



मध्याह्न भोजन योजना

Mid- Day Meal Scheme

MID DAY MEAL: FIRST REVIEW MISSION FOR BIHAR

1st Draft Report

February 14 – 20, 2010

As part of 1st Review Mission, a team consisted of Smt Rita Chatterjee, (Director-MDM, MHRD), Shri Vipin Kumar (Director-MDM, GOB), Dr Anindita Shukla, Consultant (Food & Nutrition-MDM, NSG), Ms Shweta Sandilya (Education Specialist, UNICEF, Bihar) and Shri Rupesh (Secretary, Koshish Charitable Trust, Patna). In Patna they met with Principal Secretary, HRD, Programme Officers, Nutrition Specialist, Account Officer and other concern professionals. They also visited the Districts of Gaya and Nalanda. In both districts they met with the District Magistrate, District Superintendent of Education, Sub District Education Officer (Nodal officer-MDM), District Programme Coordinator, District Resource Persons, Account Officer, Block Education Extension Officer, Block Resource Persons, Civil Surgeon, Manager SFC and FCI, etc. They were accompanied throughout their mission by Gurminder Singh (Consultant- MDM, GOB), Rajesh Kumar (Nutritionist – MDM GOB), Md Mustaba (Asst Programme Coordinator) and Naresh Kumar Singh (Asst Programme Coordinator)

The team members would like to express gratitude to everyone who gave time, cooperation and hospitality during the visit.

The Review Mission for the State of Bihar

The members of the Review Team were briefed about the status of MDM in the state by the Director MDM GOB and its team at Patna. In the district the team interacted with the government officials (Annexure I) on the issues and challenges related to MDM distribution in the district. The team made unannounced visit to unscheduled schools. Overall the team visited 11 upper primary and 4 primary schools during its four day visit to the field areas of Gaya and Nalanda (Annexure II). The team visited Ekta Foundation (NGO), involved in centralised kitchen. The team visited a **Mahadalit community to see the GOB focus intervention for the children of Mahadalit Community called Uthan**, there was a volunteer identified from the community who actually escorted the children from the community daily to school and provided special tuition classes in the evening

Overall the team observed that there has been improvement in service delivery at all fronts in Bihar. The state has actually moved ahead on the path of development. The team found schools with good infrastructure, crowded with children and mid day meal being served in all schools.

The Mission Objectives

1. Review the system of fund flow from the State Level to School/cooking agency level and the time taken in this process
2. Review the management and monitoring system and its performance from State to school level
3. Review the progress of the programme during 2009-10 with respect to availability of food grains and funds at school/cooking agency level, quality and regularity in serving the meal in the selected schools and districts, transparency in implementation, role of teachers, involvement of community, convergence with school health programme for supplementation of micro nutrients and health checkups, etc
4. Assess the satisfaction of the children, parents and teachers about the implementation and impact of the scheme
5. Review the maintenance of records at school/cooking agency level
6. Review the availability of infrastructure, its adequacy and source of funding
7. Suggestions for the implementation of the programme.

BIHAR



Districts Selected

- **Gaya** ← →
- **Nalanda** ← →

Demographic Profile of the State

Bihar is located in the eastern part of the country (between 83° 30' to 88° 00' longitude). It is an entirely land-locked state, although the outlet to the sea through the port of Kolkata is not far away. Bihar lies mid-way between the humid West Bengal in the east and the sub humid Uttar Pradesh in the west, which provides it with a transitional position in respect of climate, economy and culture. It is bounded by Nepal in the north and by Jharkhand in the south. The Bihar plain is divided into two unequal halves by the river Ganga which flows through the middle from west to east.

Longitude	24° 20' 10" - 27° 31' 15" N
Latitude	83° 19' 50" - 88° 17' 40" E
Rural Area	92,257.51 sq. km
Urban Area	1,095.49 sq. km
Total Area	94,163.00 sq. km
Height above Sea-Level	173 Feet(52.73 Meter)
Normal Rainfall	1,205 mm

Avg. Number of Rainy Days	52.5 Days in a Year
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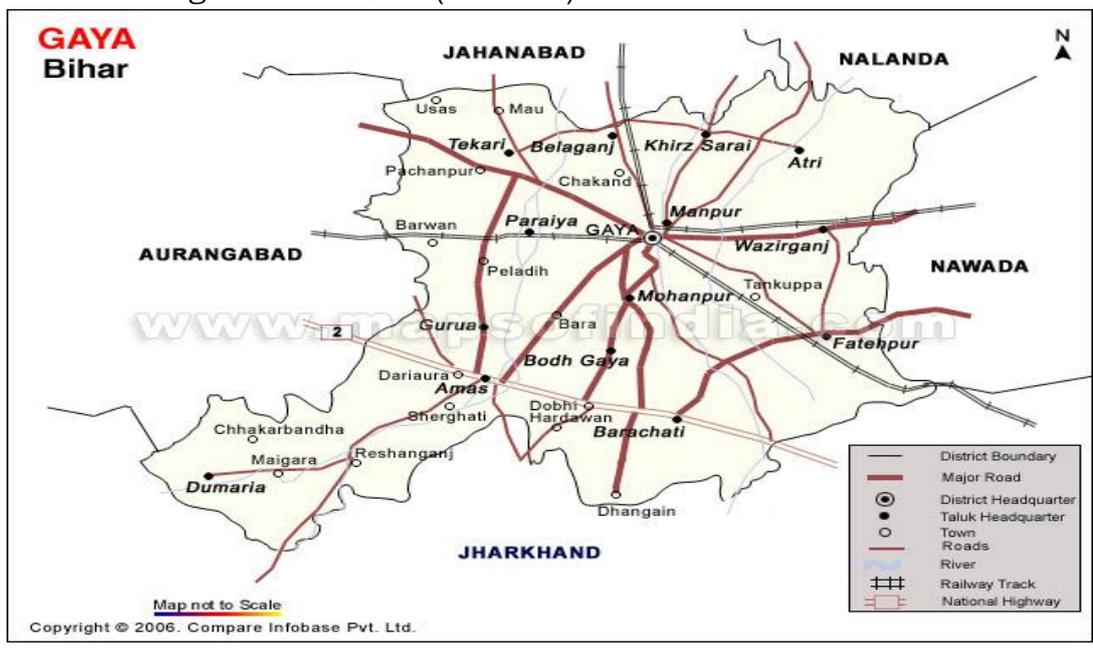
Social and economic indicators in the State, including literacy rates, health indicators (IMR, MMR), sex ratio, poverty ratios, etc

Indicators	Bihar
Total population (Million)	82.88
Rural Population (%)	89.6
Birth rate	30
Child population (0-4 Years), (Million)	12.0
Sex ratio (all)	921
Sex ratio (0-6 years)	942
Life expectancy at birth: Male	61.4
Life expectancy at birth: Female	59.5
Infant mortality rate	58
Underweight children (below 3 years), (%)	58.4
Gross enrollment ratio (6-14 years, %)	80.42
Complete immunization (all) Before 24 months), (%)	32.8
Maternal mortality rate (MMR)	371

Source: Census 2001, NHFS III, DISE 2006-07

District - Gaya

Gaya was earlier a part of the ancient Magadh region. Gaya is also the headquarters of Gaya District. Gaya is 100 kilometers south of Patna, and is situated on the banks of Falgu River. It is a place sanctified by both the Hindu and the Buddhist religions. It is surrounded by small rocky hills (Mangala-Gauri, Shringa-Sthan, Ram-Shila and Brahmayoni) by three sides and the river flowing on the fourth (western) side.



Map not to Scale
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Facts & Figures

The district of Gaya is situated between Latitude 24°5 to 25°10 N and Longitude 84°4 to 85°5 E. As per Census 2001, population of the district is 34, 64,983 (Males17, 89,231 and Females16, 75,752). Population density is 696per sq km, Sex Ratio is 937 and Literacy Rate is 51.07%.

Blocks: There are 24 blocks. Amas, Atri, Banke Bazar, Barachatty, Belaganj, Bodh Gaya, Dobhi, Dumariya, Fatehpur, Gaya Sadar, Guraru, Gurua, Imanganj, Khizar Sarai, Konch, Manpur, Mohanpur, Mohra, Bathani, Paraiya, Sherbgatty, Tankuppa, Tekarri, Wazirganj

Agriculture: Paddy, Wheat, Potato, Lentils.

Industry: Oil Mills, Sugar Factory, Lac, etc.

Rivers: Phalgu

Reasons for selecting district of Gaya

The MDM distribution to children was observed to be low during 3rd Quarter of financial year 2009-10.

S No.	Schools	Children as per AWP&B 2008-09	No of children actually availed MDM during 2009-10	Difference
1.	Primary School	550745	379388	171357
2.	Upper Primary School	189827	91979	97848

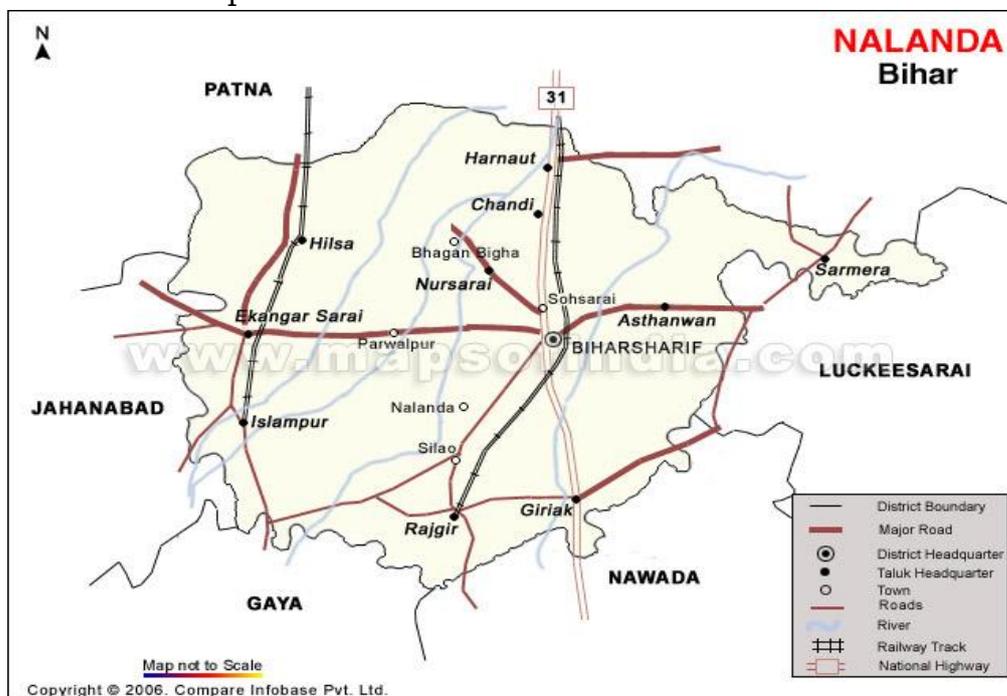
Status in terms of MDM distribution for Gaya district

- Lifting of available food grains was only 21% in Gaya district
- Utilization of food grains was also only 21%
- Total utilization of funds against cooking cost was 94%
- There was a wide difference in expected and the actual consumption of food grains as per the meals served during the 3 quarters. (1.4.09-31.12.09).

District	No. of Meals served during 01.4.08 to 31.12.08	Expected consumption of food grains (Mts)	Actual consumption of food grains (Mts)	Deficit Consumption in %
Gaya	84374693	9260.68	1935.37	79%

District - Nalanda

Nalanda district is a part of the Patna division. Bihar Sharif town is the administrative headquarters for this district. Important places in Nalanda are the Nalanda University, Rajgir, Swarna Gufa, Riddhakuta Parvat and Vishwa Shanti Stupa.



Facts & Figures

The total area of the district is 2367 sqkm and as per Census 2001 the population is 23,68,327 (Males-12,36,467 and Females -11,31,860). The population density is 1006 per Sqkm, Sex Ratio is 915 and Literacy Rate is 53.64%,

Blocks: There are 20 blocks. Hilsa, Karaiparsurai, Akangarsarai, Parwalpur, Islampur, Rajgir, Silao, Ben, Giriyaak, Katarisarai, Asthawan, Bind, Sarmera, Harnaut, Biharsharif, Rahui, Chandi, Tharthari, Noorsarai, Nagarnausa

District Nalanda was selected by the State of Bihar on the basis of low performance in financial year 2008-09

S No.	Schools	Children as per AWP&B 2008-09	No of children actually availed MDM during 2009-10	Difference
1.	Primary	303178	146194	156984
2.	Upper Primary School	124368	96817	27551

Introduction to MDM in the state of Bihar

Bihar is one of the states where Mid-Day Meal (MDM) programme was implemented in all primary schools quite late in January 2005, after the notification by the State Government on 18 December 2004. Earlier in 2003-04, the State had experimented with provision of cooked meal in about 2531 schools spread over 30 blocks in 10 districts.

It was later scaled up in all the 15,000 schools in these districts, covering about 30 lakh children. Further, the programme was implemented in all the 37 districts of Bihar in the year 2007-08. At present, 167,53,754 enrolled children in 71385 government primary schools and 42,71,205 enrolled children in 20824 government upper primary schools are covered under MDM scheme.

The approval by MDM PAB for 2009-10 was for 86, 20,801 children at Primary and 24, 88,208 children at Upper Primary. As stated by government officials the State in the year 2009 has served the MDM in 37 districts to all children attending government and government aided primary schools, upper primary schools, AIE centers, along with government aided Madarsa and Maqtabas.

In Bihar total block is 5333 and 530 are EBBs where MDM is served and GOB provides MDM to children of 3 districts also from its own cost.

Nalanda: As per PAB (2009-10) approval for the district 146194 (Primary) and 96817 (Upper Primary) children was to be provided MDM for 178 days in the 3 quarters. The records however shows that the total coverage at primary level in three quarter has been 189576 and numbers of children availed MDM on 144 days. The coverage at upper primary level has been 66548 numbers of children availed MDM on 178 days.

Gaya: As per PAB(2009-10) approval for the district total 469989 (P+UP) children was to be served MDM for 183 days in three quarters and as per district records approximately 463239 number of children have availed MDM on 156 days.

Recently in May 2008, the State Government formed a Society named "*Bihar Rajya Madhyanha Bhojan Yojana Samiti*", to implement and supervise MDM scheme in the State. The society has a Mid-Day Meal Cell in the Secretariat for the Monitoring and Supervision of the programme. Similarly at district level there is a mid day meal Cell consisting of SDEO as Nodal officer - MDM and a team of personnel at district and block level for management and monitoring the programme.

Findings and Observations

This section outlines the team's main findings concerning all the seven objectives, noting the status, concerns and recommendations. It also captures the suggestions made by the government officials and others to make MDM distribution more efficient.

1. Fund Flow from State Level to School Level and time taken in this process

Status

The process followed for fund flow in the state is the state MDM Director gets the approval from the cabinet for the withdrawal of fund under cooking cost, transportation cost, kitchen shed, kitchen device and Management, Monitoring and Evaluation from treasury and then the society transfers funds to district through a draft in favour of MDM (name of district). Each district has a separate account for MDM. The district then sends the fund to school through A/c payee cheque in favour of VSS (name of the school) and in a few districts (Nalanda) the fund is electronically transferred to schools.

The state MDM Cell has issued a directive to all districts to open separate bank accounts for MDM at district and school level to smoothen the flow of fund timely to all schools. (Letter no. 533 dated 14.10.2008 and letter no. 8/MDMC-65/2009-392 dated 28.07.2009)

The status of fund received by the state is as follow-

Year of Fund Received	Source of Fund	Amount (Rs in Lakh)	Present Status
2008-09	GOI	40981.185	10.09.2008 / 16.12.2008 / 23.03.2009
	GOB	14342.28	
2009-10			

As per the available data the time taken for fund to flow from state to district and district to school is approximately between 60-78 days.

Year 2009-10

Components	Date on which GOI letter received by state	Date on which state gets cabinet approval	Date on which the state received the draft from treasury	Date on which MDM received the draft	Date on which draft was issued to district	Date on which district transfer fund to schools
Cooking Cost	26.05.09	28.07.09	17.08.09	15.09.09	03.10.09	14.10.09
Kitchen shade	NIL	NIL	NIL	NIL	NIL	NIL
Kitchen Devices	16.09.09	18.02.10	In process			
MME	26.05.09	28.07.09	17.08.09	15.09.09	03.10.09	14.10.09
Transportation	26.05.09	04.09.09	30.10.09	19.11.09	Dec 2009	

Cooking Cost: In the district of Gaya total amount released was Rs 1234 46000 and utilization as on 31.12.09 is Rs.82426383 (66.77%).

In Nalanda the fund released was Rs. 43018000 for Primary and Rs. 22923000 for Upper Primary and expenditure as on 31.12.09 is Rs.72593820 for Primary and Rs. 20609174 for Upper Primary. Since district has unspent funds of 2008-09 so the expenditure is more than the fund released by state.

Transportation cost: In Nalanda Rs.5537000 was released to the schools and total expenditure as on 31.12.09 is Rs. Rs.3750173. Further, it was also mentioned by the district official that 75% amount of transportation has been released and remaining 25% amount will be released after taking the UCs. Records related transportation cost for Gaya district was not available.

Kitchen Shed: The total fund received from state for Gaya was Rs. 91740000 and district has released Rs.28080000 to the schools, the expenditure is only 30.60%.

The Nalanda districts have received Rs. 66660000 and the same has been released to the schools and the expenditure as on 31.2.09 is Rs. 30540000.

Name of the district	No. of units sanctioned	No. of units completed	No. of units under progress	No. of units yet to start
Gaya	3016	583	316	2117
Nalanda	1669	1132	396	141

MME: The funds under MME were used to purchase weighing machine in 2008-09. As informed by Director MDM in 2009-10 100% MME funds will be transferred to school for painting of MDM information chart, and menu chart in schools. In Gaya the total release from state was Rs. 2787606. However, Rs 962045 has been released and utilized by the schools (34.51%). In Nalanda total release to district has been Rs.1438750 and the expenditure as on 31.12.09 is Rs. 882205 (61.73%).

Kitchen Devices: The total fund released from state till 31 December 2009 to district of Gaya was Rs. 15080000 to procure 3016 units of kitchen device. In Nalanda the total fund released till 31 December 2009 is Rs 10655000 to procure total 2131 units. As stated by district the utilization of the funds for kitchen devices was 100%.

During field visit it was found that Government Middle School Pathari (Gaya District) was unable to provide MDM during August, September and October 2009 because of no funds towards cooking cost was available with the school even though food grains was available. However pass book showed availability of funds (more than 6 lakhs) in the bank account but since MDM fund was send to SSA account the teacher was not maintaining separate update about the heads under which fund was available.

In Nalanda district the availability of funds was satisfactory at school level. On investigating it was observed that the district had ensured electronic transfer of funds since last 6 months and it was evident when the team saw the pass books in Government Middle School, Rajgir and Uthkramith Middle School, Naya Pokhar (Nalanda District)

The MDM was disrupted in first week of February 2010 in the Madhyamic Vidyalaya Attri, Gaya due to the unavailability of cooking cost as per records. However the mid day meal was being served on the day of visit.

Observations

- The systems of fund flow are apparently varied in the districts as is seen from the two districts visited.
- As per records sufficient funds was available in all schools in last 6 months
- Due to transfer of funds in VSS/Adhoc committee account, confusion prevails regarding availability of fund. (GMS Pathari, Gaya)
- State has reportedly taken effective steps to regularise the fund flow but close monitoring of fund flow is required to streamline the system across the State
- The expenditure of fund is quite low in both the districts
- MME funds as stated by state officials is utilized for payment of district and block personnel's honorarium and office maintenance
- The one time fund for purchasing kitchen device was found to be less. During the visit few teachers they suggested that it should be on the basis of enrollment and not a lump sum one time amount.

Suggestions

The system of fund flow was found to be time consuming and in district of Gaya there was gap in availability of fund and grains at a particular time in few schools.

- The team recommends that each school should open separate bank accounts at the earliest, though the state head quarters has already issued instructions for same but needs to be implemented in word and spirit.
- State needs to ensure that electronic banks transfers are the mode of transfer from state to district and to school across the state, again state has issued instruction for same but follow up is needed.
- Expenditure percentage needs to increase to ensure universalisation of MDM.
- There is urgent need to increase the MME funds to ensure better monitoring and strengthening the existing structure.
- The kitchen devices grant of Rs. 5,000 is actually less in terms of utensils to be purchased in schools where enrolment is high (GMS Maghra-more than 1000 student). It needs to be revised as on the basis of enrolment in schools.

2. Flow of Food grains from State Level to School Level and time taken in this process

Status

The Central Government allocates food grains on the basis of number of children approved by PAB. In the financial Year 2008-09 the total lifting by the state was 132297.71 MTs. However in the financial year 2009-10 up to third quarter the total lifting is 150983.523 MTs (82% of total allocation).

The food grains are allotted to the Districts by Govt. of India, based on the enrolment. It is then sub-allotted by the District Magistrate to the blocks. On receiving the information on sub-allotment, the State Food Corporation (SFC) lifts the food grains from the FCI godowns.

Till January 2008 the food grains were lifted from SFC godowns by the PDS Dealers who then supplied them to the Schools. This system led to delay in distribution of food grains to schools, hence in order to make the distribution system more efficient the state government decided to get the food grains lifted by the Block Education Extension Officers instead of the PDS dealers to ensure timely lifting and adequacy of the quantity of the food grains at school level. The BEEO then needs to hire a contractor (*Samvedak*) who receives Rs. 40/- per quintal as transportation cost. The Rs. 35/- per quintal, is paid to SFC

In Nalanda total food grains allocated to Primary and Upper Primary is 3209.83 MTs and 2676.99 MTs. of have been respectively. However the utilization of food grains as on 31.12.09 are 2282.21 MTs and 1789.21 MTs in Primary and Upper Primary respectively.

An amount of 5886.81 MTs of food grains have been allocated and 5886.81 MTs have been released and an amount of 4071.43 MTs of food grains has been utilized (percentage utilization - 69%)

In Government Middle School, Manpura (Gaya District) due to unavailability of food grains the meal was not served for more than one year (May 2008 to July 2009). However the school had funds and received more funds in October 2008. Presently meal is served regularly as it is being served by NGO since July 2009.

In Gaya the records showed quite gaps with respect to availability of food grains in schools in the last nine months, but the situation had improved substantially since December 2009. On probing the team found the reason behind the improvement was the District Magistrate order to SFC to issue SIO on 19th day of each month to BEEOs, who in turn as per allotment lifts food grains directly from FCI.

The food grains are then distributed to respective schools through the contractor identified at the block level. It was evident that the food grain was

being distributed by 20th – 25th of every month to schools in last 3 months. The schools did maintain the accounts of food grains and cooking cost in separate registers.

In all schools there was gap between the attendance and head count because the children of the pre-primary classes are also served MDM along with the primary children whereas they are not accounted for in the figures approved. This practice needs to be reviewed as the allocation of food grain is on the basis of PAB approval if a good amount like this is taken out on a regular basis then it will be difficult to manage the whole quarter.

Observations

- Last six months records showed the supply of food grain was not regular at school level
- Sufficient food grains was available in schools visited due to change in the supply system
- During interaction with the teachers and BEEEO, it was expressed that the change in the distribution system has positive impact on availability of grains in schools.
- The number of children who availed MDM was more than the attendance. Many children of pre-primary wing classes avail MDM along with their elder siblings.
- Quality of rice was found to be different in all schools
- In maximum schools visited the food grains are being cooked on the average basis as a result it was observed that wastage of food grains was on higher side

Suggestions

- Monitoring of food grain distribution chain to ensure quality standards
- The new system put in place by the state needs to be followed up and strengthened.

3. Quality and regularity in serving the meal

Status

Quality of food served was satisfactory in appearance and taste wise in most of the schools. The Review Mission Members observed that in Government Middle School Barev, Madhya Vidyalaya Pathari Attri and Kanya Prathamik Vidyalaya, Attri (Gaya District) the quality of rice served was below FAQ standards.

It was brought to the notice of district officials and FCI and SFC officers took the observation seriously and agreed to cross check the quality of rice.

There were complaints against FCI by district officials including the District Magistrate. Issues flagged were

- ✓ weak infrastructure at district level
- ✓ attitude of FCI officials
- ✓ Quality check points not functioning

- ✓ District has no authority for extension of food grains allocated

As reported by SDEO, Gaya that the weighing machines available at the godown of FCI was not functioning and it led to delay in lifting of grains in the month of September and October 2009

Few suggestion made by DM, Gaya –

- ✓ Need to improve the infrastructure of FCI proportionately at district level looking at the pressure with the increase in amount of grains lifted.
- ✓ Decentralisation of powers at district level so that food grains do not lapse
- ✓ Better redressal system for quality check

It was observed that the quantity of rice served was more than the prescribed norms and on question the head master of Rajakiya Madhyamik Vidyalaya Sillarya (Block-Bodh Gaya) said that if denied the parents complain so he prefers serving MDM on less number of days but more in quantity. Interaction with parents in schools revealed that the quantity of MDM served is sufficient but it is not served daily.

In both the districts, Nalanda and Gaya the Mission team discovered that there has been no inspection of the food grains by the food Inspectors of Health Department at any level.

Menu of Mid-Day Meal: All school had a display board where menu for the week was displayed and it was followed in all schools where team made a visit.

Prescribed Menu	
1	Rice – Vegetables
2	Rajma- Rice
3	Soyabean – Rice
4	Khichari – Chokha
5	Kadi-Chawal
6	Dal- Pulav
7	Chola – chawal

It was observed that menu is prescribed by the state, the state officials indicated that the district had the option of making local changes but no local change of menu was observed in the schools visited by the team (except Madhyamik Vidyalaya, Pathari).

There is a nutritional expert at the state level. The director MDM briefed that that they had plans to bring changes in the menu.

The MDM served in last nine months was found to be regular in schools where MDM is served by NGOs but there were drastic disparity in number of

day's meal was served in schools where MDM is prepared by Adhoc Committee where VSS has completed its tenure. It varied from 4 days to 22 days in different months.

The following table I & II shows the variance in number of day's meal was served in particular school in last 2 years.

Table I

Name of the school	Month	No of days food served (MDM cooked in school)	No of days food served (MDM cooked by NGO)
GMS Manpura	Jan 2008	13	N/A
	Feb 2008	16	N/A
	Mar 2008	09	N/A
	April 2008	04	N/A
	May 2008	06	N/A
	June 2008 – June 2009	MDM not served	N/A
	July 2009	N/A	16
	August 2009	N/A	21
	Sept 2009	N/A	12
	Oct 2009	N/A	16
	Nov 2009	N/A	22
	Dec 2009	N/A	22
	Jan 2009	N/A	05 (schools were closed due to cold wave)
	Feb 2009 (till 16 Feb)	N/A	11

Table II (MDM prepared by Adhoc Committee at school)

Month (2009)	Prathmik Vidyalaya, Barev Manpura (Gaya)		Navshirjit Prathmik Vidyalaya, Pali, Attri (Gaya)	
	No. of working days	No. of days MDM served	No. of working days	No. of days MDM served
April	18	Not served	21	Not served (No Bank Account)
May	13	07	11	Not served

June	04	02	06	Not served
July	25	14	25	Not served
August	22	Not served – no food grain	22	Not served
September	14	Not served	13	13
October	17	07	17	16
November	16	07	14	14
December	18	11	19	14

The above tables shows that

- food was not served for a considerable period (5 months) in NPS Pali, Attri as school being a new school took time in opening a bank account
- the food served was not very regular in 1st and 2nd quarter, however it has improved in 3rd quarter of year 2009.

In an ideal situation cooking is done on the basis of previous day attendance of children, but in all the schools where the team made a visit the cooking was found to be done on estimate. The cooks were found to be unaware that each day they need to cook food on the basis of actual attendance of children.

In majority of schools visited the MDM served matched with the attendance of children but there were difference in few schools.

Name of School (Gaya district)	Dates	Primary Section (I-V)			Upper Primary Section (VI-VIII)		
		Attendance	Number of children availed MDM	% of children who ate MDM	Attendance	Number of children availed MDM	% of children who ate MDM
Madhya Vidyalaya, Suryapura (Meal served by NGO)	1.2.10	141	60	43	108	50	46
	2.2.10	157	110	70	120	70	58
	3.2.10	144	110	76	114	80	70
	4.2.10	147	115	78	102	96	94
	5.2.10	133	120	90	87	75	86
	6.2.10	127	110	87	102	70	68
	7.2.10	118	102	86	Record not available		
	8.2.10	139	107	77	111	85	77
	9.2.10	107	95	89	110	87	79
	10.2.10	131	115	88	96	77	80
	11.2.10	Record not available			82	80	98
	12.2.10	Holiday			Holiday		
	13.2.10	Record not available			96	Meal not served	0
	14.2.10	Record not available			138	Meal not served	0
Middle School	1.2.10	Record not available			Record not available		
	2.2.10	Record not available			Record not available		

Etwa (Meal prepared in school)	3.2.10	Record not available			Record not available		
	4.2.10	319	278	87	232	188	81
	5.2.10	306	292	95	206	174	84
	6.2.10	347	248	71	201	166	83
	7.2.10	SUNDAY					
	8.2.10	316	296	94	217	198	91
	9.2.10	350	312	89	241	200	83
	10.2.10	332	319	96	238	212	89

The table above shows that on average 76% children receive MDM on a particular day.

The table below shows the number of days MDM was served in different schools during April–December 2009

Name of School	No of days school was opened	No of days MDM was served	Difference in days
Madhya Vidyalaya Suryapura Bodhgaya	178	148	30
Utkramit Kanya Madhya Vidyalaya Maiyar, Nalanda	171	135	36
Rajakia Madhya Vidyalaya Kul Silav Nalanda	171	135	36
Madhya Vidyalya Rajgir Nalanda	170	127	43

The above table shows that number of days MDM served in school is much below the approved number of days.

Observations

- Quality of food served was satisfactory in appearance and taste.
- In GMS Barev, GMS Pathari Attri and GPS Kanya, Attri (Gaya District) the quality of rice served was below FAQ standards.
- Quantity of rice served was more than the prescribed norms
- Menu was followed in all schools
- The MDM served in last nine months was found to be regular in schools where MDM is served by NGOs
- Drastic disparity in number of days was found in schools where meal served by Adhoc Committee.
- It varied from 4 days to 22 days in different months.
- On an average the MDM served was found to be less than the prescribed number of days
- There was a gap of a day or two in no. of working days and no. of days MDM was served in all schools, but the gap was quite wide in GMS Suryapura and GMS Itawa (Gaya)

- Further, in the State of Bihar due to high enrolment and if all children attend school in a given day, take meal, chaotic condition may prevail in the schools

Suggestions

- There is a need to enhance the number of days MDM served in school to at least 200 days in a year
- The quality of foods served by NGO needs to be monitored during summers as it has chances of getting spoilt.
- There is need to review the menu and provide flexibility to schools for local variance depending on the availability of local green vegetables and food habit.
- The Review Mission Members suggested that the state level nutritionist to be consulted both while preparing the menu and also inspection of the quality of the mid day meal served at frequent intervals.
- Concept of Kitchen garden in schools to be promoted

4. Review the management and monitoring system and its performance from State to school level

Status

As per notification issued by the GOA, Bihar has a Steering cum Monitoring Committees at State and district levels. The Mission was informed that the committees both at state and district level meet regularly.

The team found that there is a state level MDM society with personnel at all level for management and monitoring the programme (Annexure III). State Government of Bihar have recruited District Resource Persons and Block Resource Persons on contractual basis who are given the target to monitor 50/100 schools in a month. And it was actually observed at the field level as the signatures of the persons were seen in the registers at schools.

At district level there is office set up with basic facilities like computer, fax and phone for monitoring mid day meal on regular basis.

State calls regular monthly meeting of SDEO and DRPs to review the programme, similarly district carries out monthly review of BRPs. However on discussion it was shared by MDM that during the monthly meeting data is collected from all districts.

Director MDM GOB shared that a separate website of MDM Society has been developed recently for online monthly reporting, the website is mdmsbihar.org.in. The other monitoring structure is the BRPs and SDEO Education they are directed to send the achievements on weekly basis through a sms to the above mentioned website and report online also.

However the monitoring structure was found to be weak as there was overlap of task assigned to District and Block Resource Person as the roles and duties are not defined well.

The team interacted with the BRPs and DRPs in Gaya on their role and duties. The dairies and notebooks where evidence to show that the BRPs were making field visits.

Observations

- Inspection Registers were not found in most of the schools
- Honorarium paid to DRP and BRP is Rs 3500/-, it needs to be revised to facilitate better monitoring.
- Lack of awareness among district and block personnel on the norms and guidelines of MDM and their roles
- Variety of formats available at district level

Suggestions

- Inspection Rosters are to be prepared for every school to ensure that all Primary and Upper Primary Schools and EGS/AIE centers are inspected at least once every three months.
- Capacity development plan for BRP & DRP
- Duties and responsibilities of all DRP and BRP needs to be more specific.
- Setting up of a grievance redressal system
- Monitoring system needs to be strengthened by providing extra facility

5. Assess the satisfaction of the children, parents and teachers about the implementation and impact of the scheme

Status

As a school based programme the MDM initiative must be able to draw wide community participation for transparency in management of the programme and ensuring quality of the food provided. This area would require activation of the SMCs and motivation of the community including parents.

VSS in Bihar completed its tenure and has been defunct since last 2-3 years. Principle Secretary HRD shared election of the Samiti was not expected to happen before 2011. Hence the fact remains that there was virtually no involvement of community in any of the schools visited. Community involvement was found to missing in all schools.

As per the MDM Guidelines the School managements should also be encouraged to draw on the support of the community Gram Panchayats for arranging community members too regularly, on a rotation basis, help the school management in ensuring efficient cooking serving and cleaning operations.

The involvement of teachers and community members in ensuring that children eat together in a spirit of camaraderie and develop sensitivity to

their peers with different abilities by offering them precedence and instilling values of equality and cooperation would be very valuable support to the implementation of the programme.

VSS of schools need to keep account of food grains received and utilized cost incurred for cooking etc., by maintaining daily attendance/records, etc but since there is no VSS this work also falls on the shoulder of teacher and it affects the quality of teaching.

The cooks and helpers are engaged by the VSS / Adhoc Committee of the schools. Cooks were found in place in all the schools visited by the team where MDM was being served on the day of visit except schools where MDM was served by NGO. They were paid a daily wage rate but there were instances of lump sum payment. But, most were paying as per the present norms prescribed in the scheme. The monthly compensation of the cooks ranged from Rs 50/- a day to Rs 90/- a day.

There was 100% involvement of teachers and student of higher class in schools while MDM was served. Actually in all the schools visited it was found that the study was disturbed for more than two hours as the teachers and students were involved in MDM. In all schools there was scarcity of space to sit and eat. The objective of not involving teachers to ensure regular studies has failed in all schools visited.

All the records related to the implementation of MDM in schools are maintained by the Head Teacher (HT) of the school. The HT also makes the purchase of items for providing the hot cooked meals, either on a daily or weekly basis through the local vendors.

In Madhya Vidyalaya, Maghra Block of Nalanda District the enrolment of students is 1413 and the entire students take MDM. There are 8 teachers and it is really difficult for the teachers to carry out MDM day to day activities with teaching activities also.

The responsibilities were generally not found to be shared with other teachers, cooks or VSS members. For obvious reasons the MDM has amounted to added work load for the Head teacher.

In Government Primary School Atri (Boys), Urdu Prathamik Vidyalaya Panhessa, Silav Nalanda and Government Middle School, Pathari Gaya the community expressed unhappiness and anger on food not being served regularly and also complained about food grains being sold out in market. However there was no empirical evidence found to certify this.

All the children who comes to school in Bihar takes Mid day meal. In the schools visited the members of the Joint Review Mission felt the PTR was very high in all schools and so was SCR. Hence the teachers are overburdened with the teaching and MDM work.

As per the MDM Guidelines, During the visit of the team it was observed that except one school the rest 15 schools were not displaying information under RTI act on the quantity of the food grains received, date of receiving , quantity of food grains utilized, other ingredients purchased, number of children given MDM.

Observations

- 100% involvement of teachers and student of higher class in MDM distribution
- Schools have adhoc committee as VSS completed its tenure
- Community involvement was found to be missing in all schools
- The attitude of teachers and government officials needs to be more sensitive towards community needs
- Lack of awareness among community on providing support to teachers in distribution of MDM
- It is interesting to note that community is neither organised nor trained to participate in such a programme.
- The parents were poor and they were found to be interested only in their own children and have no sense of commitment and involvement

Suggestions

- The cooks and helpers of the schools needs to be oriented on the best methods of cooking in less time and less wastage of food grains
- Plans for community awareness to be designed to ensure better community participation
- The involvement of the teachers can be minimised if these local cooks are empowered enough to lend hands in purchasing vegetables and other condiments required for daily MDM preparation. So, that teacher can actually concentrate on teaching learning activities.

6. Convergence with school health programme for supplementation of micro nutrients and health check ups

Status

Director MDM shared that state level steering committee has been formed for School Health Programme. Similarly District level School Health Programme Committee has been formed under the chairman ship of DM. State guideline has been circulated to all districts. Presently students health check up was started in 7 districts. The HRD is coordinating and health department is providing funds for Health Card and identifying NGOs for health check up at district level. Deworming tablets, IFA tablets are being provided in few districts during Health check up camps.

Interestingly height and weight chart was painted on the walls of schools visited irrespective of the location (In Government Middle School Sillarya it was painted on the wall of a classroom which was used as store of MDM and was kept locked).

Weighing machine and Height Measuring chart was available in all schools but in Gaya there was no empirical evidence to show it was used regularly as the weighing was still in a pack.

District Magistrate informed the team that School Health Programme has been launched recently in 4 blocks of Gaya district and none of the block visited by team was in the list of four.

Children were found washing hands in all schools and were aware about the importance of hand washing. However availability of soap was found only in few schools like GMS Surya pura and GMS Sillarya.

Observations

- Interestingly height and weight chart was painted on the walls of schools visited irrespective of the location
- Weighing machine and Height Measuring chart was available in all schools
- In Nalanda each school maintain a height-weight register which was updated every month
- School Health Programme was initiated in Gaya but not in the blocks visited by team
- In Nalanda School Health Programme is yet to start

Suggestions

- Team recommends that in order to promote hygiene hand washing with soap before mid day meal should be made mandatory in all schools.
- School Health Programme to be initiated in all schools
- Availability of soap for hand washing from MME funds

7. Review the maintenance of records at school/cooking agency level

The state has developed formats to capture data at all levels. The maintenance of records was satisfactory in majority of the schools visited. All schools maintained separate register for primary and upper primary. The register was updated in all schools. The register maintained at school was utilization register, cash register, payment register and complain readdressal register.

The format available at district level has fields to record block wise allotment and availability of funds and food grains. It also captures number of schools where MDM is not served and percentages of schools where MDM is served.

8. Review the availability of infrastructure, its adequacy and source of funding

Status

Overall the schools in Bihar are colourful and bright in appearance but cleanliness and sanitation was an issue in majority of schools. All school have received funds for kitchen shade and construction has happened in all schools except in GMS Suryapura where the roof was not in place. There was no kitchen shade in GMS Sillarya and GMS Manpura as there was scarcity of land

Government Primary School, Atri (Girls) had no hand pump and water for mid day meal was fetched from the water source of nearby school and it creates difficulty for the children and cook.

Kitchen shade was not used as storage room in any schools. All schools had purchased approximately 100 plates for children and so MDM was served in shifts.

Observations

- All schools had good building except GMS Manpura, Gaya (school run in double shift) and NPS Pali, Gaya
- Double unit toilet was available in all schools but its maintenance was poor.
- Water facility was available in all schools except GPS Kanya, Attri Gaya and NPS Pali, Gaya
- Hand washing facility was not available in 50% of schools
- 60% schools had boundary walls
- Kitchen shade was in all schools except GMS Suryapura (under construction), GMS Sillarya (fund received) and NPS Pali
- All schools had cooking utensils and utensil to serve
- Each school had approx. 100 plates for children to eat (eating happens in shifts)

Suggestions

- Availability of drinking water in all schools
- Plan for maintenance of toilet and water points
- Creating awareness about hygiene and cleanliness
- Availability of soap for hand washing in all schools

9. Suggestions from State and District Officials

- Increase in the MME funds so that better monitoring system can be established
- Allocation of revised unit cost for kitchen shade as Rs 60,000 is quite low hence 30,000 kitchen sheds yet to be completed in Bihar
- Provision of funds under kitchen device to purchase plates and spoon for children. The cost on basis of child as a unit and not school may be considered.
- FCI to stamp the sacs with MDM logo or provide different colour bags to maintain the quality of rice supplied.

Officers Met during the Review Mission

State level

1. Mr Anjani Kumar Singh, Principle Secretary, HRD, GOB
2. Mr Gurminder Singh, Consultant- MDM
3. Mr Rajesh Kumar, Nutritionist-MDM GOB
4. Md Mustaba, Asst Programme Coordinator-MDM
5. Naresh Kumar Singh Asst Programme Coordinator-MDM

Gaya District:-

1. Shri Sanjay Kumar Singh, District Magistrate, Gaya
2. Shri Kartikeyan, Sahayak Samaharta (Prashishu IAS)
3. Shri Ranjeet Singh, Zila Shiksha Adhikshak
4. Dr. K K Singh, Civil surgeon.
5. Shri Pawan Kumar, Zila karyakram Prabandhak, Zila Swathya committee.
6. Dr. OmPrakash,-----Gaya
7. Shri Nirmal Kumar Rai, SFC, Gaya.

Nalanda District:-

1. Shri. Sanjay Aggrawal, District Magistrate Nalanda,
2. Shri Nayan Ranjan Verma, DSE, Nalanda
3. Shri Pramod Kumar Pathak ,District Manager, SFC
4. Shri Surendrea Kumar ,SDEO, cum MDM Incharge Nalanda
5. Shri. Usman Mian, BEO Rajgir,
6. Indradev Paswan, BEO Silao,
7. Shri. Mahesh Prasad, District Coordinator,
8. Smt. Simple Kumari, BRP, Rajgir,
9. Shri Pradip Kumar, BRP, Silao,
10. Smt. Archan Kumari, DRP.

Annexure II

Schools Visited in Gaya

1. Government Madhya Vidyalaya, Suryapura (Block -Bodh Gaya)
2. Rajakiya Madhyamik Vidyalaya Sillary (Block-Bodh Gaya).
3. Middle School Etwa (Block-Mohanpur)
4. Rajakia Madhya Vidyalaya Manpur Adda(Block-Manpura)
5. Madhya Vidyalaya, Barev (Block-Manpura)
6. Madhya Vidyalaya, Pathari (Block-Attri)
7. Kanya Prathamik Vidyalaya Attri (Block-Attri)
8. Rajakia Prathamik Vidyalaya Tetua (Block-Attri)
9. Prathamik Vidyalaya, Pali (Block-Atri)

Schools Visited in Nalanda

1. Government Madhya Vidyalaya, Rajgir (Block -Rajgir)
2. Utkramik Prathamik Vidyalaya Naya Pokhar (Block- Rajgir).
3. Utkramik Middle School (Kanya) Mayaar (Block-Mayaar)
4. Rajakia Madhya Vidyalaya Cool (Block-Nalanda)
5. Rajakia Madhya Vidyalaya, Maghra (Block- Biharsharif)
6. Urdu Primary Vidyalaya, Silao (Block- Silao)
7. Ekta Sakti Foundation, Chandi

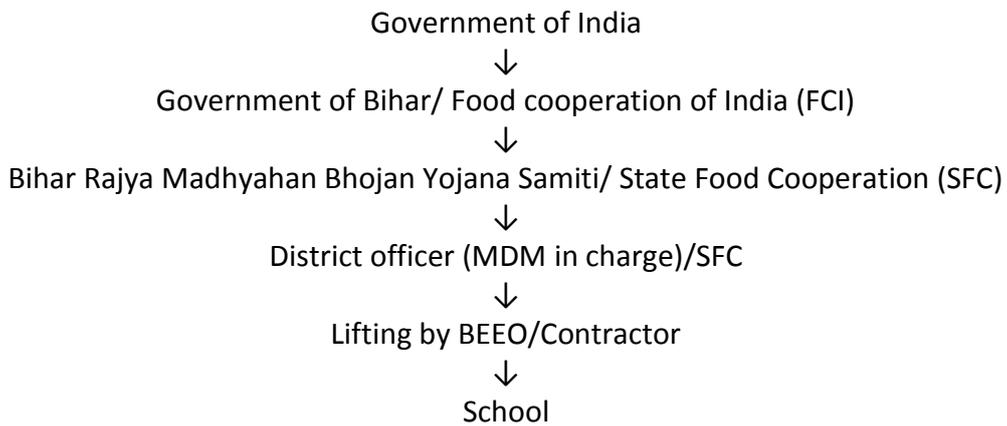
Management System



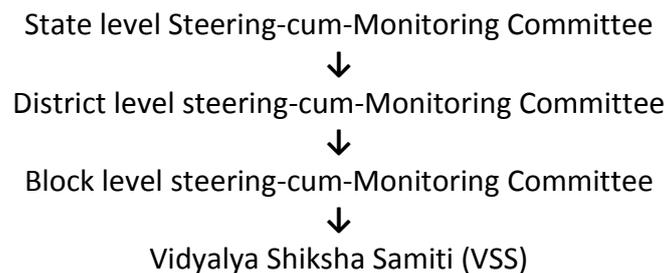
Fund Flow Chart



Foodgrain



Monitoring



The draft report was read, reviewed and agreed by the Review Mission Team-

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Shri Vipin Kumar (Director-MDM, GOB)

Dr Anindita Shukla, Consultant (Food & Nutrition-MDM, NSG)

Ms Shweta Sandilya (Education Specialist, UNICEF, Bihar)

Shri Rupesh (Secretary, Koshish Charitable Trust, Patna)

Place: Patna

Date: 20 February 2010