61,800	4,72,815	1,11,015
2020-21	6,471	6471*2000/30	4,31,400	4,83,626	52,226
2021-22	3,495	3495*2000/30	2,33,000	4,66,797	2,33,797
2022-23	2,591	2591*2000/30	1,72,733	2,77,082	1,04,349
2023-24	2,594	2594*2500/30	2,16,167	3,14,564	98,397
Total			14,15,100	20,14,884	5,99,784
Children Home (Boys), Rewa					
2020-21	3,439	3439*2000/30	2,29,267	3,01,443	72,176
2021-22	2,161	2161*2000/30	1,44,067	2,67,041	1,22,974
2022-23	3,956	3956*2000/30	2,63,747	3,02,628	38,881
Total			6,37,081	8,71,112	2,34,031
Children's Home (Girls), Sagar					
2019-20	3,686	3686*2000/30	2,45,733	9,83,997	7,38,264
2020-21	6,302	6302*2000/30	4,20,133	6,09,426	1,89,293
2021-22	11,921	11921*2000/30	7,94,733	11,74,567	3,79,834
2022-23	13,784	13784*2000/30	9,18,933	16,10,975	6,92,042
Total			23,79,532	43,78,965	19,99,433
Children Home (Boys), Chhatarpur					
2019-20	6,848	6848*2000/30	4,56,533	8,29,636	3,73,103
2020-21	6,241	6241*2000/30	4,16,067	6,72,468	2,56,401
2021-22	6,390	6390*2000/30	4,26,000	5,69,550	1,43,550
2022-23	5,275	5275*2000/30	3,51,667	6,18,883	2,67,216
2023-24	5,397	5397*3000/30	5,39,700	6,23,396	83,696
Total			21,89,967	33,13,933	11,23,966
Children Home (Boys), Gwalior					
2021-22	5,089	5089*2000/30	3,39,267	5,46,600	2,07,333
2022-23	2,716	2716*2000/30	1,81,067	7,78,409	5,97,342
2023-24	2,374	2374*3000/30	2,37,400	6,51,256	4,13,856
Total			7,57,734	19,76,265	12,18,531

Source: Financial Statements and replies furnished by CCIs

Appendix-3.4

(Reference: Paragraph 3.9.1.1, Page No. 94)

Status of manpower at service delivery structures under ICPS

A – At State Child Protection Society

Year	Manpower required					Men in Position					Shortage (in per cent)					
	Programme Manager	Programme Officer	Accounts Officer	Accountant	Assistant /DEO	Account Assistant	Total	Programme Manager	Programme Officer	Accounts Officer		Accountant	Assistant /DEO	Account Assistant	Total	
2019-20	2	4	1	1	1	4	1	13	0	1	1	1	1	0	4	9(69)
2020-21	2	4	1	1	1	4	1	13	0	1	1	1	2	0	5	8(62)
2021-22	2	4	1	1	1	4	1	13	0	1	1	1	2	0	5	8(62)
2022-23	2	4	1	1	1	4	1	13	0	1	1	1	2	0	5	8(62)
2023-24	2	4	1	1	1	4	1	13	0	2	1	1	2	0	6	7(53)

B – State Adoption Resources Agency

Year	Manpower required					Men in Position				Shortage (percentage)	
	Programme Manager	Programme Officer	Programme Assistant	Accountant	Total	Programme Manager	Programme Officer	Programme Assistant	Accountant		Total
2019-20	1	1	1	1	4	0	1	0	0	1	1(75)
2020-21	1	1	1	1	4	0	1	0	0	1	1(75)
2021-22	1	1	1	1	4	0	1	0	0	1	1(75)
2022-23	1	1	1	1	4	0	1	0	0	1	1(75)
2023-24	1	1	1	1	4	0	1	0	0	1	1(75)

C – Selected Nine District Child Protection Units

Year	Manpower required					Men in Position					Shortage (percentage)		
	Protection Officer (Institution care)	Protection Officer (Non- Institution care)	Legal cum Probation officer	Councilor, Social Worker and Out-reach worker,	Accountant, Assistant cum DEO and data analyst	Total	Protection Officer (Institution care)	Protection Officer (Non- Institution care)	Legal cum Probation officer	Councilor, Social Worker and Out-reach worker		Accountant, Assistant cum DEO and data analyst	Total
2019-20	9	9	9	45	27	99	8	8	6	29	19	70	29(29)
2020-21	9	9	9	45	27	99	8	5	6	27	24	70	29(29)
2021-22	9	9	9	45	27	99	8	4	6	24	23	65	34(34)
2022-23	9	9	9	45	27	99	8	4	7	24	22	65	34(34)
2023-24	9	9	9	45	27	99	8	5	7	24	17	61	38(38)

Source: Information furnished by WCD and DPOs

Appendix-3.5

(Reference: Paragraph 3.9.1.1, Page No. 94)

Details of shortage of staff in Government-run CCIs and Aftercare homes

Sl. No.	Type of CCIs	Sanctioned	Men-in-Position				
			2019-20	2020-21	2021-22	2022-23	2023-24
1	Observation Home Indore	15	7	5	4	4	7
2	Observation Home Bhopal	15	10	7	6	5	5
3	Observation Home Gwalior	18	9	8	8	8	8
4	Special Home (Boys) Indore	16	7	8	6	6	6
5	Special Home (Girls) Indore	9	3	3	3	3	3
6	SAA Rajkiya Bal Sanrakshan Ashram Indore	13	8	8	8	7	6
7	Children home (Girls) Bhopal	20	10	8	8	8	8
8	Aftercare home (Girls) Bhopal	7	5	5	5	5	5
9	Observation Home, Chhatarpur	11	7	7	7	7	7
10	Observation Home, Rewa	14	7	6	6	6	6
11	Observation Home, Jabalpur	16	13	12	12	11	10
12	Observation Home, Sagar	11	6	6	6	6	6
13	Aftercare Home, Jabalpur	7	5	5	5	5	5
14	Observation Home Khandwa	9	2	3	3	3	4
15	Observation/ Special Home Seoni	55	25	24	23	22	23
Total		236	124	115	110	106	109
Shortage of staff against sanctioned (Percentage)			112 (47)	121 (51)	126 (53)	130 (55)	127 (54)

Appendix-3.6

(Reference: Paragraph 3.9.2.1, Page No. 97)

Details of dormitories area available in CCIs against the stipulated norms

Sl. No.	Details of CCI	Sanctioned capacity of CCI	Minimum Carpet area of dormitories stipulated in norms (Sq. ft.)	Total Carpet Area of dormitories (Sq. ft.)	Carpet Area of dormitories per child (Sq. ft.)
1	Government Children Home (Girls) Bhopal	50	2000	1236	24.72
2	Observation Home Bhopal	50	2000	1000	20
3	Children Home (Boys/Girls) Bal Niketan Trust, Bhopal - Boys Unit	50	2000	770	15.4
4	Special Home (Boys) Indore	50	2000	1258	25.16
5	Children Home (Boys) Sagar Samajik Vikas Sanstha, Indore	50	2000	600	12
6	Special Home (Girls) Indore	50	2000	840	16.8
7	Observation Home Indore	50	2000	576	11.52
8	Children home for children with special needs, Shri Yug Purush Dham, Indore	50	2000	1480	29.6
9	Children Home (Boys), Pragati Mahila Mandal, Gwalior	50	2000	1440	28.8
10	Observation Home, Gwalior	50	2000	652	13.04
11	Children Home (Boys), Chhatarpur	25	1000	720	28.8
12	Observation Home, Chhatarpur	50	2000	644	12.88
13	Children Home (Boys), Rewa	50	2000	720	14.4
14	Observation Home (Boys) Rewa	50	2000	1526	30.52
15	Children Home (Boys), Jabalpur	50	2000	990	19.8
16	Observation Home, Jabalpur	50	2000	1050	21
17	Children Home (Girls), Sagar	50	2000	1168	23.36
18	Children Home (Boys), Sagar	25	1000	375	15
19	Children Home (Boys/Girls) Boys Unit, Sagar	50	2000	960	19.2
	Children Home (Boys/Girls) Bal Ashram Girls Unit, Sagar	50	2000	1100	22
20	Observation Home (Boys) Sagar	50	2000	1130	22.6

Source: Joint Physical Verification of CCIs

Appendix-3.7

(Reference: Paragraph 3.9.2.1, Page No. 97)

Details of size of classroom available in CCIs against the stipulated norms

Sl. No.	Details of CCIs	Capacity	Minimum carpet area for classroom stipulated in norms (Sq. ft.)	Total carpet area of class room (Sq. ft.)	Available area per child in (Sq.ft.)
1	Special Home (Boys), Indore	50	600	300	6
2	Special Home (Girls), Indore	50	600	420	8.4
3	Children Home (Boys), Gwalior	50	600	150	3
4	Observation Home, Gwalior	50	600	150	3
5	Children Home (Boys), Chhatarpur	25	300	100	4
6	Observation Home, Chhatarpur	50	600	192	3.84
7	Children Home (Boys), Rewa	50	600	120	2.4
8	Observation Home, Jabalpur	50	600	300	6
9	Children Home (Girls), Sagar	50	600	286	5.72
10	Children Home (Boys), Sagar	25	300	180	7.2
11	Observation Home, Khandwa	50	600	448	8.96
12	Children Home, Khandwa	50	600	350	7

Source: Joint Physical Verification of CCIs

Appendix-3.8

(Reference: Paragraph 3.9.2.1, Page No. 97)

Details of size of sick room available in CCIs against the stipulated norms

Sl. No.	Details of CCIs	Capacity	Minimum carpet area of sick room (Sq. ft.)	Total carpet area of sick room (Sq. ft.)
1	Children Home (Boys/Girls), Bhopal – Boys' Unit	50	750	270 (Common for Boys' and Girls' units)
	Children Home (Boys/Girls), Bhopal – Girls' Unit	50	750	
2	Children Home (Boys), Indore	50	750	80
3	Children Home (Girls), Indore	50	750	345
4	Children Home (Boys), Rewa	50	750	150
5	Children Home (Girls), Sagar	50	750	100
6	Children Home (Boys), Sagar	25	375	120
7	Observation Home, Sagar	50	750	320
8	Children Home (Boys), Khandwa	50	750	80

Source: Joint Physical Verification of CCIs

Appendix-3.9

(Reference: Paragraph 3.9.2.1, Page No. 97)

Details of toilets available in CCIs against the stipulated norms

Sl. No.	Details of CCIs	Capacity	Required No. of toilets	No. of toilets available	Shortage
1	Children Home (Girls) Government Bhopal	50	8	5	3
2	Observation Home (Boys) Bhopal	50	8	5	3
3	Children Home (Boys/Girls) Bal Niketan Trust, Bhopal - Boys Unit	50	8	3	5
	Children Home (Boys/Girls) Bal Niketan Trust, Bhopal - Girls Unit	50	8	4	4
4	Children Home (Boys) Sagar Samajik Vikas Sanstha, Indore	50	8	5	3
5	Special Home (Girls) Indore	50	8	5	3
6	Observation Home (Boys) Indore	50	8	4	4
7	Children home for children with special needs, Shri Yug Purush Dham, Indore Boys Unit	50	8	4	4
8	Children Home (Boys), Pragati Mahila Mandal, Gwalior	50	8	5	3
9	Observation Home (Boys) Gwalior	50	8	3	5
10	Observation Home (Boys) Chhatarpur	50	8	2	6
11	Children Home (Boys), Ramashiv Bahuuddeshiya Samiti (Hari Bal Grih), Rewa	50	8	7	1
12	Children Home (Boys) West Central Railway Women Welfare Organization (Jagriti Centre), Jabalpur	50	8	4	4
13	Observation Home (Boys), Jabalpur	50	8	4	4
14	Children Home (Girls), Kabir Manav Sewadham, Sagar	50	8	6	2
15	Children Home (Boys/Girls) Sanjeevani Bal Ashram - Boys Unit	50	8	2	6
	Children Home (Boys/Girls) Sanjeevani Bal Ashram - Girls Unit	50	8	4	4
16	Observation Home (Boys) Sagar	50	8	4	4

Source: Joint Physical Verification of CCIs

Appendix-3.10
(Reference: Paragraph 3.9.2.1, Page No. 97)

Details of bathrooms available in CCIs against the stipulated norms

Sl. No.	Details of Child Care Institutions	Capacity	Required No. of bathrooms	No. of bathrooms available	Shortage
1	Children Home (Boys/Girls) Bal Niketan Trust, Bhopal - Girls Unit	50	5	4	1
2	Special Home (Boys), Indore	50	5	3	2
3	Children Home (Boys) Sagar Samajik Vikas Sanstha, Indore	50	5	3	2
4	Observation Home (Boys) Indore	50	5	3	2
5	Children home for children with special needs, Shri Yug Purush Dham, Indore	50	5	1	4
6	Observation Home (Boys), Gwalior	50	5	3	2
7	Observation Home (Boys), Chhatarpur	50	5	2	3
8	Children Home (Boys), Ramashiv Bahuuddeshiya Samiti (Hari Bal Grih), Rewa	50	5	1	4
9	Children Home (Boys) West Central Railway Women Welfare Organization (Jagriti Centre), Jabalpur	50	5	3	2
10	Observation Home (Boys) Jabalpur	50	5	3	2
11	Children Home (Boys/Girls) Sanjeevani Bal Ashram - Boys Unit	50	5	2	3
12	Observation Home (Boys), Sagar	50	5	4	1
13	Observation Home (Boys), Khandwa	50	5	3	2
14	Special Home (Boys), Seoni	50	5	2	3

Source: Joint Physical Verification of CCIs

Appendix-3.11 (Reference: Paragraph 3.9.2.2, Page No. 99)

Details of children of above 18 years of age residing in CCIs

Sl. No.	Name of Children	Details of CCI	Date of Birth	Date of attaining 18 years of age	Date for leaving the CCI	Duration of stay after attaining 18 years (in days)
1	Ashima	CH (Girls) Jabalpur	15-08-2002	14-08-2020	13-07-2023	1063
2	Palak	CH (Girls) Jabalpur	26-01-2004	25-01-2022	17-03-2022	51
3	Siya	CH (Girls) Jabalpur	13-03-2004	12-03-2022	02-08-2022	143
4	Chanchal	CH (Girls) Jabalpur	15-11-2000	14-11-2018	17-03-2022	1219
5	Neha	CH (Girls) Jabalpur	25-11-2000	24-11-2018	25-11-2020	732
6	Nikita	CH (Girls) Jabalpur	16-04-2000	15-04-2018	19-11-2019	583
7	Rajni	CH (Girls) Jabalpur	27-06-1999	26-06-2017	19-11-2019	876
8	Shreya Khare	CH (Girls) Jabalpur	06-11-2004	05-11-2022	14-06-2023	221
9	Preeti	CH (Girls) Jabalpur	29-10-2004	28-10-2022	13-07-2023	258
10	Priyanka	CH (Girls) Jabalpur	28-02-2004	27-02-2022	13-07-2023	501
11	Manisha	CH (Girls) Jabalpur	14-06-2004	13-06-2022	13-07-2023	395
12	Meeta	CH (Girls) Jabalpur	15-12-2003	14-12-2021	13-07-2023	576
13	Shabana Khan	CH (Girls) Jabalpur	27-07-2003	26-07-2021	17-03-2022	234
14	Sapna	CH (Girls) Jabalpur	31-12-2003	30-12-2021	17-03-2022	77
15	Divya Sharma	CH (Girls) Jabalpur	28-07-2001	27-07-2019	17-03-2022	964
16	Ashyani Sharma	CH (Girls) Jabalpur	28-07-2003	27-07-2021	17-03-2022	233
17	Bhagyalaxmi	CH (Girls) Jabalpur	28-08-2006	27-08-2024	11-12-2024	106

Sl. No.	Name of Children	Details of CCI	Date of Birth	Date of attaining 18 years of age	Date for leaving the CCI	Duration of stay after attaining 18 years (in days)
18	Rinki Ahirwar	CH (B) Sagar	04-10-2004	03-10-2022	17-05-2023	226
19	Vishal Ahirwar	CH (B) Sagar	26-08-2004	25-08-2022	08-05-2023	256
20	Riya Gond	CH (B) Sagar	03-09-2004	02-09-2022	17-05-2023	257
21	Abhay Sahu	CH (B) Sagar	19-03-2003	18-03-2021	16-06-2022	455
22	Ravi Chadhar	CH (B) Sagar	02-03-2002	01-03-2020	16-06-2022	837
23	Janki Athiya	CH (B) Sagar	03-04-2000	02-04-2018	29-09-2021	1276
24	Lucky Yadav	CH (B) Sagar	18-08-2003	17-08-2021	17-05-2023	638
25	Sejal Yadav	CH (B) Sagar	27-09-2005	26-09-2023	16-02-2024	143
26	Mary linnet	CH (B) Sagar	13-09-2003	12-09-2021	17-05-2023	612

Source: Records of CCIs

Appendix-3.12

(Reference: Paragraph 3.9.2.4, Page No. 103)

Name of CCIs where diet not provided as per menu

Sl. No.	Items not provided	Name of CCI
1	Milk not included in diet chart	Children home (B) and Open Shelter (JSS) Gwalior, Open Shelter (GPSS) Bhopal, SAARBSA, Children home (B) and Open shelter (LBT) Indore, Special home (B) Indore, OH Rewa, OS Sagar, CH (G) Sagar and CH (B) Sagar
2	Curd/butter milk	Children home (B) and Open Shelter (JSS) Gwalior, Government Children home (Girls) and Open Shelter (GPSS) Bhopal, SAARBSA, Special home(B), Observation home, Open shelter (LBT) Indore, CH (B), OH Chhatarpur, CH, OH Rewa, OS, CH (G), CH (B/G), CH (B), OH Sagar, Observation home Seoni, observation home Khandwa and Children home, Khandwa
3	Paneer or peanut plus jaggery	Open Shelter (JSS) Gwalior, Government Children home (Girls) and Open Shelter (GPSS) Bhopal, SAARBSA, Special home(B), Observation home, Children home (SSS) and Open shelter (LBT) Indore, Open Shelter Sagar, Children home (B) Sagar and SAA Khandwa
4	Fruits	Children home (B) and Open Shelter (JSS) Gwalior, Government Children home (Girls) and Open Shelter (GPSS) Bhopal, SAARBSA, Special home(B), Observation home, Special home(G), Open shelter (LBT) Indore, CH (B) Chhatarpur, CH (B), OH Rewa, OH, OS Sagar, OH, CH (B), SAA Khandwa, OH and SH Seoni

Source: JPV and records of CCIs

Appendix-3.13

(Reference: Paragraph 3.9.2.5, Page 103)

Security lapses in Child Care Institutions

Sl. No.	Security lapses	No. of CCI's	Name of CCI's
1	Non-availability of Security guard	10	Open Shelter Gwalior, Open Shelter (GPSS) Bhopal, Children Home (B/G) Bhopal, Open Shelter (LBT), Children Home (B), Children Home (G), Children home (Special Needs), Special Home (G) Indore, Aftercare home Jabalpur and SAA Khandwa
2	low height of boundary walls	6	Observation Home, Children Home (B), SAARBSA Indore, Observation Home Rewa, Open Shelter Sagar and Observation Home Khandwa
3	Barbed wiring not provided on wall	21	Children Home (B) Gwalior, Children Home (B/G), Government Girls Home Bhopal, Children Home (B), Children Home (G), SAARBSA, Special Home (G), Special Home (B), Observation Home, Open Shelter (LBT) Indore, Children Home (B), SAA, Observation Home Chhatarpur, Observation Home Rewa, Children Home (G) (RBBN), Aftercare Home Jabalpur, Open Shelter, SAA, Children Home (B) Sagar, Observation Home Khandwa and Special Home, Seoni
4	Objects/trees found adjacent to boundary	5	Children Home (B/G) Bhopal, Children Home (B) Indore, SAARBSA, Indore, Special Home (G) Indore and Observation home, Chhatarpur
5	CCTV camera not working properly	8	Children Home (B) Gwalior, Open Shelter Gwalior, SAA (PMM) Gwalior, Observation Home Bhopal, Open Shelter (GPSS) Bhopal, Special Home (B) Indore, Children Home (B) Indore, Observation Home Indore
6	Office /school/ institution running in campus	4	Open Shelter Gwalior, Children Home (B/G) Bhopal, Children Home (B) Indore and SAARBSA, Indore
7	Escorts not provided when children go out of CCI's	2	Children Home (B/G) Bhopal, and Children Home (B) Indore.

Appendix-3.14**(Reference: Paragraph 3.10.1.2, Page No. 113)****Irregularities in functioning of Management Committee and Children's Committees in CCIs**

Details	No. of CCIs	CCIs in which found
Management Committee not formed	10	OS Gwalior, OH Gwalior, CH S/N (B/G) Bhopal, SAA Bhopal, OH Bhopal, CH (G) Indore, CH (B) Chhatarpur, CH (G) Jabalpur, OS Sagar, CH (B/G) Sagar
Delayed formation of Management Committee	10	CH B/G Bhopal (08.02.2021), CH (G) Bhopal (03.11.2020), CH (B) Indore (02.04.2020), SAA RBSA Indore (January 2023), OH Indore (23.01.2023), CH S/N (G) Bhopal (July 2023), CH (B) Rewa (January 2022), SH (B) Indore (December 2022), OH (B) Rewa (June 2023), SH (G) Indore (June 2023)
Child Suggestion/ Complaint Box not kept	5	SH (B) Indore, SAA RBSA Indore, CH (G) Indore, CH S/N (B/G) Indore, OS (B) Sagar
Children committees not formed separately for three age groups	23	OH Gwalior, OS Gwalior, CH (B/G) Bhopal, CH (G) Bhopal, OH Bhopal, OS (B) Bhopal, SH (B) Indore, SAA RBSA Indore, OH Indore, CH (G) Indore, OS Indore, CH (B) Chhatarpur, OH Chhatarpur, CH (B) Rewa, CH (B) Jabalpur, CH (G) Jabalpur, OS (B) Sagar, CH (B/G) SFSA Sagar, CH (B/G) SBA Sagar, CH (G) Sagar, OH Sagar, OH Khandwa, CH (B) Khandwa
Participation of voluntary organisations not ensured	29	CH Gwalior, OH Gwalior, OS Gwalior, CH (B/G) Bhopal, CH (G) Bhopal, OH Bhopal, OS Bhopal, SH (B) Indore, CH (B) Indore, SAA RBSA Indore, SH (G) Indore, OH Indore, OS Indore, CH (G) Indore, CH (B) Chhatarpur, OH Chhatarpur, CH (B) Rewa, OH Rewa, CH (B) Jabalpur, CH (G) Jabalpur, OH Jabalpur, OS (B) Sagar, CH (B/G) SFSA Sagar, CH (B/G) SBA Sagar, CH (G) Sagar, OH Sagar, CH Khandwa, OH Khandwa, SH Seoni

Appendix-3.15**(Reference: Paragraph 3.10.1.2, Page No. 114)****Shortfall in meetings of Children's Committee in CCIs**

Sl. No.	Details of CCI	Date of formation of Children's Committee	Meetings of Children's Committee to be held during 2019-24	Meetings of Children's Committee held during 2019-24	Shortfall in meetings of Children's Committee during 2019-24
1	CH (G) Bhopal	February 2021	38	24	14
2	OH Bhopal	Before 2019	60	48	12
3	SH (B) Indore	January 2023	15	5	10
4	CH (B) Indore	Before 2019	60	45	15
5	SAA RBSA Indore	January 2022	27	17	10
6	OH Indore	Before 2019	60	23	37
7	OS (B) Indore	Before 2019	60	1	59

Source: Records of CCIs

Glossary

Sl. No.	Abbreviations	Full form
Audit of Establishment and Functioning of Anganwadi		
1.	AASR	Anganwadi Annual Survey Report
2.	ACS	Additional Chief Secretary
3.	ALMCs	Anganwadi Level Monitoring Committees
4.	ANC	Anti Natal Care
5.	ANMs	Auxiliary Nurse Midwives
6.	AWCs	Anganwadi centres
7.	AWHs	Anganwadi Helpers
8.	AWWs	Anganwadi Workers
9.	CDPOs	Child Development Project Officers
10.	CEO	Chief Executive Officer
11.	D.E.C.Ed.	Diploma in Early Childhood Care and Education
12.	DCSC	District Civil Supplies Corporation
13.	DPOs	District Programme Officers
14.	ECCE	Early Childhood Care and Education
15.	FPS	Fair Price Shops
16.	GoI	Government of India
17.	GoMP	Government of Madhya Pradesh
18.	GP	Gram Panchayat
19.	HCMs	Hot Cooked Meals
20.	ICDS	Integrated Child Development Services
21.	IMR	Infant Mortality Rate
22.	JPV	Joint Physical Verification
23.	MAM	Moderate Acute Malnutrition
24.	MIS	Management Information System
25.	MMR	Maternal Mortality Ratio

Sl. No.	Abbreviations	Full form
26.	MO	Medical Officer
27.	MoWCD	Ministry of Women and Child Development
28.	MPFC	Madhya Pradesh Financial Code
29.	MPR	Monthly Progress Report
30.	NFHS	National Family Health Survey
31.	NFSA	National Food Security Act
32.	PFMS	Public Financial Management System
33.	PM-JANMAN	Pradhan Mantri Janjati Adivasi Nyaya Maha Abhiyaan
34.	PPSWOR	Probability Proportional to Size Without Replacement
35.	SAM	Severe Acute Malnutrition
36.	SDGs	Sustainable Development Goals
37.	SHGs	Self-Help Groups
38.	SMC	School Management Committee
39.	SNP	Supplementary Nutrition Programme
40.	SOR	Schedule of Rates
41.	SU	Severely Underweight
42.	THR	Take Home Ration
43.	WBNP	Wheat Based Nutrition Programme
44.	WCDD	Women and Child Development Department
45.	ZP	<i>Zila Panchayat</i>

Audit of Adequacy of Working Women Hostels

1.	AIMS	<i>Akhil Bhartiya Mahila Sabha</i>
2.	AIWC	All India Women Conference
3.	DPO	District Programme Officer
4.	GoI	Government of India
5.	HMCs	Hostel Management Committees
6.	IAs	Implementing Agencies
7.	JPV	Joint Physical Verification
8.	LFPR	Labour Force Participation Rate

Sl. No.	Abbreviations	Full form
9.	MPHIDB	Madhya Pradesh Housing and Infrastructure Development Board
10.	MPSIDC	Madhya Pradesh State Industrial Development Corporation Limited
11.	MSSPK	<i>Matrishakti Samvardhan Shodh Evam Prashikshan Kendra</i>
12.	MWCD	Ministry of Women and Child Development
13.	PSC	Project Sanctioning Committee
14.	SEZs	Special Economic Zones
15.	SNA	State Nodal Agency
16.	SPDA	Sports Project Development Area
17.	ULBs	Urban Local Bodies
18.	WCD	Women and Child Development
19.	WW	Working Women
20.	WWH	Working Women Hostel
21.	ZP	<i>Zila Panchayat</i>

Audit of Adequacy of Child Care Institutions

1.	ACS	Additional Chief Secretary
2.	AH	Aftercare Home
3.	CCI	Child Care Institutions
4.	CNCP	Children in Need of Care and Protection
5.	CPC	Child Protection Committee
6.	CWC	Child Welfare Committee
7.	DCPC	District Child Protection Committee
8.	DCPU	District Child Protection Units
9.	DPO	District Programme Officer
10.	GoI	Government of India
11.	GoMP	Government of Madhya Pradesh
12.	ICDS	Integrated Child Development Services
13.	ICP	Individual Care Plan
14.	ICPS	Integrated Child Protection Scheme
15.	JJ	Juvenile Justice

Sl. No.	Abbreviations	Full form
16.	JJ Act 2015	Juvenile Justice (Care and Protection of Children) Act, 2015
17.	JJ Rules 2016	Juvenile Justice (Care and Protection of children) Model Rules, 2016
18.	JJB	Juvenile Justice Board
19.	JPV	Joint Physical Verification
20.	MoU	Memorandum of Understanding
21.	MWCD	Ministry of Women and Child Development
22.	NCPCR	National Commission for Protection of Child Rights
23.	NGO	Non-Government Organizations
24.	OH	Observation Home
25.	OS	Open Shelter
26.	PS	Principal Secretary
27.	SAA	Specialised Adoption Agency
28.	SAARBSA	SAA Rajkiya Bal Sanrakshan Ashram
29.	SARA	State Adoption Resource Agency
30.	SCPS	State Child Protection Society
31.	SH	Special Home
32.	SOP	Standard Operating Procedure
33.	SPSU	State Project Support Unit
34.	SRSWOR	Simple Random Sampling without Replacement
35.	WCD	Women and Child Development

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