

2011

3rd Review Mission

(Revised Report)
Mid-Day Meal Scheme



मध्याह्न भोजन योजना
Mid- Day Meal Scheme

Madhya Pradesh
12th – 20th October, 2011



DEPARTMENT OF SCHOOL EDUCATION AND LITERACY
MINISTRY OF HUMAN RESOURCE DEVELOPMENT
GOVERNMENT OF INDIA



TABLE OF CONTENTS

1.	ACKNOWLEDGEMENTS	3
2.	INTRODUCTION	
	A REVIEW MISSION	4-5
	B STATE	6-9
3.	METHODOLOGY	10-12
4.	OBSERVATIONS	13-49
5.	RECOMMENDATIONS	50-53
6.	ANNEXURES (1-8)	54-93

ACKNOWLEDGEMENTS

The Mission thanks the Government of Madhya Pradesh for extending support both in terms of logistics as well as programmatic information that enabled the Mission to carry out its work as per schedule on the assigned terms of reference.

The Mission appreciates the hospitality extended by the District Administrations at Dhar and Khandwa and commends them for their collaborative spirit and forthcoming attitude during the visit to their district.

The Mission hopes that the observations made in the report have in earnest captured the entire gamut of deliberations with the officials/stakeholders at various levels of interaction and that the consequent recommendations put forth in this report will prove helpful to the State Government in implementing the Mid-Day Meal Scheme in a more effective manner which will go a long way in promoting the welfare of the school going children of the state.

INTRODUCTION

A Review Mission

The Mid- Day Meal (MDM) Scheme a Centrally Sponsored Scheme (CSS) has the distinction of being the largest school feeding programme in the world reaching out to about 11 crores children in 12 lakh primary and upper primary schools (Government, Government Aided and Local bodies), EGS/AIE centres and *Madarsa* and *Maqtab*s supported under Sarva Shiksha Abhiyan (SSA) and National Child Labour Project (NCLP) schools. In drought-affected areas MDM is served during summer vacation also. A programme of scale and magnitude of Mid Day Meal requires close monitoring and evaluation at all levels. In 2010 the Central Government (M/o Human Resource Development) decided to review the implementation of the programme in all its aspect through a Review Missions which were to also provide suggestions for improvement. Since 2010 two Review Missions have already covered six states. The order for the Third Review Mission (*Annexure-I*) were issued in May 2011 wherein the state of Madhya Pradesh was included. The order for the Review Mission to the State of Madhya Pradesh were issued on 28th September 2011 (*Annexure -2*) which comprised of the following members:

- 1- Dr.Suparna.S.Pachouri ,Director, MHRD,GOI (Mission Leader)
- 2- Mr. Rajesh Bahuguna, Coordinator (MDM), Panchayat & Rural Development, Department, Madhya Pradesh
- 3- Mr. Sachin Jain, Advisor, Supreme Court Commissioners for Madhya Pradesh
- 4- Ms Aashima Garg ,Representative , UNICEF
- 5- Dr Gagan Gupta, Representative, UNICEF

The Review Mission also had the following as co- members

1. Dr. Mridula Sircar, Consultant, MHRD, GOI.
2. Prof. Sandeep Joshi, MP Institute of Social Science Research, Ujjain, (MI)

The Mission comprising of the above mentioned members were required to visit 2 districts namely Dhar (selected by the State) Government of Madhya Pradesh & Khandwa (selected by the Ministry of HRD).

The terms of reference for the Review Mission were as under:

- (i) Review the system of fund flow from State Government to Schools/cooking agency and the time taken in this process.

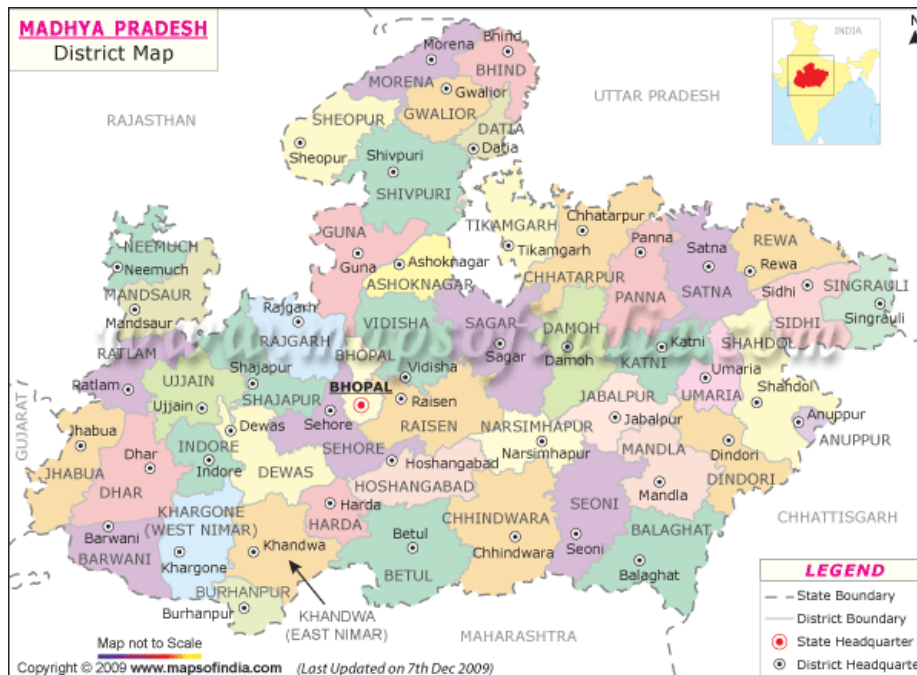
- (ii) Review the management and monitoring of the scheme from State to School level.
- (iii) Review the implementation of the scheme with reference to availability of food grains, quality of MDM, regularity in serving MDM as per approved norms and mode of cooking.
- (iv) Role of Teachers,
- (v) Convergence with School Health Programme (SHP) for supplementation of micronutrients and health checkups and supply of spectacles to children suffering from refractive errors.
- (vi) Creation of capital assets through kitchen-cum-store/kitchen devices
- (vii) Appointment of Cook-cum-Helpers for preparation and serving of meal to the children
- (viii) Availability of dedicated staff for MDM at various levels
- (ix) Review the maintenance of records at the level of school/cooking agency.
- (x) Review the availability of infrastructure, its adequacy and source of funding.
- (xi) Review of payment of cost of food grains to FCI by the districts
- (xii) Review the involvement of NGOs/Trust/Centralized kitchens by States/UTs Government in implementation of the Scheme.
- (xiii) Management Information System (MIS) from school to block, district and State Level to collect the information and disseminate it to other stakeholders
- (xiv) Assess the involvement of Community' in implementation of MDM scheme

B State

Madhya Pradesh is situated in central India. Its capital is Bhopal and Indore is the largest city. Jabalpur is the largest urban agglomeration in the state. Gwalior is the fourth largest city. It shares its borders with Uttar Pradesh, Chhattisgarh, Maharashtra, Gujarat and Rajasthan. Madhya Pradesh covers a total area of The geographical area of the state is

308,144 km². Madhya Pradesh is endowed with rich and diverse forest resources. Lying between lat. 21°04'N and long. 74°02' and 82°49' E, it is a reservoir of bio-diversity.

There are fifty districts in Madhya Pradesh which are clubbed under ten divisions which are Bhopal, Indore, Jabalpur, Gwalior, Ujjain, Rewa,, Chambal, Shahdol , Hoshangabad and Sagar.



Madhya Pradesh is a medley of ethnic groups and tribes, castes and communities. The scheduled castes and scheduled tribes constitute a significant portion of the population of the State. The scheduled castes are 13.14% while scheduled tribes were 20.63%. Tribes in Madhya Pradesh include Baiga, Bhariya, Bhils, Kaul, Korku, & Mariya, Sahariya. Dhar, Jhabua and Mandla districts have more than 50 percent tribal population. In Khargone, Chhindwara, Seoni, Sidhi and Shahdol districts 30 to 50 percent population is of tribes. Maximum population is that of Gond tribes.

Madhya Pradesh represents great river basins and the watershed of a number of rivers. The Narmada (originating from Amarkantak) and Tapti (originating from Multai of Betul District) rivers and their basins divide the state in two, with the northern part draining largely into the Ganges basin and the southern part into the Godavari and Mahanadi systems.

The Vindhyas form the southern boundary of the Ganges basin, with the western part of the Ganges basin draining into the Yamuna and the eastern part directly into the Ganges itself. All the rivers, which drain into the Ganges, flow from south to north, with the Chambal, Shipra, Kali Sindh, Parbati, Kuno, Sind, Betwa, Dhasan and Ken rivers being the main tributaries of the Yamuna.

The land drained by these rivers is agriculturally rich, with the natural vegetation largely consisting of grass and dry deciduous forest types, largely thorny. The forests here are much richer than the thorn forests of the north western part of Madhya Pradesh.

Madhya Pradesh is a home of 9 National Parks, including Bandhavgarh National Park, Kanha National Park, Satpura National Park, Sanjay National Park, Madhav National Park, Van Vihar National Park, Mandla Plant Fossils National Park, Panna National Park, and Pench National Park. Pachmarhi Biosphere Reserve is among 16 Biosphere reserves in India, situated in Satpura Range and as of now, it is the one and only Biosphere of Madhya Pradesh.

Literacy & Educational Level

The population of the State is 72,597,565 (2011-census). Madhya Pradesh is the second largest state by area and sixth largest state by population.

Out of the total population (70.06%) people are Literate. Highest literacy is in Jabalpur (82.5%) and lowest is 37.2% in Alirajpur.

Gender wise highest male literacy is in Indore (89.2%) and female literacy is in Bhopal (76.6%).

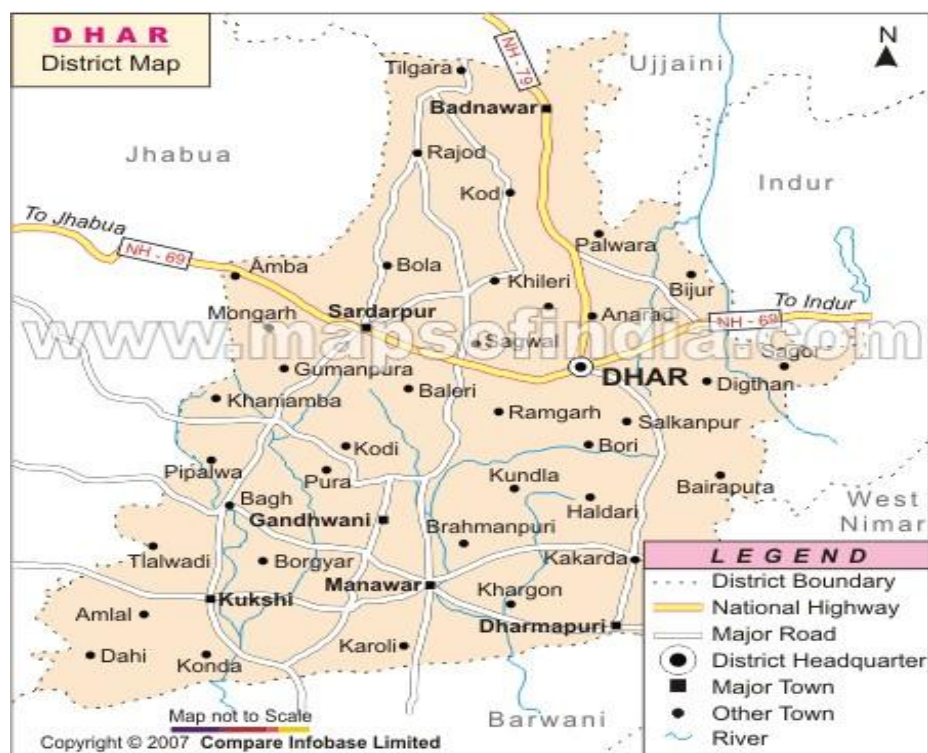
There are 85,363 eligible Primary Schools, 385 NCPL schools and 28,445 Upper Primary schools with an enrolment of 78,09,296 in Primary Schools from class I to class V and 33,09,664 in Upper Primary Schools.

Hence the total number of schools both primary and Upper primary is 1,14,193 and the total number of children approved by PAB-MDM for the year 2011-2012 are 88,17,555.

Dhar District

Dhar is located in the Malwa region of western Madhya Pradesh state in central India. It is the administrative headquarters of Dhar District. The town is located 33 miles (53 km) west of Mhow, 908 ft (277 m) above sea level. It is picturesquely situated among lakes and trees surrounded by barren hills, and possesses, besides its old ramparts, many interesting buildings, both Hindu and Muslim, some of them containing records of cultural and historical importance.

The district has an area 8,153 km². It is bounded by the districts of Ratlam to the north, Ujjain to the northeast, Indore to the east, Khargone (West Nimar) to the southeast, Barwani to the south, and Jhabua to the west. It is part of the Indore Division of Madhya Pradesh. Pithampur is a large industrial area comes under Dhar District. Dhar district is divided into 13 blocks out of which 12 blocks are Tribal. It has 11 Urban local bodies and 1487 Villages



According to the 2011 census Dhar District has a population of 2,184,672. Its population growth rate over the decade 2001-2011 was 25.53 %. Dhar has a sex ratio of 961 females for every 1000 males, and a literacy rate of 60.57 %. The male literacy is 71.1 % and female literacy is 49.7 % as per 2011 census.

Total number of schools in District Dhar- category wise as follows:

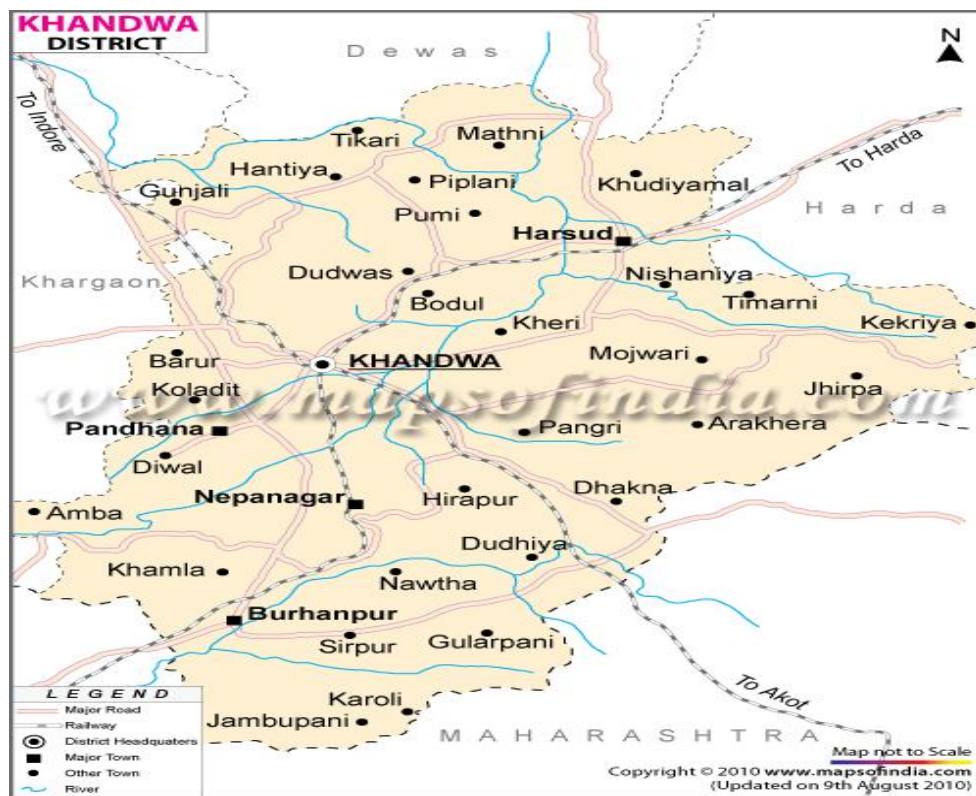
Types of Schools	Government Facilities					Total
	Govt.PS	Aided PS	Madarsa Registered	Govt.MS	Aided MS	
	3250	07	04	707	01	3969

Khandwa District

Khandwa District formerly known as East Nimar District, is a district of Madhya Pradesh state in central India. The city of Khandwa is the administrative headquarters of the district. The district has an area of 6206 km², and a population 13,09,443 (2011 census). Khandwa District lies in the Nimar region, which includes the lower valley of the Narmada River. The Narmada forms part of the northern boundary of the district, and the Satpura Range form the southern boundary of the district. Burhanpur District, to the south, lies in the basin of the Tapti River.

The pass through the Satpuras connecting Khandwa and Burhanpur is one of the main routes connecting northern and southern India, and the fortress of Asirgarh, which commands the

pass, is known as the "Key to the Deccan". Betul and Harda districts lie to the east, Dewas District to the north, and Khargone District to the west.



According to the 2011 census Khandwa District has a population of 13,09,443. Its population growth rate over the decade 2001-2011 was 21.44 %. East Nimar has a sex ratio of 944 females for every 1000 male and a literacy rate of 67.53 %. The male literacy is 71.9% and female literacy is 56.5% as per 2011 census.

Total number of schools in District Khandwa- category wise as follows:

Types of Schools	Government Facilities						Total
	Govt.PS	Aided PS	NCLP	Madarsa Registered	Govt.MS	Aided MS	
	1140	17	40	14	417	2	1630

METHODOLOGY

The selection of the two districts namely Dhar and Khandwa was primarily based on the performance of the scheme in these two districts during 2010-2011. The selection of district Dhar was done by the state government and the selection of District Khandwa by the M/o Human Resource Development was based on the following performance criteria:

- The utilisation of food grain was only 62% against the availability of 82%
- Cooking cost utilisation of only 62% against the availability of 78%
- Cook-Cum- Helper honorarium utilisation was only 31% against the availability of 87%
- Less coverage of children during drought – only 27% in case of primary and 40% in case of upper primary children.

The schedule of the Review Mission finalised in consultation with the state government is at *Annexure 3*. As per the schedule three briefing sessions for the mission members were held one at the state level and two at the district level respectively. The main objective of the briefing sessions was to make a presentation before the mission members on the status and modality of implementation of the MDM at the respective level. The briefing sessions required the participation of officials of all the departments that were associated with the implementation of the scheme in the state. The list of participants at the three briefing sessions are at *Annexure 4-6*. During the briefing sessions the mission members also sought clarifications from the concerned officials with respect to their observations on the presentation made. After the briefing session the mission members divided themselves into two teams for undertaking the field visits to cover the requisite number of schools. The routes for the teams for the days of the visit were chalked out in consultation with the district administration so as to ensure coverage of maximum blocks in the district considering that the geographical expanse of both the districts was very large. The criteria for selection of schools along the routes was based on the following considerations:

- SC dominated schools.
- Rural schools to see implementation in remote areas
- Schools under coverage of the School Health Program (SHP)
- School with attached Kasturba Gandhi Balika hostel
- School with enrolment of Children With Special Needs
- In context of the state's Sanjha Chulha Scheme the primary schools with attached Anganwadis.

In district Khandwa two additional criteria of urban schools and National Child Labour Project (NCLP) schools was also taken into account. Besides schools the mission teams also visited the following institutions:

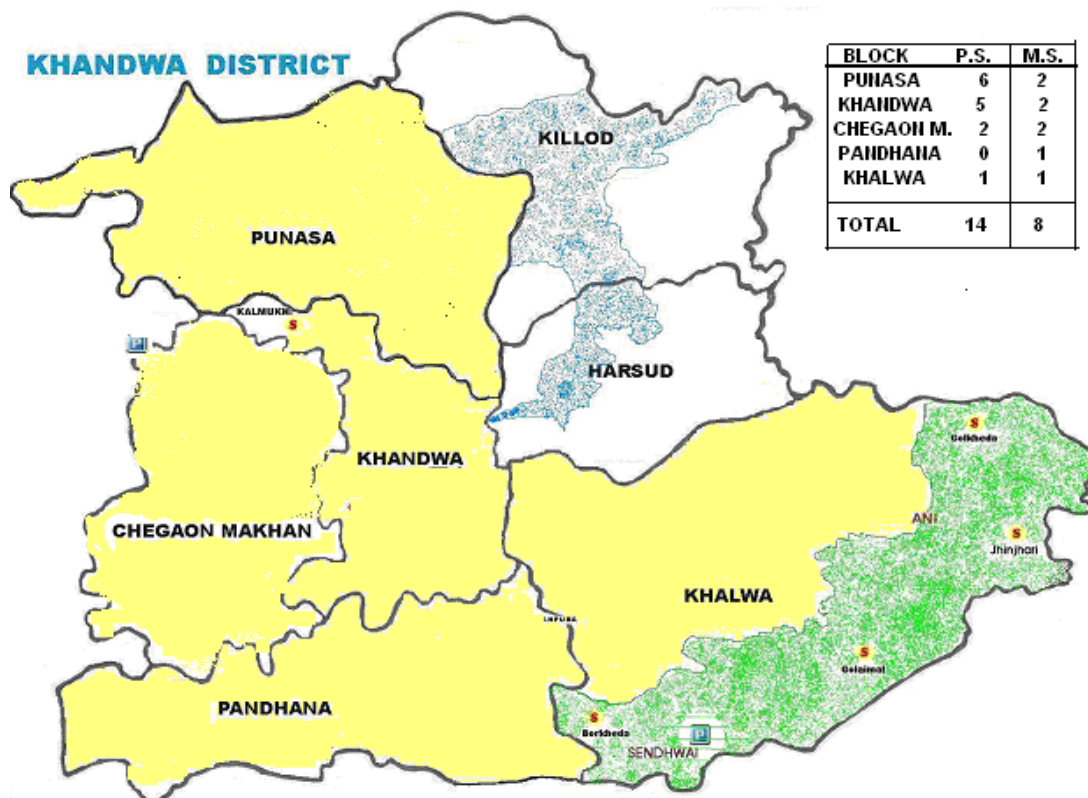
- Government aided school and a Madrasa in Bhopal
- Centralised Kitchens in Khandwa (Akanksha) and Bhopal (Naandi)

- Food Corporation of India depots and State Civil Supplies Corporation Godowns/warehouses on the finalised routes
- Public Distribution shops/centres near the schools covered

The celebration function of Global Hand Washing day was also covered at Khandwa on 15th October 2011.

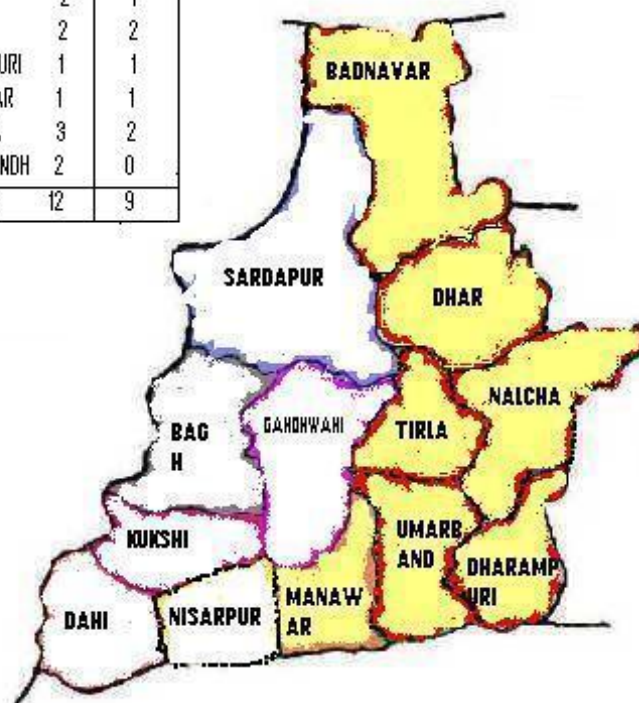
During the field visits it was ensured that each mission team was accompanied by a photographer/videographer to ensure audio-visual documentation to be used later for making presentation before the state on 20th October 2011. During the field visits the mission members were required to interact with all the stakeholders at school level viz students, teachers, parents (wherever possible). Self Help Group (SHG) members, ANM/MPWs and also examine in detail the documentation available at school level. The work division amongst the team members was accordingly undertaken. The information for the check list was required to be provided by the state and districts and the one at school level to be gathered by the mission teams. The mission members tasted the MDM meals and also observed the visual appeal. The team members also recognized the best practices to be highlighted at the time of presentation before the state. Testing of the iodization levels of salt being used in the cooking of mid day meal was done using Salt testing kit by the UNICEF member of the mission.

The coverage of blocks in both the districts is indicated in the district maps below:



BLOCK	PS	MS
BADNAVAR	1	2
DHAR	2	1
TIRLA	2	2
DHARMPURI	1	1
MANAWAR	1	1
NALCHA	3	2
UMARBANDH	2	0
TOTAL	12	9

DISTRICT - DHAR



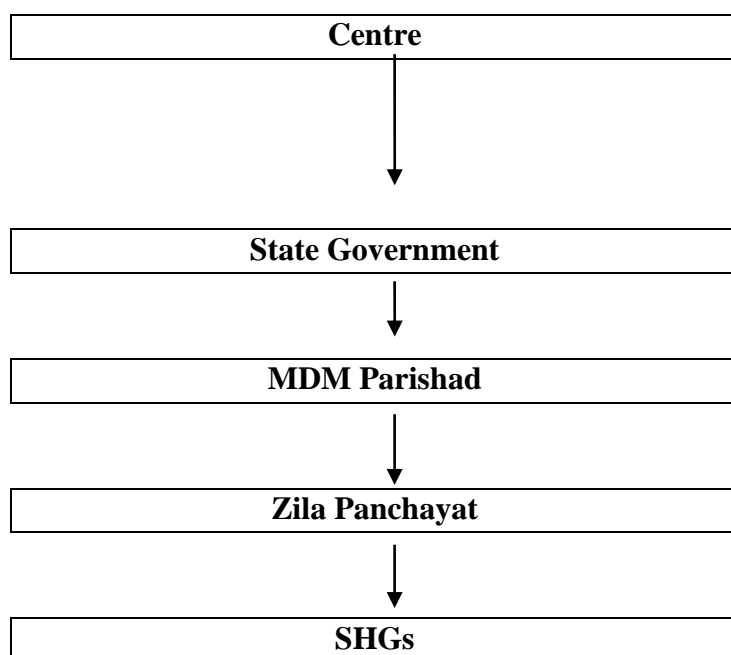
Note: The two NCLP schools at Khandwa and the School for CWSN at Dhar are not indicated in the legends.

OBSERVATIONS

The observations of the Mission are being presented as per the specified ToRs of the Review Mission as under:

1. The system of fund flow from State Government to Schools/cooking agency and the time taken in this process.

The funds under the MDM scheme are released from the Centre to the state govt to the Coordinator, MDM Parishad , Panchayat and Rural Development Department for its further disbursal to the CEOs, Zila Panchayats . The flow chart below indicates the flow from Centre to the implementing level



The component wise flow of release of the funds in the state is under:

Cooking Cost : The Zila Panchayat releases Cooking cost to SHGs.

Honorarium for Cook-cum-helpers : The Zila Panchayat releases funds to the Blocks (CEO, Janpad Panchayat), then CEO Janpad Panchayat releases funds to SHGs.

Cost of Foodgrain : The FCI raises bills to the CEO District Collector/ Zila Panchayat by the 10th of next month in the prescribed format. The District Collector / CEO Zila Panchayat will ensure payment within 20 days of submitted bills. The Zila Panchayat makes the payment to FCI.

MME : State Government releases funds to Zila Panchayat at District level .

Transportation: The State Civil Supplies Cooperation Ltd. raises bills quarterly to the State govt, and State after verification makes the payment to State Civil Supplies Cooperation Ltd.

The component wise details of the funds (Centre's share) available with the state and releases to district during 2011-12 is tabulated below :

(Rs in Crs)

Components	Date of receiving of fund by the State from Centre	Date of release of fund by the State to MDM Parishad	Date of release of fund by the MDM Parishad to Zilla Panchayat	Gap(No of days) between funds receiving and releasing	Reason for delay
Cooking cost	Dt. 24.05.11, Rs. 126.85	Dt. 21.06.11, Rs. 101.24	Dt. 24.06.11, Rs. 101.24	3 days	Procedural delay
	06.07.11, Rs. 147.60 (Corrigendum)	*Dt. 08.09.11, Rs. 25.60	*Dt. 06.08.11, Rs. 25.60	-	
		Dt. 12.08.11, Rs. 120.17	Dt. 03.09.11, Rs. 120.17	21 days	
		Dt. 08.09.11, Rs. 27.42	Dt. 12.09.11, Rs. 27.42	4 days	
Cost of Foodgrain	Dt. 24.05.11, Rs. 26.87	Dt. 21.06.11, Rs. 26.87	Dt. 24.06.11, Rs. 26.87	3 days	Procedural delay
	Dt. 06.07.11, Rs. 43.27 (Corrigendum)	Dt.12.08.11, Rs. 43.27	Dt. 23.08.11, Rs. 43.27	11 days	
Honorarium of Cooks cum Helper	Dt. 24.05.11, Rs. 50.95	Dt. 21.06.11, Rs. 38.63	Dt. 24.06.11, Rs. 38.63	3 days	Procedural delay
	Dt. 06.07.11, Rs. 18.04	Dt.08.09.11, Rs.12.32	Dt.12.09.11, Rs.12.32	4 days	
		Dt.12.08.11, Rs.11.23	Dt.17.08.11, Rs.11.23	5 days	
		Dt. 08.09.11, Rs. 06.81	Dt.12.09.11, Rs. 06.81	4 days	
MME	Dt. 24.05.11, Rs. 3.76 Dt. 06.07.11, Rs 0.88	21.06.11 Rs. 3.76 12.08.11 Rs 0.88	10.10.11 Rs.4.64	111 days	Due to appointment of block level & school level micro data punching system is under process.
Transportation	Dt. 24.05.11, Rs. 4.39 06.07.11 Rs.3.48	21.06.11 Rs.4.39 12.08.11 Rs.3.48	30.09.11 Rs. 1.75 (Payment to Nan at State Level after Quarter claim)	101 days	claim received delay

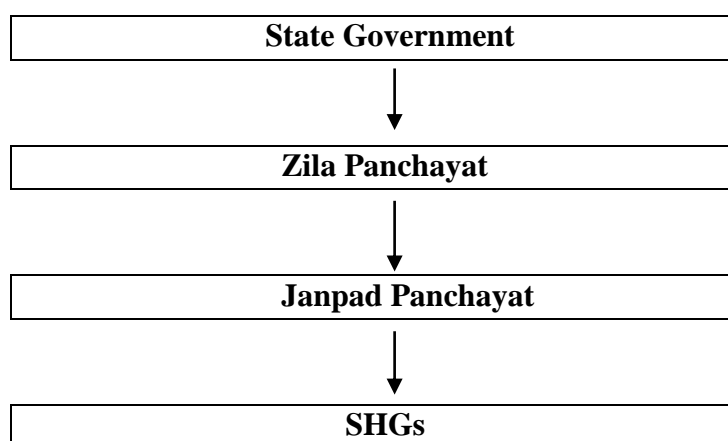
***Rs.25.60 Crore for cooking cost was not released on time from the state government hence the state utilized funds of the MDM Parishad for the implementation of the programme.**

For Kitchen Shed & Kitchen Devices no money was sanctioned by the PAB as there was no demand from the state under these heads.

The component wise details of the funds (State's share) e and releases to district during 2011-12 is tabulated below:

Rs in Crs				
Components	Date of release of fund by the State to MDM Parishad	Date of release of fund by the MDM Parishad to Zila Panchayat	Gap(No of days) between funds receiving and releasing	Reason for delay
Cooking cost	Dt. 21.06.11, Rs. 37.24	Dt. 24.06.11, Rs. 37.24	3 days	Procedural delay
	Dt. 11.07.11, Rs. 4.87	Dt. 06.08.11, Rs. 4.87	27 days	
	Dt.12.08.11, Rs. 47.17	Dt. 03.09.11, Rs. 47.17	21 days	
Honorarium of Cooks cum Helper	Dt. 21.06.11, Rs. 16.33	Dt. 24.06.11, Rs. 16.33	3 days	Procedural delay
	Dt.11.07.11, Rs.0.65	Dt.17.08.11, Rs.0.65	36 days	
	Dt.12.08.11, Rs.3.77	Dt.17.08.11, Rs.3.77	5 days	
	Dt. 08.09.11, Rs. 2.24	Dt. 12.09.11, Rs. 2.24	4 days	

The fund flow mechanism in district Dhar is as under:



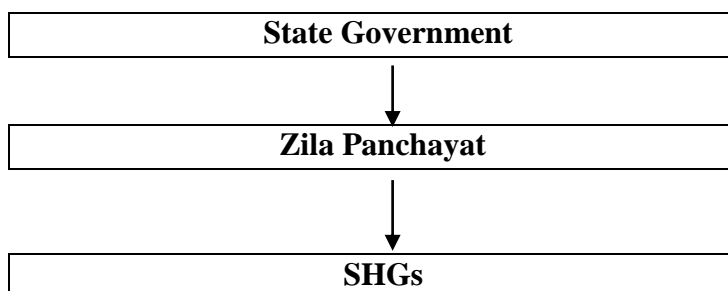
The details of the component wise releases from the district to block during 2011-12 is as under:

Rs. in lakh

Components	Date of fund received by the district from state (date of receiving allotment letter)		Date of fund release by District to Block (till sep 11)		Gap(No of days) between funds receiving and releasing	Reason for delay if any
Cooking cost PS	24-06-11	Rs. 32.38	13-07-11	Rs. 170.40	21 days	Official Process
	06-08-11	Rs. 295.96	08-09-11	Rs.170.40	30 days	Official Process
	03-09-11	Rs. 79.87	03-10-11	Rs.181.06	30 days	Official Process
	12-09-11	Rs. 167.30			0	Official Process
drought	03-09-11	Rs. 27.95	23-05-11	Rs 30.74		
	12-09-11	Rs. 13.25		-----		
Cooking cost MS	24-06-11	Rs. 62.04	13-07-11	Rs.76.35	21 days	Official Process
	06-08-11	Rs. 132.97	08-09-11	Rs. 76.35	30 days	Official Process
	03-09-11	Rs. 49.25	03-10-11	Rs. 109.20	30 days	Official Process
	12-09-11	Rs. 135.40			0	Official Process
drought	03-09-11	Rs. 14.46	23-05-11	Rs. 18.16	Unspent balance used	
	12-09-11	Rs. 2.07		-----		
	Total	396.19	Total	280.06		
GrandTotal	1012.80		832.66			
Cooks Honaorarum PS	24-06-11	Rs. 32.38	27-07-11	Rs. 88.32	1 month	Honorarium of Total 5735 cooks till sep 11 is Released and for the Drought area (Janpad Panchayat BADNAWR, DAHI) Honorarium of cooks is already released
	06-08-11	Rs. 295.96	06-09-11	Rs.88.32	1 month	
	03-09-11	Rs. 79.87				
	12-09-11	Rs. 167.27				
Drought PS	03-09-11	Rs. 27.95	10-06-11	Rs. 20.08		
	12-09-11	Rs. 13.25				
	Total	616.68 lac				
Cooks Honaorarum MS	24-06-11	Rs. 62.04	27-07-11	Rs.26.38	1 month	
	06-08-11	Rs. 132.97	06-09-11	Rs.20.08	1 month	
	03-09-11	Rs. 49.25				
	12-09-11	Rs. 135.37				
drought MS	03-09-11	Rs. 14.46	10-06-11	Rs. 4.72	Unspent balance used	
	12-09-11	Rs. 2.07				
	Total	396.16	Total			
MME	Rs 1.88		Rs 2.66			

Components	Date of fund received by the district from state (date of receiving allotment letter)	Date of fund release by District to Block (till sep 11)	Gap(No of days) between funds receiving and releasing	Reason for delay if any
Cost of Food Grain ps	24-06-11 Rs. 52.10	17-06-11 Rs. 20.11		
	23-08-11 Rs. 69.05	10-08-11 Rs 61.01		
	Total 121.15	Total 81.12		
Cost of Food Grain ms	24-06-11 Rs 33.85	17-06-11 Rs 11.54		
	23-08-11 Rs 37.43	10-08-11 Rs 35.19		
	Total 71.28	Total 46.73		
GrandTotal	192.43	127.85		

The fund flow mechanism in district Khandwa is as under:



The details of the component wise releases from the district to SHGs during 2011-12 is as under:

Rs. in lakh

Components	Date of fund received by the district from state (date of receiving allotment letter)	Date of fund release by District to Block (till sep 11)	Date of fund release by District / Block to SHGs/FCI (till sep 11)	Gap(No of days) between funds receiving and releasing	Reason for delay if any
Cooking cost PS	24-06-11 Rs. 189.12	-	08--03-11 Rs. 230.23		Unspent Balance used
	06-08-11 Rs. 54.42	-	23--06-11 Rs. 50.85		
	-	-	07-07-11 Rs.21.84		
Cooking cost MS	24-06-11 Rs. 109.99	-	08--03-11 Rs. 121.46		
	06-08-11 Rs. 17.67	-	23--06-11 Rs. 25.63		
		-	07-07-11 Rs.9.08		
GrandTotal	371.20	-	459.09		
Cooks Honorarium PS	24-06-11 Rs. 62.77	09-03-11 Rs. 51.84	02-05-11 Rs. 51.84		
	17-08-11 Rs. 34.42	06-08-11 Rs .44.16	04-08-11 Rs. 17.28		
	-	-	02-09-11 Rs. 26.88		

Components	Date of fund received by the district from state (date of receiving allotment letter)	Date of fund release by District to Block (till sep 11)	Date of fund release by District / Block to SHGs/FCI (till sep 11)	Gap(No of days) between funds receiving and releasing	Reason for delay if any
Cooks Honorarium MS	24-06-11 Rs. 21.58	09-03-11 Rs .18.24	02-05-11 Rs. 18.24		
	26-06-11 Rs. 1.85	06-08-11 Rs .14.97	04-08-11 Rs. 6.08		
	17-08-11 Rs. 16.51	-	02-09-11 Rs. 8.84		
	Total 616.68	129.21	129.16		
MME	10-10-2011 Rs. 8.20	-			
Cost of Food Grains	24-06-11 Rs. 26.87	-	April to Aug. Rs. 36.07		
	23-08-11 Rs. 59.79		-		
MS	24-06-11 Rs. 20.00	-	April to Aug. Rs. 30.45		
	23-08-11 Rs. 25.16		-		
	Total 131.82	-	Total 66.52		
Grand Total	1127.90	129.21	654.77		

Financial Performance at state level

(Rs Crore)

Components	Funds Allocation	fund received by the State	Expenditure upto 31 Aug. 2011	Percentage Expenditure on fund allocation	Reasons for low expenditure if any
Cooking cost	557.32	274.44	143.76	26%	Low attendance in drought effected areas.
Cost of Food grain	117.14	70.14	27.99	24%	-
Honorarium of Cooks cum Helper	206.35	68.99	55.56	27%	-
MME	16.12	4.64	4.64	29%	
Transportation	19.12	7.87	1.75	9%	Payment to SCSC at State Level after Quarter claim.

The mission members observed that the expenditure under all the heads was dismally low especially transportation.

Outlay and expenditure (Dhar)				
(In Lakhs)				
Components	Funds Allocation	fund received by the District	Expenditure as on 30 Sept. 2011 against fund received	Percentage Expenditure against allocation
Cooking cost	2137.65	1012.87	832.66	39%
MME	11.00	1.88	2.66	24%
Cost of Food grain	255.60	192.43	127.84	50%

Outlay and expenditure (Khandwa)				
(In Lakhs)				
Components	Funds Allocation	fund received by the District	Expenditure as on 31st Sept. 2011 against fund received	Percentage Expenditure against allocation
Cooking cost	1138.00	202.68	302.56	26%
MME	8.02	3.05	1.19	15%
Cost of Food grain	194.71	131.82	90.33	46%

The mission members observed that the expenditure under the MME head in the district was very low

2. The management and monitoring of the scheme from state to school level. Availability of dedicated staff for MDM at various levels and maintenance of records at the level of school/cooking agency. Management Information System (MIS) from school to block , district and State Level to collect the information and disseminate it to other stakeholders

The Ministry of HRD guidelines of 2006 for MDM provides for regular monitoring of programme to assess programme parameters and impact parameters (p. 32). It also states that further guidelines and modalities in regard to the above should be developed by State Government/State level SMCs. At the national level there is a provision for constitution **National level Steering cum Monitoring Committee** vide Notification dated 20.12.04 read with Notification dated 31.12.04, The Department of School Education and Literacy to oversee the implementation of the programme. The NSMC is mandated to:

- (a) Guide the various implementation agencies,
- (b) Monitor programme implementation, assess its impact, and take corrective steps,

- (c) Take action on reports of independent monitoring/evaluation agencies,
- (d) Effect coordination and convergence among concerned departments, agencies (e.g. FCI), and schemes, and
- (e) Mobilize community support and promoting public private partnership for the programme.

Under NP-NSPE, 2006, the NSMC will also, in addition, be expected to perform the following functions:

- (f) provide policy advice to Central and State Governments, and
- (g) identify voluntary agencies and other appropriate institutions to undertake training, capacity building, monitoring and evaluation and research connected with the programme at the national level.

In Madhya Pradesh the Panchayat & Rural Development Department is the nodal department for implementation of MDM scheme. The state government has issued several office orders/ circulars to ensure proper and effective monitoring of the MDM scheme and to strengthen the monitoring mechanism at appropriate levels. However, the State Level Steering cum Monitoring Committee (SSMC) though in existence has not met since 2008. When this issue had come up for discussion in the PAB held in May 2011 the state had assured that a formal meeting of SSMC would be convened very shortly under the chairmanship of the chief secretary, however the meeting had not yet been convened, It was brought to the notice of the mission members that the periodic review/monitoring of MDM Scheme is being done by the district collector but the specific meetings as per the guidelines (2006) of MDM were not been held in the districts visited. At district level Zila Panchayat is the nodal agency for overall planning, implementation, management and monitoring of the programme.

The mission has observed that several positions at the State and District levels are lying vacant. The skeleton staff strength is clearly hampering the proper implementation of MDM scheme in the State. The mission is of the strong view that large number of vacancies are not in the interest of smooth implementation of the programme. The sanctioned and vacant positions at state and district management level is tabulated below

State Level

Sl. No.	Post	Sanctioned Post	Filled	Vacant	Remark
1	State Coordinator	1	1	0	GAD Posting
2	Joint Commissioner (Planning and Implementation)	1	1	0	To be filled by Deputation
3	Joint Commissioner (resources, Management and Monitoring)	1	0	1	-do-
4	Deputy Commissioner	1	1	0	-do-
5	Asst. Deputy Commissioner	2	0	2	-do-

6	Asst. Engineer	1	1	0	To be filled by Deputation (APO)
7	Sub Engineer	2	1	1	-do-
8	Project Manager (Child Health)	1	0	1	To be filled by Deputation/ Contractual basis
9	Media Officer	1	0	1	-do-
10	Account Officer	1	1	0	-do-
11	Project Manager (Management, Monitoring and Evaluation)	1	1	0	To be filled by Contractual basis
12	Project Manager (Nutrition)	1	1	0	-do-
13	Project Manager (Gender Equivity and Community Development)	1	0	1	-do-
14	Quality Monitor	1	1	0	-do-
15	Accountant	1	1	0	-do-
16	System Analyst and MIS Manager	1	0	1	-do-
17	Programme Assistant	3	2	1	To be filled by Deputation
18	Stenographer	4	0	4	To be filled by Contractual basis
19	Office Asst. cum data entry operator	5	1	4	-do-
20	Peon	3	2	1	-do-

District Level

Sl. No.	Post	Sanctioned Post	Filled	Vacant	Remark
1	Task Manager	54	34	20	To be filled by Contractual basis
2	Quality Monitor	100	51	49	-do-
3	Computer Operator	50	37	13	-do-

Dhar

Sl. No.	Post	Sanctioned Post	Filled	Vacant	Remark
1	Task Manager	1	1	0	To be filled by Contractual basis
2	Quality Monitor	2	0	2	-do-
3	Computer Operator	1	1	0	-do-

Khandwa

Sl. No.	Post	Sanctioned Post	Filled	Vacant	Remark
1	Task Manager	1	0	1	To be filled on Contractual basis
2	Quality Monitor	2	1	1	-do-
3	Computer Operator	1	1	0	-do-

At village level the Gram Panchayat has been associated with the implementation of MDM in schools. On the basis of recommendation of Gram Panchayat, SHGs are selected by Janpad Panchayat. The implementation of programme at school level is done under the supervision of Gram Panchayat. At the school level, Cluster Resource Coordinator (CRC) of School Education Department has been entrusted with the responsibility of intensive monitoring of every school under their jurisdiction, at least once in a month.

The Mission has reviewed the entire monitoring process at the State, District, Block and village levels. The mission is of the view that monitoring is one of the weakest links in the State which is hampering proper and smooth implementation of the programme. In absence of proper monitoring the level of awareness among the stakeholders, particularly at the grassroots level, is also very low, thereby making it difficult to implement the programme in a transparent manner.

The Mission is also concerned about the large number of posts lying vacant at the State and district levels. In the two districts visited by the Mission the positions of both the Quality Monitors were vacant. Similarly, in Khandwa district the posts of Task Manager and one Quality Manager were vacant, however it was informed the recruitment process had already been initiated.

During the visits to the schools and other institutions the various records relating to the MDM were not found to be maintained in the manner it is desired. Inspection registers of MDM were available in most of the schools but the monitoring/inspection remarks were not found as per the provisions and orders issued by the State Government from time to time. Mother's rosters were also available in the schools but a random check of the entries made in the registers were found be correct in one case and incorrect in the other as the students did not confirm the visits of their mothers to the school.

The Mission members were informed that currently no MIS system at any level was operational in the state. All information is being collected and compiled manually at all levels.

3. The implementation of the scheme with reference to availability of food grains, payment of cost of food grains to FCI by the districts, quality of MDM, regularity in serving MDM as per approved norms and mode of cooking. Appointment of Cook-cum-Helpers for preparation and serving of meal to the children

3.1 Availability of food grains

Under MDM free food grains are supplied to the districts @ 100gms per day for primary school (Classes I-V) children and @150gms for the middle school (VI- VIII) children. Local depots of the FCI supply the food grains. The food grains are allocated biannually (February and August) by the central government separately for primary and middle schools with the concurrence of the Department of Food and Public distribution. The first allocation is based on the number of children and school days approved by the Project Approval Board (PAB) of MDM in the previous financial year. The second allocation is made after deducting the unspent balances available with the state/UTs out of food grain allocation of the previous year as well as from annual allocation approved by the PAB for the first six months of the current year. The utilization certificates is to be provided by the state after taking into account the food grains actually consumed at the school /cooking agency level. The unutilised food grains in stores and godowns at the school/cooking agency, block and district is to be shown as unspent balance. Every consuming unit is however required to maintain a buffer stock of one month to avoid disruption in case of unforeseen exigencies.

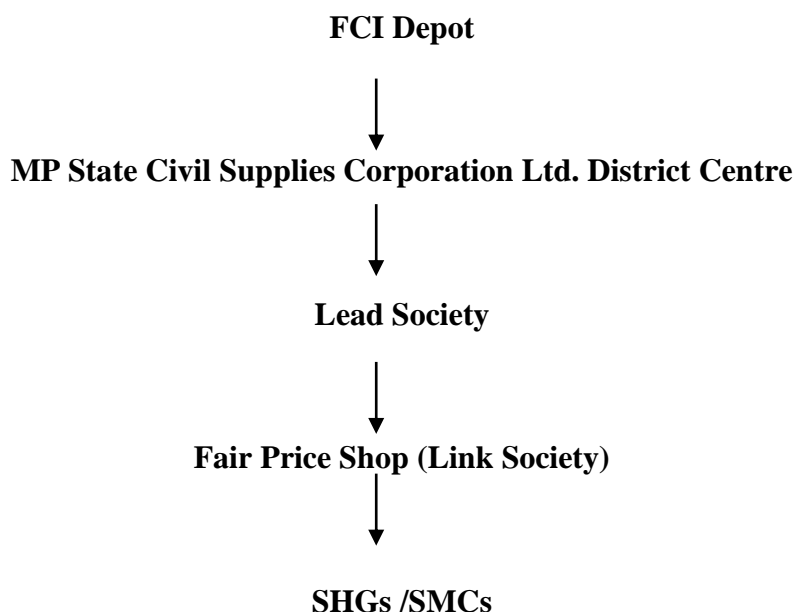
It is the responsibility of the FCI to ensure availability of Fair Average Quality (FAQ) grains in its depots .The FCI is to also appoint a nodal officer at state level for the purpose. District administration on receiving allocation from the state is required to issue a lifting schedule (periodicity, date/week) to the local FCI depot based on its requirement, convenience of transportation and storage capacity. FCI is to allow lifting of food grains as per schedule starting from 1st day of the preceding month of the quarter to 25th day of the last month of the allocation quarter. The CEO Zilla Panchayat is to ensure FAQ of food grain through a joint inspection and sampling mechanism defined in MHRD guidelines No F-1-15/2009- Desk (MDM) dated 10th February 2010 at each level of lifting of food grains.

During the briefing meeting at Bhopal the presentation made by the state team did not elucidate the food grain flow process in the state and as the FCI representative was also not present the members carried a briefing gap with respect to the food grain flow process in the state. During the field visit the members got conflicting versions in response to their queries on the issue at various levels of interaction. Accordingly on return from the field visit from the districts a separate meeting with the FCI and State Civil Supplies Corporation officials was called on 18th October 2011 to put the conflicting observations into context. The MDM official responsible for food grain gave the following information regarding food grain flow under MDM in the state:

After receiving allocation of food grains from Centre the State Government reallocates the food grains on the basis of average attendance and number of educational days of the districts. District Collector / CEO Zila Panchayat release 3 monthly Release Orders (Month

Wise) are issued to the SHGs/SMCs on the basis of which the food grains are lifted from Fare Price shops by the SHGs/SMCs. Records & registers are maintained at the school level with respect to food grains received and utilized by implementing agency.

Appropriate arrangements have been established between FCI depots and SHGs of schools in each district to ensure timely lifting and transportation of food grains up to the school. The lifting and transportation of food grains is carried out as follows :-



M.P. State Civil Supplies Corporation Ltd. and representatives of District Collector carry out joint inspection of food grains for monitoring Fair Average Quality (FAQ) of the supply. The FAQ monitoring is also done at the level of lead society, link society and SHGs/SMCs. FCI also maintains the sample of food grains lifted by MP State Civil Supplies Corporation Ltd, so that they can be used for inspection and verification in case of complains. Food grains related order is enclosed herewith.

The Mission observed that the food grains advance of three months had been lifted by the most SHGs and as such large quantities of grain bags were seen lying at some schools. Upon inquiry it was informed that there were orders from the state to lift the food grains three months in advance mainly on account of storage constraints at higher levels due to record procurement by the state government during the current year. Wherever the food grains were not found at school level it was told by the SHG members that the same were being stored in the houses of the SHG members for security reasons. The trend of storing food grains in such large quantities in the houses of SHG members is a cause of concern as besides underscoring the very concept of kitchen cum store it increases the scale and scope of pilferage at that level. The mission was also concerned at the attempt of the state to transfer their burden of storage to the school/ cooking agency level without taking into consideration the implications of the same especially in view of the one month buffer stock guideline of the Centre at school level.

The Mission observed that the sacks of food grains had mainly SCSC marking and virtually no sacks of FCI marking were found at all levels starting from FCI depots to the school. Various explanations were given to the mission members starting from the book transfer procedure to lack of packing material to buying of excess food grains procured by SCSC by FCI. Irrespective of the reasons put forth the mission members pondered at the complexity of the modality of distribution of the prescribed transport costs and quality checking mechanisms is such a situation. Another issue that came before the mission members was pertaining to the disposal of grain sacs which the mission observed were largely being disposed/sold by the SHGs. As the grain sacks are supposed to be state property, the members were amazed at this practice. Upon further inquiry the members were informed at district Khandwa that there were state guidelines wherein the SHGs had been authorised to sell the grain sacks and utilize the proceeds for provision of special meals on special occasion like Independence Day and Republic Day.

The quality of grain at the schools visited initially was found to be lacking due to presence of non grain elements as well as infestation by worms/pests. The nearby PDS outlet also had matching quality of grain but when the mission visited the SCSC issue centre supplying the grain to the concerned PDS outlet the quality was found to be FAQ indicating that there could be a practice of tampering with the quality of food grain during transportation either by the lead society from the SCSC issue centre or at the PDS outlet/link society. Upon inquiry by the mission members it was informed by district administration that though lead Societies have storage godowns but they are not mandated to store the MDM grain consignment at their godowns as their prime role is to transport the MDM food grains from the SCSC issue centres to the PDS outlet/link society.

Food Grain Flow at State Level

Components	Date of Allocation released by the Centre to the State	Date of foodgrains released by the state to District	Gap(No of days) between foodgrains receiving and releasing	Reason for delay if any
Foodgrains	04.03.2011	17.03.2011	7 Days gap due to delay in official procedures.	Procedural delay.
	08.08.2011	23.08.2011	6 Days gap due to delay in official procedures.	

Food Grain Flow at District Level (DHAR)

Components	Date of Allocation released by the State to the District	Date of foodgrains released by the District to SHGs	Gap(No of days) between foodgrains receiving and releasing	Reason for delay if any
Foodgrains	17.03.2011	21.04.2011 10.05.2011	1 Month gap	

Food Grain Flow at District Level (KHANDWA)

Components	Date of Allocation released by the State to the District	Date of foodgrains released by the District to SHGs	Gap(No of days) between foodgrains receiving and releasing	Reason for delay if any
Foodgrains	17.03.2011	23.06.2011		The state team informed that the reason was not being made available by the district.

Food grains utilization

(QTY. MTs.)

Components	Allocation from GOI	Food grains lifted till Sept. 2011	Food grains Utilized till 31st Aug. 2011	Percentage Utilization	Reasons for low utilization if any
State	239061.33	84893.80	66969.12	28.1%	-
Dhar	7399.95	3065.00 till Augt.11	2571.99	35%	-
Khandwa	5260.94	1433.00 till Sept. 11	1245.65	24%	-

Food grains utilization in Drought

(QTY. MTs.)

Components	Allocation from GOI	Food grains lifted	Food grains Utilized	Percentage Utilization	Reasons for low utilization if any
State	18058.25	-	-10640*	59%	-
Dhar	199.80	-	-125.41*	63%	-

Note : 10 Districts in PS and 14 Districts in MS the percentage of Utilization is below 50%. The details of the Utilization is at [Annexure-7](#)

Payment of cost of food grains to FCI by the districts

State	Food Grains Lifted	Bills Submitted by FCI (till August 2011)		Payment made to FCI (till August 2011)	
		Quantity (in MTs)	Amount (Rs. in lakh)	Quantity (in MTs)	Amount (Rs. in lakh)
1	2	3	4	5	6
Madhya Pradesh	77884.72	63964.23	2957.87	60378.98	2798.98
Dhar	3065	3065	127.84	3065	127.84
Khandwa	2167	1603.21	66.52	1603.21	66.52

3.2 Quality of Mid Day Meal

As part of the Mid day Meal Programme, the children of all Government Primary and Upper Primary Schools receive a cooked meal in their respective school as per the weekly cyclic menu. Each state has to develop the guidelines for a context specific cyclic menu which should provide the recommended 450 kcal and 12 gm protein for Primary School Children and 700 kcal and 20 gm protein for upper primary school children. The meal has to be of good quality especially with respect to the inclusion of green leafy vegetables, yellow vegetables and cereal-pulse combination in order to also provide adequate micronutrients like iron, folic acid, vitamin A and zinc.

The Government of MP presently has following guidelines for the weekly MDM menu:

Day	Weekly Menu of MDM
	Wheat / Rice Dominated Area
Monday	Chapati /Rice with Pulses (Tuwar /Arhar) and vegetable of Gram and Tomato
Tuesday	Puri / Pulav with Kheer and Vegetable of Potato & Tomato
Wednesday	Chapati / Rice with Gram Pulses and Vegetable of Rajma
Thursday	Chapati / Rice with Pulses (Tuwar /Arhar) & Green Vegetable
Friday	Chapati / Rice with Mung Pulses & Green Vegetable
Saturday	Chapati / Rice with Pulses (Tuwar /Arhar) & Vegetable of Rajma

From the menu it is observed that the Tuesday menu i.e. *Puri / Pulav with Kheer and Vegetable of Potato & Tomato* needs to be revised as this is not taking care of cereal-pulse combination and inclusion of green leafy vegetables. It was observed during field visit to both the districts, that on all 6 days *rotis/puri* were being serve. On interaction with school children it was found that rice in the form of vegetable *khichri/pulao* can be included in the menu of wheat dominated areas as well in order to have variety in the diet of children. It was observed that even though the menu mentions the inclusion of green vegetables the SHGs are cooking green vegetables like bottle gourd and ridge gourd which are not rich in micronutrients like iron, folic acid and vitamin A. The MDM should include green leafy vegetables like spinach, *methi*, *sarson* and other locally available green leafy vegetables which are rich in micronutrients like Vitamin A, folic acid and iron. It was observed that there was no effort at school level to come up with an innovative menu which takes into account the dietary practices of the local population.

Regarding quality of the meal being served the review mission team was apprised with the fact that women from SHGs go to nearby market or block headquarter for purchasing vegetables once or twice a week. Seeking information regarding kitchen garden or local production of vegetables, we were told that due to water scarcity, vegetable production has become a very difficult task. The members of SHGs are finding it difficult to manage the preparation of good quality nutritious food as per the norms because of inflation and increasing prices of vegetables and pulses. Instead of using different vegetables prescribed in the menu they are only using potatoes and onions. The mission also observed that the SHGs

buy spices from the local market and generally give preference to the purchase of material sold in open, instead of packed agmark spices as prescribed by government. In large number of cases edible oil is also purchased in small quantity from the open stock, instead of packed and agmark edible oil. Local branded salt is also purchased from the local market and in 3 cases we found that iodized salt is not being used by SHGs for preparation of food. We also found new small sachets of spices and salt which means that SHGs are not regularly using quality spices. We also went through the points made under the contract document between district administration and the SHG and found that it is clearly mentioned that the quality and standards must be maintained during the purchase of vegetables, edible oil, spices and salt. We also found that the relevant sections of the contract are not being monitored with spirit.

In Khandwa district (Urban), it was found that students of middle school (Government Middle School, Ganesh Ganj, Khandwa) are engaged in serving food and all the children of primary school (Government Ganesh Shankar Vidhyarthi Boys School) wash their food plates every day. The members of the review mission were informed that since cooked food is provided from the centralized kitchen (run by an NGO) to the school, there is no provision of helper for this purpose. In the Government Primary School (Village Rai Kutwar, Khandwa) also same situation was seen by the team. It was found that at primary level children are provided 2-2 chapatis and at upper primary level 3-3 chapatis at the most. As per the norms each and every child should be given full meal (100 gm wheat/rice to primary level student and 150 gm wheat/rice to upper primary level student) and these 2 or 3 chapatis provide them only one third or half of the recommended quantity. In Government Primary School (Ganesh Ganj, Khandwa) food plates for primary children has not been purchased and because of that all girls in this school brings food from their home. It is a clear case of deprivation and violation of existing entitlements; whereas 184 students of Government Ganesh Shankar Vidhyarthi Boys School are forced to clean their food plates.

3.3 Regularity in serving MDM as per approved norms and mode of cooking.

Sl. No.	District	Date of visit	Block	Name of School	Enrollment	Attendance of last 10 days	% of children enrolled attended and availing MDM
1	Bhopal	12.10.11	Urban	Shantiniketan H.S. School (Aided School)	200	(data not available)	0.00
2	Bhopal	12.10.11	Urban	Kaji Wazdiul Hussaini madarsa Boys	270	2114	78.30
3	Bhopal	12.10.11	Urban	Kaji Wazdiul Hussaini madarsa Girl's	295	2407	81.59

Sl. No.	District	Date of visit	Block	Name of School	Enrollment	Attendance of last 10 days	% of children enrolled attended and availing MDM
4	Dhar	13.10.11	Badnawar	Govt. PS Baggad	157	791	50.38
5	Dhar	13.10.11	Badnawar	Govt. MS Baggad	84	517	61.55
6	Dhar	13.10.11	Badnawar	Govt. MS Kusawada	118	434	36.78
7	Dhar	13.10.11	Dhar	Govt. Girl's PS	90	270	30.00
8	Dhar	13.10.11	Dhar	Govt. PS SunarKhedi	80	480	60.00
9	Dhar	13.10.11	Dhar	Govt. MS SunarKhedi	69	514	74.49
10	Dhar	13.10.11	Tirla	Govt. Girls PS	95	231	24.32
11	Dhar	13.10.11	Tirla	Govt. Boys PS	90	344	38.22
12	Dhar	13.10.11	Tirla	Govt. PS Gyanpura	172	350	20.35
13	Dhar	13.10.11	Tirla	Govt. MS Gyanpura	275	1050	38.18
14	Dhar	14.10.11	Dharpuri	Govt. MS Bharudpura	252	1447	57.42
15	Dhar	14.10.11	Dharpuri	Govt. PS Dhapla	37	269	72.70
16	Dhar	14.10.11	Manawar	Govt. PS & MS Manawar	Data could not be Collected Due to Commotion		0.00
17	Dhar	14.10.11	Nalcha	Govt. PS Bhadkiya	89	450	50.56
18	Dhar	14.10.11	Nalcha	Govt. MS Bhadkiya	170	654	38.47
19	Dhar	14.10.11	Nalcha	Navin PS Sulibardi	27	134	49.63
20	Dhar	14.10.11	Nalcha	Navin MS Sulibardi	27	651	241.11
21	Dhar	14.10.11	Nalcha	Govt. PS Gyanpura	114	518	45.44

Sl. No.	District	Date of visit	Block	Name of School	Enrollment	Attendance of last 10 days	% of children enrolled attended and availing MDM
22	Dhar	14.10.11	Umarband	Govt. Girls PS Umarband	63	402	63.81
23	Dhar	14.10.11	Umarband	Govt. PS Umarband(Ubvan ipura)	30	220	73.33
24	Khandwa	15.10.11	Khadwa	Govt.PS	120	983	81.92
25	Khandwa	15.10.11	khandwa Rural	Govt.P.S. Raikhutwaal	216	1293	59.86
26	Khandwa	15.10.11	khandwa Rural	Govt.Naveen M.S. Raikhutwaal	126	819	65.00
27	Khandwa	15.10.11	khandwa Urban	NCLP -Astha Ashram	50	356	71.20
28	Khandwa	15.10.11	khandwa Urban	NCLP Seva sarthak samiti	50	311	62.20
29	Khandwa	15.10.11	khandwa Urban	Govt.girls PS.Ganeshganj	183	982	53.66
30	Khandwa	15.10.11	khandwa Urban	Govt.Boys PS.Ganeshganj	184	1027	55.82
31	Khandwa	15.10.11	khandwa Urban	Govt. MS.Ganeshganj	192	817	42.55
32	Khandwa	15.10.11	khandwa Urban	Govt. Urdu P.S..Ganeshganj	36	291	80.83
33	Khandwa	15.10.11	Khalwa	Govt.P.S. Rajur	259	1348	52.05
34	Khandwa	15.10.11	Khalwa	Govt.M.S. Rajur	251	1170	46.61
35	Khandwa	15.10.11	Pandhana	Govt.MS	378	1992	52.70
36	Khandwa	17.10.11	Che Gao Makhan	Govt. M.S. Desh Gaon	279	1898	68.03
37	Khandwa	17.10.11	Che Gao Makhan	Govt. Girls P.S. Desh Gaon	169	1087	64.32
38	Khandwa	17.10.11	Che Gao Makhan	Govt. M.S. DhanGoan	182	1111	61.04

Sl. No.	District	Date of visit	Block	Name of School	Enrollment	Attendance of last 10 days	% of children enrolled attended and availing MDM
39	Khandwa	17.10.11	Che Gao Makhan	Govt. P.S. Girls DhanGoan	192	1349	70.26
40	Khandwa	17.10.11	Punasa	Govt. M.S. Mottaka Station	170	724	42.59
41	Khandwa	17.10.11	Punasa	Govt. P.S. Mottaka Station	110	429	39.00
42	Khandwa	17.10.11	Punasa	Govt. P.S. Kothi	171	1012	59.18
43	Khandwa	17.10.11	Punasa	Govt. M.S. Bhogawan	123	610	49.59
44	Khandwa	17.10.11	Punasa	Govt. P.S. Boys Bhogawan	101	840	83.17
45	Khandwa	17.10.11	Punasa	Govt. P.S. Girls Bhogawan	115	624	54.26
46	Khandwa	17.10.11	Punasa	Govt. P.S. Punasa	67	434	64.78
47	Khandwa	17.10.11	Punasa	Govt. P.S. Ghosali	58	441	76.03
		Total			6586	36195	<u>54.96</u>

3.4 Appointment of Cook-cum-Helpers for preparation and serving of meal to the children

As per the guidelines of MHRD issued vide F.No 1-1/2009 –Desk (MDM) 24th November 2010 one cook-cum helper is to be appointed for first 25 students and the second cook is to be appointed for 26 to 100 students thereafter one additional cook for addition of upto 100 students. During the review the mission found that the cook cum helpers were being appointed as per the norms and more than 70 percent cooks belonged to SC, ST and OBC as is evident from the table below:

	Total No. of Cooks engaged	Category of Cooks			
		SC	ST	OBC	Others
State	231625	57961	64608	64754	44302
Dhar	5821	1164	3669	796	192
Khandwa	4306	383	2404	1122	395

The review mission also found that in significant number of cases, SHG members themselves are not performing cooking job and were employing non-SHG member women for this work. All the cooks informed the mission that they were in receipt of Rs 1000 as honorarium. The expenditure status under the relevant head is as under:

(Rs. In Lakhs)

	No. of Cooks		Yearly Allocation		Amount released to District		Expenditure till 31 st Aug. 11	
	Approved	Engaged	Central Share	State Share	Central Share	State Share	Central Share	State Share
State	275131	231625	20634.83	6878.28	6898.84	2299.61	5555.94	1851.98
Dhar	8407	5821	630.53	210.18	171.50	57.16	147.34	49.11
Khandwa	4285	4306	321.38	107.13	138.26	46.09	96.86	32.29
Bhopal	5530	1833	414.75	138.25	45.85	15.28	38.81	12.94

In case of centralised kitchens the provision of helper is to be made available at the school level on the basis of appropriate apportionment of the prescribed honorarium for the cook-cum helper. However it was observed by the mission that no such provision of helpers was being done in the city of Bhopal and Khandwa where the schools were being catered MDM through centralised kitchen.

4. Role of Teachers

Role of teachers is very crucial in the implementation of proper MDM at the school level. Teacher's role becomes all the more important as he/she is the only official who is physically present to monitor the entire process of MDM – procurement of food grains and other material required, quality of the stuff, regularity in serving hot cooked meal, issues relating to hygiene and sanitation and so on.

The Ministry of HRD guidelines of 2006 for MDM (p. 24) specifically mention that teachers should be involved in ensuring that (a) good quality, wholesome food is served to children, and (b) the actual serving and eating is undertaken in a spirit of togetherness, under hygienic conditions, and in an orderly manner so that the entire process is completed in 30-40 minutes. It should however, be ensured that the food prepared is tasted by 2-3 adults including at least one teacher before it is served to children.

The State Government has initiated several steps for the monitoring of MDM programme which include tasting of food by teachers before it is served to the children; inviting mothers of the students by rotation and to maintain a roster of such mothers and get their

comments/observations on the quality and quantity of the food being served to the children. However, mission during the school visits has observed that the instructions are not being followed in letter and spirit at the grassroots level.

The mission has observed that Madhya Pradesh is one of the few States where school education is being looked after by three parallel departments (structures) – one structure is governed by regular school education department (DEO, BEO); another is looked after by Rajya Shiksha Kendra – SSA (DPC, BRC, CRC). The third department involved in looking after the education is Tribal Development Department which has its schools/hostels in tribal areas. Besides, the scheme of Mid Day Meal is being implemented by the Rural Development Department. This arrangement has, at the grassroots level, created lots of confusions, particularly among the teachers and grassroots officials as the structures of governance are different and hence the priorities are also decided differently.

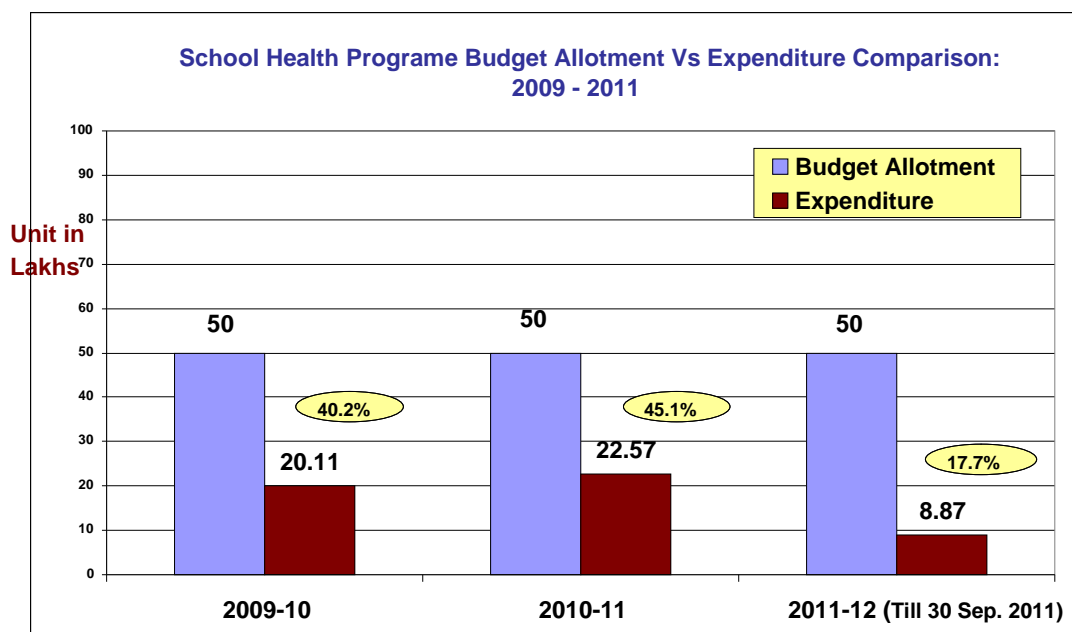
The two districts visited by the Mission are no exception and the role of teachers is very limited in the implementation of MDM. In most of the visited schools the teachers were quite indifferent in complying the role which is expected of them – giving attendance details to the SHGs ; ensuring daily distribution of quality meal as per the menu; making available the utensils taking into consideration the number of students enrolled in the school; extending their help to women SHGs in proper maintenance of records; preparing the roster of mothers on a monthly basis and ensuring its implementation; tasting the meals before it is served to the children on a daily basis; proper upkeep of MDM inspection register, and to bring to the notice about the shortcomings being felt in the proper implementation of MDM in their respective schools. However, the mission observed a few schools where teachers were able to involve themselves actively in ensuring the desired implementation of MDM in their respective schools. Lack of interest among the teachers was mainly due to their perception of considering it as an extra work and that too which is not run by their parent department.

5. Convergence with School Health Programme (SHP) for supplementation of micronutrients and health checkups and supply of spectacles to children suffering from refractive errors; Safety and Hygiene.

School health program is being implemented in the State in coordination with school education department. The targeted age group under the school health program in the State is 6-14 years with aim of covering 1,06,315 government primary and upper primary schools during the year 2011-12. Health check-up is being done by multipurpose workers; MPWs (Male/Female), children suffering from common illness are to be treated on the spot while children requiring higher level of care are referred to secondary and tertiary care health institutions. Training of MPWs has to be ensured by Block Medical Officer and MPWs need to be provided with a medical kit that will include eye chart, weighing machine, and drugs for on spot treatment. Role of school education department is to ensure availability of children for screening as per the calendar prepared by the MPW.(Source: NRHM State PIP 2011-12)

The Mission observed that the allocations under NRHM for school health program are done on a uniform basis to all Districts irrespective of number of schools in individual district. This

was also evident in the districts visited where allocation of Rs.100,000 each was done to both Dhar and Khandwa while total numbers of schools in Dhar were more than double as compared to Khandwa (3969 in Dhar against 1684 in Khandwa). Further the allocations and expenditure for school health components were low. The allocation for the State for the year 2010-11 was `50,00,000 against total of 114,000 schools which is about `44 per school (this excludes budget of Medicines which is to be ensured from State supply). Even this amount is not being used adequately with expenditure rates at State of 45.1% for the year 2010-11 (Source: State MIS reports)



The mission observed that the coverage of school health program is not universal with only 72% schools covered State wide in 2010-11. School health check up is done once in a year and not biannually as proposed in the State NRHM plan, this was seen in both the districts that were visited. However biannual de-worming is being done in many schools. It was felt by the mission that the ongoing school health program was being implemented by districts in an ad hoc manner and needed strategic planning with focus on quality and needs of children. The health check up calendar and plans were not available at district level nor was a linkage observed in planning with previous year learning's or special needs of different age groups and geographical area. As a result the implementation of program is dependent on the interest and competency of the concerned health care worker

It was observed School health check up is being done in a haphazard and superficial manner without giving adequate time and following proper protocols. Two specific examples of this are eye check up and IFA supplementation. In most cases eye check up is done without using Snellens chart and observing fixed distance of six meters and is restricted to finger counting from distance. As a result in many classes none of the children were found using spectacles. Similarly IFA tablets are being distributed without following proper protocols of dose and

duration of supplementation. At many places with health checkups weighing is not being done mainly due to difficulty in carrying weighing machines.

It was further observed by the mission that the school health program was focusing only on health check up of children without addressing the need of health education. Accordingly there was a need to give adequate time to each child during health check up and use this as an opportunity for counselling on age appropriate health related issues. In addition there was no mechanism in both the districts of giving feedback to parents about health status of child and their specific health needs. The teachers, School management committee and Panchayat office bearers were not much aware of the activities to be conducted under school health program nor was there much ownership of the program. This was evident from the fact that none of them made efforts to highlight at appropriate level if checkups were not done or done superficially. The lack of ownership was also highlighted as most of the schools in both the districts did not have health records with them and were kept with ANM or MPW.

Regarding the lack of supplies affecting implementation of the SHP it was observed that in case of IFA tablets the supply during the year had been erratic resulting in many children not getting IFA supplementation or getting them intermittently. In addition supply of health registers and health record cards was not done this year in both the districts though in Dhar printing has been done. It was felt that there is also need to look into availability of weighing machine and Snellens chart for eye examination at school level so that ANM or MPW are not required to carry the same from school to school. In addition first aid kit was available only in few schools and where available it was incomplete. In most of the schools that were visited health cards and health registers were not maintained. At places where health cards were available in khandwa district they were not filled and teachers were given empty cards to write the name and were lying like that. It was informed that health registers are with ANM / MPW and at places where they were called the records was found incomplete. It would be better if these records are maintained properly and kept with school ensuring continuity with previous class. There is also a need to ensure monitoring of the same by block program management unit under NRHM.



Few Schools with First Aid Kit



Interaction with ANM to check health records



Hand washing with Soap and Water

जिला स्वास्थ्य समिति, खण्डवा
शालेय स्वास्थ्य कार्यक्रम
बाल स्वास्थ्य कार्ड

नाम: तुषार लोखरे
जन्म तिथि: 01-2-04
पिता का नाम: दीपाराम
पिता का पता: टण्डोळी चौर

स्वास्थ्य तथ्य	प्रश्न सार	प्रतिक्रिया सार	स्वास्थ्य तथ्य	प्रश्न सार	प्रतिक्रिया सार
वजन (कि.ग्रा.)			परीक्षण		
ऊँचाई (से.मी.)			सोना सपना		
शरीर			सुखाने का		
दन्त			इसका नाम		
पद			अवधि (महीने)		
टीका			दिनांक		
अन्य			विकासमान		

Incomplete health card

The mission observed that in nearly all the schools visited hand pump water and soap for hand washing was available. Children were also aware of the importance of hand washing with soap and water before eating food and were also practicing it. The Mission members observed upon random examination that the hand and feet nails of most of the children were trimmed. Most school had toilets but majority were not in good shape due to lack of funds for the maintenance. It was also observed that in most of the schools though IFA was given last year but the protocols were not followed in relation to dose and duration of consumption. In most schools teachers were not aware of number of tablets to be given and the frequency.

5.1 Global Hand Washing Day Celebrations in Khandwa District

During the field visit, the review mission was invited to a celebration event at the 'RajkiyaUtkrishtaMahaVidylaya' in Urban Khandwa on 15th October. In addition to the review mission team members, local leaders of the village and CEO, ZilaPanchayat also participated in the event. The key highlights of the GHD celebration event in the school included demonstration by school children on hand washing with soap, slogans written on school and village walls and motivational talk by the school teachers and local leaders to sensitize the school children on importance of washing hands with soap.

6 Creation of capital assets through kitchen-cum-store/kitchen devices and the availability of infrastructure, its adequacy and source of funding.

Status of Kitchen Shed

	Allocation since 2006-07 to 2010-11		Physically Progress since 2006-07 to 2010-11		
	Physical units	Financial allocation Rs. in lakh	Constructed Physical units	In Progress Physical units	Not started
Madhya Pradesh	97099	58259.40	75273	17564	4262
Dhar	3561	2136.60	2493	924	144
Khandwa	1684	1010.40	1165	299	220

Status of Kitchen Devices

	Allocation since 2006-07 to 2010-11		Physically Progress since 2006-07 to 2010-11	
	Physical units	Financial allocation Rs. in lakh	Procured Physical units	To be procured physical unit
Madhya Pradesh	116267	5813.35	108928	7339
Dhar	3984	199.20	3984	0
Khandwa	1684	84.20	1365	319

The infrastructure status in the school visited is tabulated below

Sl. No.	District	Block	Name of School	Kitchen Shed	Kitchen Devices	Mode of Cooking
1	Bhopal	Urban	Shantiniketan H.S. School (Aided School)	Centralized Kitchen		
2	Bhopal	Urban	Kaji Wazdiul Hussaini madarsa Boys			
3	Bhopal	Urban	Kaji Wazdiul Hussaini madarsa Girl's			
4	Dhar	Badnawar	Govt. PS Baggad	Combined Kitchen		Firewood Used
5	Dhar	Badnawar	Govt. MS Baggad			
6	Dhar	Badnawar	Govt. MS Kusawada	Yes	Yes	Firewood Used
7	Dhar	Dhar	Govt. Girl's PS	Yes	Yes	Firewood Used
8	Dhar	Dhar	Govt. PS SunarKhedi	Combined Kitchen		Firewood Used
9	Dhar	Dhar	Govt. MS SunarKhedi			
10	Dhar	Tirla	Govt. Girls PS	Combined Kitchen		Firewood Used
11	Dhar	Tirla	Govt. Boys PS			
10	Dhar	Tirla	Govt. PS Gyanpura	Yes	Yes	Firewood Used
11	Dhar	Tirla	Govt. MS Gyanpura	Yes	Yes	Firewood Used
12	Dhar	Dharpuri	Govt. MS Bharudpura	Yes	Yes	Firewood Used
13	Dhar	Dharpuri	Govt. PS Dhapla	Yes	Yes	Firewood Used

Sl. No.	District	Block	Name of School	Kitchen Shed	Kitchen Devices	Mode of Cooking
14	Dhar	Manawar	Govt. PS & MS Manawar	Yes	Yes	Firewood Used
15	Dhar	Nalcha	Govt. PS Bhadkiya	Combined Kitchen		Firewood Used
16	Dhar	Nalcha	Govt. MS Bhadkiya	Combined Kitchen		Firewood Used
17	Dhar	Nalcha	Navin PS Sulibardi	Combined Kitchen		Firewood Used
18	Dhar	Nalcha	Navin MS Sulibardi	Combined Kitchen		Firewood Used
19	Dhar	Nalcha	Govt. PS Gyanpura	Yes	Yes	Firewood Used
20	Dhar	Umarband	Govt. Girls PS Umarband	Yes	Yes	Firewood used
21	Dhar	Umarband	Govt. PS Umarband(Ubvanipura)	Not In Use	Yes	Firewood Used
22	Khandwa	Khandwa	Govt.PS	Yes	Yes	Firewood Used
23	Khandwa	khandwa Rural	Govt.P.S. Raikhutwaal	Combined Kitchen		Firewood Used
24	Khandwa	khandwa Rural	Govt.Naveen M.S. Raikhutwaal	Combined Kitchen		Firewood Used
25	Khandwa	khandwa Urban	NCLP -Astha Ashram	Not Applicable		
26	Khandwa	khandwa Urban	NCLP Seva sarthak samiti	Not Applicable		
27	Khandwa	khandwa Urban	Govt.girls PS.Ganeshganj	Centralized Kitchen		
28	Khandwa	khandwa Urban	Govt.Boys PS.Ganeshganj	Centralized Kitchen		
29	Khandwa	khandwa Urban	Govt. MS.Ganeshganj	Centralized Kitchen		
30	Khandwa	khandwa Urban	Govt. Urdu P.S..Ganeshganj	Centralized Kitchen		
31	Khandwa	Khalwa	Govt.P.S. Rajur	Combined Kitchen		Firewood Used
32	Khandwa	Khalwa	Govt.M.S. Rajur	Combined Kitchen		Firewood Used
33	Khandwa	Pandhana	Govt.MS	Yes	Yes	Gas Based Cooking
34	Khandwa	Che Gaon Makhan	Govt. M.S. Desh Gaon	Combined Kitchen		Firewood Used
35	Khandwa	Che Gaon Makhan	Govt. Girls P.S. Desh Gaon	Combined Kitchen		Firewood Used
36	Khandwa	Che Gaon Makhan	Govt. M.S. DhanGoan	Combined Kitchen		Firewood Used
37	Khandwa	Che Gaon Makhan	Govt. P.S. Girls DhanGoan	Combined Kitchen		Firewood Used
38	Khandwa	Punasa	Govt. M.S. Mottaka Station	Combined Kitchen		Firewood Used
39	Khandwa	Punasa	Govt. P.S. Mottaka Station	Combined Kitchen		Firewood Used
40	Khandwa	Punasa	Govt. P.S. Kothi	Yes	Yes	Firewood Used

Sl. No.	District	Block	Name of School	Kitchen Shed	Kitchen Devices	Mode of Cooking
41	Khandwa	Punasa	Govt. M.S. Bhogawan	Combined Kitchen		Firewood Used
42	Khandwa	Punasa	Govt. P.S. Boys Bhogawan			
43	Khandwa	Punasa	Govt. P.S. Girls Bhogawan			
44	Khandwa	Punasa	Govt. P.S. Punasa			
45	Khandwa	Punasa	Govt. P.S. Ghosali	Yes	Yes	Firewood Used

7. The involvement of NGOs/Trust/Centralized kitchens by States/UTs Government in implementation of the Scheme.

7.1 SHGs

The state government has conceptualized a scheme named Saanjha Chulha, where in rural areas, Self Help Groups of women belonging to Below Poverty Line categories are given opportunity to cook the mid day meal and supplementary nutrition in AWCs. As per the data provided by the Department of Rural Development, Government 78810 self help groups are now engaged in providing mid day meal in the state. This initiative is also benefitting more than 7.5 Lakh women in earning some regular money.

Government of Madhya Pradesh (D/oRD) vide its letter number 1427/22/vi-9/MDM/2007 dated 13.09.2007 released a detailed set of well thought-out instructions and guidelines regarding the selection of SHGs, transfer of job responsibilities, accounting systems, coordination principals, financial planning, Arrangements of kitchen devices, utensils, lifting of food grains, procurement and storage, Cleanliness and Hygiene, Food cooking systems, record keeping, guidance and supervision etc. (*Annexure - 8*)

Most of these SHGs have also been engaged in cooking of supplementary nutrition under Integrated Child Development Services in their particular villages. The review mission was informed by the State Government regarding the objectives and modalities of involvement of SHG's in the implementation of MDM which are as follows:

- To provide intensive support for ensuring proper implementation of MDM scheme;
- To ensure community involvement/participation in the implementation of MDM;
- A step towards the decentralized implementation of the scheme;
- Poverty eradication by creating a sustainable opportunity;
- To ensure that women from SC and ST communities get maximum opportunities;

The Review Mission, during its visit to schools of Dhar and Khandwa districts found that Gram Sabha identifies the Self Help Group and Village Panchayat forwards the

recommendation to the Chief Executive Officer (CEO of Block Panchayat) for further processes. District Panchayat is the final approval authority. Although in case of any dispute and complaint CEO has been equipped to take final decision at its own. At this level authority to take final decision lays with the Administration.

- a. Selection of SHG by Gram Sabha based on the certain indicators, like –
 - I. SHG must have been formed at least 6 months before the selection,
 - II. They must have passed the First Grading Level,
 - III. Priority will be given to the SHGs having full representation of BPL Families,
 - IV. They must be involved in savings and intra-SHG loaning (loaning among the members of the group) exercise,
 - V. Having a Bank account;
 - VI. They may be willing to be a part of other social-economic empowerment related programs run by the state government;
- b. Proposal on selection prepared by Village Panchayat and sent to Block Panchayat
- c. Block Panchayat reviews the proposal and send it to District Panchayat with its recommendation;
- d. District Panchayat gives the final approval
- e. After final approval from the district panchyat a tri-party agreement will be carried out between Village Panchayat, PTA and SHG.

The involvement of Self Help Group has played an important role in recognizing great personalities of the village in its own periphery. 60 Years old Jamuna Bai is a member of Juni Bhadakya SHG and working as a cook. She has a full family of 6 members and had some land. A few years back when a school was to be constructed in the village, no one was willing to give land for the school. Even after being under the grip of poverty Jamuna Bai decided to donate land for the school. Now she cooks food for 140 children. She says "*Mahngai ke karan ab gareebee bhari padti hai, 1000 rupay kam hain, lekin bachchon ke liye khana banana nahi chhodungi*".

As per our observations, it is clear that in both the districts Scheduled Tribe majority SHGs have been given opportunity and in 70% schools cooking and serving is being done by the tribal women. In 3 cases, it has also been found that functioning of SHG (like cash withdrawal from the bank, procurement of food grains from the PDS shop, purchasing of pulses, vegetables and spices in Shri Krishna SHG in Bharud Pura, Dharampuri block) is centralized and all the works are performed by one member or president without involving other members of the group.

In case of Narmada Self Help Group (Tirla block) we found that all members belong to non-SC/ST community and we were told that women from SC/ST communities were not involved in the group because upper caste section of the village don't want to feed food to their kids cooked by these women.

Since Dhar is a tribal dominated block; this is to be ensured that if there are any SHG of tribal women, they must be given priority in the MDM scheme.

Gyanpura village (Nalchha Block in Dhar district) has 40 percent tribal population, but a 100% upper caste dominated Durga SHG has been given task. State Government might take steps to ensure that tribal women also given space in the SHGs of such categories.

These groups are made with the membership of 10 (average) women and average 3-5 members are working as cook cum helper. They receive Rs. 1000 per month or Rs 40 per day for their work. We have found that these women work for minimum 7 hours in a day and are not satisfied with the existing amount of honorarium and expecting that their honorarium must be as per minimum wages norms.

Panna Bai, president of Bageshwari Self Help Group of Gyanpura village of Tirla Block says *"We can work as labour anywhere and will get more money, but here what we are blessed with is - Satisfaction and Happiness. We all are tribal women but we have children from all sections of the society. We don't cook food only; we also feed them and wash their food plates also"*.

During review visit to kitchens (Kitchen Shed) meant for preparing Mid Day Meals in schools, wood is the major source of fuel, which also causes un-healthy environment for women working as cook and helper. In detailed discussion, very late, these women mentioned the fact that, at home we prepare food for 5 or 6 members with wood fuel, but in schools, we have to cook food for 200-300 children and we spend 5 full hours in smoke. Although there are smokeless chulhas have been installed, but even this technology do not work for a long time.

7.2 Centralised Kitchens

Way back in 2004 the Government of India decided to implement the scheme of centralized kitchens in urban areas where space constraint became an issue for the construction of kitchens in the school premises. The key target of adopting the said policy was to provide hot cooked meal to the students through community kitchens at the cluster level. Relevant clauses of the latest guidelines issued by the Ministry of HRD vide its letter no. F.1-7/2010-Desk (MDM) dated 8th September 2010 specifically mentions as under

However, for urban areas there is a space constraint for setting up school kitchens in individual schools, the guidelines provide that a centralized kitchen could be set up for a cluster of schools where cooking can take place and the cooked hot meal may be transported under hygienic conditions through reliable transport system to various schools. Operation of these centralized kitchens may be entrusted to reputed NGOs under the PPP

model. It would be advisable to select NGOs with a local presence and with familiarity with the needs and culture of the State.

As the quality and quantity of meals supplied to a large number of children receiving MDM from Centralised Kitchens depend upon the commitment and availability of NGOs, it is important that such NGOs are selected carefully and their performance evaluated regularly. The guiding principles laid down in para 3.9.1 of the MDM guidelines 2006 are required to be followed strictly while selecting NGOs for operating centralized kitchens. The Government of Madhya Pradesh vide its letter no. 5367/22/RSK/Vi-6/MDM/2004 dated 16th June 2004 have also laid the guidelines in this regard.

The Review Mission studied the arrangement of centralized kitchen in Bhopal which is being operated by Naandi Foundation. This arrangement is operationalised through an Agreement between Municipal Corporation, Bhopal and Naandi Foundation (Stamp No. M 840818/Rs. 100.00).

While going through the statutory documents the mission observed the following gaps and irregularities:

- This agreement was signed on 5th January 2010 whereas as per the details given in the agreement the programme was started on 1st July 2009; almost six month's before the agreement was signed.
- As per the MDM guidelines 2006 (p. 18) the NGOs is liable to furnish Annual Report to the body which has assigned the work to it along with audited statement of account in terms of all grants received from the State Government, both in cash and kind, duly certified by an approved Chartered Accountant. However, even though the Naandi Foundation was well informed about the visit of the review mission, the annual report, and/or audit report and other statutory documents including vouchers of all the purchases could not be made available to the members of the mission even after repeated requests. Mission also observed that the systems being followed at the centralized kitchen of Naandi for purchase and procurement etc. are not transparent and as per the prescribed norms.
- The address and location of Naandi Foundation has not been mentioned in the agreement.
- The agreement has not duly been notarised/registered meaning thereby it has no legal value, whereas Naandi Foundation was to get a huge amount to a tune of approx. Rs. 40.00 lacs per month.
- As per the guidelines of both the centre and the state on MDM mentioned above a certain process for the selection of an NGO needs to be followed. However, in the case of Naandi Foundation the agreement says that the State Government invited Naandi Foundation to offer their service to prepare and supply mid day meal to one lakh school going children in the State studying in Government schools in the city of

Bhopal. Agreement also says that the Naandi offers to undertake the Project and the Corporation Bhopal accepts Naandi's offer. It can be said that the due process, as laid down in the guidelines, has grossly been violated while selecting Naandi Foundation to operate centralized kitchen in Bhopal.

- As per the MDM guidelines 2006 (p. 18) the voluntary organization shall not entrust/ sub contract the programme or divert any part of the assistance (food grains/ money) to any other organization and agency. However, the point nos. 9, 10 and 11 of the agreement give liberty to Naandi to deploy the services of individuals, agencies, consultancy, advisory services, and transportation arrangements to the third party. These are also not in consonance with the provisions of the GOI guidelines.
- The agreement signed between BMC and the Naandi Foundation is for a period of 3 years which is not as per the MDM guidelines 2006. As per the guidelines an NGO can be engaged for a period of one year and after evaluating their performance through a credible system the renewal of MOU can take place. This aspect has been fully overlooked while formulating the agreement document.
- Point no. 17 of the agreement gives enough liberty to the District Collector or Corporation Bhopal to carry out or to check the quality, quantity, and facility related issues. However, mission has observed that no such exercise has taken place during the last 2 years of existence of the agreement. This arrangement has not been included as a mandatory exercise which has serious implications in the proper implementation of the scheme in the desired manner.

The Review Mission has observed/come across certain issues during the visit to the centralized kitchen of Naandi Foundation, Bhopal and some of the schools/madarasa where hot cooked meal prepared by the Foundation is being served. These are as under:

The mission was informed that in order to cater the requirement of serving mid day meal to the students of 784 schools located in various parts of the city the Naandi Foundation requires approximately 65 quintals of wheat/rice every day. As per the MDM norms Naandi Foundation should keep buffer stock of one month for smooth functioning of the scheme. The mission observed that this norm is not being following as at the centralized kitchen the stock available was adequate to fulfill the requirements of 4-5 days only. It has been observed that non-availability of adequate storage facility is the reason for such a situation.

It was brought into the notice of the mission during its visit to the centralized kitchen that fortification of wheat flour with iron, folic acid and zinc is being done by Naandi Foundation every alternate day. It was also brought into the notice of the mission that there is no permanent nutrition expert is posted at the centralized kitchen. It has been informed that the nutrition expert visits as and when required from the Hyderabad HQ of the Foundation.

During the visit to the schools/madarasa in Bhopal and Khandwa (urban) it was found that because of centralized kitchen the Helpers were not made available in the schools. In absence of helpers the children were forced to wash their utensils and were also found serving meals.

Monitoring is the weakest and most challenging issue which needs immediate attention of State in order to ensure proper implementation of the MDM in the case of centralized kitchens.

The quality, quantity, and facility related issues such as safe drinking water, hygiene, availability of quality utensils, timely transportation of hot cooked meal etc. are of utmost importance and hence need to be addressed at various levels.

The Mission has observed that the monitoring is not being done at any level – by the officials of State, the district and parents/community. The mission also feels that the SMC of such schools to which the hot cooked meals is being served by the Naandi Foundation have no role/access in monitoring the entire process at the centralised kitchen. It has also been observed that no monitoring related registers are available at the Centralised Kitchen.

Since the Foundation is running the centralized kitchen with the financial assistance of Central/State Government the provision of RTI applies in its case as well. As per the GOI guidelines (p. 33) certain information should be displayed on a weekly/ monthly basis as suo moto disclosure of information under the Right to Information Act.

- (i) Quantity of food grains received, date of receipt
- (ii) Quantity of food grains utilized
- (iii) Other ingredients purchased & utilized
- (iv) Number of children given mid day meal
- (v) Daily Menu
- (vii) Roster of community members involved in the programme.

The mission is of the view that none of the above information has been displayed in the centralized kitchen of Naandi.

Observations at School/Madarasa level

During the visit to schools/madarasa the review mission has observed certain quality/quantity related issues that in the view of mission members are of quite serious nature. Description of such issues is as follows:

- In all the schools/madarasa visited by the mission a general complaint was about the quality of chapatti being made available by the Naandi Foundation. The chapaties made of machines become hard and students find it very difficult to eat. In such a situation several children do not take the chapaties and have been bringing tiffins from their respective homes. This is defeating the very basic purpose of MDM and at the same time the chapaties are getting wasted. Quantity of chapaties and vegetables being made available in the schools was also less considering the attendance of students in the schools. Mission also came to know that there exists no foolproof

mechanism to ascertain the actual number of students present and availing the MDM on any given day in the schools. It is also observed that there are no records available with the schools about the meals provided by the Naandi Foundation. In the schools the formats on which the Naandi Foundation take the receipt are not duly filled and certain columns remain blank at the school level from where the signature of the HM/Teachers are sought by Naandi Foundation.

- Visit during the Madarasa (Aishbagh) had revealed a striking fact that the Naandi Foundation showed in its records that they are providing MDM for all the six days (except Sunday). Whereas this Madarasa remains closed on Friday and remains open on Sundays. In such a situation they are not availing the facility of MDM from Naandi on Sunday as on Sundays Naandi do not provide MDM. The students of Madarasa are availing the facility of MDM only for five days whereas Naandi is showing providing meals six days in a week. It shows serious irregularity on the part of Naandi Foundation.

7.3 Centralized Kitchen – Khandwa

The Khandwa Municipal Corporation (urban local body) has entered into an agreement with a non-governmental organization (NGO) named Akanksha Samagra Vikas Samiti (having its head office in Indore) for providing meals in the schools located in urban areas for 2011-12 session. Review mission visited the centralized kitchen operated by Akanksha Samiti and schools linked with this kitchen. The mission was informed that MDM to 10,000 students was being catered to every day from the centralized kitchen. It was observed by the mission that the organization was operating from a rented premises and had changed premises over three times making the mission members wonder about the fate of MDM during the shifting phase.

After studying relevant orders, mission found that detailed set of instructions for the selection of NGOs in context to various eligibility criteria, quality and quantity Indicators to be maintained in this arrangement, and system for monitoring have been put in place (Reference - Letter of Department of Rural Development vide various letter No. 1687/22/Ra. Sa. Ka/vi-6/MDM/2004 dated 25.2. 2004, letter No. 5367/22/Ra Sa Ka/vi-6/MDM/2004, letter No. 13334/22/Rs. Sa. Ka/MDM/2007 dated 22.08. 2007, letter No. 7354/22/vi-9/Shi/MDM/2011 DATED 23.04.2011, letter No. 14173/22/vi-9/MDM/2011 dated 19.09.2011).

Review mission observed that for catering MDM to 10,000 students, Akanksha Samiti required approx 11 to 12 quintals of rice/wheat every day and as per the MDM norms the MDM provider at the school level is also required to maintain a buffer stock of at least one month as advance to ensure the smooth availability and supply of MDM to the students. In the said case the implementing organization had no grains but only flour bags (Sheetal Mills, Barwaha , Indore) lying in its store. Mission was informed by the representative of Akanksha Samiti that as there were no milling at the district headquarter level the MDM grains were being sent to Barwaha for milling something which the mission finds difficult to believe

keeping in view the cost implications of such an arrangement. There were virtually no oil, spices and vegetable stocks available at the centralized kitchen.

The organization was maintaining virtually no records /statutory documents The samiti was maintaining a one page consolidated sheet of enrolment and average attendance. There was no satisfactory reply on how they arrived at this average attendance data.

The agreement with the organization had been done on a Rs. 100 stamp paper (number - 345594). The date of signing and addresses of the parties is missing in the document; and even this has not been notarized or registered as per the provisions. There is no clause mentioning in the agreement on the arrangements of Cooks and Helpers in accordance with MDM guidelines. There were no documents pertaining to inspection by any of the concerned authorities. In schools; covered by the centralized kitchen, the students were found serving food and washing their food plates and utensils by themselves.

8. Involvement of Community' in implementation of MDM scheme

The Ministry of HRD guidelines of 2006 for MDM (p. 24) clearly states that school managements should also be encouraged to draw on the support of the community. Gram Panchayats and Village Education Committees may be approached for arranging community members to regularly, on a rotation basis, help the school management in ensuring efficient cooking, serving and cleaning operations. The involvement of teachers and community members in ensuring that children eat together in a spirit of camaraderie and develop sensitivity to their peers with different abilities, by offering them precedence, and instilling values of equality and cooperation would be very valuable support to the implementation of the programme. Support of the community members, including mothers groups, could also be solicited to ensure that children wash their hands with soap before eating, use clean plates and glasses, avoid littering and wastage of food, and clean their plates, rinse their hands and mouth after eating.

As per Government of Madhya Pradesh, Panchayat and Rural Development Department regulation regarding the implementation of MDMS in the state, community can voluntarily extend its participation in different ways in their respective schools or locality-

1. Monitoring of MDMS at regular interval
2. Providing utensils for cooking as well as serving MDM
3. Providing kitchen sheds/space for cooking where SHGs do not have kitchen sheds or if they are under construction
4. Provide space for storing food grains in case of water leakage in kitchen sheds
5. Providing land for the construction of kitchen sheds, etc.

During the visit of Dhar and Khandwa districts it has been observed by the mission that participation of the community, barring a few schools, was negligible and the level of awareness about the various programmes including MDM was very low. Most of the

community members, particularly in the rural and tribal areas, are illiterate and passive listeners. Thus, are not able to understand the dynamics of the schemes being implemented at the school level. In most of the schools the SMCs have been formed but as an institution they are yet to develop. It has also been observed by the Mission that the schools where teachers are dedicated and are involved in implementation of MDM they have been able to draw community support as well. One such school was visited by the mission in Dhar district where teacher with the support of the community could get utensils, fans and refrigerator for the school. But these type of schools are exception and lot of efforts are needed to involve the community in the MDM related activities. In some of the schools mother's are being invited to taste the mid day meal but number of such mothers is quite low as they hesitate in coming to school. It has been observed that parents of the children go for work and were not present at the time when mid day meal is served in the schools. Hence, overall, the participation of community is still quite low in both the districts visited by the mission.

8.1 NCLP Schools

In 17 districts of Madhya Pradesh the NCLP is being implemented. Khandwa is one of these districts where NCLP schools are functional. Mission visited two NCLP schools to review the MDM related issues in these schools in the districts. The NCLP schools are being run in the district by NGOs and Labour Department is the nodal department to look after these schools' functioning in the district. The following two schools were visited to get to know the status of implementation of MDM in NCLP schools:

1. Seva Sarthak Ashram
2. Aastha Ashram.

The situation in the Aastha Ashram was pathetic as the surroundings were unhygienic and the size of the classrooms where children were sitting was very small and that too without any ventilation and electricity. The kitchen attached with the Aastha Ashram was so small that even 2-3 persons could not stand there. Teachers were not aware of the menu and were not involved in the monitoring/supervision of MDM in both the schools. It has also been observed that no official from any department paid any visit to these schools and hence the schools were lacking even the basic infrastructure. Teachers could not provide the MDM inspection register and other records. District Labour Officer informed the members of the mission that he has recently joined and prior to that only one Labour Inspector was posted in the district due to which proper monitoring of these schools was not being done.

9. Other Issues related to MDM implementation

1. Operational implications of Sanjha Chulha scheme

According to the concept of Saanjha Chulha, SHGs are given task to feed children of two institutions - School and Anganwadi Centers. The task is same but the systems and level of satisfaction is not the same. As per the systems laid down by the Department of Rural Development (Department responsible for the implementation of MDM), funds are directly transferred to the bank account of SHG either from the District Panchayat (in Khandwa) or

from the Block Panchayat (in Dhar district) before 5th of every month. In practice, review mission team also found that along with the food grains, funds for fuel, pulses, spices and for other purposes reaches to the SHG account on time and almost no delay was found; but funds for the implementation of ICDS do not reach to the same SHGs in time. We observed 2-3 months delay in it. In this condition, SHGs are forced to utilise MDM funds and grains for the implementation of ICDS nutrition services also. For example, a Surlibardi based *Maa Ambey* SHG was observed to be using all the utensils for the ICDS program, which were actually provided for MDM. For MDM, SHGs get free grains from Fair Price Shops but for ICDS supplementary nutrition they have to pay for grains to same shop. There is controversy in the menu also as the schools and Anganwadi Centres have different weekly menu and SHGs reported problems in managing different menus (*For example: In ICDS SHGs have to prepare kheer and Puri on Saturday where as for Schools they have to prepare the same menu on Tuesday*). At most of the instances, schools and Anganwadi Centres are located in same premises and children see the food being served at both the places, SHGs in many places are preparing the same menu for both on same day for their convenience and avoid any conflict in managing children.

9.2 Food Fortification in Mid-Day Meal in Madhya Pradesh

Food fortification can be defined as the process of adding micronutrients (essential trace elements and vitamins) to food in order to enrich the food to prevent and reduce dietary deficiencies in a population.

Current Status

In Madhya Pradesh, presently fortified mid-day meal is being provided to 184,625 Primary School children (1665 Schools) and 80,578 Middle School children (766 Middle Schools) in 5 districts of the State (namely Bhopal, Indore, Jabalpur, Ujjain and Gwalior). In all 5 districts, wheat fortification is being done in the Centralized Kitchen shed at the district level. The mission team visited the Centralised kitchen of Naandi Foundation in Bhopal. The wheat flour in the Centralized kitchen shed of Naandi Foundation in Bhopal is being fortified with a fortified Mix containing iron, zinc and folic acid (0.25 g of fortified wheat pre-mix per child per day in the menu for 3 days in a week). The Centralised kitchen is also providing fortified Soydal analogue (fortified with iron and folic acid) at the rate of 10gms of fortified soydal analogue per day per child in the menu for 3 days in a week (*Source: Naandi Foundation, Bhopal*). The fortified wheat flour and fortified soy analogue are able to provide 50 % of Recommended Dietary Allowances for iron, zinc and folic acid for school going children for a week. The fortification by Naandi has received certification from Heaxogon Nutrition Pvt limited (*Certificate attached*).

Fortification of flour or use of fortified oils in the preparation of MDM by SHGs is not being practiced in the State.

9.3 Safety in Kitchen Sheds

Majority of the observed kitchen sheds were very poorly ventilated. In many instances, firewood was being used as a fuel for cooking the MDM, thus leading to a smoky kitchen

shed. One of the most serious hazards which was observed was the cookers-cum-helpers wearing synthetic *sarees* while cooking the meals and thus being more prone to fire accident. In one of the schools the fire extinguisher though available was placed in the room of the headmaster. In a few kitchens it was observed that the gas cylinders were placed besides the firewood chulhas.

9.4 Good Practices Observed by the Mission

1. *Convergence with MNAREGA*: It was observed that hand pumps were being used as the source of water in majority of schools hence due to improper drainage there was an issue of hygiene. This issue was taken care in one a few schools by connecting the hand pump drainage into soak pits in convergence with MNAREGA.
2. *Women Empowerment through SHGs*: It was also observed by the mission that the involvement of SHGs as school level implementing agencies for MDM was a highly women empowering initiative.
3. *Kitchen Gardens*: Some of the schools were observed to be maintaining kitchen garden in the school premises for improving the quality of MDM by inclusion of green vegetables and fruits in the MDM.
4. *Toll Free Number*: The state has a toll free number 155343 which can be used by anyone for grievance redressal
5. *Mothers' roaster*: Being prepared for quality assurance of MDM, mothers' roaster at school level is a novel idea implemented by the state government which should be further strengthened.

RECOMMENDATIONS

Based on the observations made by the Review Mission in the preceding section the following recommendations are put forth against the TOR for which an action taken report may be submitted by the state by 31st March 2012:

1) The system of fund flow from State Government to Schools/cooking agency and the time taken in this process.

State should take time bound action to put a Financial Management Information System into place starting from block to State level. An action plan to the effect may be prepared in the current financial year.

2) The management and monitoring of the scheme from state to school level. Availability of dedicated staff for MDM at various levels and maintenance of records at the level of school/cooking agency. Management Information System (MIS) from school to block , district and State Level to collect the information and disseminate it to other stakeholders

- a. State must initiate immediate action for filling up of vacant positions at each level of management in a time bound manner.
- b. Monitoring mechanism need to be put in place at the block and the levels below. To initiate this a monitor may be appointed at block level .
- c. An evaluation study on the implementation of the Sanjha Chulha concept as a convergence initiative between MDM and ICDS may be undertaken to identify the synchronization gaps between the operational frameworks of the two schemes.

3) The implementation of the scheme with reference to availability of food grains, payment of cost of food grains to FCI by the districts, quality of MDM, regularity in serving MDM as per approved norms and mode of cooking. Appointment of Cook-cum-Helpers for preparation and serving of meal to the children

- a. Quality monitoring mechanism as prescribed in the MDM guidelines must be ensured beyond State Civil Society Corporation level (SCSC). For this the lifting schedule may be made available by the district administration to SCSC. State may also like to review its order regarding disposal of the grain sacs keeping in view the opportunity costs associated with the sale proceeds of the same.
- b. Quantity of meal to be served to the individual child should be defined in respect of all its components as per the prescribed nutritional norms as has been done in case of specifications for Chapattis and Puris.
- c. Random inspection of the kirana stores from where SHGs are purchasing the ingredients may be taken by the concerned official at regular intervals.

- d. The State needs to revise the weekly menu to improve the variety and quality of menu. It is also necessary to incorporate locally available/produced nutritious vegetables and food stuffs keeping the views from children in mind.

4) Role of Teachers

Separate module on roles and responsibilities of teachers under MDM may be included in the training curriculum of the teachers under SSA. In addition teachers should also be oriented on health needs of children.

5) Convergence with School Health Program (SHP) for supplementation of micronutrients and health checkups and supply of spectacles to children suffering from refractive errors; and Hygiene:

- a. Differential budgetary allocations should be done to the districts based on size, special needs and number of schools. In addition State should increase budgetary allocations for school health program and take steps to ensure adequate utilization of budget. Health checkup should be done biannually and not once a year as is happening currently.
- b. Adequate time should be given for health checkup of individual child and health counseling on age appropriate health issues should be integral part of school health program with issues like menstrual hygiene also to be incorporated in counseling. Involvement of parents in school health checkup should be done and feedback needs to be shared with them
- c. There is also need to ensure quality and use of protocols (e.g. Eye examination, IFA supplementation). Teachers should be oriented regarding IFA supplementation protocols and regular supply of IFA tablets from health department should be ensured. Supply of weighing machine, eye examination charts and height scale to schools under NRHM should be considered. Availability of First aid kits with defined composition needs to be ensured in every school along with training of teachers in administering first aid. If budget constraints are there the same can be done in a phased manner.
- d. There is need to strengthen record keeping with a copy of records and health cards to be retained in school with continuity of records in next class. There is also need for regular monitoring of school health program by block program management unit of NRHM to ensure quality control.
- e. It is important to ensure school health program does not work in isolation and opportunity of convergence with ARSH, VHND and other health program should be used optimally. On the day of VHND health worker can visit school for health education and counseling similarly in Fifteen SABLAs districts health checkup component can be integrated.
- f. There is a strong need to ensure use and maintenance of toilets in the school. Till such provisions are made under Sarva Shiksha Abhiyaan (SSA) use of Village health and sanitation committee funds can be considered

6) Creation of capital assets through kitchen-cum-store/kitchen devices and the availability of infrastructure, its adequacy and source of funding.

- a. Mission recommends that with respect to the kitchen sheds the state may like to undertake an exercise of rationalization in view of the number of combined/cluster kitchens operating in the rural areas especially in view of the State guidelines on the capping of the schools to be catered by one SHG.
- b. In view of the high prevalence of fire wood chulhas as a mode of cooking in the rural areas action may be initiated to provide environment eco-friendly chulhas in convergence with the concerned department in the State.

7) The involvement of NGOs/Trust/Centralized kitchens by States/UTs Government in implementation of the Scheme.

- a. The option of cluster kitchens run by SHGs should be explored before operationalising centralized kitchens for the entire city.
- b. With a view to further improve the functioning of MDM through SHGs, their capacity building should be a priority agenda. A training and capacity building centre for the same may be established. There is a need to develop training module for SHGs on nutrition, health and personal hygiene and on communication techniques. State should target to create a group of resource persons at the block level and a community based MDM and Health-Hygiene cadre at the village level associating with MDM and School Health Program (SHP).
- c. NGOs at the district and state level especially those who are already working and have earned credibility should be mapped and engaged in the monitoring process / random inspection on non-funding basis.
- d. There is a need to run an audit process regularly to check the implications and options of engaging the same SHG for providing food under MDM and ICDS together. It might be a better option to route the funds through the system of MDM or ICDS must adopt the same process and ensure that SHGs are provided with advance and essential utensils, kitchen devices and food plates.

8) Involvement of Community' in implementation of MDM scheme

- a. Community participation in the implementation of MDM scheme needs to be encouraged. For this capacity building of the community with regard to various aspects of the scheme needs to be strengthened. Mission recommends that intensive training must be imparted the all the stakeholders at the village level. Mission also recommends that involvement of mothers should also be given priority and the roster of mothers must be strengthened.

- b. There must be a systemic effort to link School Management Committee and Village Health and Sanitation Committee on MDM and SHP. It would be the best idea if all these 3 groups have a common interest meeting every month.
- c. Child's perspective in the entire scheme should be considered and child auditing of MDM may be undertaken as a pilot.

-sd-

Shri Rajesh Bahuguna
Coordinator MDM
Panchayat & Rural Development
Department, Madhya Pradesh

-sd-

Shri Sachin Jain
Advisor Supreme Court
Commissioners, M.P.

-sd-

Ms. Aashima Garg
Representative UNICEF

-sd-

Dr. Gagan Gupta
Representative UNICEF

-sd-

Dr. Suparna S. Pachouri
Director MHRD Govt. of India

Date : 12.11.2011

Place : New Delhi