

पत्रांक-मंभो०/को०-313/2013-918/

बिहार सरकार

शिक्षा विभाग

बिहार राज्य मध्याह्न भोजन योजना समिति

प्रेषक,

संजीवन सिन्हा  
निदेशक,  
मध्याह्न भोजन योजना,  
बिहार, पटना।

सेवा में,

श्री गया प्रसाद,  
निदेशक, (मध्याह्न भोजन योजना)  
भारत सरकार, मानव संसाधन विकास मंत्रालय,  
स्कूल शिक्षा और साक्षरता विभाग, शास्त्री भवन,  
नई दिल्ली।

विषय: सामाजिक अंकेक्षण का प्रतिवेदन समर्पित करने के संबंध में।

पटना, दिनांक 30/6/15

प्रसंग- भवदीय पत्रांक-F.NO.5-35/2013/MDM 1-1 दिनांक 3 जुलाई 2014।

महाशय,

उपर्युक्त विषयक प्रांसांगिक पत्र के संबंध में कहना है कि राज्य के दो जिलों यथा सारण एवं लखीसराय जिलों का ADRI द्वारा सामाजिक अंकेक्षण का कार्य पूर्ण कर लिया गया है, उक्त दोनों जिलों का सामाजिक अंकेक्षण प्रतिवेदन एवं जन सुनवाई से संबंधित प्रतिवेदन इस पत्र के साथ संलग्न कर भवदीय सेवा में आवश्यक कार्यार्थ प्रेषित।

अनुलग्नक- सामाजिक अंकेक्षण एवं  
जन सुनवाई से संबंधित प्रतिवेदन।  
कुल-43 पन्ने

विश्वासभाजन

(संजीवन सिन्हा)

निदेशक,  
मध्याह्न भोजन योजना,  
बिहार, पटना।

ज्ञापांक 918 / पटना, दिनांक 30/6/15

प्रतिलिपि:- श्री अर्नब ठाकी, अवर सचिव, भारत सरकार मानव संसाधन विकास मंत्रालय स्कूल शिक्षा और साक्षरता विभाग, नई दिल्ली, को सादर सूचनार्थ प्रेषित।

(संजीवन सिन्हा)

निदेशक,  
मध्याह्न भोजन योजना,  
बिहार, पटना।

17/6/15

## सामाजिक अंकेक्षण के तहत जनसुनवाई से संबंधित प्रतिवेदन।

दिनांक : 21.05.2015 एवं 22.05.2015 को लखीसराय जिला एवं 25.05.2015 एवं 26.05.2015 को सारण जिला के अन्तर्गत चार-चार चयनित विद्यालयों का सामाजिक अंकेक्षण के दौरान जनसुनवाई की गई। जनसुनवाई के पश्चात जिलावार एवं विद्यालयवार स्थिति निम्नवत है :-

### जिला :- लखीसराय

1 विद्यालय का नाम - उत्कर्मितमध्य विद्यालय बरतारा।

सामाजिक अंकेक्षण की टिप्पणी	ग्रामीणों का पक्ष	जनसुनवाई के पश्चात अपेक्षित कार्रवाई
<p>1 प्रधानाध्यापक द्वारा मध्याह्न भोजन योजना से संबंधित किसी तरह का पंजी नहीं दिखाया गया।</p> <p>2 रसोईया का मानदेय भुगतान दिसम्बर तक विद्यालय में उपलब्ध है लेकिन भुगतान नहीं किया गया।</p> <p>3 प्रधानाध्यापक द्वारा मध्याह्न भोजन से लाभान्वित बच्चों की तुलना में अधिक बच्चों उपस्थिति दर्शाया गया है।</p> <p>4 रसोई सह भंडार गृह का नियमित रूप से साफ-सफाई नहीं किया जाना।</p> <p>5 शौचालय उपयोगी एवं साफ-सुथरा नहीं पाया गया।</p> <p>6 वर्ग 06, 07 एवं 08 के बच्चे मध्याह्न भोजन नहीं ग्रहण करते हैं।</p>	<p>ग्रामीणों ने इसकी पुष्टि की है।</p>	<p>1 निरीक्षण दल के समक्ष पंजी दिखाई गई।</p> <p>2 रसोईया के द्वारा बताया गया कि भुगतान हो गया है।</p> <p>3 जिला कार्यक्रम पदाधिकारी, मध्याह्न भोजन योजना, लखीसराय को औचक निरीक्षण कर नियमानुसार अग्रेतर कार्रवाई करने का निदेश दिया गया।</p> <p>4 रसोई सह भंडार गृह की साफ-सफाई नियमित रूप से किये जाने की जवाबदेही रसोईया सह सहायक का है। प्रखण्ड साधन सेवी को निदेश दिया गया कि छोटे अंतराल के पश्चात विद्यालय का भ्रमण कर साफ-सफाई की स्थिति का अवलोकन करेंगे।</p> <p>5 प्रधानाध्यापक को शौचालय की साफ-सफाई एवं उपयोगी बनाने का निदेश दिया गया।</p> <p>6 प्रधानाध्यापक को निदेश दिया गया कि सभी बच्चों को मध्याह्न भोजन ग्रहण करने हेतु प्रेरित करें एवं जितने बच्चे मध्याह्न भोजन ग्रहण करते हैं, उतना ही लाभान्वित बच्चों की संख्या पंजी में अंकित करें।</p>

2 विद्यालय का नाम –मध्य विद्यालय गंगासागर।

सामाजिक अंकेक्षण की टिप्पणी	ग्रामीणों का पक्ष	जनसुनवाई के पश्चात अपेक्षित कार्रवाई
1 विद्यालय में सामान्य स्थिति पाई गई। मध्याह्न भोजन संबंधित सभी समान अच्छा पाया गया। ग्रामीणों एवं विद्यालय प्रबंधन के बीच SMC की बैठक के संबंध जागरूक नहीं पाई गई।	ग्रामीणों ने इसकी पुष्टि की।	1 SMC की बैठक नियमित रूप से कराने हेतु जिला कार्यक्रम पदाधिकारी, मध्याह्न भोजन योजना, लखीसराय को पत्र दिया जा सकता है।

3 विद्यालय का नाम –उत्कर्मितमध्य विद्यालय कोनाग।

सामाजिक अंकेक्षण की टिप्पणी	ग्रामीणों का पक्ष	जनसुनवाई के पश्चात अपेक्षित कार्रवाई
1 खाद्यान्न एवं परिवर्तन मूल्य रहने के बावजूद नियमित रूप से मध्याह्न भोजन का संचालन नहीं किया जा रहा है। 2 प्रधानाध्यापक SMC सचिव, प्रखण्ड साधन सेवी एवं संवेदक मिलकर मध्याह्न भोजन का संचालन बाधित करते हैं। 3 रसोईया का मानदेय भुगतान लंबित है। 4 प्रधानाध्यापक द्वारा भंडारगृह का सफाई नहीं किया गया। चावल का भंडारण नहीं था। 5 छः शौचालय होने के बावजूद	ग्रामीणों ने इसकी पुष्टि की।	1 नियमित रूप से मध्याह्न भोजन संचालन करने हेतु निदेश दिया गया। 2 इस आरोप का कोई प्रमाण प्राप्त नहीं हुआ। परन्तु प्रखण्ड साधन सेवी को सख्त निदेश दिया गया कि इस प्रकार के शिकायत से भविष्य में सचेत रहने की चेतावनी दी गई। प्रखण्ड शिक्षा पदाधिकारी को नियमित रूप से एस0 एम0 सी0 की बैठक कराने का निदेश दिया गया। 3 रसोईया सह सहायक को अवगत कराया गया कि उनके मानदेय का भुगतान आर0टी0जी0एस0 द्वारा बैंक खाता के माध्यम से किये जाने की कार्रवाई की जा रही है। 4 रसोई-सह-भंडार गृह की साफ-सफाई नियमित रूप से किये जाने की जवाबदेही रसोईया-सह-सहायक का है। प्रखण्ड साधन सेवी को निदेश दिया गया कि छोटे अंतराल के पश्चात विद्यालय का भ्रमण कर साफ-सफाई की स्थिति का अवलोकन करेंगे। 5 प्रखण्ड शिक्षा पदाधिकारी को निदेश

<p>एक ना उपयोग नहीं है।</p> <p>6 रसोई सह भंडार गृह अर्द्धनिर्मित पाया गया।</p>		<p>दिया गया। पर शायालय पर साधन-साधन हेतु आवश्यक निदेश दिया गया।</p> <p>6 जिला कार्यक्रम पदाधिकारी, मध्याह्न भोजन योजना कार्यालय में उपलब्ध अभिलेखों से मिलान कर विद्यालय को रसोई सह भंडार गृह निर्माण में उपलब्ध कराई गई राशि का सत्यापन करेंगे। रसोई सह भंडार गृह पूर्ण करने हेतु आवश्यक कार्रवाई करेंगे। वर्णित मामले में प्रखण्ड साधन सेवी का कार्यकलाप भी संदिग्ध प्रतीत होता है।</p>
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4 विद्यालय का नाम –मध्य विद्यालय पाली।

सामाजिक अंकेक्षण की टिप्पणी	ग्रामीणों का पक्ष	जनसुनवाई के पश्चात अपेक्षित कार्रवाई
<p>1 लगातार लम्बे समय से मध्याह्न भोजन योजना बाधित रहना एवं परिवर्तन मूल्य के राशि का दुरुपयोग।</p> <p>2 विद्यालय में कुल 22 क्वी0 खाद्यान्न का सड़ जाना।</p> <p>3 मध्याह्न भोजन योजना से संबंधित अभिलेखों का नियमित रूप से संधारण नहीं किया जाना।</p> <p>4 प्रधानाध्यापक का स्थानान्तरण किया जाना।</p> <p>5 विद्यालय में चल रही सभी योजनाओं की जाँच टीम गठित कर किए जाने की अनुशंसा।</p>	<p>प्रधान शिक्षिका को स्थानान्तरण अथवा निलम्बन किया जाए।</p> <p>मध्याह्न भोजन योजना के राशि का दुरुपयोग करना।</p> <p>ग्रामीणों द्वारा चावल सड़ने की पुष्टि करना।</p>	<p>1 प्रधानाध्यापक द्वारा जान-बुझ कर मध्याह्न भोजन का संचालन नहीं कि या जा रहा है एवं संबंधित प्रखण्ड साधन सेवी एवं जिले के वरीय पदाधिकारी द्वारा मध्याह्न भोजन योजना के संचालन हेतु कोई ठोस कदम उठाया गया। सभी संबंधित से कारण पृच्छा पूछने का निर्णय लिया गया।</p> <p>2 जिला कार्यक्रम पदाधिकारी, मध्याह्न भोजन योजना एवं प्रखण्ड शिक्षा पदाधिकारी को 22 क्वी0 खाद्यान्न सड़ने का कारण पता लगाने एवं दोषी प्रधानाध्यापक के उपर व्यक्तिगत जवाबदेही निर्धारित करते हुए राशि वसूलने की कार्रवाई की जाए।</p> <p>3 नियमित रूप से संधारित करने का निदेश दिया गया।</p> <p>4 प्रधानाध्यापिका द्वारा बताया गया कि उनका स्वैच्छिक स्थानान्तरण विभाग द्वारा कर दिया गया है। अतः उन्हें निदेश दिया गया कि अविलंब अपने नये पदस्थापन स्थान पर योगदान देना सुनिश्चित करें।</p> <p>5 जिला कार्यक्रम पदाधिकारी, स्वयं अनुपस्थित पाए गए। अतः जिला साधन सेवी को निदेश दिया गया कि मध्याह्न भोजन योजना से संबंधित सभी अभिलेखों के साथ व्यक्तिगत रूप से उपस्थित हों</p>

प्रशासनिक एवं कानूनी कार्रवाई की जा सके। सामाजिक अंकेक्षण जैसे अतिमहत्वपूर्ण कार्य में, जिसका अनुश्रवण मानव संसाधन विकास मंत्रालय, भारत सरकार कर रही है, से जिला कार्यक्रम पदाधिकारी, मध्याह्न भोजन योजना जो जिले में मध्याह्न भोजन योजना के संचालन हेतु नोडल पदाधिकारी हैं, का अनुपस्थित रहना, योजना के प्रति उनकी उदासीनता को दर्शाता है। अतः निदेशक, मध्याह्न भोजन योजना से अनुरोध किया जाता है कि उनसे कारण पूछा पूछते हुए अग्रेतर कार्रवाई की जाए।

## जिला :-सारण

1 विद्यालय का नाम -उत्क्रमित मध्य विद्यालय हकमा।

सामाजिक अंकेक्षण की टिप्पणी	ग्रामीणों का पक्ष	जनसुनवाई के पश्चात अपेक्षित कार्रवाई
1 विद्यालय प्रधान के द्वारा मध्याह्न भोजन योजना से संबंधित अभिलेख अंकेक्षण हेतु उपलब्ध नहीं कराना।	1 मध्याह्न भोजन योजना पर सामाजिक अंकेक्षण में पाए गए अनियमितता के संबंध में ग्रामीणों ने	1 विद्यालय प्रधान के द्वारा आधा-अधुरा अभिलेख दिखाया गया। जिला कार्यक्रम पदाधिकारी, मध्याह्न भोजन योजना को मध्याह्न भोजन योजना से संबंधित सभी अभिलेखों का व्यक्तिगत रूप से सत्यापन करने का निदेश दिया गया।
2 विद्यालय शिक्षा समिति की नियमित रूप से बैठक नहीं की जा जाना।		2 प्रधानाध्यापक को नियमानुसार नियमित रूप से विद्यालय शिक्षा समिति की बैठक करने का निदेश दिया गया है। साथ ही प्रखण्ड साधन सेवी को बैठक की तिथि को बैठक में भाग लेने हेतु निदेश दिया गया।
3 मेनू के अनुसार मध्याह्न भोजन योजना का संचालन नहीं होना।		3 मेनू के अनुसार मध्याह्न भोजन संचालन करने का निदेश दिया गया।
4 खाद्यान्न उपलब्ध रहने के बावजूद मध्याह्न भोजन योजना दिनांक- 01 से 16 फरवरी के बीच बाधित रखा गया। मध्याह्न भोजन का संचालन नियमित रूप से नहीं किया जाना।		4 विद्यालय प्रधान के द्वारा आधा-अधुरा अभिलेख दिखाया गया। जिला कार्यक्रम पदाधिकारी, मध्याह्न भोजन योजना को मध्याह्न भोजन योजना से संबंधित सभी अभिलेखों का व्यक्तिगत रूप से सत्यापन करने का निदेश दिया गया। प्रखण्ड साधन सेवी द्वारा नियमित रूप से विद्यालयों का भ्रमण नहीं किया जा रहा है। जिला कार्यक्रम पदाधिकारी मध्याह्न भोजन योजना, प्रखण्ड साधन सेवी से स्पष्टीकरण पूछते हुए मानदेय से

5 रसोई सह भंडार गृह अर्द्धनिर्मित पाया गया।

6 शौचालय का रख-रखाव दयनीय एवं साफ-सफाई का पूर्णतः अभाव।

7 मध्याह्न भोजन तैयार करने के दौरान साफ-सफाई पर ध्यान नहीं दिया जाना।

8 अस्सी स्टीलप्लेट एवं चालीस स्टील ग्लास विद्यालय में रहने के बावजूद बच्चों को प्लास्टिक की थाली एवं पेपर प्लेट में मध्याह्न भोजन दिया जाता है।

10 प्राचरित का कटाया करण का नपरा दिया गया।

5 जिला का र्यक्रम पदाधिकारी, मध्याह्न भोजन योजना कार्यालय में उपलब्ध अभिलेखों से मिलान कर विद्यालय को रसोई सह भंडार गृह निर्माण में उपलब्ध कराई गई राशि का सत्यापन करेंगे। रसोई सह भंडार गृह पूर्ण करने हेतु आवश्यक कार्रवाई करेंगे। वर्णित मामले में प्रखण्ड साधन सेवी का कार्यकलाप भी संदिग्ध प्रतीत होता है।

6 जिला शिक्षा पदाधिकारी को आवश्यक कार्रवाई करने का निदेश दिया गया।

7 प्रखण्ड साधन सेवी एवं मध्याह्न भोजन से जुड़े अन्य पदाधिकारियों का पर्यवेक्षण का अभाव स्पष्ट रूप से परिलक्षित होता है। नियमित रूप से पर्यवेक्षण करने का निदेश दिया गया।

8 जिला कार्यक्रम पदाधिकारी, मध्याह्न भोजन योजना से स्थिति स्पष्ट करने हेतु कहा गया। उनके द्वारा अनुरोध किया गया कि कार्यालय के अभिलेखों से मिलान कर वस्तु स्थिति से अवगत कराया जाएगा। अंकेक्षण दल द्वारा प्रतिवेदित प्रतिवेदन में सत्यता पाई जाने पर प्रधानाध्यापक पर कठोर कार्रवाई करने का निदेश दिया गया।

## 2 विद्यालय का नाम –उत्क्रमित मध्य विद्यालय कालुपुर।

सामाजिक अंकेक्षण की टिप्पणी	ग्रामीणों का पक्ष	जनसुनवाई के पश्चात अपेक्षित कार्रवाई
1 तदर्थ विद्यालय शिक्षा समिति वर्तमान में कार्यरत पाया गया।	1 ग्रामीणों ने विद्यालय की अनियमितता को स्वीकार किया और आश्वस्त किया कि भविष्य में प्रधानाध्यापक को मध्याह्न भोजन योजना संचालन का अच्छी तरह से देख-रेख करना सुनिश्चित करेंगे।	1 प्रखण्ड शिक्षा पदाधिकारी को अविलंब विद्यालय शिक्षा समिति का गठन कराने हेतु निदेश दिया गया।
2 विद्यालय प्रधान के द्वारा मध्याह्न भोजन योजना से संबंधित अभिलेख अंकेक्षण हेतु उपलब्ध नहीं कराना।		2 विद्यालय प्रधान के द्वारा आधा-अधुरा अभिलेख दिखाया गया। जिला कार्यक्रम पदाधिकारी, मध्याह्न भोजन योजना को मध्याह्न भोजन योजना से संबंधित सभी अभिलेखों का व्यक्तिगत रूप से सत्यापन करने का निदेश दिया गया।
3 विद्यालय में कार्यरत कुल 06 (छः) रसोईया में से दो रसोईया क्रमशः श्रीमती गीता देवी एवं		3 जिला कार्यक्रम पदाधिकारी, मध्याह्न भोजन योजना को निदेश दिया गया कि वर्णित रसोईया सह सहायक के संबंध में औचक निरीक्षण कर अनियमितता पाए

प्रानता साक्षा पया क वयन प्राक्या  
त्रुटिहीन प्रतीत होता है। ऐसा  
बताया गया कि इनके पति विद्यालय  
में उपस्थित होते हैं।

4 शौचालय का रख-रखाव दयनीय  
एवं साफ-सफाई का पूर्णतः अभाव।

जाग पर आवश्यक कारवाइ कर।

4 जिला शिक्षा पदाधिकारी को आवश्यक  
कार्रवाई करने का निदेश दिया गया।

### 3 विद्यालय का नाम –राजकीयमध्य विद्यालय चिरांद।

सामाजिक अंकेक्षण की टिप्पणी	ग्रामीणों का पक्ष	जनसुनवाई के पश्चात अपेक्षित कार्रवाई
1 मध्याह्न भोजन योजना का संचालन नियमित रूप से किया जाता है। 2 मध्याह्न भोजन योजना संचालन से संबंधित अभिलेख एवं अभिश्रव का संधारित एवं रख-रखाव ठीक नहीं है।	ग्रामीणों ने मध्याह्न भोजन योजना के संचालन के संबंध में अपना संतोष व्यक्त किया।	1 मध्याह्न भोजन का संचालन और बेहतर तरीके से करने का निदेश दिया गया। 2 अभिलेखों का संधारण नियमानुसार करने का निदेश दिया गया। साथ ही अभिश्रव के रख-रखाव हेतु जिला कार्यक्रम पदाधिकारी, मध्याह्न भोजन योजना को जिले के सभी प्रधानाध्यापक को प्रशिक्षित करने का निदेश दिया गया।

### 4 विद्यालय का नाम –कन्या प्राथमिक विद्यालय विष्णुपुरा

सामाजिक अंकेक्षण की टिप्पणी	ग्रामीणों का पक्ष	जनसुनवाई के पश्चात अपेक्षित कार्रवाई
1 नियमित रूप से मध्याह्न भोजन का संचालन नहीं किया जाना। 2 खाद्यान्न के वास्तविक एवं उपलब्ध मात्रा में अंतर। 3 मध्याह्न भोजन से संबंधित कोई भी पंजी का नियमित संधारण नहीं किया गया था। 4 प्राप्त राशि के व्यय से संबंधित अभिश्रव का संधारण नहीं पाया जाना और इस प्रकार वित्तीय	उपस्थित ग्रामीणों के द्वारा कोई विपरीत टिप्पणी नहीं की गई।  नोट – सामाजिक अंकेक्षण के क्रम में प्रधानाध्यापक को यह आग्रह किया गया था कि विद्यालय में पढ़ने वाले सभी छात्रों के अभिभावकों को जनसुनवाई में बुलाया जाए परन्तु ऐसा प्रतीत हुआ कि किसी एक पक्ष को ही सूचित किया गया, जिससे अंकेक्षण की भावना बाधित हुई।	1 नियमित रूप से मध्याह्न भोजन योजना का संचालन सुनिश्चित करने हेतु जिला कार्यक्रम पदाधिकारी, मध्याह्न भोजन योजना को निदेश दिया गया। 2 खाद्यान्न का उपावंटन एवं प्राप्ति का मिलान कर अंतर पाए गए खाद्यान्न का राज्य खाद्य निगम के न्यूनतम समर्थन मूल्य के आधार पर गणना कर समतुल्य राशि प्रधानाध्यापक से वसूलने की कार्रवाई की जाए। 3 नियमित रूप से मध्याह्न भोजन योजना का संधारण करने का निदेश दिया गया। 4 प्राप्त राशि के व्यय से संबंधित अभिश्रव का संधारण करने हेतु प्रशिक्षित करने का निदेश दिया गया।





# Report on Social Audit of Mid-day Meals Scheme & Public Hearings

Conducted in Lakhisarai & Saran districts of Bihar



08 June 2015

Prepared by



Asian Development Research Institute (ADRI)



Submitted to

Directorate of Mid-Day Meals Scheme  
Government of Bihar

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## **Acknowledgement**

ADRI has prepared this report in response to a request from the Directorate of MDMS, Government of Bihar. We are thankful for providing ADRI an opportunity to conduct Social Audit on Mid day meals scheme in 46 schools of Bihar.

The process of conducting Social faced some challenges. To name few, the Social Audits had to be stopped for a month after 25 December 2014 due to winter vacation and dense cold wave in the region. After the Social Audits, organizing the Public Hearings also got delayed for more than a month due to teacher's agitation. Series of major festivals like Id-E-Milad, Makar Sankranti, Basant Panchami, Republic Day, Maha Shiv Ratri, Holi, Ramnavami in-between also made the duration of conducting the social audits shorter.

The Social Audit process could not have been completed without the direction and involvement of Shri Sanjivan Sinha, Director and Shri Ajay Kumar, OSD cum Nodal Officer MDMS, Government of Bihar. We also wish to acknowledge the consistent support received from Ms. Bibha Kumari, Finance Manager in the state MDMS office in getting the social audits process moving.

Finally, I must express my appreciation to Shri Shirsendu Ghosh, Social Audit Resource Person and Project Anchor for contributing consistently and patiently for last seven months along with the field team. He compiled all 46 individual SA school reports without losing out necessary details and visual records. I also thank Shri Raj Kishore Shahi from ADRI for coordinating and monitoring the project.

Prabhat P Ghosh  
Director, ADRI

## Social Audit of MDM in sample schools of Lakhisarai and Saran

### Social Audit of MDM Scheme

Social audit is a democratic process of public accountability of implementing agencies and their personnel through a systematic demand of information by the community about the programme implemented in a particular area and community. Community's active involvement in social audit process not only brings on board multiple perspectives, perceptions and knowledge but also covers issues of equity and equality in program implementation. Under the social audit, the people and the government jointly monitor the scheme.

The National Programme for Nutritional Support to Primary and Upper Primary Education (or as it is more popularly known - the Mid Day Meals program in schools) draws a parallel between the malnutrition of children and child education. This scheme aims at universalization of elementary education while taking care of the health of the children to develop them as complete resourceful human beings. Active community involvement can significantly enhance the quality of Mid Day Meals (MDM) scheme. It involves parents, school management committee, PRI members, SHGs, and beneficiaries in the task of verification of allocation, expenditure and utilization of the MDM at school level. Ministry of Human Resource Development, Government of India intended to carry out Social Audit of Mid Day Meal Scheme in Bihar. Social Audit of Mid-day Meal scheme, as per guidelines issues by the Government of India, forms and integral part of the scheme.

As per the MHRD guideline two poor performing districts Saran and Lakhisarai were identified by the Government of India and Government of Bihar respectively for the conduct of social audit. At least 20 schools from each of the two identified poor performing districts were to be covered under the Social Audit process.

### Objectives of conducting pilot SA of MDM in Lakhisarai and Saran district

1. Understand implementation approach and structure of MDM scheme in sample schools of Lakhisarai, fund flow & utilization approach, role played by cooks, school head teacher and teachers, School Management Committee (SMC), Cluster Resource Coordinator (CRC) & Block Resource Person (BRP) and nature of convergence between different functionaries of Education, MDM and administration.
2. Comprehend the Mid-Day Meal Scheme implementation structure, fund flow and the role played by the convergence departments
  - Identify better practices in the implementation of the scheme
  - Assess the impact of Mid-Day Meal scheme under following objectives:
    1. Increase in school attendance
    2. Improvement in socialization among castes
    3. Addressing malnutrition
    4. Empowerment of women
  - Understand the problems faced by Mid-Day Meal scheme, particularly with respect to grain supply and food quality
  - Compare services delivered by the women Self-Help Groups and NGO



- Examine the role played by SMC members, parents and the community
  - Involve SMC members from the identified schools in the Social Audit process.
3. Evaluate impact of MDM on nature of involvement and role played by SMC and guardians in the spirit of RTE & Right to Food Security Act, quality, allocation, delivery and utilization of food grain, other MDM items and funds, IVRS system and tablets introduced to monitor MDM, quality of safe drinking water and hygiene facilities & practices (hand wash & toilet) in the schools.
  4. Involve SMC members from the identified sample schools in the Social Audit process to recommend scope for replication, improvement and formulate simple 10-15 issues to introduce structured Social Audit of MDM which SMC can easily monitor on their own.
  5. Document 'best practices' in the implementation of MDM by the sample schools

### **Methodology and Scope of the Social Audit process**

The pilot Social Audit was an attempt to replicate the best Social Audit practice in other districts and draw suggestions to improve monitoring mechanism from SMC members, guardians, implementing agency functionaries to improve the quality of service in schools.

ADRI or the Asian Development Research Institute, a Patna based eminent institute was approached by Directorate of Mid Day Meal Programme, Government of Bihar as a nodal agency to help conduct Social Audit in two districts of Bihar. The first meeting with ADRI team and Directorate of MDMS was scheduled on 16 October 2014. The meeting was attended by the following members:

Directorate of Mid Day Meals Scheme, Government of Bihar:

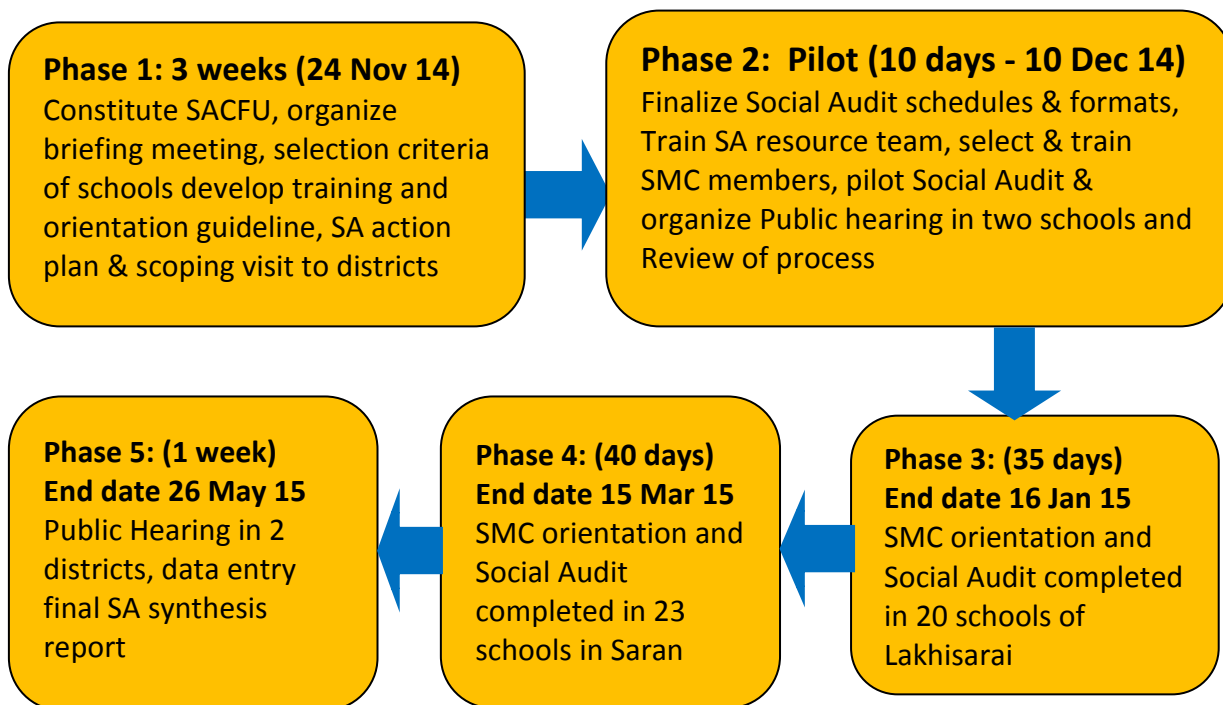
1. Shri Sanjivan Sinha, Director MDMS
2. Shri Ajay Kumar, OSD cum Nodal Officer for Social Audit, MDMS
3. Shri Devshil, Assistant Director MDMS
4. Shri Ravi Kumar Singh, Assistant Director MDMS
5. Ms. Bibha Kumari, Finance Manager, MDMS

Asian Development Research Institute (ADRI)

1. Prof. P. P. Ghosh, Director ADRI
2. Shri R K Shahi, Senior Project Coordinator
3. Shri Shirsendu Ghosh, SA-MDM Resource Person & Project Anchor

The ADRI helped facilitate the Social Audit process in 46 sample schools of two districts in a transparent manner at all stages and demonstrated how the Social Audit process has to be rolled out in following five phases:

1. Phase One: Pre-Social Audit preparatory work
2. Phase Two: Pilot stage & review
3. Phase Three: Completion of SA in Lakhisarai district
4. Phase Four: Completion of SA in Saran district
5. Phase Five: Facilitate conduct of Public Hearing in selected sample schools and final synthesis report



Week Number	1	2	3	4	5	6	7	8
Calendar Month Number (Nov, Dec, Jan & Feb)	17- 22 Nov	26 - 29 Nov	01 - 13 Dec	15 - 25 Dec	25 Dec- 26 Jan 15	27-15 Feb 2015	16 Feb-25 Mar	21-26 May 2015
1. Preparatory Phase ( 3 weeks) SA Manual, Action Plan	█							
Scoping visit (4 days) to Saran & Lakhisarai		█						
2. Pilot Phase in Lakhisarai along with SA team training (10 days)			█					
3. SMC Orientation & SA in Lakhisarai 30 days				█		█		
4. SMC Orientation & SA in Saran (40 days)					█		█	
5. Public hearing Data entry & report (3 weeks)								█

## A. Pre-Social Audit preparatory work

### 1. Develop simple Social Audit manual to orient SMC members

Prior to conducting Social Audit, ADRI was asked by the state MDMS office to develop a simple Social Audit Training & Orientation Manual to orient School Management Committee members & parents in Hindi for conducting Social Audit of Mid Day Meals in all the sample schools. It was necessary to develop a simple easy to understand manual which can help guide and orient members of SMCs on the issues of Social Auditing of MDM related to monitoring, regularity,

quality, social aspects and also accounting. ADRI developed a 25 page manual and shared with the state MDMS Directorate on 10 November 2014. Necessary feedback and comments were incorporated in the final manual. Please refer annexure for the final manual. The manual broadly covers following topics:

- Right to Education and Right to Food, Right to Information Act, 2005 and MDM
- What is Social Audit, details about School Management Committee and key responsibilities of SMC
- Evolution of MDM, Introduction to MDM in Bihar, current MDM norms, agencies and functionaries involved in implementation of MDM in schools and MDM fund and rice grain movement
- MDM's in-built monitoring process
- Objectives of the MDM Social Audit
- Step to conduct Social Audit process for MDM
- Process of holding SMC meeting for MDM monitoring
- Public Hearing and action on the Social Audit findings

## 2. Constituting Social Audit Coordination and Facilitation Unit SACFU

Although there is an Officer on Special Duty and Nodal Officer in state MDMS Directorate, but as per the MHRD guideline, it was necessary to create a special unit which will be independent of Directorate of MDMS Bihar. ADRI facilitated the process of creating an independent Social Audit Coordination and Facilitation Unit (SACFU) which will provide support to the SMC as well as the parents and conduct social audit. Tentative names of the SACFU members were finalized in consultation with the MDMS Directorate and invitations were sent. Directorate of MDMS invited representatives from MHRD. It was expected SACFU will work in coordination with the Project Anchor & Resource Person of ADRI and support to strengthen and establish peoples right at the grassroots level in the State. A ten member SACFU was constituted and the first briefing cum SACFU meeting was schedule on 20 November 2014 under the chairmanship of Shri Sanjiwan Sinha, Director, MDMS, Government of Bihar. Following are the profile of members nominated under the SACFU:

S. No.	Profile of members
1	One School Teacher
2	One local NGO (ASER)
3	One civil society organization engaged with child rights (Kilkari)
4	One right to food campaign activist
5	One representation from JEEViKA
6	One representation from ICDS
7	Three members from ADRI
8	Officer on Special Duty (OSD) and Nodal Officer, MDMS GoB

The SACFU members were briefed about the motive behind social audit to enhance community participation and awareness towards MDM scheme. The state MDMS Directorate extended all necessary cooperation before or during the process of the social audit. There was no

interference by the administrative machinery at any level. It was clarified Social Audit of MDMS differs from the financial audit as it audits public accountability and general awareness about implementation of MDM scheme in the schools. It was also clarified SACFU has been created by ADRI initially as per the MHRD guidelines but in near future SACFU will need to be more representative, active and engaging. In the meeting it was proposed to include a nutrition expert from health department or a MD/MBBS physician from Patna Medical College & Hospital. Periodicity of meeting with SACFU members was also discussed broadly.

### **3. Block sampling consideration**

Saran district has 20 blocks and Lakhisarai district has 07 blocks. Seven blocks from both Saran and Lakhisarai was considered for sampling purpose to maintain uniformity and consistency. Blocks were selected based on higher proportion of SC and BPL families, mix population of upper and lower caste, density of schools for sample purpose.

### **4. School sampling consideration**

Total 46 schools were selected, (23) in Lakhisarai & (23) schools in Saran in consultation with respective district MDM office and as per school sampling considerations. The Schools were selected such that some of the below mentioned criteria overlapped. Schools audited in both the districts were mix representation of rural & urban, good & poor road connectivity, active SMC members, school and block authorities etc. It may be clarified ADRI did not conduct Social Audit in the schools independently but facilitated the Social Audit process by involving parents and SMC members residing in the respective wards where the school was located.

To avoid any prior manipulation or interference by school or cluster level MDM staff, ADRI selected a list of 30 schools initially. The selected school name and the date for conducting social audit were disclosed a day in advance before the scheduled Social Audit to school authorities and block MDMS functionaries. The final school selection matrix finalised in consultation with MDM district team may referred in next section.

#### **Urban and Rural**

Urban is defined broadly to include the following:

- School located in statutory/ census towns
- Areas outside municipal limits but a peri-urban area, in terms of accessibility/ motorability etc

Of the 23, at least 3-5 schools were selected from the above areas.

#### **Geographical area**

Remoteness – 2-3 remote schools

- Distance from *Panchayat*, block, district headquarter
- Areas without motarable and cut-off for part of year

#### **Community Profile**

- Schools located in areas dominated by Extremely Backward Caste (EBC), Scheduled Caste (SC) and minority – with limited food sufficiency from own land



- Schools located in areas with relatively six months or more of food security/ dominated by better off Backward Caste (BC) and General caste
- Schools located in mix community with varying economic well-being of the families of the students

#### **Different School profiles**

- Government/ government aided, Urdu - Markaj Talim, Madarsa, Makhtb, Sanskrit school, AIE, EGS etc
- Schools with both primary and middle schools together
- Exclusive primary schools (class 01- 05)
- Exclusive middle schools (class 06-08)
- Schools with and without its own building, land or kitchen facilities - kitchen sheds, storage system, kitchen devices, trained cooks etc.

#### **Provision and supervision of MDM**

- Active SMC members, PRI, guardians, community members, Community Based Organisations (CBO) involved with MDMS monitoring

#### **Student representation**

- School with active student bodies – active *Meena Manch* of girls
- School in an area with active *Bal Sansad* of boys

#### **Schools with active school management**

- Active school authorities – Head Teacher/ Senior Teacher /MDM Manager
- Schools with active SMCs (as per district/block MDM officials) who received training by the state

#### **Active Cluster coordinator/Block Resource Person**

- One School under an active Cluster Coordinator or Block Resource Person identified by either District Resource Person and District Programme Officer-MDMS
- One school where MDMS is being commendably managed in the study block

#### **SMCs with active PRI members**

- In addition to the Ward member (who is *ex-officio* President) other ward members, *Mukhiya, Sarpanch*, local MLA/MP

#### **Community's prior orientation to Social Audit**

- One school located in area where social audit has been conducted in the past on other schemes – MNREGA etc
- Schools where Social Audit was facilitated on MDMS by any NGO/ SHG etc.

### **5. Preparation of MDM Social Audit schedule**

ADRI prepared a detailed check-list of questionnaires prior to conducting the Social Audit of MDMS in two districts. The questionnaires were shared with the SACFU members and

Directorate of MDM for necessary feedback. Suggestions were incorporated in the schedule and it was mentioned further modification may be included after the pilot phase.

Directorate of MDM officials shared; Bihar MDMS has taken various steps for improving the implementation of scheme in the state. For instance, two animated film was prepared for training the Head Teachers and SMC members and the second film was prepared for cooks training as well. As part of their responsibility, each Block Resource Person was expected to show these films to the Schools authorities and cooks to orient them on MDMS guidelines. The state MDMS officials suggested finding out if the concerned BRPs have shown the film to the school Head teacher, MDM manager, the SMC members and cooks. It was also mentioned by the MDMS Directorate about IVRS (Integrated Voice Recognition System) and Tablets that have been provided by State MDM office for monitoring effective management of MDMS. The SA team were also asked to assess the impact of IVRS and the Tablets for monitoring purpose apart from auditing drinking water and sanitation facility in each school. Please refer *annexure* report on 'Social Audit Approach and Action Plan' dated 19 November 2014 for more details on the Social Audit questionnaires.

### **Check-list followed by Social Audit team**

#### **Official records related to MDM sourced from state & district MDM office**

State and district office circulars, orders, memos, executive instructions, guidelines, films, reports, minutes of the meeting reports chaired by District Magistrate, specific court orders related to the implementation of MDMS.

#### **Official records from school**

- Minutes of the SMC meetings from SMC meeting registers
- Approval of appointment of Cook-cum-helpers (CCH) in SMC register
- Technical estimation and administration sanction for construction of infrastructures and facilities such as kitchen-cum-stores, utensils, kitchen shed etc
- School attendance register
- Stock register for food grains procured and actual utilization.
- Beneficiary or MDMS register
- Financial registers – MDM Passbook of Cook payment
- Bills and vouchers pertaining to supply & transportation of food grains, other food items, mats, storage bins, trunks, steel plates, cook aprons & caps etc
- Details of MDM budget sanctioned & utilization for the schools.
- Approvals and sanctions pertaining to supply & transportation of food grains and infrastructures
- Minutes and proceedings of meetings to decide where to procure MDM items
- *Gram Sabha* /Steering - cum - Monitoring cell resolution approving the appointment of Cook-cum-Helpers (CCH) or the implementing agency or the other details

#### **Detailed financial, food grain and other food item review**

- Verifications of cooking cost and its availability

- Verification of cook-cum-helpers payment of honorarium and their appointment
- Actual monthly expenditure
- Availability of portable water, toilets, soaps for hand wash, plates, clean dining area.

### **Review of other MDM facilities provided to the schools**

#### **Fund utilization for construction, repair and maintenance**

#### **Stock management review**

#### **Observations to verify and document (photograph & photocopy)**

- Information related to MDMS displayed on the school wall - stock of grain, source of grocery, name of cook, name of person in-charge of stores, name of depot which is the source of food grains
- Records on expenditure of food grains, food items and different ingredients
- Records of bills and vouchers maintained by the school

#### **Detailed review**

- Kitchen shed, storage shed, cooking utensils, sitting arrangement, drinking water, toilet facility etc
- Cooking process and after cooking
- Physical verification during MDM
- Social inclusion review
- Interview schedule with SMC & Parents
- FGD with SMC/Parents & group of school students feedback

### **Scoping visit to Saran and Lakhisarai districts**

Prior to piloting Social Audit four days scoping visit was undertaken in Saran and Lakhisarai districts by ADRI Resource Person & Project Anchor along with officials from the state MDMS office between 26-29 November 2014. ADRI Resource Person was introduced to the District MDMS functionaries of Lakhisarai and Saran on 26 and 29 November 2014 respectively. District MDM functionaries included District Programme Officer-MDM, District Resource Person (DRP), Block Resource Persons (BRP) and Accountant Manager. They were all briefed and oriented about the Social Audit objective and plans. Second objective of the scoping visit was to also identify active SMC members who are willing to get trained as local SA resource persons and participate in the Social Audit process as core team. ADRI Resource Person summarized orders, memos and executive instructions related to the implementation of MDM Scheme as issued by the State Government.

The school selection criteria templates were shared with the MDMS district teams. Based on the parameters, each of the BRPs was asked to suggest 5-8 schools in their respective blocks. Later in consultation and agreement with District Program Officer-MDMS and District Resource Person-MDMS about 30 sample schools were selected. It was ensured there was representation of all the school selection parameters in the shortlisted schools. Please refer final list of 23 schools from Lakhisarai and Saran where Social Audit was conducted in next section of this report.

## Selection and Orientation of Social Audit team

The idea was to build collaborative partnerships with all interested individuals and functionaries within the district. After due to consideration, the Resource Person finally shortlisted 10 competent persons from the list of 15 interested applicants as Social Auditors from the two districts. They were all trained and oriented to constitute a district level Social Audit team. The Social Auditors were oriented on the implementation process of MDMS, roles and responsibilities of various functionaries involved in implementation, ways to involve SMC and guardians for SA orientation and facilitate conduct of Social Audit along with them in the schools. The MDMS films, SA-MDMS orientation manual, list of questionnaires were shared with the team in detail. They were imparted training on verification of data and sharing of findings of the social audit in public hearing etc. From the trained resource team, two were finally selected as 'Social Audit trainers cum facilitators'. Following are the names Social Audit team:

1. Suprapha Kumari, SA trainer cum facilitator
2. Devendra Kumar, SA trainer cum facilitator
3. Chandan Kumar, Social Auditor
4. Amit Kumar, SA
5. Satyendra Kumar, SA
6. Hareshwar Singh, SA
7. Shakaldeep Kumar, SA
8. Rajesh Kumar Das, SA
9. Company Ram, SA
10. Rupesh Kumar, SA



After the orientation programme, District Magistrates were also briefed about the proposed Social Audit plan in the district. District Magistrates also expressed their interest on the initiative and shared his willingness to participate in public hearing proceedings in few selected schools if time permits or ask District Education Officer to attend the same.

## B. Phase Two: Pilot stage

### 1. Piloting of SA in two schools

Concerned Block Resource Person was asked to inform the Cluster Resource Coordinator to inform the SMC members to assemble at a common place in their village. Two schools in Lakhisarai district from Lakhisarai block were selected for piloting of the Social Audit between 30 November to 04 December 2014. The first school was Middle School Hasanpur in urban location of Lakhisarai and second was a Primary School Karauta, in a peri-urban location about 15 kms from Lakhisarai district. The SA team oriented the SMC members for about 4-5 hours in the village on role of SMC, MDP scheme and Social Audit process. In both the schools, the SMC members were identified and oriented one day before the Social Audit process. Next day Social

Audit was conducted in the school along with SMC members and interested guardians. The Social Audit team facilitated the audit process and documented the SA findings.

One Social Audit team stayed back in the school till the Mid-day Meals was over and then interacted with the students, teachers and guardians. After the school, the second team conduct 1-2 FGDs with mothers, SMC members and school students to seek views related to access, regularity, level of satisfaction with quality of MDM services, experiences in interacting with implementing officials, constraints in assessing MDM services etc. The views and feedback were compiled for the open house scheduled during public hearing.

Overall it was observed either due to lack of interest, busy work schedule and harvest season all SMC members did not participate in the orientation program when they were asked to assemble by the concerned BRP/CRC or Head teacher contacted them. Hence considerable time got invested by the SA resource team to visit individual homes and at times even their agriculture field to locate and encourage the SMC president (ward member), secretary and other members to participate. In some locations where SMC was not active it took reasonable effort to get them agree to participate in the orientation and SA of MDM.

## **2. Review of Pilot process**

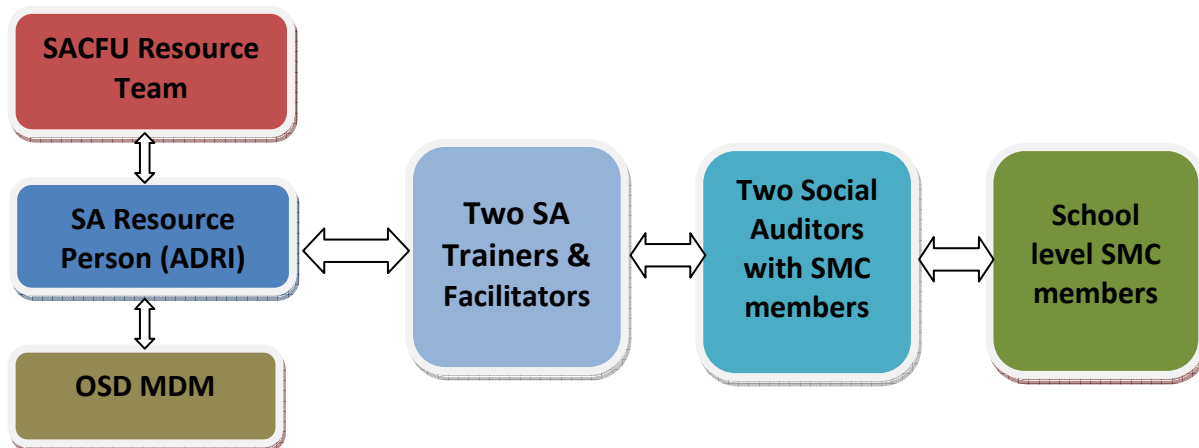
Practical experiences and suggestions from the pilot phase in two schools helped the SA team to fine tune and improve the check list and questionnaires. The work pressure to ensure all the social audit formats and schedules get duly completed the SA team missed out on some critical community feedback. Therefore the SA team was asked not to rush but record and then triangulate the secondary information to verify from the community. Beyond the check-list, the SA team was asked to invest adequate time with school children, guardians, community members, and marginalized sections more sensitively to understand their concerns on MDM services. This helped to analyse the ground situation and also seek qualitative feedback from them. The social audit check list developed originally was further simplified to aid Social Auditors in the audit process. Few points were removed, few modified and some new points were included to make the SA process more contextual and comprehensive to the local situation. The SA trainers and facilitators were asked to adopt different strategies in different context to yield better and wider findings. The team was also asked to document the findings by taking photocopies and photographs as and when appropriate.

As was originally planned it was not possible to complete SMC orientation for 4-5 hours, then conduct Social Audit process along with SMC members and then conduct qualitative FGDs in one single day. Therefore considerable time of two days was necessary in each location – identifying SMC members and orientating them had to happen on first day and conduct Social Audit in the school by one SA team and community interaction FGDs in the second day by second SA team. SA team was suggested to engage with mothers and girl students informally and in a participatory manner to get their perceptions about the school MDM facilities and services.

## C. Phase Three & Four: SA of MDM in Lakhisarai and Saran districts

### 1. SA Team Structure & Process

A six member Social Audit team was involved to conduct SA in the two districts. A Resource Person and Project Anchor was supported by two SA trainers cum facilitators and active local Social Auditors. The entire Social Audit process was closely monitored and guided by the Resource Person from field locations as well off-site. At district four Social Audit facilitators monitored the process and wherever possible the local SMC members also supported the SA team in the respective blocks and *panchayats*.



After the pilot review, the SA was conducted based on modified check list for observation and documentation. The Social Audit was conducted in 46 schools (23 in Lakhisarai) and (23 in Saran district) each. Few specified records and documents provided from MDM district office related to sanctioned budget, food grain allocation, expenditure details, fund and food grain tracking, stock position were verified as per school records, attendance & actual utilization. The Social Audit process also emphasised on qualitative information through checklist of semi-structured interview schedules and FGDs administering participatory interactions and informal discussion with the community, guardians, SMC members, cooks, school teachers, PRI members. Findings and information from one source was triangulated with actual beneficiaries for more clarity and confirmation particularly on utilisation and linkage of funds, grains and other MDM resources. Each school wise detailed Social Audit MDM reports was compiled with necessary enclosures and images and shared with state MDM Directorate.

Directorate of MDMS, SCAFU members and other stakeholders were updated on regular basis on the Social Audit process. Members from the state and districts were encouraged to attend the Social Audit process in the both the districts so that their inputs could help to improve subsequent processes.

## 2. List of Lakhisarai sample schools SA was conducted

Name of Block	SL. No	Name of Panchayat	Name of School	Bihar School ID
Lakhisarai	1	Mahisona	MS Hasanpur	10252111101
	2	Khagaur	UMS Vrindawan	10252106501
	3	Bilauri	PS Karauta	10252101201
Barhiya	4	Girdharpur	MS Sadaibigha	10251400701
	5	Dumari	PS Harijan tola Pratappur	10251403002
	6	Pali	MS Pali	10251402301
	7	Gangasarai	MS Gangasarai	10251402704
Chanan	8	Etoun	NPS Dom Toli Bannu Bagicha, Etoun	10252700403
	9	Etoun	NPS Mushari tola, Etoun	10252700904
Halsi	10	Sandh Maf	PS Sandh Urdu	10252308701
	11	Sandh Maf	PS Oraiya	10252309301
	12	Halasi	UMS Konag	10252305082
	13	Halasi	PS Konag Mushari	10252305001
Pipariya	14	Halsi	NPS Konag Dih Mushari	10252305003
	15	Olipur	MS Olipur (Balipur)	10252400102
	16	Saidpura	DPEP PS Saidpura Paswan tola	10252400704
Raamgarh	17	Sharma	UMS Baratara	10252600901
	18	Billow	UMS Durdih (Dudih)	10252602801
	19	Bhawaria	UMS Bhawaria	10252600201
Suryagdha	20	Bariyarpur	MS Ghoghi Bariyarpur	10252506802
	21	Kaswa	MS Abhayapur	10252506002
	22	Ghosaith	UMS Ghosaith	10252506301
	23	Chaura Rajpur	MS Lahasorva	10252511501

### Lakhisarai district

- Total blocks: 07 (Badahiya, Chanan, Halasi, Lakhisarai, Pipariya, Rayagadh Chak and Surajagadha)
- Total Schools: 713
- MDM provided by: 696 SMC/VSS (School Management Committee or *Village Siksha Samiti*)
- Number of meals (class 1-5): 10, 59,783
- Number of meals (class 6-8): 43,76,56

### 3. List of Saran district sample schools SA was conducted

Block	SL. No	Name of Panchayat	Name of School	Bihar School ID
Dighwara	1	Manupur	MS Manupur	10170503201
	2	Haraji Ambikasthan	Ramawtar Sanskrit High School	10170504401
Garkha	3	Naraw	RMS Naraw	10170708602
	4	Kothiya	UMS Madanpur Kanya	10170705904
	5	Motirajpur	PS Audha mal – Ward 14	10170700501
	6	Motirajpur	RPS Urdu Audha Milki – Ward -15 & 15	10170700601
	7	Hakma	NPS Kahar Toli Hakma – ward 14	10170704302
	8	Hakma	UMS Hakma – ward 15	10170704301
Nagra	9	Jagdispur	NPS Baldiha Teli tola	10171503802
	10	Jagdispur	PS Baldiha Urdu	10171504101
	11	Tujarpur	UMS Kalupur	10171503001
	12	Afaur	RMS Afaur	10171502401
Jalalpur	13	Nawada	NPS Khemchand	10170900503
	14	Ashoknagar	RMS Pokharpar Ashoknagar	10170903401
Parsa	15	Shankardih	MS Parsa	10171700102
Chapra	16	Sandha	NPS Utri Anusuchit Noniya Toli	10170308404
	17	Chirand	RMS Chirand	10170305701
	18	Sadha	KUMS Sandha	10170308401
	19	Vishunpura	KPS Vishunpura – Sadar Chapra	10170304803
	20	Vishunpura	NPS Harijan Tola ward 03	10170304801
Rivilganj	21	Tekniwas	KMS Awlyi	10171801201
	22	Nagar	RKPS Urdu Maktab Godna	10171803802
	23	Mukrera	NPS Mukrera Paschim Tola Urdu	10171800103

#### Saran district

- Total blocks: 20 (Amanaur, Baniyapur, Chapara, Dariyapur, Dighavara, Ekama, Garakha, Isuapur, Jalalpur, Lahaladapur Janatabajar, Madhuara, Maker, Mansi, Masarakh, Nagara, Panapur, Parasa, Revelaganj, Sonapur and Taraiya)
- Total schools: 2516
- MDM provided by: 2497 SMC/VSS (School Management Committee or *Village Siksha Samiti*)
- Number of meals (class 1-5): 67,49,900
- Number of meals (class 6-8): 31, 68,402

In the district there are many schools that do not have their own land or building. After the unfortunate MDMS incidence, these schools have been tied with school having its own building and MDMS facility. The SA team visited several such schools where 2-3 schools are functioning in one common school building and the infrastructure and facilities are being shared. However each of these schools are managed by respective SMC, cooks, kitchens & storage facilities and also maintain their MDMS records.



## **D. Key Findings in Social Audit**

School wise detailed 46 Social Audit reports from Lakhisarai and Saran districts may be referred in the annexure. This section on key findings summarizes overall situation of MDM in schools based on the sample school representation and school selection criteria on school facilities, infrastructures, connectivity, profile of SMC, head teachers, community members etc. The objective of conducting Social Audits was to evaluate impact of MDM by involving the SMC members from each identified sample schools. Based on overall findings and observations related to Social Audits, this report recommends scope for replication in other schools to improve MDMS services and also help formulate a structured Social Audit guideline which SMC can easily monitor themselves.

### **Status of school Drinking water**

#### **Lakhisarai**

Safe drinking water facility in schools is a major concern. The students and guardians univocally complained about unsafe drinking water. In the 23 sample schools visited in Lakhisarai, SA team audited total 31 hand pumps & 05 motored boring pumps. From the total 31, only 18 hand pumps are safe for drinking according to school authorities but till date none of the school hand pumps water has been tested. It may be concluded, almost 40 percent (09) sample schools do not have clean drinking water facility and 56 percent (13) schools the water is not safe for drinking.

In Lakhisarai, 44 percent (10) sample schools are maintaining necessary cleanliness & hygiene practices with regard to drinking water and 21 percent (5) schools - UMS Ghosaith, MS Gangasarai, MS Bariyarpur, MS Abhaypur and MS Sadaibigha have the best drinking water facility.

#### **Saran**

Situation of drinking water in Saran is relatively better compared to Lakhisarai. There have been no complains expect from four schools. From the 23 sample schools visited and audited, 05 schools are landless with no school building. These schools are; (NPS Noniya Toli, Sandha ward 08, NPS Harijan Toli Vishunpura ward 03, NPS Urdu Mukrera, ward 03, RPK Urdu Maktab ward 12 and NPS Telitola Bladiha ward no 01). These schools are sharing drinking water facilities and other school infrastructures with another school. In the 18 sample schools, there are 31 hand pumps and 03 motored boring pumps. From the total 31, only 04 hand pumps (11.76 percent) are non functional. In four schools, students and community have complained about unsafe drinking water as there are sand particles in the hand pump water. The schools use cloth to filter out the sand participles and other visible pollutants. In all the 18 sample schools of Saran, PHED has collected sample water for testing and the reports are still awaited.

### **Status of School Toilet**

#### **Lakhisarai**

The SA team audited total 67 toilets (boys-30 and girls-26) in 23 sample schools of which 26 percent (06) schools did not have any toilet facility for students, 10.4 percent (07) toilets are useable but kept locked by the school authorities, in 21.7 percent (5) schools and 26.8 percent

(18) toilets are not usable. For instance Middle School Konag has 6 toilets but not a single toilet is usable (2 are locked & 4 not usable). Similarly Primary School Kurauti has 6 toilets, Primary School Pali has 4 toilets, Utkramik Middle School Bartara has 2 toilets but the toilets are not usable.

Overall, about 52 percent (12 schools) have functional and separate toilets for both boys and girls and 63 percent (42) toilets are usable in 52 percent (12) sample schools. 56.5 percent (13) schools have usable toilets for boys only and 60.8 percent (14 schools) have usable toilets for girls. 17.4 percent (04 schools) have clean and usable urinals (boys-04 schools and girls-03 schools). MS Gangasarai, UMS Ghosaith, MS Abhaypur have separate toilets for boys and girls and UMS Durdih has toilet only for girls.

The SA team concludes, 13 percent (3) schools - UMS Ghosaith, MS Gangasarai and MS Bariyarpur have the best urinal facility for both boys and girls. 56 percent (13) schools have either very poor or no urinal facility for the students. 30 percent (7) schools - PS Oraiya, MS Abhaypur, UMS Vrindawan, MS Hasanpur, PS Harijan Tola Pratapur, MS Sadaibigha, MS Lahsorwa have average urinal facility.

### **Saran**

Statistically, the situation of toilet facility in Saran seems better than Lakhisarai. The SA team audited total 51 toilets (14 common toilets, boys-17 & girls-20) in 18 sample schools. 5 schools are landless and they share toilet facility with another school. From total 51, 34 toilets (66.67 percent) are usable but not clean, 06 (42.8%) are common toilets, boys: 11 (64%) and girls: 17 (85 %).

Five schools - KUMS Awli, RMS Chirand, PMS Odhamal, RPS Urdu Odha Milki, RPS Baldiha Urdu, and UMS Madanpur schools have best clean and usable toilet facility. KUMS Awli School has five functional toilets with mugs, buckets, acid, brush etc.

Three schools; NPS Khemchand - 02, RMS Ashoknagar - 01, and UMS Kalupur has 02 toilets but none of them are functional and usable. MS Manupur has 06 toilets but only 02 are functional for the students. UMS Hakma School has functional toilets but it keeps the facility locked and girl students have to go out. Only KUMS Sandha is the only school which does not have toilet for both girls and boys. There are 05 schools which has less than 50 percent functional toilet facility.

From the total 43 urinals audited (08 are common, boys: 19 and girls: 16), 33 urinals (76.74 %) are usable (common 04 (50%), boys: 16 (84%) and girls; 13 (81.3 %). Five schools - KUMS Awli, RPS Urdu Odha Milki, PMS Odhamal, Ramawtar Sanskrit High School, MS Manupur and MS Chirand have best urinal facility for both girls and boys. MS Chirand is the only school which has all 06 urinals clean and functional. A toilet cleaner has been deployed by the school to clean the toilets every day.

## Status of School Management Committee

### Lakhisarai

Except one school (Vrindavan) remaining 22 sample schools in Lakhisarai consisted of total 234 SMC members. The SA team trained total 203 members on MDM & Social Audit in Lakhisarai but only **42 percent (81) SMC members** from total 234 SMC and remaining 58 percent (consisting 122 guardians & community members) participated in the orientation of social audit process.

From the total 203 members trained in Social Audit, **36 percent (85) were SMC members** and 71 percent (145) were non SMC guardians. Remaining 149 SMC members who did not participate were personally approached and encouraged by the SA team to participate. They were either busy in their household work, or daily wage work or due to the harvest season failed to devote time. Some SMC members also shared they are ignorant about being SMC members and for the first they were approached to participate in the orientation program. They shared neither the school head teacher or the SMC secretary has ever invited them to attend SMC meetings. Some SMC members expressed upfront they are not interested to participate in the SA orientation or manage school MDM issues. They wondered how their names figured in the SMC without their knowledge or consent.

### Saran

The situation of SMC is not encouraging in Saran district. Except three schools (KUMS Sandha Ward no 1, NPS Harijan Toli Vishunpura Ward 3, and RMS Naraw Ward no 8) all the 20 sample schools in Saran together had total **228 SMC members**. These three schools did not furnish supporting documents to establish SMC membership status. Even after several reminders for more than 20 days the three schools finally could not furnish SMC details. Hence it could not be established if SMC has been constituted in these three schools and total SMC figure did not account membership from these three schools.

From the 23 sample schools, **12 schools (52.1 percent)** did not furnish SMC meeting registers even after several reminders. These schools are - KUMS Sandha, KPS Vishunpura, RPK Urdu Maktab Godna, UMS Hakma, RPS Odhamal, RMS Naraw, RMS Ashoknagar, Sanskrit School, MS Manupur, RMS Afaur, UMS Kalupur, RPS Baldiha Urdu and NPS Baldiha Teli Tola,

The SA team oriented total **288 members** in MDM Social Audit and only **34 percent (98 members)** were SMC members and remaining 190 were non-SMC guardians.

Active mothers and guardians who expressed willingness to get oriented and involve with the school development without any incentive was the key criteria for selection. Hence there has been good participation in the SA orientation programme by other interested and willing guardians who were not actual SMC members. They were part of the social audit process throughout and it may be good if they get involved as SMC members in near future. In most of the schools in Saran it was observed by the SA team other than the head teacher, secretary and few SMC members not all SMC members are called to attend SMC meetings. The members lack knowledge on when was the last meetings held. It may be mentioned, the SMC selection process has not been consultative and transparent in majority of the schools. In some cases the

members nominated for SMC were also not appropriate. Either some SMC members are dormant, ignorant and disinterested or some even questioned how they can personally benefit by getting involved as a SMC member.

### **Status of SMC meetings**

#### **Lakhisarai**

35 percent (08) schools did not have single SMC meetings till date and 30.4 percent (7) schools had six or less than six meetings in a year. Only Primary School Sandha had 12 meetings in last one year from the 23 sample school visited. Details of SMC meetings in remaining 22 schools are as follows:

10 SMC meetings in UMS Ghosaith

09 meetings held in 02 schools in MS Konag, UMS Bhawaria

08 meetings held in 02 schools: MS Hasanpur & MS Goghibariyarpur

07 meetings held in 03 schools: UMS Bartara, UMS Durdih & PS Konag Mushari

06 meetings held in 03 schools: MS Lohsarwa), PS Pratapur, MS Gangasarai

04 meetings in 01 school: PS Kurauti

03 meetings in 01 school: MS Abhaypur

02 meetings in 01 school; MS Pali

01 meeting in 01 school: MS Sadaibigha

#### **Saran**

56.5 percent (13) schools did not have single SMC meetings till date and all these schools did not furnish SMC meeting register. UMS Kahar Toli did not provide any reports and registers even after three reminders. 17.4 percent (04) schools had six or less than six meetings in a year.

13 SMC meetings held in NPS Utri Anusuchit Noniya Toli, Sandha, Sadar Chhapra

12 SMC meetings held in NPS Hakma Kahar Toli

08 meetings held in 01 school: NPS Urdu Mukrera Paschim Tola

07 meetings held in 02 schools: UMS Madanpur Kanya and and RMS Chirand

06 meetings held in 02 schools: KUMS Awli and NPS Harijan Tola Vishupura

04 meetings in 01 school: RPS Urdu Odha Milki

03 meetings in 01 school: NPS Khemchand

### **Status of School Management Committee**

Only four schools in Lakhisarai - UMS Durdih, UMS Bhawaria, MS Hasanpur and UMS Ghosaith had a very active SMC. UMS Durdih school has most active SMC members. In Saran six schools have very active SMC members - KUMS Awli, NPS Hakma Kahar toli, UMS Madanpur Kanya, MS Manupur, RPS Baldiha Urdu and NPS Baldiha Telitola. The most active SMC members and village community were in MS Manupur.

### **Active SMC willing to manage MDM but Head teacher does not encourage**

In Lakhisarai the SA team observed in eight schools have active SMC and interested to get involved with the school but the Head teacher for some reasons does not encourage. MS Bartara, MS Pali, MS Sadaibigha, PS Kurauti, MS Konag and UMS Kanya Olipur. However in case

of MS Lohsarwa and UMS Vrindawan it is different; MS Lohsarwa is located in an extremely disturbing situation with influence of extremism (naxal) and in UMS Vrindawan SMC has not been formed till date.

In Saran there are seven schools where the SMC is willing to get involved with the school management but somehow the head teacher does not encourage. These seven schools are NPS Khemchand, UMS Kalupur, RMS Ashoknagar, NPS Urdu Mukrera, UMS Hakma, MS Manupur and NPS Baldiha Teli Tola. Three school head teachers have absolutely no engagement with the SMC members - UMS Kalupur, UMS Hakma and NPS Khemchand. The SMC members have never been involved for any reasons till date.

#### **Head teacher desires but SMC is not interested**

In contrast in three schools MS Gangasarai, MS Abhaypur and PS Sandh Urdu the Head teacher wants the SMC to take interest and participate but they are not interested to get involved.

In Saran, four schools - UMS Chirand, MS Parsa, RMS Naraw and RMS Afaur the head teacher encourages other SMC members to visit the school on regular basis. The SMC secretary of RMS Afaur is the most active and she also desires other members should also equally take interest with school activities.

#### **Willingness of SMC to conduct Social Audit after training**

The SMC members from eight Lakhisarai schools expressed they can now manage and monitor the MDM of their school after the orientation. These schools are - MS Bariyarpur, DPEP EP PS Paswan Tola, PS Harijan Tola Pratapur, NPS Etoun Mushari, NPS Bannu Bagicha, PS Konag Mushari, NPS Konagdih and PS Oraiya.

Fifty percent members of SMCs of seven schools in Saran - NPS Urdu Mukrera, NPS Hakma Kahar Toli, UMS Hakma, RMS Naraw, RPS Ashoknagar, MS Manupur and MS Baldiha Teli Tola expressed after the orientation they can now manage and monitor their school MDM provided the Head teacher agrees.

Three schools in Saran - UMS Kalupur, RPK Urdu Maktaw Godhna and RMS Naraw the SMC members have not been elected appropriately. UMS Kalupur still does not have an elected SMC but functions under an adhoc committee '*tadarth samiti*'. In RPK Urdu Maktaw Godhna other than the SMC secretary no other member is interested and in case of RMS Naraw both the head teacher and MDM manager are efficient but the SMC secretary somehow managed to get herself elected second time tactically and consults a village *panchayat* teacher to continue her fraudulent activities against the head teacher.

### **MDMS issues can be easily monitored by SMC after Orientation**

- Daily MDM expenditure register
- Food grain stock register
- Conversion cost of other food items
- Quality and quantity of food grain received by the school
- Head count and physical verification of the number of children eating MDM
- Monitor entire cooking process in the kitchen & storage room
- Entire process of serving MDM to students
- Ensure minimum wastage of MDM by children
- Cleanliness of kitchen shed, safe drinking water, storage, toilet and class rooms
- Monitor quality of education since teachers are involved in MDM

### **MDM issues that cannot be reviewed by SMC even after orientation**

The SMC members felt since different funds are allocated to school they are not aware about it unless the school Head teacher or Secretary shares the quantity and logic. Therefore they expressed they cannot audit pass book, cash book and verify bills and vouchers pertaining to supply & transportation of food grains and other food items.

### **Process of serving of MDM**

Five schools in Lakhisarai - MS Gangasarai, UMS Ghosaith, MS Bariyarpur, MS Lahsorwa and MS Abhaypur have the best MDM serving process. In contrast 11 schools did not have satisfactory process of serving MDM. These schools are PS Kurauti, PS Harijan Tola Pratapur, MS Sadaibigha, MS Bartara, PS Konag Mushari, NPS Konagdih, MS Konag, MS Pali, NPS Etoun Mushari, NPS Bannu Bagicha, UMS Kanya Oripur

There is scope for improvement in MDM serving process in UMS Durdih, UMS Bhawaria, UMS Vrindawan, MS Hasanpur, DPEP EP PS Paswan Tola, PS Oraya and PS Sandh Urdu in ascending order.

In Saran, five schools - KUMS Awli, RMS Chirand, Ramawtar Sanskrit school, UMS Madanpur Kanya and RPS Odhamal had the best MDM serving process. Ramawtar Sanskrit school is the only school which has adequate plate and drinking glasses for every student. The students collect their plates and glass and sit in a row. In RMS Chirand MDM is served systematically class wise and the concerned class teacher manages her class students during MDM. Remaining classes continue with their classes hence everything is managed silently without any mismanagement and chaos. RPS school has a long verandah where all the students are served MDM in one batch with adequate plates. In KUMS Awli all the students are served MDM together and it is the only school where students sit on mats and all teachers are very supporting. All students sit or stand in queue for any purpose which was very encouraging to observe.

### **Kitchen facilities**

In Lakhisarai from the 23 sample schools only 16 schools had operational kitchen facility. UMS Ghosaith, UMS Durdih and MS Abhaypur have very good kitchen facility. The SA team observed UMS Ghosaith was the best among the 23 schools with electrical motored boring facility, exhaust fan in the kitchen, good drainage system, flowing tap water, very clean kitchen floor & wall etc.

Eleven schools did not have good, clean and safe kitchen facility. These schools were - MS Sadaibigha, MS Bartara, MS Pali, UMS Kanya Olipur, PS Kurauti, PS Sandh Urdu, NPS Konagdi, MS Konag, NPS Bannu Bagicha, NPS Etoun Mushari. MS Gangasarai, UMS Vrindawan, MS Bariyarpur, UMS Bhawaria, PS Konag Mushari, PS Oriya, MS Hasanpur, PS Harijan Tola Pratapur and DPEP EP PS Paswan Tola have scope to improve.

In Saran, 15 schools (65.2 %) have functional kitchen sheds. The SA team observed four schools (17.4%) have best kitchen facilities - PS Odhamal, KUMS Awli, RMS Afaur and RPS Baldiha Urdu. 05 schools share kitchen shed of another school.

Four schools (17.4%) did not have good, clean and safely managed kitchen facility. These schools are RPS Urdu Odha Milki ward 15, NPS Khemchand, UMS Hakma and RMS Ashoknagar. Kitchen shed of UMS Kalupur is just located just adjacent to stinking over flowing toilet and drinking water facility. Two schools (8.7 %) - MS Ashoknagar & Sanskrit does not have their kitchen shed and have converted their class rooms for cooking MDM. KUMS Sandha does not cook MDM since last two years.

### **Storage system**

Only 13 schools had functional storage room and among them six schools MS Hasanpur, UMS Ghosaith, UMS Durdih, UMS Vrindawan, MS Bariyarpur and MS Abhaypur had a clean and well managed storage system.

Nine schools did not have satisfying storage facility which was much below the minimum basic standard. Only in few schools there was no adequate space but the ones who had did not keep it clean. The nine schools are - DPEP EP PS Paswan Tola, UMS Kanya Olipur, MS Pali, NPS Etoun Mushari, NPS Bannu Bagicha, PS Harijan Tola Pratapur, MS Bartara, NPS Konagdi and MS Konag. There is scope for improvement in seven schools if the school head teacher, teachers and SMC members rearrange their storage system.

In Saran only 10 schools (43.48%) have their own storage rooms and remaining schools (56.52%) are keeping food grain in class rooms and office rooms. It was good to observe RPS Odhamal has a well maintained and managed storage system. This was the only school which had painted the storage bins.

### **Upkeep of all MDM registers & records**

From the 23 sample schools in Lakhisarai it was heartening to find eight schools - UMS Ghosaith, MS Gangasarai, MS Lahsorwa, MS Hasanpur, UMS Durdih, UMS Bhawaria, MS

Bariyarpur and UMS Vrindawan who maintained updated and transparent MDM registers. In contrast six schools - MS Pali, MS Sadaibigha, UMS Kanya Olipur, PS Kurauti, MS Bartara and MS Konag was below satisfaction. MDM data was not transparent, updated and complete.

Nine schools have scope to improve – these are PS Harijan Tola Pratapur, PS Konag Mushari, NPS Konagdi, NPS Etoun Mushari, NPS Bannu Bagicha, MS Abhaypur, DPEP EP PS Paswan Tola, PS Oraya and PS Sandh Urdu

In Saran from the 23 sample schools nine schools maintained their MDM registers very well. These schools in order are KUMS Awli, RMS Chirand, MS Parsa, NPS Hakma Kahar Toli, UMS Madnapur Kanya, RPS Odhamal, RMS Naraw, Ramawtar Sanskrit High School and RMS Afaur,

In contrast five schools in Saran had their MDM registers much below the satisfaction level. These schools are KPS Vishunpura, RPS Kanya Urdu Maktaw Godhna, UMS Hakma, NPS Khemchand and UMS Kalupur. MDM related data in the registers was not transparent and updated.

### **Active Head teacher**

Eleven sample schools in Lakhisarai have active Head teacher and s/he takes special interest to ensure the school functions well, funds are well utilized, MS Gangasari, UMS Ghosaith, MS Hasanpur, MS Bariyarpur, MS Lahsorwa, UMS Durdih, UMS Bhawaria, UMS Vrindawan, MS Abhaypur, PS Sandh Urdu and PS Konag Mushari

In Saran, eight schools have active head teacher - KUMS Awli, UMS Madnapur Kanya, RPS Odhamal, RMS Afaru, Ramawtar Sanskrit High school, RMS Chirand and MS Parsa, NPS Hakma Kahar Toli

### **MDM fund utilization in Saran**

#### **1. Mat**

In Saran from the 23 sample schools audited, about 57 percent (13 schools) did not receive funds from MDM office to purchase school mats and 05 schools (30 %) as per their vouchers verified have spent the fund to purchase mats but only one school KUMS Awli has been using the mats regularly but not other four schools. Three schools (13 %) have not yet purchased mats and the amount is still in the bank account. Two schools did not provide any information regarding fund utilization on mats.

#### **2. Apron Caps**

In Saran, 09 schools (40 %) have not yet purchased apron and caps and the fund is still in the school account. Eleven schools (48 %) have spent the fund to purchase of apron & caps as per the vouchers verified but only 03 schools (13%) - UMS Madhanpur Kanya, PS Odhamal and RMS Naraw cooks were observed wearing on visit of SA team. Remaining schools (73 %) cooks do not wear at all or occasionally. Only in RPS Odha Milki Urdu school it was observed the apron and caps were dumped inside a storage trunk which has never been used. Only one school (NPS Urdu Mukrera) did not receive fund to purchase of Apron & caps and 02 schools did not furnish any report.



### **IVRS System for MDM monitoring**

Most of the performing head teachers across both districts felt IVRS system is an effective medium of communication between school and MDM office. The head teacher is made accountable for effective implementation of MDM in her/his school and it is mandatory for her/him to respond to the IVRS every day. There is constant pressure on the head teacher to provide necessary and accurate information as sought by the MDMS office which s/he cannot ignore to respond. They shared through the IVRS, MDM office gets an update from each school on the following:

- If the school is regularly opening or not
- Is the MDM served regularly or not
- Estimation on how many students are served MDM daily
- Track utilization of rice grain and fund on every Thursday

The head teachers shared only those schools can provide accurate and prompt update through IVRS if their MDM records are updated regularly. However, they enquired the MDM office should regularly analyze the data collected to monitor the progress and regularly provide feedback to under performing schools. Unless this happens it defeats the purpose of the IVRS.

The head teachers shared due to the IVRS there is some hesitation among few dishonest or underperforming head teachers to carry on with their uninhibited corrupt practices. The SA team monitored the IVRS on a particular day – the first call was at 11.08 am, second at 01.56 pm and last was 04.09 pm. Some of the good performing head teachers suggested, for a middle school the first IVRS call at 11 am is early to count total number of students. In the second call only half information can be accurately provided and only in the third IVRS call accurate information could be shared. Hence the timing of the IVRS call for all middle schools could be shifted from 11 am to anytime between 1- 3 pm in winters.

Some of the Head teachers shared 15-25 percent IVRS data keyed on mobile phones is not 100 percent accurate. There are several reasons for this:

- On some days when the IVRS call is missed, and later when the head teacher calls back in the toll free number – there is no response and the toll free number is not active.
- In middle schools particularly the head teachers do not have accurate figure of student's attendance at 11 am when they receive the first call.
- Often the head teacher is busy with other tasks or is away from the school, he has to depend on other teachers to send the exact attendance figure.
- Even if the head teacher has keyed exact number of student's but just before MDM additional students join and there is no mechanism to monitor this inaccuracy. Therefore total number of students who had MDM does not match with school attendance number.
- Often the error is intentional by some head teachers. The difference between school attendance and MDM beneficiaries is between 10-25 percent. So the head teachers have to adjust later to match the figures of actual attendance and total numbers who consumed MDM.
- There is no scope to rectify faulty figure keyed in the mobile phone and at times while keying in there is error in recording actual number by the system.

- It was suggested by few head teachers, if there has been manual error to key correct figure, there should be a second chance to rectify it. The IVRS call should repeat again for head teachers to key-in correct number.
- The Head teachers however clarified, in the present system there is less scope for manipulation of attendance figure. Respective class teachers have to take attendance in the morning and then record it in the attendance register class wise. It is the task of Head teacher to total it and communicate the same through the IVRS. If a head teacher intends to manipulate the attendance figures, s/he has to depend on fellow teachers. By manipulating the Head teacher has to return undue favour in her/him in some form – either agreeing to sanction few days leave of absence, coming late or returning early from school etc.

### **Utilization of Tablets**

State MDMS office has provided tablets to all the Block Resource Persons with an objective to monitor the MDM services in respective schools. The issue of tablets somehow did not figure prominently with school Head teachers during Social Audit interactions. Few school Head teachers and teachers in Lakhisarai reported BRPs visiting their schools and had taken photographs utilizing their tablets. In Saran majority of the Head teachers said neither their BRP has visited their school, nor are they familiar with the name of concerned BRP. Overall less than 16 percent Head teachers shared about tablets being used by the BRPs. The performing head teachers shared the idea of capturing MDMS process in schools by tablets is a good idea. If there are Head teachers claiming they are managing the MDM very well, then the reality should be shared with other schools as well. They agreed tablets are good monitoring tool to capture evidence of underperforming schools. The tablets can be effectively used as evidence when there are complaints related to MDM by community. If real time good MDM services of performing schools are captured and shared it only encourages those Head teachers to continue with good work keep improving further. As Head teachers appreciated the intent of utilizing tablets by BRPs they also shared word of some caution. The BRPs should not use these tablets to malign or falsely implicate a Head teacher. It should be utilized judiciously with the sole intent to improve the MDM services. The Head teachers shared the BRPs should visit schools regularly which will help a lot to improve the MDMS services.

### Status of Saran sample schools

Schools	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	Total
<b>SA Criteria's</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>13</b>	<b>14</b>	<b>15</b>	<b>16</b>	<b>17</b>	<b>18</b>	<b>19</b>	<b>20</b>	<b>21</b>	<b>22</b>	<b>23</b>	
Total SMC members	N	12	11	N	N	15	7	8	13	14	12	14	N	10	15	7	10	14	6	10	10	14	14	228
Total SMC meetings	N	13	N	6	6	8	N	12	N	7	4	N	N	3	N	N	N	N	N	N	N	7	7	73
Total SMC oriented	3	0	4	4	5	4	1	7	5	5	4	5	2	2	7	3	7	3	3	6	8	8	2	98
Total guardians oriented	4	8	8	9	8	14	0	10	15	16	9	5	6	14	9	4	9	1	10	15	8	7	5	190
SMC participation in SA	N	0	4	4	5	4	1	7	5	5	4	5	2	2	7	3	7	3	3	6	8	8	0	93
Guardian participation in SA	N	8	8	9	8	14	0	10	15	16	9	5	6	14	9	4	9	1	10	15	8	7	0	185
Total hand pump	2	N	1	N	2	N	0	1	2	2	2	1	2	1	2	2	1	2	1	1	1	4	2	31
Water boring	-	-	-	-	1	-	-	-	-	-	-	1	1	-	-	-	-	-	-	-	-	-	-	3
Functional hand pump	1	-	1	-	2	-	-	1	2	1	2	1	1	1	1	2	1	2	1	1	1	4	2	27
Defunct hand pump	1	-	-	-	-	-	-	-	1	-	-	1	-	1	-	-	-	-	-	-	-	-	-	4
Total toilet (boys)	0	-	1	N	2	N	N	1	0	1	1	2	1	1	1	3	6	2	2	1	-	2	4	31
Total toilets (girls)	0	-	-	-	3	-	-	1	1	2	1	2	1	1	-	-	-	2	-	-	-	2	4	20
Total urinal (boys)	0	-	-	-	2	-	-	1	0	0	1	2	0	2	1	5	3	2	2	-	-	4	2	27
Total urinal (girls)	0	-	-	-	3	-	-	-	0	2	1	2	1	1	-	-	-	2	-	-	-	2	2	16
Total functional urinals	0	-	1	-	5	-	-	2	1	3	2	2	2	0	0	6	4	2	0	1	-	4	2	37
Kitchen shed	N	N	Y	N	Y	N	N	Y	Y	Y	Y	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	N		
Storage room	N	N	N	N	Y	N	N	Y	N	Y	N	N	Y	N	N	N	Y	Y	Y	Y	N	N		
Payment for sitting Mat	N	N	N	N	-	N	N	N	N	Y	N	N	Y	N	N	N	Y	Y	Y	Y	N	N		
Purchase of sitting Mat	N	-	-	-	Y	N	N	N	N	N	-	-	Y	-	N	-	Y	N	N	N	N	N		
Payment for apron & cap	N	Y	N	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y		
Purchase of apron & cap	N	Y	N	Y	Y	N	N	N	Y	N	N	N	N	Y	Y	Y	N	Y	Y	Y	N	N		
Total teachers	20	4	8	3	11	1	1	1	8	13	5	5	19	2	8	8	11	9	8	3	2			150
Total teachers absent	6	1	0	0	0	0	0	0	1	0	0	0	1	1	1	1	5	1	5	0	0			23

## Status of Lakhisarai sample schools

Schools	MS Hasampur	UMS Vrindavan	PS Kurauti	MS Sadabigha	PS Harthantola	MS Pali	MS Gangasara	NPS Dom Toi	NPS Haraut Musharai	PS Auraya	PS Sandha Urdu	MS Aulpur	DPEP PS Saidpura	UMS Bartara	UMS Durdh	UMS Bhamaria	MS Konag	PS Konag Mushari	PS Konahdh	MS Ghogbariyarpur	MS Abhaypur	MS Lahsorwa	UMS Ghusaith	Total
Criteria's	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	
Total SMC members	13	-	10	10	13	11	15	9	10	7	9	12	13	14	10	11	8	7	5	14	10	12	11	234
Total SMC meetings	8	-	4	1	6	2	6	-	-	-	12	-	-	7	7	9	9	7	7	8	3	6	10	112
Total SMC oriented	6	-	3	3	5	1	4	5	5	2	1	1	4	7	6	7	4	1	3	8	3	2	4	85
Total guardians oriented	5	8	5	6	7	11	6	6	10	6	1	8	6	4	7	14	3	1	4	6	4	12	5	145
SMC participation in SA	6	-	2	3	5	1	4	5	5	2	1	1	4	7	6	6	4	-	3	4	3	2	4	81
Guardian participat in SA	5	-	2	6	3	11	6	6	10	6	1	8	6	4	7	7	3	-	4	6	4	12	5	122
Total hand pump	2	4	1	1	-	2	2	1	-	1	1	2	-	1	2	2	2	1	-	2	2	1	1	31
Water boring	1	-	-	-	-	-	1	-	-	-	-	-	-	-	-	-	-	-	-	1	1	-	1	5
Functional hand pump	1	1	1	1	-	1	2	1	-	0	0	1	-	0	-	2	1	1	-	2	2	0	1	18
Total toilets	4	5	4	6	-	4	6	-	-	3	-	2	-	2	4	2	6	2	-	8	4	2	3	67
Total toilet (boys)	2	2	2	4	-	2	4	-	-	-	-	1	-	1	2	1	-	1	-	4	2	1	1	30
Total toilets (girls)	2	2	2	2	-	2	2	-	-	-	-	1	-	1	2	1	-	1	-	4	2	1	1	26
Total locked toilets	1	-	-	-	-	-	-	-	-	-	-	1	-	-	1	-	2	2	-	-	-	-	-	7
Total functional toilets	3	5	-	2	-	-	6	-	-	3	-	1	-	-	3	2	-	-	-	8	4	2	3	42
Total defunct toilets	-	-	4	4	-	4	-	-	-	-	-	-	-	2	-	-	4	-	-	-	-	-	-	18
Total urinals	-	-	-	-	-	-	7	-	-	-	-	-	-	-	3	-	-	-	-	-	2	-	7	19
Total urinal (boys)	-	-	-	-	-	-	3	-	-	-	-	-	-	-	3	-	-	-	-	-	1	-	3	10
Total urinal (girls)	-	-	-	-	-	-	4	-	-	-	-	-	-	-	3	-	-	-	-	-	1	-	4	09
Total functional urinals																								
Storage room	Y	Y	N	Y	-	Y	Y	-	-	N	-	Y	-	Y	Y	N	Y	-	-	Y	Y	Y	Y	13
Kitchen shed	Y	Y	Y	Y	-	Y	Y	-	-	Y	-	Y	-	Y	Y	Y	N	Y	-	Y	Y	Y	Y	16
Total teachers																								
Total teachers absent																								

## E. Phase Five: Public hearing

As a culmination of the Social Audit process, Public Hearings were conducted between 21-26 May 2015 in total eight sample schools of Lakhisarai and Saran districts of Bihar. One best school and three under performing schools were selected in each district for Public Hearings. For logistic issues it was not be possible to organize Public Hearings of selected schools together in one block, cluster or a *panchayat*. To ensure full participation, exact date, time and school name for public hearing was informed in advance by the state MDMS office to the district officials.

SMC, guardians and local community members were informed by both the block functionaries and Social Audit team. This ensured that the Social Audit team, the SMC members, guardians, community, school head master and teachers, block and district duty holders related to MDM and school education participate during the event. Since it was open to all and organised as a public gathering, all members were asked to report to the Public Hearing venue one hour before the scheduled time. During this time they were briefed on the social audit and public hearing process. In the hearing both SMC members and key community members consisting of guardians reported the Social Audit findings at variance and then each issue were discussed in the open rum.

## **Schedule for Public Hearing**

### **Lakhisarai:**

21 May 2015 (Thursday)

UMS Pali & MS Gangasarai school

22 May 2015 (Friday)

UMS Konag & UMS Bartara school

### **Saran:**

25 May 2015 (Monday)

KPS Vishunpura & MS Chirand school

26 May 2015 (Tuesday)

UMS Kalupur & UMS Hakma school

### **Timing for Public Hearing**

- First school in the day: 9.30 am to 12.30 pm
- Second school in the day: 2.00 pm to 5.00 pm

Findings of Social Audit reports were read out by the SMC members or guardians who participated in the Social Audit process in their respective schools. During the Public Hearing process, representatives of student body member, selected guardians, key community representative and local ward members shared their views in presence of school authorities (head teacher, teachers, MDM manager, cluster coordinator, block level MDMS functionaries). Education and MDM officials from the district and state MDM office were present.

### **From state MDMS Office:**

- Ajay Kumar, Officer on Special Duty and Nodal Officer, MDMS, GoB
- Devshil, Assistant Director, MDMS, GoB
- Mujtaba, Programme Coordinator, MDMS, GoB
- Nidhi Raj, Monitoring Officer, MDMS, GoB
- Asarfun Nisha, Monitoring Officer, MDMS, GoB

### **From district & block office:**

- District Education Officer
- District Programme Officer - MDMS
- District Resource Person, MDMS
- Accounts Manager, MDMS
- Block Education Officer
- Block Resource Person, MDMS
- Cluster Resource Coordinator, MDMS

The community members were given an opportunity to question or raise any clarifications from the school authorities, head teachers, staff related to the provision of MDM entitlements, quality of works, services and functioning of the MDM functionaries. Concerned school authorities; Head teacher, teachers, school MDM manager, concerned BRP were asked to testify and respond to SMC or communities questions. This helped to triangulate findings generated in Social Audit.

Members who were not comfortable with public speaking were encouraged to share their feedback in the open house. Concerned duty holders (Head teacher, Block Resource Person and Block Education Officer) were asked to testify and provide clarification in public as to why a certain action was taken or not taken.





Senior officials from state MDMS office (Officer on Special Duty cum MDM Nodal Officer, District Programme Officer & Assistant Director MDM) based on the social audit findings and feedback from the community mentioned taking appropriate administrative corrective or disciplinary action. The officials decided on nature of action to be taken by the MDMS office to rectify those gaps or lapses within a given timeframe and also fixed responsibilities. The action taken report by the state MDMS office was prepared and sent to district MDMS officials for necessary follow-up and the same was also shared with MHRD, Government of India. The state MDMS officials also decided on the follow-up action to review the progress once the schools reopen after summer vacation.

During Public Hearings video and audio coverage of the entire public hearing process was done in all the schools. All the district level MDMS functionaries witnessed the Public Hearings so

that it could be replicated in other 18 schools in the district where Social Audit was conducted and later in all the schools in the district and state in phased manner.

## F. Recommendation

1. **Social Audit is best learnt by observing and doing:** Witnessing and participating in Social Audit process led by independent agencies/ person or a public hearing anchored by senior government officials is a good way to empower communities and facilitate transfer of skills to conduct Social Audit of MDM and other schemes. Merely exhorting community to actively monitor a scheme does not bring comparable dividends as community often does not have knowledge of all the service points or standards. Holding demonstration of Social Audit and public hearing in other districts is recommended.
2. **Giving due credence to Social Audit findings and reverting timely with action taken report:** Government needs to act quickly and timely on the social audit findings to retain credibility of the process in the eyes of the people. People will quickly lose interest if nothing changes or no importance is accorded to their effort.
3. **Publicity about Social Audit as an approach for monitoring by community:** Media message on government's commitment to taking Social Audit seriously will help. Publicising contact details for intimating complains is helpful.
4. **Supporting Teachers in Effective Management of MDM:** The Social Audit findings are that MDM's success hinges greatly on the enthusiasm and effort of Head teachers. But managing MDMS is a huge logistic task particularly for the middle school Head teachers. Teachers appear to be spending considerable time and energy on implementation of the MDMS. Focus on school education has taken a back seat due to the MDM shared by most of the guardians during FGDs. Some onetime solutions like provisioning of plates as due to insufficient plates particularly in middle schools valuable academic time is wasted managing MDM for different batches of students would help. In RMS Chirand MDM is served class wise starting from lower class and it is the responsibility of the concerned class teacher to manage her class students during MDM. Other classes continue with their regular education hence the MDM service is managed silently without any mismanagement.. In KUMS Awli senior students volunteer in turn to serve MDM and all teachers are very supporting. More effort on quality education by school teachers is desired which was shared across in both the districts.
5. The state MDMS office could also consider hiring **services of local SHGs or village youth groups** to decrease the burden of the MDMS on teachers. This will further enhance the quality of the MDMs. Many of the MDM issues will get rectified once the community/SHG is involved in monitoring school MDMS. Once the local community was made aware of the provisions of the scheme and was mobilised to monitor it, the Head teacher, Cluster Coordinator and Block Resource Person also becomes more accountable.



6. **Recognising Teachers and Communities:** MS Gangasarai from Lakhisarai and MS Chirand schools in Saran were selected for Public Hearings as good performing schools. Therefore the Head teacher, teachers and cooks should be commended for operating effective MDMS. Public Hearing cannot only be a fault finding exercise. Public felicitation of good performing teachers/ schools and SMC in each block should also be taken up on regular intervals.
7. **Some children come only for food:** It is a fact there are children who do not attend school fulltime or at all but come just before MDM. Right to Food is an entitlement of children and Right to Education is a fundamental right of the children guaranteed by the constitution. Ethically, attendance in schools cannot be made a precondition to get MDM if the child comes for meals only. But this variation of children consuming meals over those who attend becomes grounds for inflating figures of MDM attendees. Details of such children need to be maintained separately. Schools have to facilitate parents of such children below 14 years to encourage regular attendance and must keep trying. The community needs to be roped into the process of encouraging learning not merely enrolment.
8. **Facilitate model MDM School in every block:** It will be a good initiative to develop one model school in each block by the state MDMS Directorate. This will provide opportunity for other schools within the block to visit the best performing school and gain inspiration on key MDMS guidelines. Each school in the block should be given a timeframe to develop their MDM services in the school. Every year the best model school in the district and block should be awarded based on different MDM parameters. Each school need to develop an acceptable standard of MDM facilities related to kitchen shed, storage, safe drinking water, plates, drinking glasses, mats, management of cleanliness, sanitation, hygiene practices by cooks & cooking process, active involvement of SMC etc. The SA team observed UKMS Awli in Saran and MS Gangasarai in Lakhisarai were the best schools among all the sample schools visited in both the districts. This approach may also synergise well with attempts of creating one model village under each MLA or MP advocated by the present government.
9. **Safe and clean drinking water facility:** School students have a right to safe drinking water and water intended for drinking should be of good quality from supply point to the point of consumption. About 40 percent sample schools in Lakhisarai do not have clean potable water facility and in 56 percent schools the water is not safe for drinking. Water quality is normally assessed against both microbial indicators and chemical parameters. Either district PHED offices or an independent water testing laboratory in the state should be hired to test drinking water samples from all the schools in the districts in phased manner. The districts and blocks with high arsenic and fluoride content may be taken on priority. An independent Water and Nutrient Testing Laboratory and Research Centre, West Gandhi Maidan in Patna established by Shree Krishna Gyan Mandir Society (SKGM) may be approached for the purpose of independent testing.
10. **Selection of SMC:** Majority of the schools audited, the MDM is under direct control of the Head teacher. Almost in 50 percent schools the head teachers have made it difficult for the community to monitor school MDM. Even if as per SMC meeting register records, the SMC

selection process, member composition and meetings are truly followed, but in reality it actually does not fulfil the desired objective. In Lakhisarai from 234 SMC members only 42 percent (81) SMC members participated and in Saran from the total 288 members only 34 percent (98 members) participated in the Social Audit orientation programme. Majority of the SMC members who participated in the Social Audit process were never invited to attend SMC meetings even once. A more transparent and a consultative selection approach is desired in presence of Block Education Officer and Block Resource Person as external observers.

Therefore in such schools where there is weak or dormant SMC or the Head teacher controls, the state government should consider hiring services of Community Leader Trainer (CLT), or mothers/women groups of Bihar Rural Livelihood Program (BRLP) Jeevika or Mahila Samakhya Self-Help Groups, (DWCRA) Development of Women and Children in Rural Areas, (DWCUA) Development of Women and Children in the Urban Areas etc. This will help to remove such Head teachers who assert their undue control and in a ways also can help reduce burden of the MDMS on good performing school teachers. The role of the school Head teacher will be limited to facilitate the selection process and ensure an encouraging atmosphere. After the SMC formation regular hand holding will be very important for overall school development and monitoring.

**11. Role and effectiveness of SMC:** The general feeling among the SMC members is Mid-day Meal is largely the responsibility of the Head teacher and they are not to be held accountable if is not working satisfactorily. In most villages SMC Secretary and other members had no or minimal liaisoning with the ward member (SMC President) or village *mukhiya* (PRI). During Social Audit, the SMC on the whole, came across as an ignorant and untrained body. In majority of locations, most of the SMC members were not aware and unclear about objective, functions, their role in the committee. Some of the SMC Secretaries complained they have not received adequate training because of which they are unable to perform their duties properly. A system of monthly or even otherwise regular interval of SMC meetings did not exist in majority of schools in true spirit. The fact is 35 percent (08) schools in Lakhisarai and 56.5 percent (13) schools did not have single SMC meetings till date. and all these schools did not furnish SMC meeting register. The SA team was unable able to verify SMC meeting registers of 21 schools.

**12. System of school attendance:** It was suggested by some Head teachers, the school attendance should be taken only in the second bell during winters since small children walk from far away distances. The guardians pointed out there are a mismatch of figures between school attendance and MDM beneficiaries. If 50 students consume MDM then why number of students offered scholarships and uniform are less? There is inconsistency in the numbers recorded in MDM register, school attendance register, scholarship register and uniform register. Every week 2-3 days – SMC members and village community should conduct actual head count of MDM and attendance register.

13. **School Sanitation facility:** In 23 sample schools visited in Lakhisarai, 12 schools have functional toilets and in Saran from the 51 toilets audited, 34 toilets are moderately usable. Schools which did not have functional toilet facility lacked providing orientation to students on proper toilet and hygiene practice including cleaning of toilet after use. Personal initiative of the school Head teacher is a strong contributor for clean and usable toilets. Prior to creating school sanitation facility it will be important to engage SMC and community to seek their commitment for collective action to ensure clean and hygiene surroundings by adopting correct practices. The next stage will be to facilitate set-up 'user committee' or 'school committee' consisting of active student leaders/volunteers who amongst others would manage school toilet facility, proper usage of mugs, buckets, hand wash soap or detergent etc. The school teachers need to regularly interact with the students on how to keep their facility clean and also arrange a cleaner for morning cleaning before the school starts. The plan will need to be based on actual student's strength, average presence and attendance.
14. **Shift to renewable energy technologies:** It is time to shift from valued firewood & fossil fuel to LPG or more affordable, inexhaustible and clean renewable energy technologies for long term benefits. In Saran 03 sample schools (13.04 %) are using LPG exclusively and 06 schools (26.09 %) are using both LPG, wood and coal. In contrast in Lakhisarai the SA team did not find single school using LPG. If cow dung cakes are readily available it could be used during emergency or monsoon. Solar energy will increase energy security through reliance on an indigenous, inexhaustible, enhance sustainability and reduce pollution. The state should plan for the additional costs for the incentives for early investments in solar cookers. Solar cookers can reach temperatures of 315 °C (599 °F) and above and require direct light to function properly.
15. **Pronouncements for schools:** The head teachers shared they are not intimated when the fund is released hence the district MDM office could inform the date the amount released. Some system wherein hard copies or digital mobile based SMS of government notifications, sanctions, circulars from state MDM directorate or MHRD should be shared with the schools. Most often it is verbally communicated through block or cluster functionaries and the information is not accurate. There should be more clarification from the MDMS office in absence of head teachers who should be second in command to take additional charge. MDM management is a huge responsibility and it should be shared equally by other school teachers as well. However in her absence usually other teachers are apprehensive about taking full responsibility officially.
16. There is a need for **special attention** for schools located in inaccessible or interior areas particularly in Lakhisarai with provision of contingency funds for conversion cost. The district and block functionaries should also visit at least two schools in the interior areas once a week or as often as possible to encourage the school authorities and SMC members. These schools also need provision on local convenience, detergent powder, soap, bucket, towel, broom, replacement of damaged kitchen tools etc.

17. Many of the school Head teachers in Saran reported they are not familiar with name of their BRP. **Block Resource Persons need to engage with schools** more actively and hold regular meeting with the school teachers and SMC members. A calendar of monthly schedule meetings needs to be prepared in consultation with DPO & DRP-MDMS and implemented by each BRP. They should utilize their tablets provided to create visual data of each school MDM services and facilities they visit. The next follow-up school visit by concerned BRP will capture the improved and updated images of the school visited previously. This will help to monitor the school MDM services periodically.
18. It was suggested by the middle school teachers; the **timing of the IVRS** calls to be postponed from 11 am to 12-2 pm to provide authentic report. There should be second IVRS call for schools who wish to rectify incorrect information. For reasons, if the IVRS call is missed by the school, there should be 'call back' facility. Often when head teacher calls back in the toll free number there is no response as reported by the Head teachers.
19. **Display of MDM information** - Most of the sample schools visited had mostly MDM menu or names of cook or both displayed on the school wall only. Majority of the schools did not have any information related to MDM under Right to Information Act. This has to be made mandatory for all schools to display information related to cost norms, food grain stock availability, name & contact details of food grain depot, source of grocery, name of person in- charge of store, expenditure details of food items and different ingredients, name and contact details of the school head teacher, the SMC secretary and president, weekly menu etc.
20. Issues of **sub-contracting** and **below age 18 appointments** of cooks were reported by the community in few schools in Saran such as UMS Baldiha, UMS Kalupur etc. It was shared, in Kalupur out of four cooks only two cooks work in the kitchen but payment is drawn in names of all four. The two cooks have never come to cook belong from well to do families. There are also few schools as reported during Social Audit cooks have been appointed by the Head teacher but sub-contracted to someone else for cooking. UMS Baldiha has appointed underage cooks. Hence separate enquiry needs to be done by an independent team to verify proxy names of cooks drawing wages in the name of others who are actually working.
21. **Cooks caps:** In Saran 48 percent schools have purchased apron & caps but only 03 schools (13%) wear and remaining schools (73%) cooks do not. Women cooks across Lakhisarai and Saran shared they are not comfortable wearing caps. They find the 'caps' an alien and urban outfit inappropriate to their rural and socio-cultural milieu. It is embarrassing for them to wear it with sarees and often they are laughed at. Secondly few women cooks also shared the caps keeps falling from head during cooking. Prominent apparel design institutes like National Institute of Design (NID), Ahmedabad or National Institute of Fashion Technology (NIFT) Patna can be approached to redesign a culturally suitable 'head gear' for cooks in the context of rural set up in Bihar. Alternatively all season 'head-net' can be provided to the women cooks to cover their head while working in a high temperature kitchen conditions.

22. **Wages for MDM cooks:** The cooks usually have to come to the school by 7.00 am and have to clean class rooms, office rooms, school verandah, premise and even at times wash the school sanitation facility. She has to perform these tasks despite not listed in her scope of job. She only returns back home not before 4-5 pm everyday. As part of the MDMS norms the cooks are not paid for all 12 months (only 10 months) with no leave facility. From the sample schools visited only about 08 school Head teachers released cooks honorarium within 15-20 days time and majority of schools withhold cooks wages from 2 to 4 months for no reasons. MDMS directorate will need to issue a circular and instruct all schools to display on notice boards that the cook's payment should not be withheld beyond one month once their honorarium has been released. Direct cash transfer to cooks bank accounts will be the most feasible option. The cooks desired if their monthly honorarium could be enhanced from Rs 1000 to Rs 1500. Some states have revised daily minimum wages for semi-skilled workers to more than Rs 180 per day. In Bihar, daily minimum wage rate for unskilled MGNREGA workers is Rs 135 while Bihar's minimum wage is Rs 168. In contrast a cook's serving for almost 8-10 hours her daily average wage is Rs 40 which is much lower than MGNREGA unskilled wages in the state. This low wages is despite Supreme Court's ruling, any wage less than the state wage rate is tantamount to forced labour. As a suggestion, the best performing cooks should also be provided some annual incentive.
23. **Training of cooks:** All cooks and SMC members must be given orientation on aspects related to organizing and managing the MDM. From the sample schools visited, quality of one day training provided to the cooks is not adequate. It should be two days residential training cluster wise with more focus on the reasons why the cooks should conduct and practice in a certain ways. Most of the cooks could not articulate satisfactory reasons or demonstrate through their cooking practice why salt should be added in the end of the cooking or why bucket of water should be kept during cooking. Only one school RPS Odhamal cooks were observed adding salt in the end. Approximately 90 percent schools both in Lakhisarai and Saran are not aware about double fortified salt. Selection of master trainers and monitoring of quality of training and content is desired.
24. **Absenteeism, and casual attitude of some school teachers:** After visiting 46 sample schools in both the districts, Lakhisarai schools teachers have better attendance, regularity and punctuality compared to Saran. One reason could be most of the Lakhisarai teachers commute relatively a longer distance from their home to reach their schools and return back after school closes. In Saran the rate of absenteeism is higher among teachers close to 44 percent. Absenteeism of teachers is a concern in Saran, for instance KUMS Sandha has 20 enrolled teachers and 06 (30%) were absent. MS Manupur has 11 teachers and 05 (45%) were observed absent. UMS Kalupur has 08 teachers for 836 enrolled students but on the day of social audit there were 290 students present and 05 (62%) were absent. In other 07 (35%) Saran schools 01 to 02 teachers were absent on the day of SA visit.

25. From the 23 sample schools in Saran 22% (05) schools are landless with no infrastructure and basic facilities. Saran has also **high concentration of teachers** in proportion to student's attendance. For instance RMS Chiranad has 40 teachers for an attendance of 427 students; (teacher student ratio 1:11), similarly KUMS Sandha has 20 teachers for 560 enrolled and daily attendance is less than 300 students since all students cannot be accommodated in just 03 small class rooms. In Saran, there are several school teachers from their home village such as RMS Naraw, KUMS Sandha, KPS Vishnupura, RMS Ashoknagar, MS Manupur, UMS Kalupur, MS Parsa etc. KPS Vishnupura has 08 teachers for 100 enrolled but 62 daily average attendance, and all the 08 teachers are from same village. There have been complains from the guardians and students regarding teachers stating teachers are casual, do not teach, interfere and influence on petty village and school issues. It was suggested by guardians few non performing teachers and teachers from same village should be relocated to other schools. Minimum travel distance from their home to the school should be minimum 6-10 kms.

#### **Other suggestions from SMC and guardians**

- Wards of all school teachers should also study in government schools then they will have empathy for school students.
- More transparency in MDMS food & fund allocation is desired from head teachers. All school fund details, expenditure, scholarships, bank operations, signing of cheque, monitoring of MDM should be done in presence of other SMC members.
- A proper supportive supervision system at cluster and block level should be established and strengthened. Concerned Cluster Resource Coordinators & Block Resource Persons need to be made accountable and help ease the pressure on Head teachers or school teacher's time.
- The MDM should be linked with the school health programme. It can be a useful opportunity for teaching children hygiene, nutrition and health.
- More coordination between head teacher, other teachers, SMC members and guardians is desired. It will be the responsibility of the BRP for effective coordination among all members.
- Head teachers mentioned guardians are more interested in freeships and scholarships for their wards than improving overall quality of education. In SMC meetings other interested community members should also be invited for consultations. They need to be informed about key decisions taken so that they understand the guidelines as well limitations. In the process they too realize their responsibilities.
- Issues related to maintaining cleanliness & hygiene of toilet, kitchen management, and drinking water facility should be entrusted to SMC
- Glass & plates should be adequately provided in good numbers for all students in the school
- After appointment, orientation of the cooks is responsibility of the head teacher, teachers and SMC members

## G. Overview of the functioning MDMS

The following overview is as per study in sample schools across Lakhisarai and Saran:

### **I) Personal Interest of Active Head teachers is critical**

**Summary: Even if SMC is not functional or the schools are remote and less monitored, personal interest of Active Head teachers is critical to the success of MDMS.**

#### **i) Peri-urban/ urban schools do not automatically function better than rural schools:**

In Lakhisarai, the Social Audit team visited two urban schools (MS Hasanpur & UMS Vrindavan) and four peri-urban schools (DPEP Saidpura, MS Gangasaray, MS Ghogi Bariyarpur and MS Abhaypur). Among the six schools, four schools (MS Hasanpur, MS Ghogi Bariyarpur, MS Abhaypur & DPEP Saidpura) the SMC was very active, in UMS Vrindavan the SMC was inactive and in MS Gangasaray the SMC has not been constituted yet. Performance of both the schools on the parameters of MDMS is good only due to the Head teacher.

In Saran among three urban schools, (KUMS Sandha, KPS Vishunpura and RMS Chirand), RMS Chirand was the best due to active Head teacher, 40 active and cooperative teachers, 06 trained cooks and active SMC secretary. The SA team observed the school has clean MDM service, drinking water and toilet facility and updated MDMS records.

In contrast KUMS Sandha and KPS Vishunpura schools inspite of having all school facilities the SMC and head teachers are inactive. In same school facility two landless schools are functioning (NPS Nouniya Toil Sandha and NPS Harijan Toil Vishunpura) where the SMC and Head teacher both are very active and the MDMS is functioning very well. Hence it can be concluded irrespective of SMC status if the Head teacher or a senior school teacher or a school MDM manager is active the MDM services and over school performance is very good.

Sanskrit school: There are three Sanskrit schools in Saran and none in Lakhisarai. In Saran Sri Ramawtar Sanskrit High School was visited by the SA team. The school has a SMC nominated by the Head teacher. The committee is not active but the Head teacher; teacher and MDM manager are very engaging. Due to the school MDM manager the MDM records and all vouchers are most updated – the best among all the sample schools visited in Saran. This is the only school in Saran where all the students are provided drinking glasses during MDM.

#### **ii) Remote and inaccessible schools too fare better, if MDM is anchored by active teachers:**

In Lakhisarai, MS Lohsarawa, MS Konagdih, NPS Etoun and NPS Dom Toli Etoun are inaccessible schools but among the four only MS Lohsarawa is functioning very well on MDM and the credit goes to the dedication of head teacher Dr Mithlesh Kumar.

In Saran, PS Odhamal and RPS Urdu Odha Milki school head teacher, SMC and cook are very active. In contrast other two inaccessible schools NPS Khemchand has inactive head teacher but the community is active and well informed. And in MS Parsa due to inactive SMC local political disorder among sections of the community a willing Head teacher seems helpless.

## **II) Active teacher backed by an active SMC is a formidable combination for ensuring success of MDM**

**Summary: MDM delivery improves when active teachers are backed by an active SMC. The caste of the teacher or of the community is not a material point but it helps if the teacher is involved.**

In Lakhisarai the SA team visited six schools under this category - PS Sandh Urdu, PS Oraiya, PS Konagdihi Mushari, DPEP PS Saidpura Paswan Tola, PS Pratapur and NPS Konagdihi. PS Sandh Urdu school with just one class is located in a Muslim dominated locality. The school has an active Hindu head teacher, the SMC president is active. The MDM service and registers are up to date. In PS Oraiya the head teacher is active and transparent and SMC Secretary and President both take interest in school activities. The school has good MDM and toilet facility. Head teacher in PS Konagdihi Mushari is very active and all the school records are updated with good MDM service. PS Saidpura Paswan Tola is a school with no land of its own and is functioning in a *panchayat bhawan* with support of active Head teacher. This is the only school where the food grain is kept in the open and there has been no incidence of theft till date. Both SMC and community are involved with the school and the school MDM records are up to date.

But in contrast two schools PS Pratapur is in Harijan Tola with an upper caste (Bhumihar) Head teacher and NPS Konagdihi in Harijan locality with a (Harijan) Head teacher – but in both the schools MDM facility is not satisfactory.

The SA team visited four Urdu schools in Saran - NPS Urdu Mukrera, RPS Kanya Urdu Godhna, RPS Urdu Odha Milki and RPS Baldiha Urdu (Khajasarai) all with Muslim Head teachers. In Saran, two schools - NPS Urdu Mukrera and RPS Kanya Urdu Godhna does not have its land and school building. NPS Urdu Mukrera and RPS Urdu Odha Milki are good but the best school among four Muslim schools was RPS Urdu Odha Milki and RPS Baldiha Urdu. RPS Urdu Odha Milki has good school facilities and the Head teacher is from the same village, the SMC is active and all support is extended by the community.

## **III) Active SMC & community forces school to provide better MDM**

**Summary: An active SMC, backed by an active community even with an inactive Head teacher can improve quality of MDM**

In Saran in RPS Baldiha Urdu the head mistress does not take much interest but has appointed a school teacher as MDM manager. The SMC president, secretary and community are very active. The school has clean kitchen and toilet facility, MDM and standard of education is good. Similarly SMC secretary of RMS Afaur and RMS Chirand are very active. SMC members from eight Lakhisarai schools (MS Bariyarpur, DPEP EP PS Paswan Tola, PS Harijan Tola Pratapur, NPS Etoun Mushari, NPS Bannu Bagicha, PS Konag Mushari, NPS Konagdihi and PS Oraiya) expressed they can manage and monitor the MDMS better after the orientation. Fifty percent members of seven school SMCs in Saran (NPS Urdu Mukrera, NPS Hakma Kahar Toli, UMS Hakma, RMS Naraw, RPS Ashoknagar, MS Manupur and MS Baldiha Teli Tola) too expressed they can manage and monitor their school MDMS.



**IV) Quality will not improve relying solely on monitoring by MDMS Directorate where community is inactive**

**Summary: Even for schools located close to block or district headquarters quality of MDMS will not improve if reliance is placed solely on official monitoring mechanism. Yet at the same time inactive community can start off a vicious circle of neglect and apathy by teachers/cooks.**

Schools located on good road connectivity or close to the block or district headquarter reported that education and MDMS functionaries come on inspection visits, flip through students attendance register but leave without thoroughly reviewing all the registers and records. In all the 46 schools audited only five schools showed visiting register, which was duly signed by officials and functionaries. In Saran's RPS Kanya Urdu, Godhna – guardians do not take much interest and the SMC, head teacher and cooks are inactive with MDM suffering.

**V) Own premise is not automatic premise for successful MDMS**

**Summary: Own premise may help, but is not an essential precondition to the success of MDMS. More important is Active SMC and/or Active Head teacher/teachers**

In Saran, there were five landless schools - NPS Sandha Nouniya Tola, NPS Harijan Tola Vishnupura, NPS Urdu Mukrera, RPS Kanya Urdu Maktab Godhna and NPS Baldiha Teli Tola – in the sample. RPS Kanya Urdu Maktab Godhna functions in an old property of Waqt board. Three schools - NPS Sandha Nouniya Tola, NPS Harijan Tola Vishnupura and NPS Baldiha Teli Tola - are sharing building and kitchen facility with another school. The fifth school NPS Urdu Mukrera functions in the open under the tree and the MDMS is cooked in the cook's house. During monsoon the classes shifts to the residence of local mobilizer (*Utprerak*) of *Sakchar Bharat Mission*.

In Saran two schools NPS Nouniya Toil Sandha and NPS Harijan Toli Vishnupura are landless but the SMC and Head teacher both are active and the MDMS is functioning very well. Under extremely backward community locality, NPS Baldiha Teli tola school is a landless school. The SMC, community, Head teacher, teacher are all active. The MDM service and facility is good. All the schools are good but NPS Harijan Tola Vishnupura was the best among the five schools. It was observed, despite being a school for Harijan tola, yet the Rajput guardians prefer to send their wards to this school than their own locality's school.

In Lakhisarai district the SA team visited two landless schools. PS Pratapur is functioning in *Kisan Bhawan* and DPEP PS Saidpura Paswan Tola operates from the local *Panchayat bhawan*. In fact DPEP PS Saidpura Paswan Tola is the best and tops in all parameters pertaining to MDM among all the primary schools of Lakhisarai.

**V) Differentially equipped but linked schools do not ensure better MDMS & schooling experience as per the capacity of the better equipped Schools**

**Summary: When students of better equipped residential Kasturba School are required to have MDMS in the local middle school with non-existent sheds, potable water and toilets, it forces girls to prefer regular meals in the residential school to MDMS. Common teacher**

**across middle school and Kasturba do not help improve facilities in Middle school. Only the regular residential meals are recorded as MDMS.**

The Kasturba Gandhi Balika Awasiya Vidyalay, Manupur, Didhwara (KGBVS) has a tiled and clean kitchen and store room facility, four clean toilets, four bath rooms, one hand pump, a water tank with supply water connected to four taps for hand wash. The head teacher of KGBVS is also the head teacher of MS Manupur school which is adjacent to KGBVS complex. MS Manupur is one of the sample school selected for Social Audit of MDM. MS Manupur does not have proper toilet, drinking water, kitchen or storage facility. On the day of SA both the warden and teacher of KGBVS were reported as absent from the hostel since last night. They resumed duties next day after 11 am. The hostel guard and the community both reported the head teacher is aware about their absence and this seems a regular matter.

## **H. In Conclusion**

In brief, the social audit experience showed the community can be mobilised on the issue of children's rights, more specifically around the MDMS. In each village community participated voluntarily giving 4-5 hours of their time both in Social Audit and also Public Hearings. Although in few schools initially the School Head teachers attempted to influence and manage the Public Hearings by inviting only one particular section of community but later it was well attended by all sections of the village community. The community sought immediate decisions from MDM officials on regular service of MDMS as per menu, took personnel to task for exaggeration of attendance rates, improper maintenance of accounts related to rice and other cooking costs, poor infrastructure facilities, lack of a varied menu, poor quality of food, cleaning, opening or repairing of toilets, kitchen sheds and fixing responsibility etc.

The Social Audit highlighted instances of corruption related to mis-utilization and leakage of rice grain and expenditure on the conversion costs etc from a very small a sample size of just 46 schools from total 3229 schools in both the districts (Lakhisarai-713 & Saran-2516), which constituted just 1.42 percent of total schools audited. Social Audit was conducted in 3.23 percent schools of Lakhisarai (23 sample schools from total 713) and in Saran the 23 sample schools constituted just 0.91 percent of total 2516 schools.

Coupled with lack of monitoring, there is no regular monitoring of the scheme by the community. However this Social Audit exercise highlighted that this can be surmounted. Institutionalised mechanism of School Management Committees exists but needs to be activated. Given a proper forum the community members outside of the SMC is also keen to engage. As compared to other schemes, there is generally a greater awareness in the community of the essential attributes of MDM - a quality cooked meal must be served in school everyday and to every enrolled child on each school day. Hence as was demonstrated in course of this Social Audit exercise, it is feasible to generate and capitalise on the community pressure on school's Head teacher to serve MDM to all students by building in other essential attributes like preventing moral hazard (like reporting inflated attendance), demand for variety, quality and safety etc.).

The Social Audit of different steps of MDM rights till the consumption of MDM consumed by children was successful in part also because the delivery mechanism after Food Corporation of India and the implementation of MDM scheme is largely decentralized. The community was able to participate in reviewing the quality of the programme and contribute to improving it precisely because this could be done at the school and at the village level. Thus the receivers of the service and their guardians could actively participate. Shifting to centralised systems of providing MDM (through centralised kitchens run by NGOs or private contractors) would make it difficult for the community to monitor and control several aspects of the programme implementation unless each school has special mechanism to monitor even these service providers and their methods.

However, it is important to realise the dilution in the quality of the meal or the meal eating experience of the children is not only due to corruption but also in large part due to poor management of operational issues leading to low or irregular allocations, absence of coordinated release of grains and funds, delayed payment for cooks and so on. Community monitoring can hit road blocks unless community's reports to authorities drawing attention to these lacunae compels early corrective action. During this Social Audit, the senior officials of MDMS Directorate and Education department took quick cognisance of the findings and have initiated corrective action but the challenge is to sustain this tempo.

The objective of this Social Audit exercise was not to assess impact of MDMS on enrolment, attendance of children in school, drop-out rates or nutritional benefits etc, each of which is an important end in itself. In a subsequent study cycle it would be good to devise studies for assessing impact of MDM on one or more of these aspects. Data needs to be collected from an appropriate sample of schools for a statistically meaningful exercise enabling projection of findings for the State of Bihar as a whole.