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Government of India
Ministry of Human Resource Development
Department of School Education & Literacy



मध्याह्न भोजन योजना
Mid Day Meal Scheme

4th Review Mission

KARNATAKA

25th February to 4th March-2013

Districts visited:

- i) Chitradurga
- ii) Bengaluru (Urban)

Composition

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2. Shri Umashankar S. R., Commissioner (Public Instruction) Govt. of Karnataka.
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Missions' Acknowledgement

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3. Shri Rajendra.B.M Account Suptdt. (MDMS)
4. Authorities of the visited districts/blocks
5. All Teachers/staff/SDMC/Cook-cum-helpers/NGOs/students of visited schools.

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1. Chapter- I INTRODUCTION

1.1 Mid Day Meal Scheme (MDMS): A Backdrop

Mid Day Meal Scheme is a flagship programme of Government of India covering 10.54 crore children across the country. Central Government provides 100 percent assistance for cost of food grains supplied by the Food Corporation of India (FCI), Transportation cost of food grains from FCI godowns to schools, Management, Monitoring and Evaluation (MME) charges and procurement of kitchen devices. The cost for the remaining components viz. Cooking Cost, Honorarium to Cook-cum-Helpers and Construction of Kitchen-cum-stores is shared between the Government of India and States in 75:25 ratio for all States and Union Territories except North Eastern States where the sharing pattern is 90:10 between Central Government and State Governments. The Mid Day Meal Scheme is revised from time to time. The following revision was made in December, 2009.

- a. Change in food norm for upper primary. There is no change in the food norm for primary.
- b. Upward revision of cooking cost
- c. Introduction of separate provision of honorarium to cook-cum-helpers @ Rs. 1000 per cook-cum-helper per month on sharing basis.
- d. Determination of cost of kitchen-cum-stores on the basis of plinth area norm and State Schedule Rates instead of a flat rate of Rs. 60,000 per unit.
- e. Transportation assistance @ at par with PDS rate in the 11 special category States (8 NER + 3 hilly States) instead of Rs. 125 per quintal
- f. Decentralization of payment of cost of food grains at district level w.e.f. 1.4.2010.

The norms for NCLP schools have been revised from 1st November, 2011 and made at par with upper primary norms. The cooking cost has also been revised by 7.5% w.e.f. 1.7.2012.

1.2 Visit of Review Mission to Karnataka:

Government of India constituted Joint Review Missions (JRM) in 2009 comprising members from Government of India, State Government, UNICEF and Office of Supreme Court Commissioner to review the implementation of the Scheme in selected States. Review Missions have visited States across the country during 2012-13 and submitted reports to the State Governments and the Government of India for taking corrective measures. This Mission is the 4th Review Mission of Mid-day Meal Scheme (MDMS) which has visited Karnataka. The Terms

of Reference (ToR) for the Mission are attached at **Annexure-I**. The recommendations of the Review Mission are based on the evidences collected and the information gathered during the review of implementation of the MDMS in Chitradurga and Bengaluru (Urban) Districts.

1.3 Provision of MDM under Right to Education Act, 2009:

The Right of Children to free and Compulsory Education (RTE) Act, 2009, envisaged under Article 21-A came into force with effect from 1st April 2010. As per the decisions of the Ministry of HRD, Govt. of India, that SSA is the vehicle to realize the provisions of RTE Act, 2009. Chapter 4, Para 21 of RTE Act, 2009 stipulates that preference will be given to disadvantaged groups and weaker sections while nominating the representatives for the School Management Committee. The Act further states that all schools should have all weather building consisting of a kitchen-cum-stores to cook mid day meal in the school by 2012-13. The model rules under RTE Act also provide that School Management Committee will monitor the implementation of the Mid Day Meal in the school. This Mission on Mid Day Meal Scheme in the State of Karnataka is the 1st field based Review Mission.

2. Chapter II Objective of the Review Mission

- (i) To review the performance of the Scheme in Karnataka on given TOR in the light of the Guidelines of the Mid Day Meal Scheme.

3. Chapter III Salient Features

3.1 Karnataka: An introduction

Karnataka is bordered by the Arabian Sea and the Laccadive Sea to the west, Goa to the North West, Maharashtra to the north, Andhra Pradesh to the east, Tamil Nadu to the south east, and Kerala to the south west. The state covers an area of 191,976 square kilometres (74,122 sq mi), or 5.83 per cent of the total geographical area of India. It is the eighth largest Indian state by area. With 61,130,704 inhabitants at the 2011 census, Karnataka is the ninth largest state by population, comprising 30 districts. Kannada is the most widely spoken and official language of the state.

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Salient features of Karnataka

No. of Districts	30
No. of Taluks	175
Total Population (Census 2011)	61130704
Male	31115528
Female	30015176
Sex Ratio	1000/964
Density of population	320 Persons/Sq.Km
Literacy Rate Total	75.60%
Male	82.85%
Female	68.13%

Implementation of the National Flagship Programmes such as SSA, RTE Act and MDM in Karnataka has given an impetus to the spread of education in the recent years. Various steps taken by the State Government in implementing educational schemes with the assistance of Central Government have brought about remarkable improvement in access, enrolment and retention. Efforts are being put on for achieving the goal of quality education and objectives of RTE Act in the State.

Coverage status of institutions, children and working days for the financial year 2010-11, 2011-12 and 3rd Quarter of 2012-13 is shown in the following tables:-

Coverage of Schools

S. no	Stage	2010-11		2011-12		2012-13 up to 3 rd qtr	
		Approved	Coverage	Approved	coverage	Approval	coverage
1	Primary	24083	23671	24058	24722	23306	21075
2	Upper Primary	31021	32713	32713	32800	32777	32777
Total		55104	56384	56771	57522	56083**	53852**

**Note: - The difference in No. of schools b/w Approval and Coverage in the year 2012-13 due to merging of school having less than 15 students.

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Coverage of Children & Working days

Stage	2010-11			2011-12			2012-13 up to 3 rd Quarter		
	Approved	Beneficiaries	%	Approved	Beneficiaries	%	Approved	Beneficiaries	%
PAB approval vs Coverage									
Primary (including NCLP)	3626037	3292284	90.8%	3300000	3354532	101.7%	3409164	3425343	100.5%
Upper Primary	1969053	1924686	97.7%	2000000	1998966	99.9%	2000000	1996968	99.8%
Total	5595090	5216970	93.2%	5300000	5353498	101.0%	5409164	5422311	100.2%
Enrolment* vs Beneficiaries of Children									
Primary	4008796	3292284	82.1%	3658212	3354532	91.7%	3529508	3425343	97.0%
Upper Primary	2274289	1924686	84.6%	2145220	1998966	93.2%	2097991	1996968	95.2%
Total	6283085	5216970	83.0%	5803432	5353498	92.2%	5627499	5422311	96.4%
No. of Working Days (Total days approved for 3rd Qtr. during year 2012-13 is 165)									
Primary	233	229		233	227		233	160	
Upper Primary	233	229		233	227		233	160	

3.2 District Profile of Chitradurga District:

The district is hilly, with lots of forts and villages. The district is bounded by Tumkur District to the southeast and south, Chikmagalur District to the southwest, Davanagere District to the west, Bellary District to the north, and Anantapur District of Andhra Pradesh state to the east. Davanagere District was formerly part of Chitradurga. The district is divided into taluks, namely Chitradurga, Hiriya, Hosadurga, Holalkere, Challakere and Molakalmuru. It is rich in mineral deposits, including gold prospecting at Halekal, Kotemardi or Bedimaradi, etc., and open cast copper mines at Ingaldhal.



Source: Google Map

Salient features of Chitradurga District

Population of the District	16,60,378
Males	8,43,411
Females	8,16,967
Literacy Rate	64.50%
Sex Ratio	964 females to 1000 males
Density	470 Person per sq km

Summary of the Status Report of Chitradurga dist. on MDMS for the year 2012-13 is given below:

No. of Institutions covered as on 31st Dec' 12

Sl. No.	Stage	Govt. + L.B	Govt. Aided	Total
1	Primary	819	3	822
2	Upper Primary	977	268	1245
Total		1796	271	2067

Target for implementation of MDM in 2012-13.

1	Numbers of Block to be covered	6
2	Numbers of Administrative Circle to be covered	6
3	Numbers of schools proposed to be covered (Primary)	822
4	Numbers of schools proposed to be covered (Upper Pry.)	1245
5	Total Numbers of schools proposed (Pry. + Upper Pry.)	2067
6	Total Numbers of Cook-cum-Helper Engaged	4691

3.3 District Profile of Bengaluru Urban:

Bengaluru Urban is a district of the Indian state of Karnataka. It is surrounded by the Bengaluru Rural district on the west, east and north and the Krishnagiri district of Tamil Nadu on the south. Bengaluru Urban district came into being in 1986, with the partition of the erstwhile Bengaluru district into BengaluruUrban and Bengaluru Rural districts. Bengaluru Urban has four taluks: Bengaluru North, Bengaluru East, Bengaluru South and Anekal. The city of Bengaluru is situated in the Bengaluru Urban district. The Bengaluru Urban district has 17 hoblies, 668 villages and 9 municipal corporations.

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Source: Google Map

Population of the District (2011 Census)	95,88,910
Males	50,25,498
Females	45,63,412
Literacy Rate	88.48%
Sex Ratio	908 Females to 1000 males
Density	4,378 Person per sq km

Summary of the status report Bengaluru (u) dist. on MDMS 2012-13 is given below

No. of Institutions covered as on 31st Dec'12

Sl. No.	Stage	Govt. + L.B	Govt. Aided	AIE/EGS/Madarasa	NCLP	Total
1	Primary	689	42	54	17	802
2	Upper Primary	272	354	0	0	1081
Total		961	396	53	17	1883

Target for implementation of MDM in 2012-13

1	Numbers of Block to be covered	4
2	Numbers of Administrative Circle to be covered	4
3	Numbers of schools proposed to be covered (Primary)	802
4	Numbers of schools proposed to be covered (Upper Pry.)	1081
5	Total Numbers of schools proposed (Pry. + Upper Pry.)	1883
6	Total Numbers of Cook-cum-Helper Engaged	600
7	Total Numbers of NGOs Engaged	18

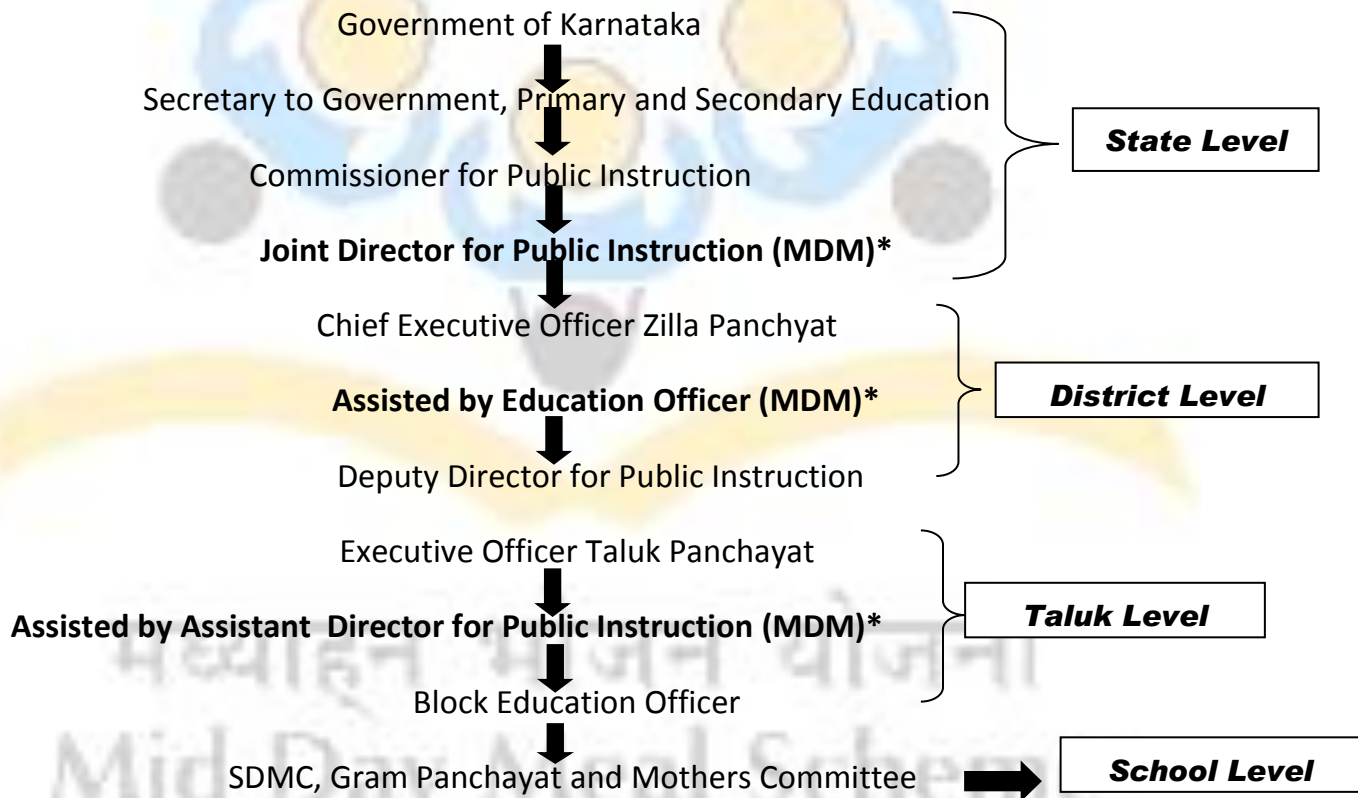
4. Chapter IV Methodology adopted:

The Mission visited 02 districts namely Bengaluru Urban & Chitradurga. Bengaluru Urban District was selected by the Central Government based on the Review of the functioning of centralized kitchen. State Government suggested selection of Chitradurga District based on Tribal domination District and all the schools have individual kitchen. The team also met various stake holders at school like students, teachers, parents and members of School Development & Management Committee (SDMC) and cook cum helpers for drawing conclusions.

Chapter V IMPLEMENTATION OF MDMS IN THE STATE

5.1 Implementing agencies in the State:

The Department of Rural Development & Panchayat Raj implements the MDM Programme in the State. The organization chart shown below indicates the implementation of the programme from State to School level:

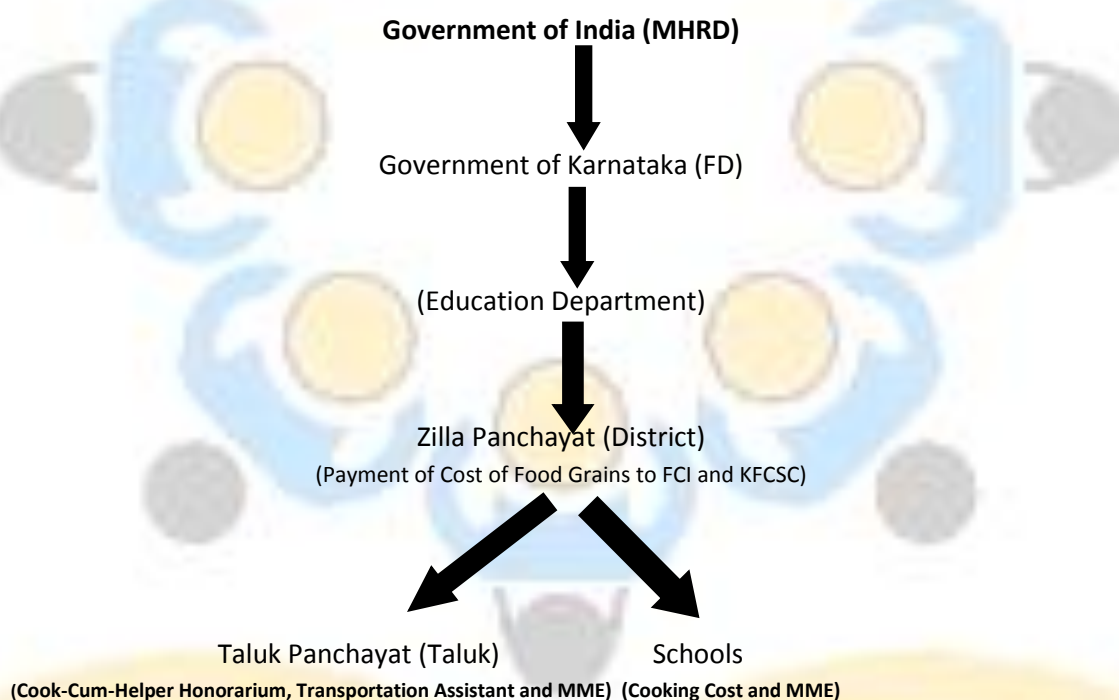


* Note: - Fully Dedicated Employees for MDM in the State.

5.2 Fund Flow Mechanism:

The Govt of India releases funds in three instalments to the states/ UTs. The first is Ad-hoc instalment (25%) which is issued without taking into consideration unspent balance of the previous year. The first instalment of 35% is released after obtaining the unutilized balance from the States and UTs. The 2nd instalment of 40% is released after taking into consideration the expenditure position of first two instalments release to state. The State Government after seeking credit confirmation from State Finance Department released funds to Mid Day Meal Department, Govt. of Karnataka. The funds thereafter flow from Education department to Zila panchayats.

The following fund flow chart indicates movement of funds from Central Govt. to the implementing agencies:



Details of the funds (Centre's Share) available with the state and releases to districts during 2012-13

Category (in Lakh)	Date of Funds received by the State from the GOI	Date of the funds received by the State	Date of Funds released by FD to ED	Gap (No of days) between funds receiving and releasing	Reason for Delay if any	Date of Funds released by Commission rate to Districts	Total Delay
Ad hoc Central Assistance							(Rs. In Lakhs)
General(12677.27)	12744.81 09-05-2012	12744.81 09-05-2012	0	0	0	21-05-2012	12 days
SC(42.05)							
ST (25.49)							
Total (12744.81)							

Non- Recurring Central Assistance						
Kitchen Sheds (8724 Units)	10194.52 30-03-2012	10194.52 30-03-2012	0		10194.52 12-09-2012	
	15051.10 11-09-2012	15051.10 11-09-2012	In Process			
Kitchen Devices (Replacement for 23018 and 7673 units)	1150.90 (06-02-2013)	1150.90 (06-02-2013)	In Process			
	383.65 (26-02-2013)	383.65 (26-02-2013)				
Kitchen Devices (New Sanction 12026 units)	601.30 (06-02-2013)	601.30 (06-02-2013)				

Details of the funds the balance of 1st Instalment (Centre's Share) released to the state during 2012-13

Components	Date of Funds received by the State from the GOI	Date of the funds received by the State	Date of Funds released by State to Commission rate	Gap (No of days) between funds receiving and releasing	Reason for Delay if any	Date of Funds released by Commission rate to Districts	Total Delay
Balance of 1st Instalment							
Rs. In Lakhs							
General (19319.94) SC (64.10) ST (38.85) Total (19422.89)	19422.89 24-07-2012	19422.89 24-07-2012			sufficient funds available in school level	04-7-2012	<i>No delay state is release the grants well in advance</i>

5.3 FOOD GRAINS MANAGEMENT

The food grain requirement is ascertained before the end of every financial year and communicated well in time to Government of India. Immediately after receiving the allocation from Government of India, districts are informed about their entitlement of food grains. Karnataka Food and Civil Supplies Corporation designated as the State Nodal transportation agency.

Rice is lifted from FCI Godown in the third week of every month and is stored in KSCFC godown at Taluk level. Dhal, Oil and Salt are procured by KFCSC and stored in the Godown.

Based on the indent placed, Rice along with Dhal, Oil, Salt supplied to school in the 1st week of the month at any point of time food grains available in the school is sufficient for 15 days.

Transporters are appointed by Chief Executive Officer, Zilla Panchayat to transport rice from KFCSC Godown to school separately.

Allocation is made on the basis of average number of students partaking mid day meal as on 30th September of previous year. Proper arrangements have been made to lift food grains on time and hence there will not be any shortage of food grains. Rice is lifted from Food Corporation of India based on the release order of the Deputy Commissioner of the district and stored at Karnataka Food Civil Supplies Corporation godowns at taluk level. Chief executive officers of zilla panchayat lift food grains through contractors from taluk KFCSC godowns to school level. Food grains are lifted and supplied to schools one month well in advance.

Food grain flow chart



Food Grain Flow at State Level

Components	Date of Allocation released by the Centre to the State	Date of food grains released by the state to District	Gap (No of days) between food grains receiving and releasing	Reason for delay if any
Food grains	16.02-2012 29-08-2012	18.04.2012 1 st & 2 nd Qtr 12-09-2012 3 rd Qtr 13.12.2012 4 th Qtr	60 days of delay for 1 st Qtr	Sufficient/Buffer stock was available at schools.

Food Grain Flow at District Level (Chitradurga District)

Components	Date of Allocation released by the State to the District	Date of food grains released by the District to blocks	Gap (No of days) between food grains receiving and releasing	Reason for delay if any
Food grains	18.04.2012	21-05-2012	34	Due to Delay in allocation form State Office and Sufficient/ Buffer stock was available at schools
	12-09-2012	04-10-2012	23	Advance allotment
	13.12.2012	30-12-2012	0	Advance allotment

Food Grain Flow at District Level (Bengaluru Urban District)

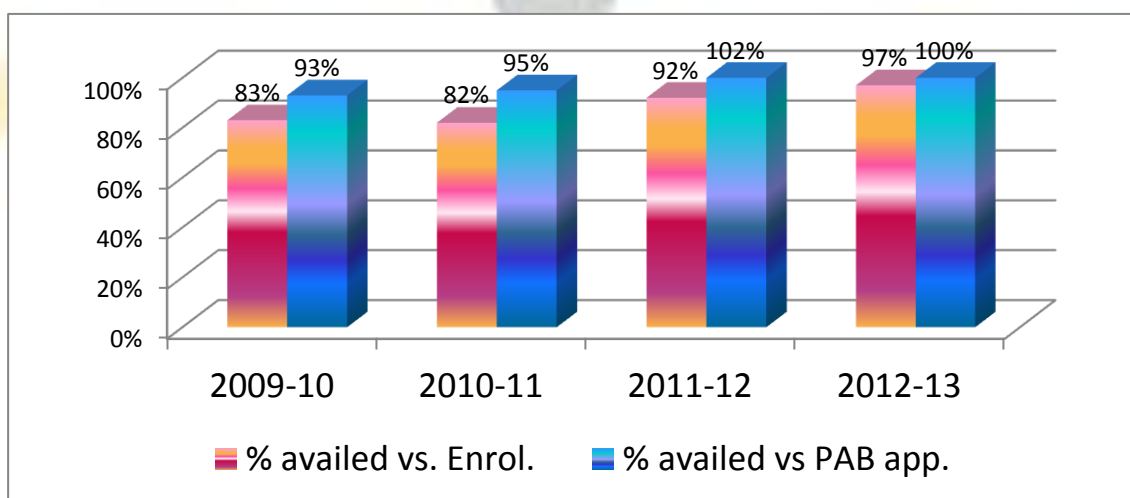
Components	Date of Allocation released by the State to the District	Date of food grains released by the District to blocks	Gap (No of days) between food grains receiving and releasing	Reason for delay if any
Food grains	18.04.2012	28-4-2012	10	Due to Delay in allocation form State Office and Sufficient/ Buffer stock was available at schools.
	12-09-2012	25-9-2012	In time	-
	13.12.2012	21-12-2012	In time	-

5.4 Physical and Financial Performance of the Scheme

5.4.1 Coverage under Primary:

During the last three years (2009-10 to 2012-13) coverage of the children under MDMS against the enrolment is satisfactory. It is observed that the coverage of the primary children during 2011-12 on higher side. However, there is decreasing trend in the coverage of children during 2009-10 (96%), 2010-11(95%) and 2012-13 (100%) against PAB approval.

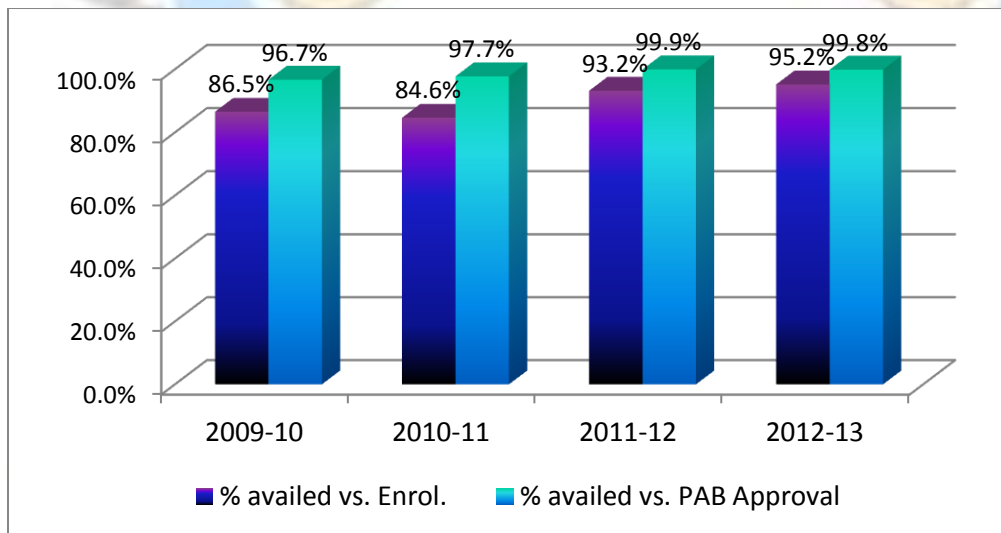
Year	Enrolment	PAB approval	Avg. availed MDM	% availed vs. Enrol.	% availed vs PAB app.
2009-10	4029253	3626037	3498602	83%	93%
2010-11	4008796	3462488	3292284	82%	95%
2011-12	3658212	3300000	3354532	92%	102%
2012-13	3529508	3409164	3425343	97%	100%



5.4.2 Coverage under Upper Primary

During the last three years (2009-10 to 2011-12) performance of the State Govt. in covering children under MDMS is in increasing order. In 2009-10 the coverage is 96.7% and it is increased to 99.9% (2011-12) against the children approved by PAB during 2011-12. Similarly the coverage against enrolment has decreased during the year 2009-10 (86.5%), 2010-11 (84.6%). However during 2011-12 and 2012-13 the coverage against enrolment was slightly improved from 93.2% and 95.2% respectively.

Year	Enrolment	PAB approval	Avg. availed MDM	% availed vs. Enrol.	% availed vs. PAB Approval
2009-10	2316360	2073136	2004333	86.5%	96.7%
2010-11	2274289	1969053	1924686	84.6%	97.7%
2011-12	2145220	2000000	1998966	93.2%	99.9%
2012-13	2097991	2000000	1996968	95.2%	99.8%



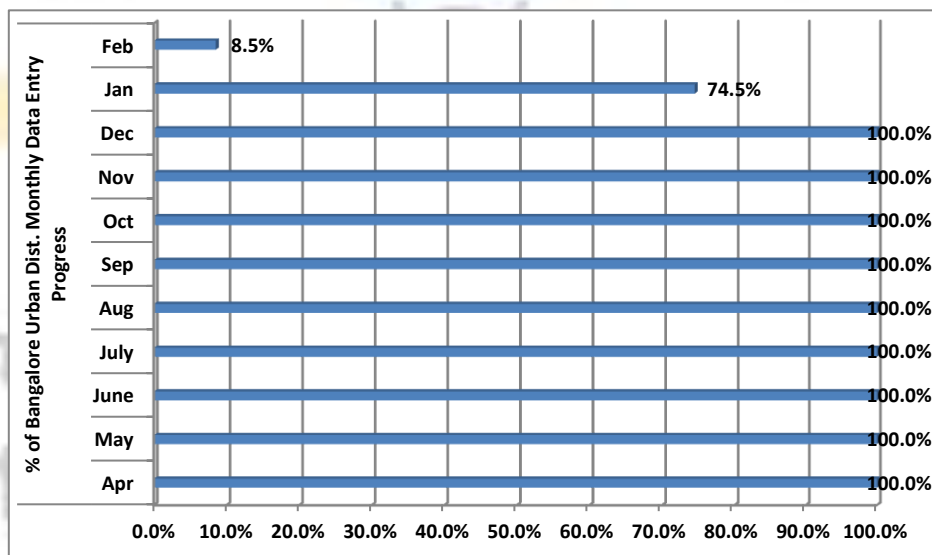
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5.4.3 Management Information System (MIS) Data Entry.

Annual and Monthly Data Entry Status Report of Bengaluru Urban:

The annual data entry has been completed for 100% of the schools. In all the blocks of Bengaluru (U) the monthly data entry is 100% complete till December 2012. For the month of January 2013 the entry completed is 74% and for the month of February 9% completed. *source* www.trgmddm.nic.in (accessed on 03.03.2013)

Sl. No.	Name of the Blocks	Total School	% Of Bengaluru Urban School Monthly Data Entry Status Report as on 03-03-2013 from Apr-12 to Feb-13											
			Apr-12	May-12	Jun-12	Jul-12	Aug-12	Sep-12	Oct-12	Nov-12	Dec-12	Jan-13	Feb-13	
1	NORTH1	244	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	96%	3%
2	NORTH2	141	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	99%	0%
3	NORTH3	184	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	96%	38%
4	NORTH4	294	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	47%	0%
5	ANEKAL	307	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	63%	22%
6	SOUTH1	337	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	40%	5%
7	SOUTH2	213	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	95%	0%
8	SOUTH3	223	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	74%	12%
9	SOUTH4	255	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	99%	0%
Total		2198	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	74%	9%

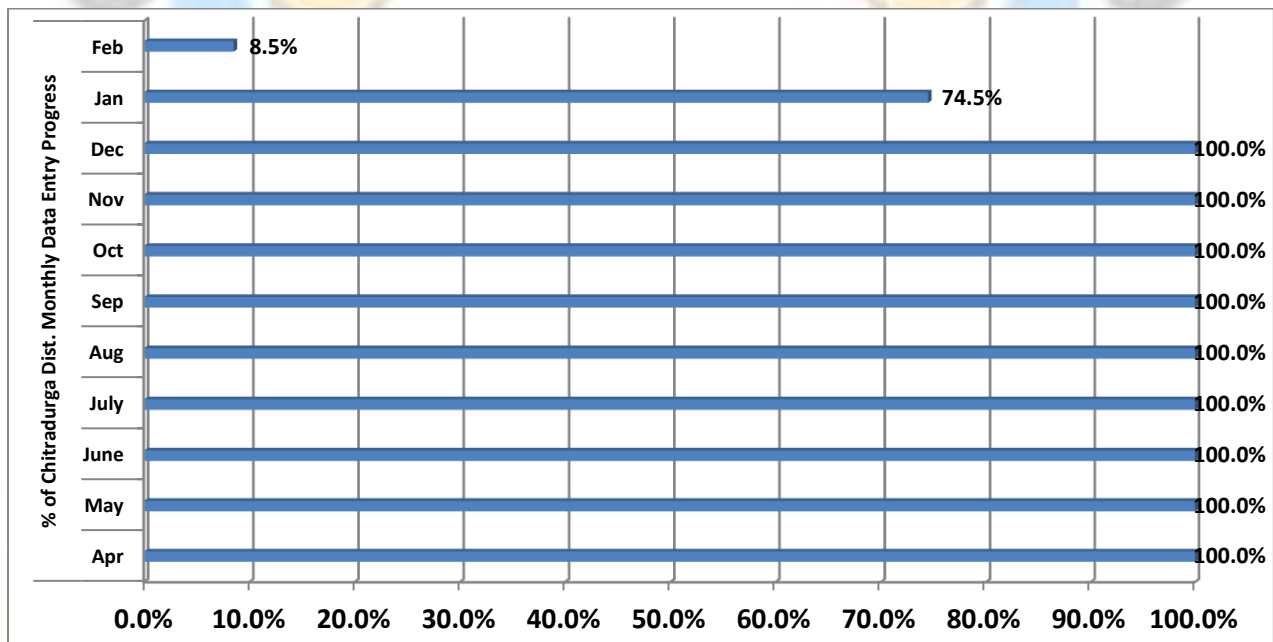


From Apr-12 to Feb-13

Annual and Monthly Data Entry Status Report of Chitradurga:

The annual data entry has been completed for 100% of the schools. In all the blocks of Chitradurga the monthly data entry is 100% complete till December 2012. For the month of January 2013 the entry completed is 81% and for the month of February 1% completed. Data source www.trgmdm.nic.in (accessed on 03.03.2013)

Sl. No.	Name of the Taluk	Total School	% of Chitradurga School Monthly Data Entry Status Report as on 03-03-2013 from Apr-12 to Feb-13										
			Apr-12	May-12	Jun-12	Jul-12	Aug-12	Sep-12	Oct-12	Nov-12	Dec-12	Jan-13	Feb-13
1	CHALLAKERE	437	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	3%
2	CHITRADURGA	412	100%	100%	100%	100%	100%	100%	100%	100%	100%	65%	0%
3	HIRIYUR	383	100%	100%	100%	100%	100%	100%	100%	100%	100%	81%	0%
4	HOLALKERE	277	100%	100%	100%	100%	100%	100%	100%	100%	100%	37%	0%
5	HOSADURGA	370	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	0%
6	MOLAKALMUR	166	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	0%
Total		2045	100%	100%	100%	100%	100%	100%	100%	100%	100%	81%	1%



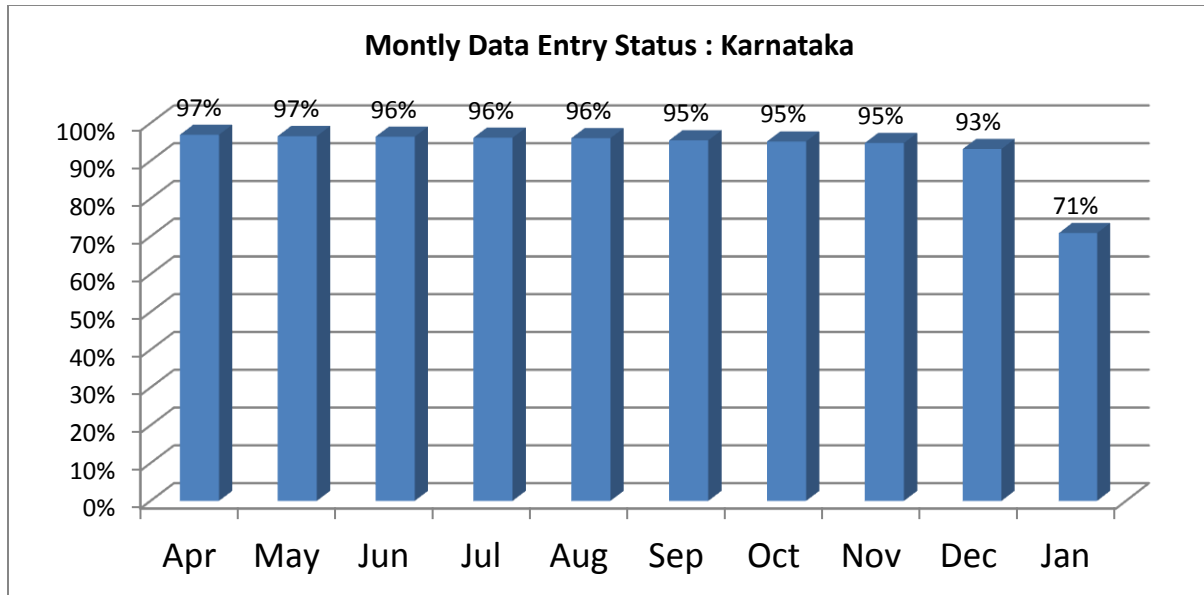
From Apr-12 to Feb-13

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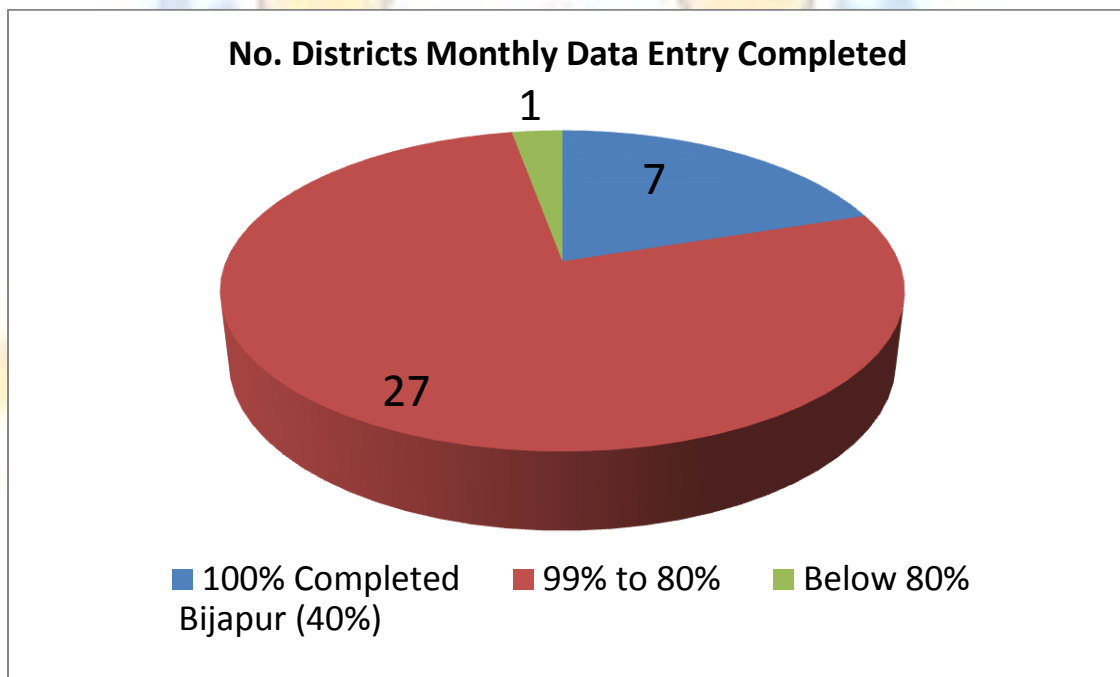
Annual Data entry Status: Karnataka:

It is appreciable to mention that out of 52760 no. of schools Annual Data entry in MIS Web Portal has been completed 100%. Data source www.trgmdm.nic.in (accessed on 03.03.2013)

Karnataka State School Annual Data Entry Status as on 03-03-2013					
Sl. No	District Name	Total School	Data Entry Completed	Pending School	%
1	BAGALKOT	1611	1611	0	100%
2	BENGALURU NORTH	863	863	0	100%
3	BENGALURU RURAL	1158	1158	0	100%
4	BENGALURU SOUTH	1335	1335	0	100%
5	BELGAUM	1736	1736	0	100%
6	BELLARY	1596	1596	0	100%
7	BIDAR	1520	1520	0	100%
8	BIJAPUR	2148	2148	0	100%
9	CHAMARAJANAGARA	914	914	0	100%
10	CHIKKABALLAPURA	1726	1726	0	100%
11	CHIKKAMANGALORE	1677	1677	0	100%
12	CHIKKODI	2213	2213	0	100%
13	CHITRADURGA	2045	2045	0	100%
14	DAKSHINA KANNADA	1412	1412	0	100%
15	DAVANAGERE	1821	1821	0	100%
16	DHARWAD	1074	1074	0	100%
17	GADAG	858	858	0	100%
18	GULBARGA	1951	1951	0	100%
19	HASSAN	2755	2755	0	100%
20	HAVERI	1266	1266	0	100%
21	KODAGU	504	504	0	100%
22	KOLAR	1934	1934	0	100%
23	KOPPAL	1017	1017	0	100%
24	MADHUGIRI	1311	1311	0	100%
25	MANDYA	2007	2007	0	100%
26	MYSORE	2301	2301	0	100%
27	RAICHUR	1727	1727	0	100%
28	RAMANAGARA	1513	1513	0	100%
29	SHIMOGA	2245	2245	0	100%
30	TUMKUR	2206	2206	0	100%
31	UDUPI	1005	1005	0	100%
32	UTTARA KANNADA	1110	1110	0	100%
33	UTTARA KANNADA SIRSI	1252	1252	0	100%
34	YADAGIRI	949	949	0	100%
Total		52760	52760	0	100%

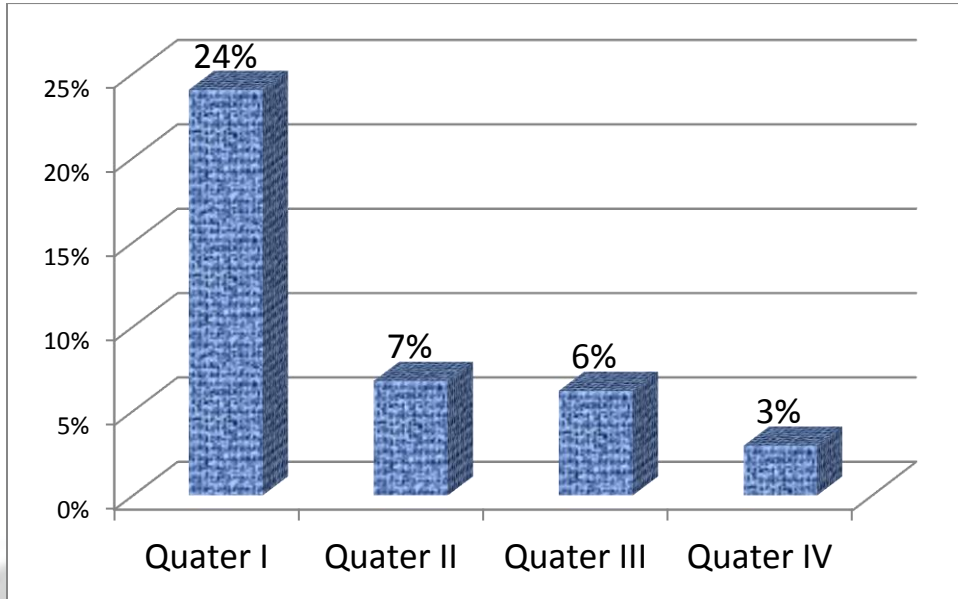


At the state level Monthly data entry has been completed to the extent of 95% all most in all the Districts up to month of December 2012. In January it is 70% and February 2013 it is 2.9% complete. Data source www.trgm dm.nic.in (accessed on 03.03.2013)



Mid Day Meal Scheme

Health Data Entry Status:



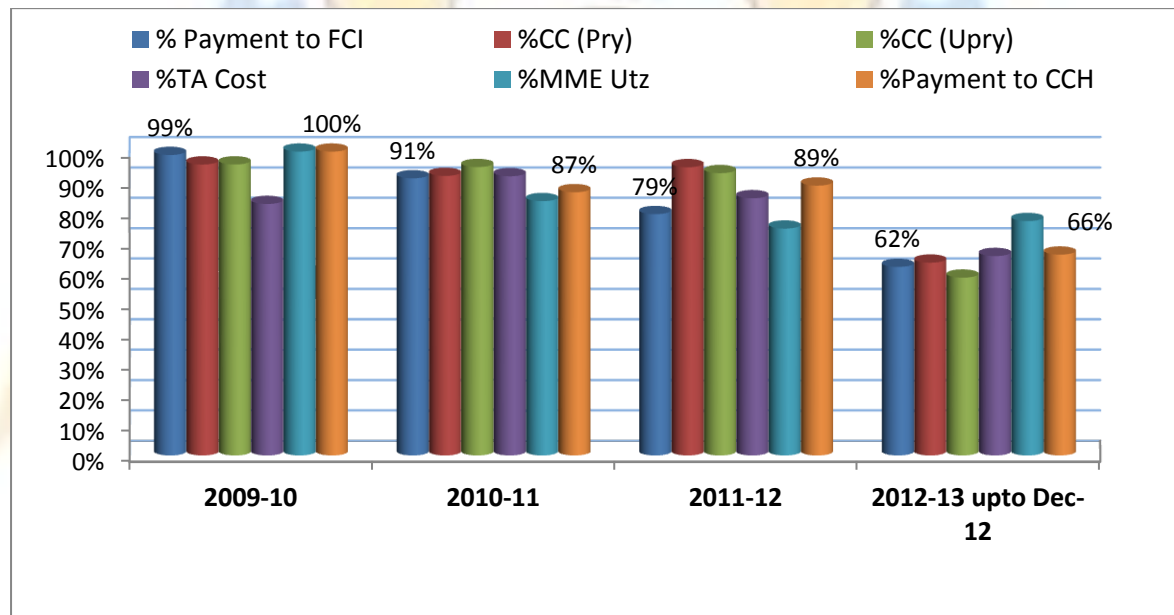
State has to monitor health data entry on MIS web portal. Above graphs depicts that during the first quarter 2012-13 only 24% which came down to 7%, 6% and 3% during 2nd, 3rd and 4th Qtr respectively which is very slow progress as compared to the Annual and Monthly data entry status.

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Mid Day Meal Scheme

Details of Availability of funds and Expenditure against Central Assistance

(Rs. In Lakhs)

Year	2009-10			2010-11			2011-12			2012-13 up to 3 rd Quarter		
Component	Avail. of Funds	Exp.	% Exp	Avail. of Funds	Exp.	% Exp	Avail. of Funds	Exp.	% Exp	Avail. of Funds	Exp.	% Exp
Cost of FG Payment to FCI (Pry.)&(U.Pry.)	7514.45	7432.67	99%	7682.17	7007.67	91%	7621.74	6055.16	79%	9193.44	5705.58	62%
Cooking Cost (Pry.)	11619.98	11127.97	96%	14895.29	13704.68	92%	22395.69	21249.30	95%	26942.38	17098.14	63%
Cooking Cost(U.Pry.)	9403.74	9007.74	96%	12686.39	12043.65	95%	20177.80	18749.99	93%	23861.25	13966.97	59%
Transportation Cost	967.98	801.39	83%	830.41	763.14	92%	1105.46	936.00	85%	1016.26	667.15	66%
MME	555.69	555.69	100%	675.06	565.06	84%	899.60	671.80	75%	1023.43	789.67	77%
Honorarium to cook-cum-helpers	2926.92	2926.92	100%	8598.98	7450.34	87%	12031.09	10686.78	89%	11466.11	7581.49	66%



5.5 Component wise Details of Availability and Expenditure of funds against Central Assistance

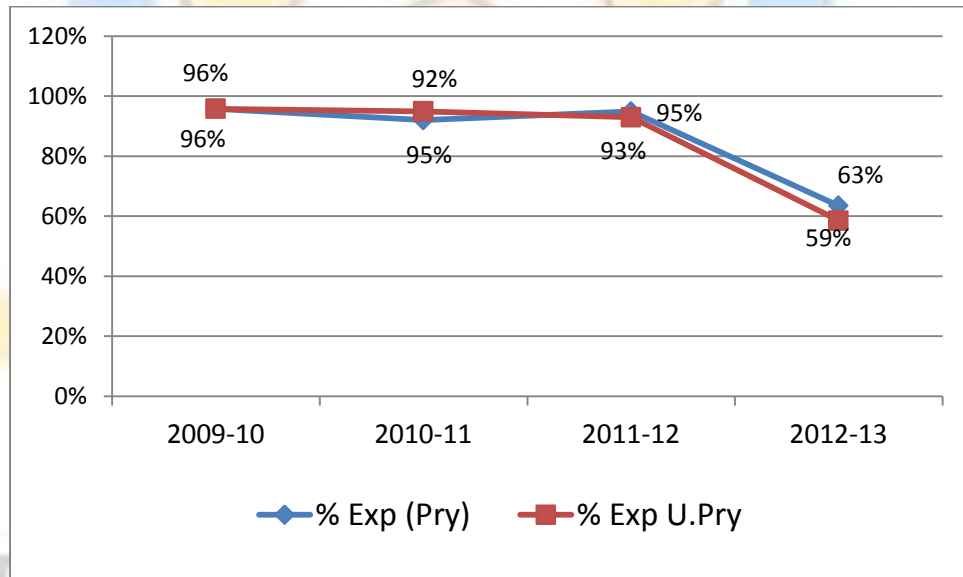
5.5.1 **Utilisation of Cooking Cost (Primary and Upper Primary)**

It has been observed that the utilization of cooking cost by the state is in decreasing trends since 2009-10 to 2012-13 (upto December) both in Primary and Upper Primary level. The State has utilized 96% (2009-10), 92% (2010-11), 95% (2011-12) and 63% (2012-13 upto December) at the Primary Level. Similarly in Upper Primary level utilization of cooking has shown 96% (2009-10), 95% (2010-11), 93% (2011-12) and 59% upto December, 2012.

(Rs in lakh)

Year	2009-10		2010-11		2011-12		2012-13 upto 3 rd Qtr	
	Avail. of Funds	Exp.	Avail. of Funds	Exp.	Avail. of Funds	Exp.	Avail. of Funds	Exp.
Cooking Cost (Pry.)	11619.98	11127.97	14895.29	13704.68	22395.69	21249.3	26942.38	17098.14
Cooking Cost (U.Pry.)	9403.74	9007.74	12686.39	12043.65	20177.8	18749.99	23861.25	13966.97

% Utilisation of Cooking cost (Pry and U. Pry)

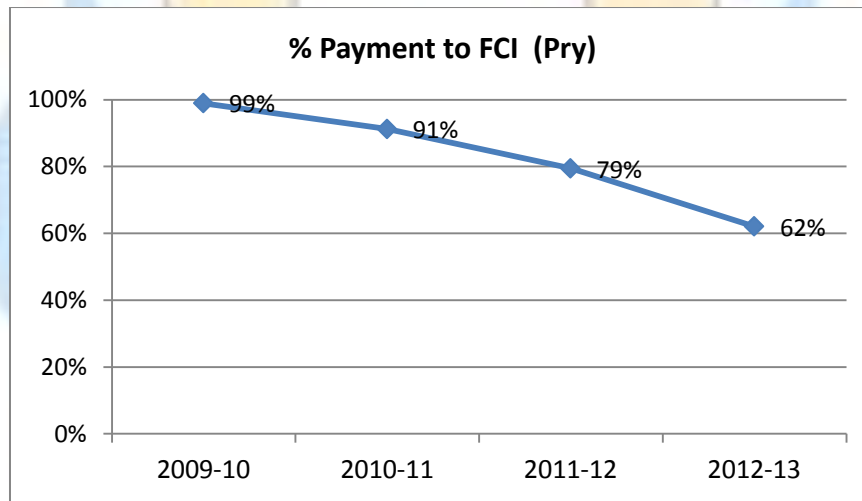


Mid Day Meal Scheme

5.5.2 Payment to FCI

The payment to FCI is also one of the major areas of concerned. State Govt. should be ensured to make the payment to FCI in timely manner.

Cost of Food Grains Payment to FCI (Pry.) & (U.Pry.)							
Year							
2009-10		2010-11		2011-12		2012-13 upto 3 rd Qtr	
Avail. of Funds	Exp.	Avail. of Funds	Exp.	Avail. of Funds	Exp.	Avail. of Funds	Exp.
7514.45	7432.67	7682.17	7007.67	7621.74	6055.16	9193.44	5705.58



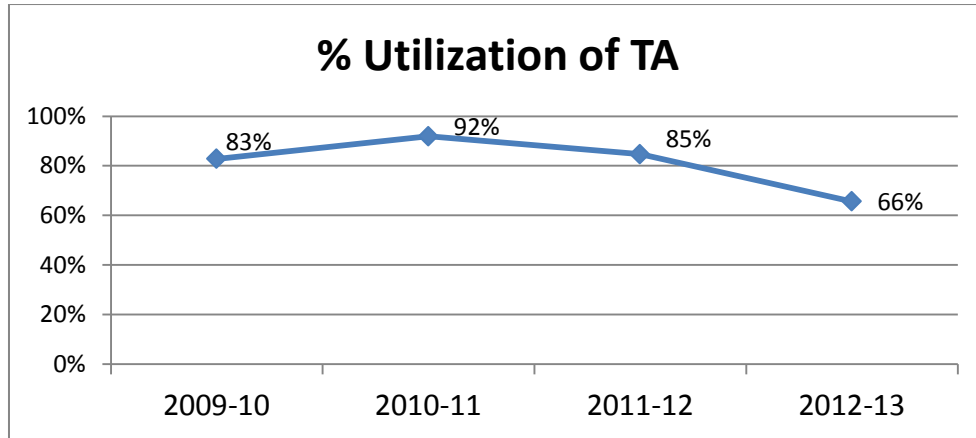
The above graph depicts that the payment to FCI is on the decreasing trend during 2009-10 to 2012-13 (upto Dec-2012). State Govt. had made 99% payment to FCI during 2009-10 which is good sign. However, from 2010-11 to 2012-13 State Govt. Made the payment to FCI 91% in 2010-11, 79% in 2011-12 and 62% upto December, 2012.

5.5.3 Utilisation of Transportation Assistance

The data on utilization of Transportation Assistance reveals that the State has utilized 83% during 2009-10, whereas in 2010-11, State had utilized 92%. Utilisation of TA slowly came down from 85% in 2011-12 to 66% till December-2012.

(Rs.in lakh)

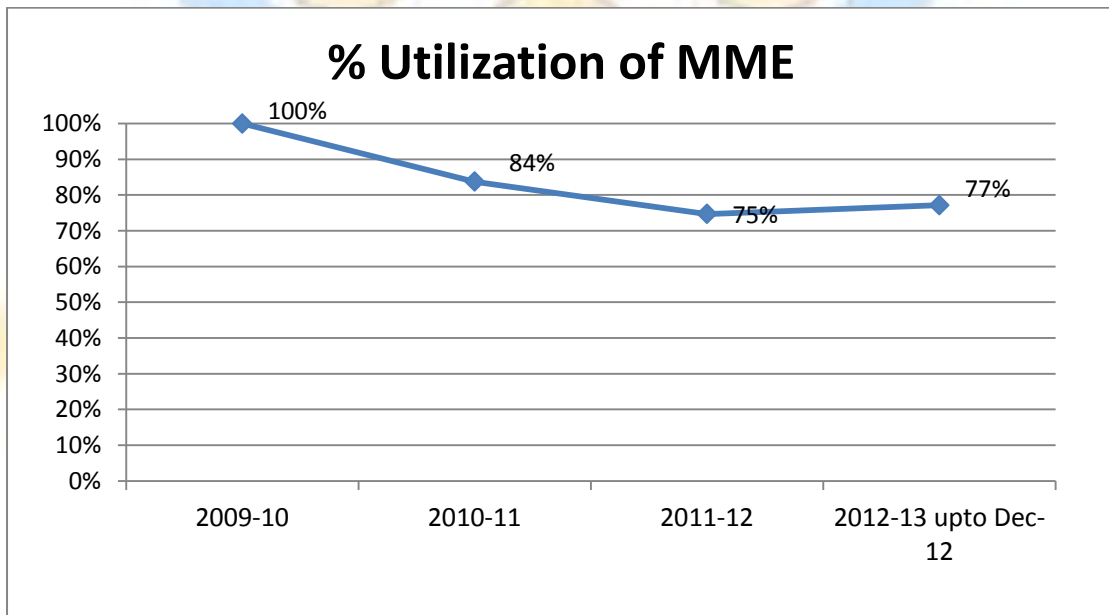
Transportation Cost							
Year							
2009-10		2010-11		2011-12		2012-13 upto 3 rd Qtr	
Avail. of Funds	Exp.	Avail. of Funds	Exp.	Avail. of Funds	Exp.	Avail. of Funds	Exp.
967.98	801.39	830.41	763.14	1105.46	936	1016.26	667.15



5.5.4 Utilisation of Management Monitoring and Evaluation (MME)

(Rs. in lakh)

MME							
Year							
2009-10		2010-11		2011-12		2012-13 upto 3 rd Qtr	
Avail. of Funds	Exp.	Avail. of Funds	Exp.	Avail. of Funds	Exp.	Avail. of Funds	Exp.
555.69	555.69	675.06	565.06	899.6	671.8	1023.43	789.67

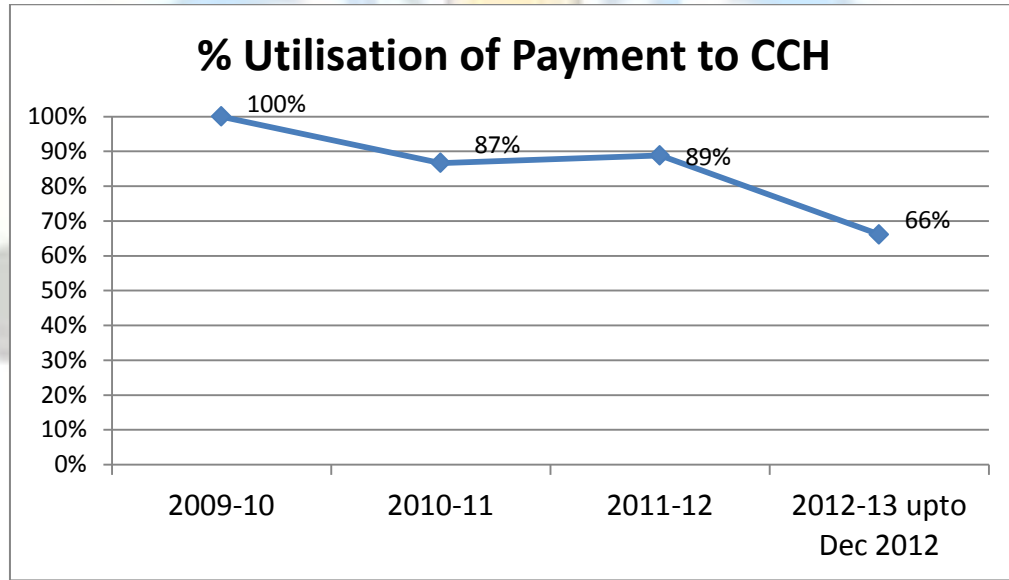


For the smooth implementation of the MDMS, State Govt. should use 1.8% MME allocation of the funds. MME is a very important component and its proper and complete utilization indicates towards the health of the scheme in State. There was 100% utilisation of MME grant by the State Govt. during 2009-10. However, the utilization was quite low during 2010-11 (84%) ,2011-12 (75%) and it rose slightly higher utilisation upto December, 2012 (77%).

5.5.5 Honorarium to cook-cum-helpers:-

(Rs. In Lakhs)

Honorarium to cook-cum-helpers							
Year							
2009-10		2010-11		2011-12		2012-13 upto 3 rd Qtr	
Avail. of Funds	Exp.	Avail. of Funds	Exp.	Avail. of Funds	Exp.	Avail. of Funds	Exp.
2926.92	2926.92	8598.98	7450.34	12031.09	10686.78	11466.11	7581.49



MDM Scheme has given opportunity for upliftment of women of marginalized community. State Govt. has engaged 1,03,873 cook cum helpers at schools for preparation of hot meals at school levels. During the year 2009-10 State Govt. utilized 100% funds for payment of honorarium to cook cum helpers. However, during 2010-11 expenditure against allocation was only 87% and slightly increased in 2011-12 (89%) and 66% upto Dec-2012.

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Mid Day Meal Scheme

6. Chapter VI Centralized kitchen

The apparent observations made in regard to the centralised kitchen are on the basis of the brief visits to four centralised kitchens and interactions with the concerned officials there. This should not be misconstrued as definitive certification on the structure and performance of the NGOs involved in MDMS. The whole report needs to be seen in the same perspective.

6.1 Akshaya Patra:

From the visit to the centralised kitchen at Akshaya Patra at the Iskcon Temple premises, Rajajinagar, Bengaluru and the discussions held with Sh.Vinay N. Kumar, General Manager-Operations at Akshya Patra (Bengaluru and Bellary. Concern of the Mission certain issues and response of the General Manager is given below:-

6.1.1. Locking & sealing of vessels: The Mission observed that currently the vessels in which the food is served to the schools are not locked/ sealed. Hence there are inherent risks of food getting tampered with intentionally or unintentionally in the current system. In response the Akshya Patra told that they are considering the locking/ sealing mechanism for vessels with systems like one time locks/ seals. This will strengthen food safety system and thereby provide assurance to the schools about the same. Akshaya Patra shall be implementing this solution in the upcoming academic year, and intimate the govt. when this is done.

6.1.2. Care of food after delivery: It was observed that currently the vessels are delivered by Akshaya Patra to a designated place at the schools; there are instances where the food has not been kept safe and under supervision till the time of consumption at the school. This is not a good practice from a food safety perspective.

Akshya Patra acknowledges the fact that they are delivering the food to the designated place at the schools. They told the Mission that technically, the responsibility of Akshaya Patra ends with the delivery of the food at the designated schools; the responsibility thereafter shifts to the school management, whose responsibility is to ensure that the food is kept safe till the food is served to the children. However, since they have also observed instances like of food being kept in an unsafe way at the schools, they have been advising and educating the school officials on best practices in food storage and serving at all possible opportunities. Akshya Patra is also planning to affix a poster at the school detailing the do's and dont's in English and regional language.

There has been a recent circular from the state government of Karnataka asking NGO's to appoint mid-day meal helpers at the schools where NGO's are serving. A mid-day meal helper at the school will certainly help to keep the food safe, as well as help to serve the children. However, they have a few legal concerns in implementing this circular and have communicated this to the Commissioner's office and are awaiting a reply.

Recently, Akshaya Patra has also launched a social audit program on a pilot basis by partnering with the volunteers of an independent non-profit organization – Dignity Foundation in Bengaluru. Under this volunteer ship, the volunteers go to the schools in their residing/ working locality where Akshaya Patra is serving the food; they oversee the safekeeping, serving of food, washing of plates, drinking water etc and report back to them in case there are any discrepancies or opportunities for improvement. The State Government has been request letter for allowing this arrangement.

6.1.3 Usage of logo of mid-day meal by Akshaya Patra: The mission has observed



that while the **logo of mid-day meal** is used in all the communication and branding materials of Akshaya Patra, it has to be displayed more significantly and of

bigger size than Akshaya Patra logo. They also need to educate the schools and teachers that the food being served in the school is under the aegis of the Government of India program of Mid-Day Meal and not by Akshaya Patra.

They appreciated the concern and assured that they shall do the necessary changes in their branding and communication material henceforth. They have always been stating that this program is being done under the aegis of the mid-day meal program of the Government of India; and shall make necessary efforts to propagate the same further.

6.1.4 Funds raised by Akshaya Patra: The team observed that Akshaya Patra Foundation is raising funds through donations for implementation of Mid-day meal. As per the calculations provided by Akshaya Patra the average cost of each meal is Rs. 6.03 while the average cost provided by the state Government is Rs. 4.14, hence Akshaya Patra needs to raise Rs. 1.89 to cover the costs for each meal. The team despite requesting for records on the donations received for Mid-day Meals was not provided with the relevant information.

6.1.5 Record at School Level: No record of mid-day meal supplied by NGO is maintained at schools. The team observed that the schools being supplied with mid-day meals do not have any records of the quantum of mid-day meals received by them from Akshaya Patra. Each school should maintain a MDM register for this purpose.

6.1.6 Time gap between cooking and consumption: The team was informed during its visit to the centralised kitchen that the mid-day meals was prepared from 5.00 a.m. and immediately packed into cans and loaded onto the vans to be supplied to the schools. This process of continuous preparation and packing continues until about 8.30 a.m. The team observes that this results in food being consumed by the children in the schools after a considerable amount of time, which is not advisable.

6.1.7 Variety of mid-day meals: The team learnt from the teachers and children that the food supplied by Akshaya Patra was considered a bit monotonous. There should be variable menu for each day of the week.

6.1.8 Treatment of the used gunny bags: It is learnt from the Akshaya Patra Foundation that they sell off their used gunny bags totalling about 20000 bags per month earning about Rs 1.6 lakhs which is retained by them contrary to the practice they have in Dharwad where, the amount earned from the sale of gunny bags is deducted by the Zilla Panchayat authorities while releasing the amount. The Dharwad practice must be replicated here too.

6.1.9 MDMS Records: The Team was informed that the centralised kitchen prepares meals for other schemes also other than MDMS including Mid-Day Meal for BBMP schools, senior citizens, Beggars Colony and for private schools. Despite this, the Foundation does not maintain separate stocks, records, account maintenance in regard to MDMS.

6.1.10 Feedback mechanism of Akshaya Patra: The team desired Akshaya Patra to share the feedback and complaint handling mechanism that is being followed by them. In response the representative of Akshaya Patra informed that they follow a comprehensive feedback and complaint handling mechanism. All the schools that they reach out have been given feedback and complaint forms which can be filled out by the school and sent to them. The schools can also reach them through the zonal supervisors who are appointed for every 80-100 schools. The schools can also give their written feedback to the delivery team which goes to the school every school day. The telephone numbers of all the distribution in charge, kitchen managers etc have also been shared with the schools. All complaints received by the school are taken very seriously at their kitchens. They also do a root cause analysis

for each complaint and document the corrective and preventive action taken/ to be taken and get the same acknowledged by the school after implementation of the same. They will be taking efforts to create awareness amongst teachers about the toll free number for complaint handling.

Akshaya Patra also gave the following suggestions. Some of them are sure to go a long way in addressing some the gaps in the Government/NGO partnership in the MDM scheme:

1. There is a great need to have a comprehensive set of operational guidelines for NGOs. These should include guidelines on setting up kitchens, centralized or otherwise, subsidy structures, including capital expenditure and distribution costs, parameters to measure quality and efficiency, monitoring and evaluating mechanisms, meal preparation and delivery and usage of logo. They are willing to prepare draft guidelines and share it with Govt. and other stakeholders.
2. They repeatedly face problems with regard to the inconsistent quality of rice across India. Some batches of rice we receive become lumpy when cooked and children often complain about this. There should be some mechanism whereby we receive good quality rice from FCI i.e. at least one year old and stored in good condition.
3. Akshaya Patra often faces delays in receiving the cash subsidy due to them. This leads to a strained cash flow situation in the organization. Therefore, there should be a system of money being disbursed one month in advance. A circular is also issued by the Karnataka Government to this effect.
4. Regular, periodic consultations between NGOs and the Government (at least four times a year) must be held in order for all stakeholders to discuss concerns and areas for improvement and enable quick action. These must be held by rotation in NGO operational areas. Frequent interaction will foster a greater spirit of partnership.

6.2 Adanya Chetana

A NGO started in June 2003 has been supplying food to 320 schools covering 52,000 children every day. The centralized kitchen has direct access from main road. Their kitchen is located in a spacious 100*80 sqft area. They have an adequate space for receiving and storing of the food grains. Storing of rice has separate place and cereals and pulses have separate space. They have separate space for receiving vegetables and storing oil and spices. All the raw materials are kept in hygienic conditions. Except rice all other raw items are kept on the raised platforms. Their main source of water is tap. In addition to that they have natural gift of water flow

into their campus from a stream which is clean teste and is being used for peripheral activities.

All their water storing utensils are covered properly. All food items are washed before preparation. The mission visited on the 1st march 2013 and found that the rice and sambar was cooked and sent to all the schools. This NGO has the distinction of using bio mass brickets and pallets for cooking rice and sambar. They use LPG to the minimum. As soon as the food is prepared, it is packed immediately covering the container with a seal so as to ensure that the food intended to be opened only by the school. This has the potential of ensuring that there is no pilferage or contamination of any sort in between. Schools are also instructed to reject a supply if the seal is tampered. The storage of cooked food is healthy. The food is stored in 304 food grade stainless steel drums. It is reported both by the organization and the schools that there are very few cases where the food may be left over. In such cases schools are instructed to provide the food to children at the end of the schooling hour so as to ensure that the food is not wasted. This is happening as seen in schools.

As regards dish washing issues, they are done with the help of scrubber, detergent, cold water, hot water and steam sterilization. The entire NGO comprises. 126 employees with 2 kitchen in charge, 2 store in charge, 3 purchase in charge, 2 head cooks, 38 cooks, 35 helpers for serving at the school level, 15 handlers and distributors, 15 cleaner and sweepers, 8 general staff and 6 office staff. Thus it has a good number of man powers in place who are brisk and energetic.

It was heartening to see that the food handler were wearing clean uniforms, wearing head gears were neat and clean apparently. On asking what happens to those workers in case of health problems, it was learnt that they would be given leave and would not be asked to work till they get well. As regards the ambience, the entire area was neat and clean and it is free from garbage. They have toilet facility for workers also. **It is to be highlighted that kitchen is a zero garbage kitchen.**

As regards the food transportation, it is done with the help of 27 vans. This NGO is very particular about procuring different raw materials from different parts of the country. They are quality conscious and they have their own quality assurance mechanisms in place. They follow the menu chart. Over and above the menu chart, they also supply curds and sweets on special occasions on the request/demand of different individual schools. This was also verified by the mission when it visited different schools. They are also flexible in changing the menu on the request of the school. Interestingly they also supply Kannada news papers to schools regularly.

6.3 Sri Sai Mandali Trust

The team visited the Centralized kitchen in Bengaluru Urban operated by Sri Sai Mandali Trust. The team asked about the total number of children under MDM. The Trust informed the Team initially told that a total of 4923 children are being fed MDM daily. When the Team sought for the bifurcation between Primary and Upper primary children, they informed that 699 are primary and 3798 are upper primary children. If these figures are added then the total number of children covered comes to 4497. The Trust could not give the exact number of beneficiaries. They are following the prescribed menu from Monday to Saturday for all 44 schools in Bengaluru. During the visit the place of cooking, equipment's, storage of grains, chopping of vegetables, quantity measurement for daily use and waste disposal was reviewed. Following are the highlights:-

- There is a good variety of menu.
- It was rice and sambar on the day of the visit. Acceptability of the food was good. Interactions with children revealed that they like *Chitranna* (lemon/tamarind rice) and biryani the most and *bisebele bath* the least.
- In some places there were plates and children are served in the plates and they are donated. Whereas in other places children brought Tiffin boxes and collect food in them. Some Tiffin brought by children look too small and not sufficient for a meal portion. It was also reported that children get food from home which they have as one meal and they will have some portion from MDM also.
- The salt used by the NGOs seem to be iodised salt while it is reported that state supplied salt for the MDM prepared in the schools is double fortified salt.
- It was observed that rice and pulses are stored in containers neatly. Vegetables being procured twice in a week and spread on gunny bags in the open air and oil in the tins. However, condiments and spices are left in the polythene covers which are opened and partially used.
- NGO has two kitchens for supplying food to 44 Schools but the distance covered is about 25 kms or more by each one.
- The cans in which rice is served did not have tight lids; whereas sambar was supplied to all schools in tight lid steel cans. But in all cases there was no seal or lock to the food cans.
- In some schools teachers receive food, taste the food and record comments in **Ruchi** register. Whereas in others this is not practiced.
- This NGO seems to be organising health checkups on annual basis with more frequent follow up of children with serious ailments and maintaining case records of every individual child.
- Primary schools have stock of paediatric IFA tablet which is given on alternate days, Vitamin A tablets and albendazol tablets given twice a year in 6 monthly

intervals. However, in high schools or upper primary school there are no stocks of IFA tablets.

- Even in the urban areas involvement of SMCs or Parents could be improved in order to improve variety, make it more nutritious by contributions in kind and discourage getting food from home.
- Though the main objective of MDM is reduction of hunger in children in order to improve concentration in studies and retain in schools for longer hours, as the state is having high levels of under-nutrition and anaemia levels are increasing in all age groups, it would be a good idea to improve the nutritional quality of the food specially of micronutrients for better learning capacities & school performance and also to address the nutrition and health status of future generations. For this, state may consider making standard norms with regard to usage of double fortified salt even in the case of NGOs. IFA supplementation of children and adolescents as per National guidelines linked to MDM and rationalization of minimum quantities of ration is to be given to each child. It may be considered to have standard size spoons or scoops for serving. Supply food cans should be handed over to teachers in seal to avoid misuses/irregularities/dilutions and so on.
- Schools may have Assistants to help in serving and cleaning utensils which is currently observed to be done by teachers and children themselves. State may also consider supplying standard size plates to all schools to ensure uniformity.
- Accreditation and Social audit systems could be developed for internal assessment and for improving quality through community engagement. Similarly third party assessment/evaluation and concurrent evaluation mechanisms could be built in to programme framework.
- The trust has one kitchen in-charge-cum-store in-charge (Payment-Rs.8000/-per month), one purchase in-charge (Payment-Rs.6000/-per month), one chief cook (Payment-Rs.8000/-per month) and 3 other cooks(Payment-Rs.6000/-per month) , 3 people as helpers has been hired from outside (Payment-Rs.5000/-per month each), 3 people engaged in MDM in the schools for distributing (Payment-Rs.5000/-per month) and 5 people are engaged as sweepers and cleaners (Payment-Rs.5000/-per month). The trust has 4 Vans – two at each centralized kitchens.
- The food storage was scattered in 1 to 3 places. The food grains especially dal, oil and salt is purchased by trust on its own. The state govt is procuring three items dal, oil and double fortified salt at the central level and is distributing to all eligible schools but the centralized kitchens are not supplied. Hence the Team observed the variation of prices and the quality. The salt used by Centralized kitchen was not double fortified.
- The equipments of food washing, cooking and chopping were available in good quantity.

- The workers were not wearing gloves, apron or Headgear.
- There was no system of solid waste disposal from vegetables and otherwise. The vegetable waste etc were thrown and then carried away by the Municipal workers. On asking question, the women workers were cleaning the solid waste through hands in the dustbin and keeping it aside.
- The trust is selling off the gunny bags.
- Absence of any mechanism to control flies or insects.
- The cans having MDM are not sealed when it reaches schools.
- No mechanism to monitor or to handle grievances.
- The schools receiving food from the centralized kitchen were distributing food to the children with the help of teachers. No helper is provided by the Trust for serving the food. It was observed that many children bring food from home and do not eat the food supplied by centralized kitchen.

6.4 Mohsin Shariff Educational & Charitable (MSEC) TRUST:

Mohsin Shariff Educational & Charitable (MSEC) Trust is a minority NGO running centralised Kitchen in Triveninagar, Diesel Shed Road, Bengaluru. It covers 63 schools in Bengaluru east taluk. 10,200 children are covered in those schools. MSEC is supplying MDM within the radius of 8 km. Steam boilers are used to prepare the food. Trust has engaged 255 employees and 20 vehicles are deployed for transporting the food to the schools. It may be mentioned that the trust has installed a rice cleaning automatic machine, which is at distance of more than 2-3 kms and hence supervision by the authorities is rendered difficult. The rice cleaning machine is well maintained. It was also observed that the Trust prepares meals under various schemes and there are no separate stocks, records, account maintenance in regard to MDM. It was noticed that some small iron pieces and powder of insecticides and stone pieces were separated from the rice supplied by FCI. The Team observed that there is a need for cleanliness to be maintained in the food preparation block. It was seen that the waste disposal was unsatisfactory and remedial steps needs to be immediately taken up.

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7. Chapter VII: OBSERVATIONS AND RECOMMENDATIONS

7.1 Acceptance of Mid Day Meal

During the field visit to the selected districts, the Review Mission interacted with various stakeholders of the Mid Day Meal Scheme for seeking their views on the acceptance of the Scheme. The field observations brought out very clearly that the programme, despite its limitations, has exerted a very positive impact on the stakeholders. The perceptions of the different sections involved in the programme - the children, parents, teachers and the neighbouring households are as under:

7.1.1 Acceptance among the children - Most of the children interviewed were found to accept the Mid Day Meal willingly. All the children attending the schools have opted for mid day meal. The children irrespective of their background were found to enjoy the mid day meal by eating together.



7.1.2 Acceptance among the parents - It was evident that the parents particularly the poor had a very positive view on the Scheme. In the schools where the programme is operational, parents want improvements with introduction of variety of menu. Mid Day Meal is effective for economic and social reasons. One of the parents mentioned that Mid Day Meal Scheme has provided a platform to the children to learn so many good habits while taking the food.

7.1.3 Acceptance among the teachers - The teachers were found to be very satisfied on the hot cooked meal being given to the children.

7.2 Payment of cost of foodgrain to FCI

The Central Government had decentralized the payment of cost of food grains at district level w.e.f. 1st April, 2010. The allotment of Food grains is made by Government of India as per the requirement of the State. The district wise allocation is made by the Nodal Officer at the State level allocation of food grains along with allocation of funds is communicated and is made available to the districts in advance so that there is no difficulty in lifting the food grains and making payment to the FCI. The food grains are inspected by an Officers deputed by the Deputy Commissioner, Zilla Panchayat and Education Department Officials as a team in the FCI godowns and if found up to the mark the same are lifted by the Nodal Agency KFCSC up to 25th of the month. Bills for the quantity lifted are raised by the FCI up to 10th of the preceding month which are paid at the District Level by the District Education Officers up to 30th of the month. The State Government has placed bills of FCI upto the month Dec-12

7.3 MDM Logo

The Mission has observed that a separate log of “Akshara Dasoha” is also used simultaneously with the MDMS Logo which is not in practice in any of the other States/UTs . It may be mentioned that it is a centrally sponsored scheme of the GOI



and the Central Government is the major stake holder. It has been told to the Mission that Akshara Dasoha is same meaning as mid day meal in English and *Madhyan Bhojan Yojana* in Hindi. It is suggested that only MDM logo is to be used alone. However the word *Akshara Dasoha* is to be written below the MDM logo.

7.4 Release of funds to National Child Labour Project (NCLP) Schools

The Government of India revised the norms for NCLP schools w.e.f. 1st November, 2011 and made at par with Upper Primary norms. NCLP schools are primary Schools but the children are eligible for benefit as per Upper Primary norm due to their higher age group. 111 NCLP Schools are in the State of Karnataka spreading in 13 districts viz. Bangaluru urban, Raichur, Bagalkot, Ramanagara, Dharawad, Gulbarga, Koppal, Raichur etc. These schools have strength of 7113 children. The State Government has started providing assistance to these schools at the Upper Primary norms w.e.f 15th December 2011. Review Mission visited a NCLP school in Bangaluru (urban). In Bangluru NCLP Schools are getting MDM from centralized Kichen. The released funds to NCLP schools is from district to NCLP schools.

7.5 Drought affected area

The State Government has declared 24 districts as drought affected area (notification dt: 13/4/2012) State is providing the MDM in the vacation also. 34958 schools are provided with the MDM and 12.08 lakh children are covered, as compare to the approval 48.34% is covered.

7.6 Enrolled children vs. Children Attending

The Team observed that the number of children attending school and receiving MDMS, was far below the number of children enrolled in the schools. The average regular attendance against numbers enrolled, over the past ten days, in 40 schools visited by the Team in Chitraduraga district is 87%. Similarly it is 75% in regard to the 15 schools visited in Bengaluruurban district.



It is recommended that the State Government immediately undertake a review of the schools in regard to the number of children attending against the number of children enrolled and identify the reasons for children not attending school and address the same.

7.7 Management and monitoring of the scheme from State level to School level.

The Mission found that, in some schools, officials from the taluk and district levels, including BEO, ADPIs and the CRP were visiting the school and their visits were being maintained in the records. However, the Mission found that, in almost all cases, there was no effective monitoring of MDM taking place.

It is recommended that the Schools maintain a separate MDM register with pre-designed inspection points to be filled by the officials on their visits to the schools. This register must include all aspects of MDM including cleanliness, infrastructure, foodgrain stock, quality and quantity of nutrition, fuel availability, etc.

7.8 Variety of menu:

It was found that in most of the schools the food was being prepared in the schools as per the Menu chart supplied by the Department. On enquiry with the children, teachers and SDMC members, it was found that it would be beneficial if more variety is introduced to the meals supplied and further if it were more nutritious.

It is recommended that there is a need for greater variety in the nutrition supplied under MDMS. Locally available food grains including ragi, jowar, etc. should be provided as per local taste and availability.

7.9 Insufficient funds for purchase of vegetables:



The Team has heard the complaints of the teachers (of schools having 50 children enrolled) that the amount sanctioned for vegetables is very less and needs to be enhanced in the interests of the children. Hence it would be appropriate that the State Government immediately enhance the sanctioned amounts for vegetables.

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7.10 School Health Programme

The Mission observed that the health check up is carried out once a year in almost all the schools visited by State Health Department and health card of children are available with the visited school, but some health cards are not signed by the Doctors who made the health check up. It was also found that in several instances the health cards were not filled up. The team also found that the monitoring of Hb+ for anemia is not being done. Further it was found that though the height and weight of children is being taken, there is no monitoring as to whether the child is underweight or not, stunted or not.



The Mission desired that the State Government should take necessary steps to ensure regular distribution of IFA tablets, Vitamin-A dosage, de-worming tablets to all the children as per the norms under School Health Programme of NRHM. It was observed that these tablets were manufactured during Aug-2011 and are going to be expired in July-2013. In future it may be ensured that while procuring the medicines it needs to be ensured that the expiry date has adequate time left. It goes without saying that those tablets which have expired should not be either supply are distributed to school children. This is a serious issue. Teacher and Children need to be educated on the issue of manufacturing date and expiry date of tablets and medicines. Health check up should be carried out half yearly instead of annually. In several schools the Team found that Iron Folic Acid tablets were not available for distribution.

It is recommended that the above lacunae be immediately addressed and, further, the State Government undertake an immediate exercise to identify anemic and/or underweight girl children in schools and provide necessary health and nutritional support to address the same.

7.11 Kitchen Gardens in the School

In Chitradurga district some of the visited schools have Kitchen Garden. In some schools surplus land was available and the school advised by the mission to maintain a kitchen garden.

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The Team also found that, in several schools in Chitradurga notably the school at Nalajaamanahatti village (Challakeretaluk, Chitradurga district), efforts are being made to have “kitchen gardens” to grow drumsticks, vegetables, papayas, etc.

It is necessary that the Horticulture department be involved and a definite time-bound programme be implemented to ensure that ‘kitchen gardens’ are established in all schools.

7.12 Complaints of bad quality food:

During the visit the Team was informed of one incident in July 2012 in the government school at Bandravi, Molkalnur taluk, where children fell unwell after consuming meals cooked at the school. However, on inquiry with the officials present with the Team, no information was forthcoming in regard to action taken in this regard. This is a matter of grave concern.

It is recommended that the Department develop a standard protocol of all necessary and required steps to be taken in the event of such complaints, and ensure that the same are complied with in regard to any incident/complaint of midday meals causing illness.

7.13 Role of Teachers

It was found that there are several vacancies in the posts of teachers and even the Head Master, like in the school at Bandravi, Molkalnur taluk, Chitradurga district. It is noticed that these vacancies have a detrimental effect on the implementation of MDMS. This needs to be rectified immediately.

Further it was learnt and seen that, in government schools in Bengaluru city, the food is served in a buffet system with the teachers serving the food. From our interactions with the teachers we learnt that they don’t mind doing this, but would prefer if additional staff were available, either in the school or from the NGO, to serve the food to the children.

7.14 Infrastructure facilities

- i) Kitchen-cum-store – The long term viability and success of the Mid Day Meal Programme must be linked to the provision of basic infrastructure required for efficient implementation of the programme so that minimum distraction of the teachers as well as the students takes place under the program. The Review Mission observed that kitchen-cum-store is available in all the visited schools.



- ii) Storage cans: The Review Mission observed that there is no proper and hygienic storage for foodgrains and vegetables. It is recommended that proper storage cans for grains be provided. Further appropriate covered storage be provided for vegetables.
- iii) Kitchen Devices- The Review Mission observed that kitchen devices and eating plates are available in all the visited schools.



The contribution of community towards Dining hall, providing cookers, mixer and other utensils in some is remarkable.

- iv) Fire Extinguisher:

Fire Extinguisher was available in all the schools although in some schools they were not installed in the kitchen-cum-stores.



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- v) Drinking water Facility :All the visited schools have arrangement of potable water but quality needs to be periodically checked. In some schools the Gram Panchayat (jalamani scheme) and Bank have provided water tanks with water filters.



- vi) Toilet facilities: Almost all the schools have separate toilets for girls and boys but keeping in view the number of students their number is grossly inadequate. The cleanliness in the toilets is much to be desired. Even supply of water in the toilets is not proper.



- vii) Plates:The Team observed that in several schools children were forced to bring plates from their homes since the same are not available in the school. It is recommended that sufficient plates are provided from MME.

- viii) Mats: All schools may be provided with mats.

7.15 Appointment of Cook-cum-Helpers for preparation and serving of meal to the Children

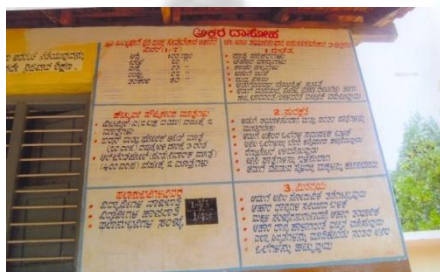
One of the stated objectives of MDMS is to bring in social harmony. This is also sought to be addressed by ensuring that persons belonging to Scheduled Castes and Scheduled Tribes communities as cooks and helpers. In fact, the Hon'ble Supreme Court in its order dated 20th April 2004 has directed that preference shall be given to Dalits, Schedule Castes and Scheduled Tribes in the appointment of cooks and helpers. While these exalted objectives are mandatory, it is found that further steps are required to realize the same as seen from the following observations:

According to the information supplied by the officials, in regard to Chitradurga, it is seen that out of 4691 Head Cooks and Helpers, 2454 persons belonged to the Scheduled Castes and Scheduled Tribes. While this is commendable, there are still steps to be taken to ensure that caste prejudices and practices are not insidiously perpetuated in MDMS. It is recommended that:

- Teachers must take care to see that all children sit together and eat.
- Any complaints regarding discrimination, if received, must be investigated seriously and necessary action should be taken.

7.16 Wall display boards :

It was found that the toll free number was not painted on all the wall display boards. School displays the information regarding the food, calories, proteins provided to children and the expenditure, beneficiaries, statistics, cleanliness rules, safety and the additional nutrition etc. for public information as well as transparency.



7.17 Community involvement in implementation of MDM scheme

In the rural government schools, the participation of the SDMC is prominent in contrast to urban government schools where it is almost non-existent. In the rural schools visited, members of the SDMC were present and interacted with the Team. In village Bandravi, the SDMC vociferously complained that there was no meeting of the SDMC for the past year, which was confirmed by the records that the last SDMC meeting was on 13/09/2011. In other schools, the SDMC members informed the Team that they meet on a 'need basis'. In the school at Obalapur village, the Team found that the SDMC President and other members had just overseen a water supply system installed for the school and were fixing the taps. In several schools the Team observed that the local community had made extensive contributions in kind to the schools.

7.18 Head cooks/helpers in MDMS

It was found that the honorarium received by the Cooks-cum- Helpers is abysmally low and perhaps below minimum wage. These workers are employed for a minimum of 6 hours everyday for cooking of the meals and are paid an honorarium of about Rs. 1000/-. Incidentally the cooks in ICDS in Karnataka are paid Rs. 2,750/- per month. It is advisable that the honorarium for the Cook-cum-Helper may be brought on par with the ICDS cooks.



7.19 Specific observations in regard to some of the government schools visited:

- *Government School at Kada Siddapura, Molkalnurtaluk, Chitradurga district:* This school is located in the Adi Karnataka (Scheduled Caste) colony and is in a pathetic condition with asbestos sheet roofs which are broken. The walls of the classrooms were damaged with cracks and overall the school was maintained in very bad condition. The toilets were dysfunctional and all the posts were vacant in the school. One teacher is on deputation in this school. It was found that the children were not wearing uniforms and on enquiry it was learnt that all the children were not provided with uniforms!
- *Government school at Ramjihatti, Adi Karnataka Colony, Challakere taluk, Chitradurga district:* No benches or desks have been provided to this school and the children sit on the floor.
- *Government school in D.J.Halli, Bengaluru (U):* The condition of the school was very bad and it needs definite face-lift. It also needs toilets since the existing ones (except for few) are dysfunctional. The staff informed the Team that there was a need for more classrooms and teachers and also benches and desks for the classrooms.

7.20 Evaluation of the Scheme

The Mission observed that there is no evaluation study conducted by the State Government since 2008.

As per MDM Guidelines, Central Government is providing Central assistance for conducting the studies by reputed Institutions by utilizing funds provided under Management, Monitoring and Evaluation (MME) head of the Scheme.

The Review Mission suggested that State Govt. should engage reputed institutions to do at least one study on Mid Day Meal Scheme in a year. State govt. is also advised to constitute its own Review Mission to review the Scheme as per the defined ToR on the lines of the Central Govt. The State Review Mission may review the scheme through field visits in one poor performing district on bi-monthly basis.

7.21 Awareness Programme on MDM Day and Month

The Mid Day Meal Scheme is unique because of its nature and visibility. The beneficiary under the scheme is almost present in each household particularly in the population from the disadvantaged sections of the Society. But most of the beneficiaries and other stakeholders are unaware of the entitlements and rights of children under Mid Day Meal Scheme and also the significance of the logo of MDM.

Government of India has issued guidelines for printing of logo on the outside wall of the eligible schools which is available on the MHRD website www.nic.in. The Review Mission found that none of the visited schools had displayed the logo. The Menu as well as food norms were also not displayed in the schools.

The Mission suggests that State Government should issue necessary instructions to the schools for displaying logo, daily menu, entitlements as well as rights of children on food norms at prominent places outside the wall so as to make the scheme more transparent and community responsive. The logo should also be printed on the official stationery. The information on the quantity of food grains received and utilised, daily menu, number of children given mid day meal, roster of community members involved should also be displayed prominently in the school.

In order to create awareness amongst community and other stakeholders, MDM day and MDM month may be celebrated. **It is suggested that 28th November- the day on which Supreme Court passed orders for serving hot and cooked mid day meal, may be declared as MDM Day and November be celebrated as MDM month.** Children should also be sensitised about the importance of hand washing before taking meal, cleanliness, and hygiene. The stakeholders should also be involved in these activities and taking out rallies on MDM so as to inculcate among them a sense of belonging to the scheme. Adequate advertisement and publicity may also be arranged for this purpose through intensive media campaigns, distribution of brochure, pamphlets etc.

7.22 Training and Capacity Building

The Mission suggests that cook-cum-helpers may be trained through local Home Science Departments of Universities, Hotel Management Institutes, Food Technology Institutes etc in a phased manner to enable them to learn good practices of cooking. Similarly, other personnel associated with the implementation of the scheme should also be trained for upgrading their skills and enhancing their professional efficiency.

7.23 Grievance Redressal Mechanism

The State Govt. has informed that they have set up a dedicated help line working from 10:00 am to 5:30 pm all working days [Telephone no. 1800 4252 0007] at the State level and complaints received are dealt with at the Head Office, District Office or Schools immediately. However, the Review Mission was unable to notice the said help line no, in any school. None of the visited schools has suggestion box, complaint register etc.

The Mission recommends that the Monitoring and Grievance Redressal mechanism may be set up to grassroots levels in order to address the genuine complaints of all stakeholders etc and to make the scheme more responsive to the stakeholders. The mission also recommends that the **toll free no. needs to be widely publicised and displayed on the wall of the every schools and it should work on all days and 24 hours.**

7.24 Analysis of the performance of the Scheme in the visited Districts

- i) Beneficiaries of Mid Day Meal Scheme during last ten days from the date of visit are given at **Annexure-II.**
- ii) The list of schools indicating availability of infrastructure and other facilities in the schools visited by the Review Mission is given at **Annexure-III.**
- iii) Summary of the findings is given at **Annexure-IV.**

7.25 Hurdles to overcome

Some of the major problems are as under:

- i) Menu to provide nutritional and calorific value.
- ii) Display of information and logo.
- iii) Lack of proper Management Information System (MIS).
- iv) Constraint in supply of fuel/LPG after removal of subsidy.
- v) Lack of social audit.
- vi) Lack of proper monitoring.
- vii) Infrastructural insufficiencies.
- viii) No proper Guidelines for NGO.

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Mid Day Meal Scheme

Chapter VIII - Recommendations of the Review Mission :-

8.1 Enhancement of Contract Fee to Data Entry Operator (DEO): To be made at par with SSA.

8.2 Strengthening of monitoring

8.2.1 It is recommended that the Schools maintain a separate MDM register with pre-designed inspection points to be filled by the officials on their visits to the schools.

8.2.2 Use the Management Information System (MDM MIS) launched by MHRD

8.2.3 Exposure visit - Inter-State exposure visits for officials of State Governments should be mandated to enable them to learn best practices on MDM followed in other States.

8.2.4 Inspections by the officials-specific goals may be assigned to Chief Executive Officer, Dy., Dir (PI) at District level and Executive Officer of *Taluk Panchayat* and Block Educational Officer etc., for making surprise visits to the schools. At least 25% schools under their jurisdiction may be inspected by these functionaries during each quarter. The copy of their report may be submitted to the head of the concerned Institution of GOK/GOI.

8.2.5 Evaluation Study: A research study to understand the current practices in the area of quality and equity is undertaken for developing State Plans which encompass significant milestones and indicators. A reputed institute may be engaged within six months of engaging them to evaluate the scheme and submit the report to Govt. of Karnataka and Government of India.

8.2.6 Setting up of State Review Mission on the pattern of Review Mission of Govt of India to review the Scheme in a district on bi-monthly basis.

8.2.7 Introduction of social audit mechanism of the Scheme. Any citizen can see the accounts and food grains stock etc.

8.3 Capacity Building and Training: The Mission recommends the following for capacity building of the stakeholders:

8.3.1 Periodic feedback may be obtained from the stakeholders and other concerned officials/teachers who are engaged at the grassroots level.

8.3.2 Awareness and sensitization of all the stakeholders and officials is to be construed as non negotiable.

8.3.3 Periodic orientation of teachers, SDMC, Head cooks and helpers for proper management and maintenance of accounts and other registers is also very important.

8.3.4 **Community Mobilization** - Community mobilization efforts need to undergo a qualitative shift by taking RTE norms into consideration whereby communities are also empowered to monitor the implementation of mid-day-meal scheme. In this context, the SDMC need training module to be conceptualized comprehensively. This training of SMC should also reflect specific needs and concerns of mid- day-meal scheme. **The Mission recommends that Department of Education and SPD, SSA may include SMC training module for Mid Day Meal scheme also in the training module of SMC.** The training guideline for school based cooking should be different from the centralized kitchens. The campaign for *Shiksha Ka Haq* launched that of by Ministry of HRD on 11th November, 2011 on Education Day, may be utilized as a platform for MDM to generate awareness on entitlements of children and other rights under MDM Scheme.

8.3.5 **Use of distance learning method** - The Mission noted that distance education is a necessary mode for overcoming capacity building and training of functionaries of the mid-day-meal including cook-cum-helpers. The Mission recommends that the State should utilize EDUSAT facility available at schools to impart training to the MDM functionaries.

8.3.6 Training module and material for imparting training to functionaries at various levels and cook-cum-helpers may be organized in consultation with corporate bodies under Corporate Social Responsibility (CSR).

8.3.7 The States should now ensure that a chapter on mid-day meal scheme to be included in the text books of all classes of elementary school.

8.4 Convergence -

8.4.1 There is a need for improved hygienic practices through education in terms of hand-washing, safe drinking water etc. This will enhance the health benefits of this scheme.

8.4.2 Regular health check up and supply of IFA tablets, Vitamin A, De-worming tablets and spectacles in convergence with School Health Programme of NRHM needs to be seen intrinsically.

8.4.3 An immediate exercise be undertaken to identify anaemic and/or underweight girl children in schools and provide necessary health and nutritional support to address the same.

8.4.4 Construction of dining hall in convergence with MP Local Area Development (MPLAD) scheme is to be persuaded more and more.

8.4.5 Maintenance of kitchen-cum-store from maintenance grant under SSA needs to be utilised meaningfully.

8.5 Publicity

- 8.5.1 The state and the sub state functionaries need to observe MDM Day and MDM Month.
- 8.5.2 Adequate advocacy of the scheme with use of an Information, Education and Communication (IEC) campaign in the State to highlight the scheme, its norms so as to bring in a component of community ownership of the scheme and its transparency. The audio and video of an ideal MDM session in a school should be developed by the State in collaboration with UNICEF.
- 8.5.3 Only GOI, MDM logo should be exhibited prominently in the school.



Akshara Dasoha (Meaning of MDM Scheme in Kannada) needs to be written below the MDM logo for obvious reasons.

- 8.5.4 The rights and entitlement of children and daily menu should be displayed prominently on the outside wall of the schools.
- 8.5.5 The benefits of *Shiksha Ka Haq Abhiyan* launched by Ministry of HRD needs to be utilised adequately.
- 8.5.6 The best performing school at block, district and State level could be awarded.

8.6 Grievance Redressal Mechanism (GRM)

- 8.6.1 Suggestion box / complaint register should be kept at a convenient place in the school to enable the visitors to give their suggestions and views for improving the scheme.
- 8.6.2 Use of MIS system in online registration of complaints of the stakeholders and its redressal needs to be in place.
- 8.6.3 The toll free no. needs to be widely publicised and displayed on the wall of every schools and functionaries need to be oriented to use it when needed. It should work on all days and 24 hours instead of during working hours and days only.
- 8.6.4 Standard protocol of all necessary and required steps to be taken in the event of such complaints, and ensure that the same are complied with in regard to any incident/complaint of midday meals causing illness, to be immediately developed and implemented.

Mid Day Meal Scheme

8.7 Centralised Kitchens:

- 8.7.1 Distances covered by the NGOs could be reduced from 60 kms to 20 kms radius in order to give fresh and hot food to the children.
- 8.7.2 Even in the urban areas involvement of SMCs or Parents could be improved in order to improve variety, make it more nutritious by contributions in kind and discourage getting food from home.
- 8.7.3 It would be a good idea to improve the nutritional quality of the food specially of micronutrients for better learning capacities & school performance.
- 8.7.4 Central kitchens need to use double fortified salt, IFA supplementation of children and adolescents as per national guidelines linked to MDM and rationalization of minimum quantities of ration given to each child.
- 8.7.5 It is important that standard size spoons or scoops are to be used while serving. Those children who are chronically malnourished need to be encouraged to have food as much as required to have for their age. This should be particularly true of girls are yet another quality issue under MDM.
- 8.7.6 Supply food cans should be handed over to teachers in sealed container to avoid misuses/irregularities/dilutions and so on.
- 8.7.7 Schools may have assistants/helpers from NGOs to help in serving and cleaning utensils.
- 8.7.8 The NGOs would be well advised to take on additional staff to serve the food to the children at school.
- 8.7.9 A thorough review of the roles, responsibilities, performance and accountability of the NGOs engaged in MDMS must be carried out.
- 8.7.10 The State Government must monitor the donations received by NGOs for MDMS.
- 8.7.11 Sale proceeds of the empty gunny bags by NGOs must be returned to the State Government and utilised for MME purpose.
- 8.7.12 Strict instructions have to be issued to the NGOs not to use photos of children looking like destitute for any purpose in relation to MDMS.
- 8.7.13 The Central/State Government has to prepare detailed Guidelines on the management, monitoring, implementation, use of logo, administration, quality check, nutrient value, etc. for NGOs engaged in MDMS.

8.8 Nutrition:

- 8.8.1 Greater variety of nutrition should be supplied under MDMS. Locally available food grains including ragi, jowar, etc. should be provided as per local tastes and availability.
- 8.8.2 It would be appropriate that the State Government immediately enhance the sanctioned amounts for vegetables.

8.8.3 It is necessary that the Horticulture department be involved and a definite and time-bound programme be implemented to ensure that 'kitchen gardens' are established in all schools.

8.9 General Recommendations:

8.9.1 It is recommended that the State Government immediately undertake a review of the schools in regard to the number of children attending against the number of children enrolled and identify the reasons for children not attending school and address the same.

8.9.2 It is advisable that the honorarium for the Cook-cum-Helper may be brought on par with the ICDS cooks.

8.9.3 The mission was happy to note that the dining hall with needed facilities existed in one of the schools. This needs to be emulated by other schools. The State needs to showcase this as one of the best practices which requires wider dissemination.

8.9.4 Wherever it is not possible to provide dining halls, at least it needs to be ensured that all schools must have mats. This may be purchased out of MME funds. It goes without saying that the pre dining and post dining cleanliness has to be ensured in all schools. Repeatedly, schools need to be reoriented by all monitoring agencies. State needs to pay more attention to this.

8.9.5 It is recommended that sufficient plates are provided to all schools from MME funds.

8.9.6 Teachers must ensure that all children sit together and eat.

8.9.7 Any complaints regarding discrimination, if received, must be investigated seriously and necessary action should be taken.

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Dated 4th March 2013
Bengaluru