

2011

3rd Review Mission

Mid-Day Meal Scheme



Uttarakhand
22nd Nov – 1st December



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ACKNOWLEDGEMENTS

The Mission thanks the Government of Uttarakhand for hosting the Mission. The Mission understands the lack of adequate government infrastructure especially in District Tehri and consequently recognises the efforts put in by the district officials in allowing the Mission to carry out its work as per the TORs despite the field level constraints.

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

INTRODUCTION

A Review Mission

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

- 1- Dr.Suparna.S.Pachouri, Director, MHRD,GOI (Mission Leader)
- 2- Shri A.K Negi, Director, Basic Education, Government of Uttarakhand
- 3- Supreme Court Commissioner did not nominate any member for the Review Mission of Uttarakhand
- 4- UNICEF did not nominate any member for the Review Mission of Uttarakhand.

The Review Mission also had the following as co- members

1. Ms. Poonam Singh, Associate Processor, National Institute of Administrative Research, LBSNAA, Mussoorie. MI, Uttarakhand
2. Dr. Anindita Shukla, Consultant, MHRD, GOI.
3. Shri Bhupendra Kumar, Consultant, MHRD, GOI.

The Mission comprising of the above mentioned members were required to visit 2 districts namely Tehri (selected by the State) Government of Uttarakhand & Udham Singh Nagar (selected by the Ministry of HRD).

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

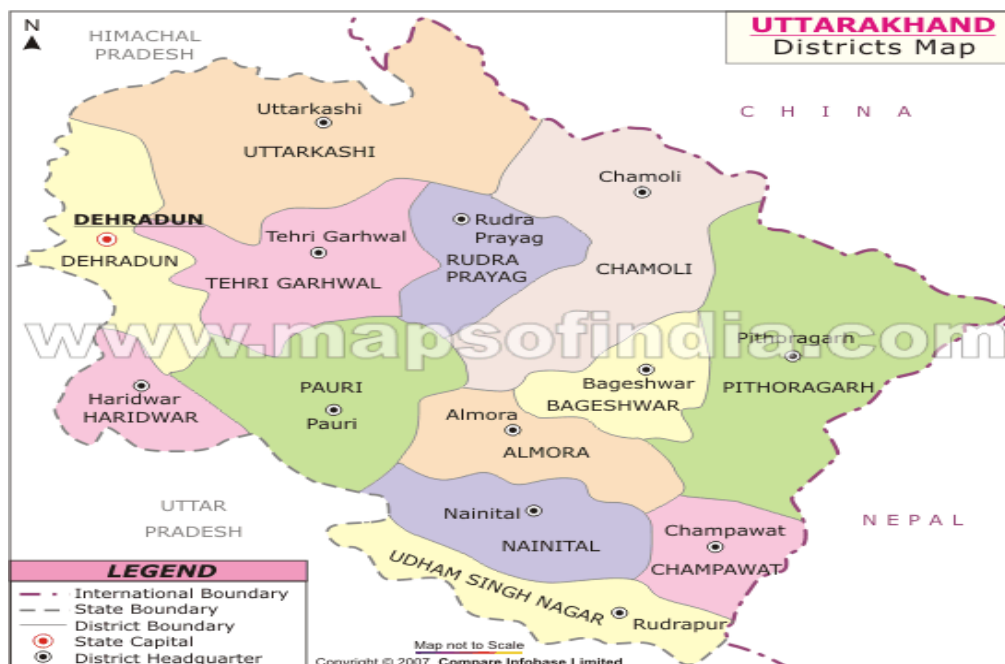
- (i) Review the system of fund flow from State Government to Schools/cooking agency and the time taken in this process.
- (ii) Review the management and monitoring of the scheme from State to School level.
- (iii) Review the implementation of the scheme with reference to availability of food grains,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

B State

Uttarakhand is situated in Northern India. The state came into existence on November 9, 2000, as the 27th state of India. It was formed by carving out 14 hilly districts of Uttar Pradesh with Dehradun as its temporary capital. The state shares its borders with Uttar Pradesh on south, Himachal on the West, and China on the north – East. Geographical area of the state is 53,483 sq. km. which is 1.69% of the area of the country as a whole. Geologically, Uttarakhand is situated in the central Himalayan zone. It extends between 77° and $81^{\circ} 02'$ E longitude and $28^{\circ} 43'$ to $31^{\circ} 27'$ N latitude.

The state has diverse geographical features ranging from snow-capped mountain peaks in the north to tropical forests in the south. Equally diverse are the climatic conditions and vegetation found across the state. Uttarakhand is one of the five states in India, which has been declared as UNESCO's World Heritage Biodiversity site.

Major Industries in the state are Hydropower, floriculture, horticulture, agro-based and food processing industries, information and communication technology, and biotechnology.



The state has two distinct climatic regions: the predominant hilly terrain and the smaller plain region. The climatic condition of the plains is very similar to its counterpart in the Gangetic plain. Summers are extremely hot and winters are extremely cold. The Himalayan region has Alpine conditions characterized by cold winters with snowfall for quite a long time, good rainfall in the monsoon, and mild summers.

The State is also a treasure house of exotic flora and fauna and is an ideal location for eco-tourism, as well as wildlife tourism. The world-famous Jim Corbett National Park is the pride of Uttaranchal. Other important sanctuaries are, Rajaji National Park, Govind Wildlife Sanctuary, Asan Barrage, Chilla etc.

Literacy & Educational Level

The population of the State is 10116752 (2011-census).

Out of the total population (79.63%) people are Literate. Highest literacy is in Dehradun (85.24%) and lowest is 74.44% in Udham Singh Nagar.

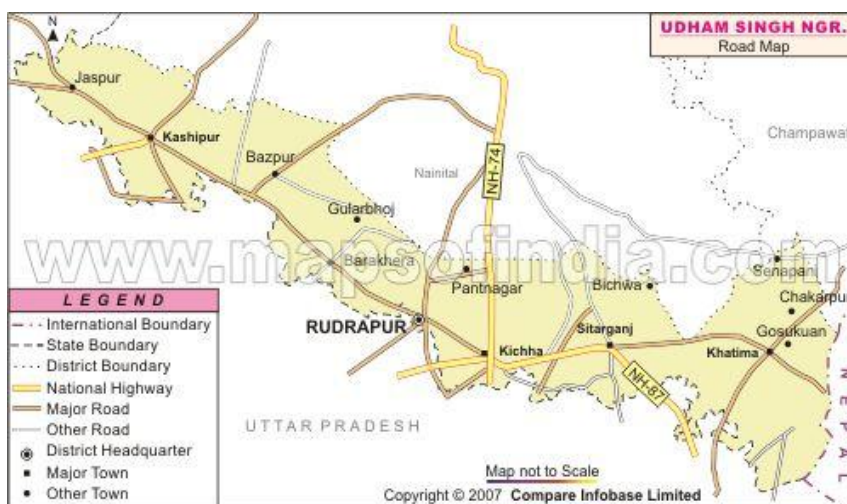
Gender wise highest male literacy is in Rudraprayag (94.97%) and female literacy is in Dehradun (79.61%).

There are 13079 eligible Primary Schools, and out of 13079 only 12756 are serving MDM. At Upper Primary level there are 5320 schools approved and out of that only 5208 schools are serving MDM, with an enrolment of 594213 in Primary Schools from class I to class V and 382555 children in Upper Primary Schools.

Hence the total number of schools serving MDM in both primary and Upper primary is 17964 and the total number of children approved by PAB-MDM for the year 2011-2012 are 734405.

Udham Singh Nagar

Udham Singh Nagar district has its headquarter at Rudrapur . The district is located in the Terai region, and is part of Kumaon Division. It is bounded on the north by Nainital District, on the northeast by Champawat District, on the east by Nepal, and on the south and west by Uttar Pradesh state. The district was created in October 1995 out of Nainital District.



Udham Singh Nagar is basically an industrial district and many industry related professions are prevalent here, it is perfect example of 'Unity in Diversity' for which India is

so widely known, on the other hand different cultures, religions and life styles are blended in absolute harmony. The fertile land lends itself to different forms of agriculture giving rise to agriculture related activities and industry making this land a green place which has resulted into prosperity all around. Pantnagar university is a leading temple of learning in the fields of agriculture and technology with one of the finest built university all around the world. This place has rare sight seeing as it is surrounded by Kumaon Himalayas on one side and Nepal on the other (Tanakpur touches the Khatima border which is in Champawat district).

As of 2011 it is the third most populous district of Uttarakhand (out of 13), after Haridwar and Dehradun with a population of 1,648,367. The district has a population density of 648 inhabitants per square kilometre .Its population growth rate over the decade 2001-2011 was 33.4 %. Udham Singh Nagar has a sex ratio of 919 females for every 1000 males, and a literacy rate of 74.44 %.

Total number of schools in District Udham Singh Nagar category wise are as follows:

	Government Facilities					
Types of Schools	Govt.PS	Aided PS	Madarsa Registered	Govt. MS	Aided MS	Total
	801	6	9	320	54	1190

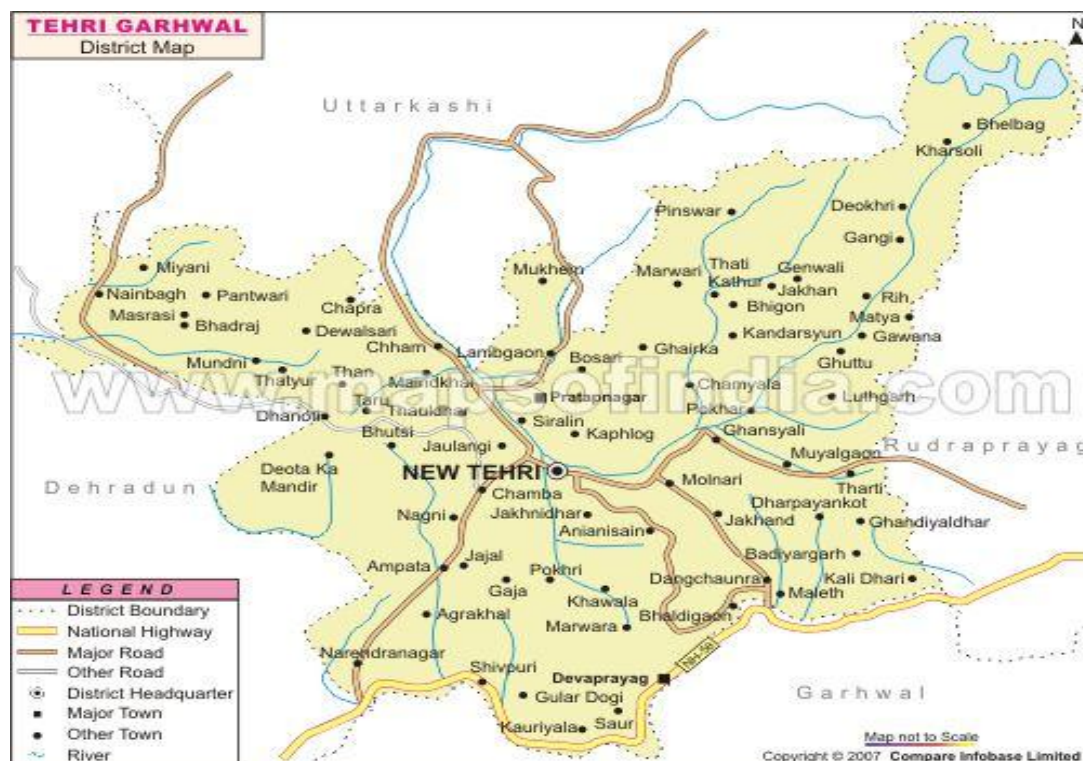
Tehri District

Tehri is a district of Uttarkhand in India. The city of New Tehri is the administrative headquarters of the district. The district has an area of 3796 sq km, and a population 616409 (2011 census).

The district of Tehri Garhwal stretches from the snow clad Himalayan peaks of Thalaiya Sagar, Jonli and the Gangotri group all the way to the foothills near Rishikesh. The gushing Bhagirathi which runs through seems to divide the district into two, while the Bhilangna, Alaknanda, Ganga and Yamuna rivers border it on the east and west. Its neighbouring districts are Uttarkashi, Chamoli, Pauri, Rudraprayag and Dehradun.

New Tehri - The newly built well planned modern town nestles at a height of 1,550 metres overlooking the massive artificial lake and Tehri dam built on the Bhagirathi and Bhilangana river. It has taken over as district headquarters of Tehri Garhwal from the Old Tehri town and was established to rehabilitate the Old Tehri, which now stands submerged into the waters of the Tehri Dam.

According to the 2011 census Tehri District has a population of 616409. Its population growth rate over the decade 2001-2011 was 1.93 %. East Tehri has a sex ratio of 1078 females for every 1000 male and a literacy rate of 75.10 %. The male literacy is 89.91% and female literacy is 61.77% as per 2011 census.



Total number of schools in District Tehri- category wise as follows

Types of Schools	Government Facilities						Total
	Govt.PS	Aided PS	NCLP	Madarsa Registered	Govt. MS	Aided MS	
	1474	7			557	38	595

METHODOLOGY

The selection of the two districts namely Tehri and Udham Singh Nagar was primarily based on the performance of the scheme in these two districts during 2010-2011. The selection of district Tehri was done by the State Government and the selection of District Udham Singh Nagar by the Ministry of Human Resource Development was based on the following performance criteria:

- The utilisation of food grain was only 61% against the availability of 71%
- Cooking cost utilisation of only 73% against the availability of 108%
- Cook-Cum- Helper honorarium utilisation was only 78% against the availability of 108%
- Availability of tribal and minority populated/dominated blocks
- The district belonged to the Kumaon division. District Tehri selected by the state government being from the Garhwal division.

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

- Tribal and minority dominated schools.
- Rural schools to see implementation in remote areas
- Aided School
- School with attached Kasturba Gandhi Balika hostel
- School with installed solar cooker

Besides schools the mission teams also visited the following institutions:

- National Child Labour Project (NCLP) School and a Madrasa in Dehradun
- Model Kitchen Garden at GB Pant University at Pantnagar in Distt U S Nagar
- Food Corporation of India depots and Regional Food Centres (RFCs)
- Public Distribution shop/centre near the schools covered

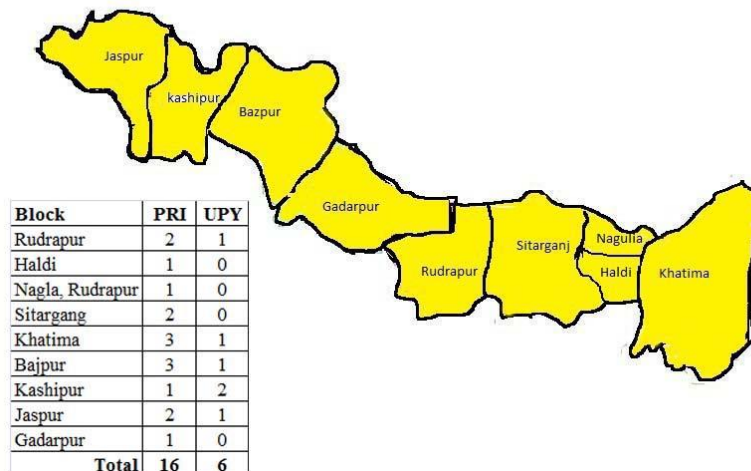
During the field visits it was ensured that each mission team was accompanied by a photographer/videographer to ensure audio-visual documentation to be used later for making

presentation before the state on 1st December 2011. During the field visits the mission members were required to interact with all the stakeholders at school level viz students, teachers, parents (wherever possible), Bhojan matas, transporters/dealers, Anganwadi Worker, Community mobilisers and medical team members and also examine in detail the documentation available at school level. The work division amongst the team members was accordingly undertaken. The information for the check list was required to be provided by the state and districts and the one at school level to be gathered by the mission teams. The mission members tasted the MDM meals and also observed the visual appeal. The team members also recognized the best practices to be highlighted at the time of presentation before the state. Samples of the food grains at the FCI, RFCs and school level were taken. Samples of salt were also taken from schools and tested for their iodisation levels using salt testing kit. The coverage of blocks in both the districts is indicated in the district maps below:

DISTRICT TEHRI



DISTRICT UDHAMSINGH NAGAR



Note: The NCLP school and the Madrasa at Dehradun are not indicated in the legends.

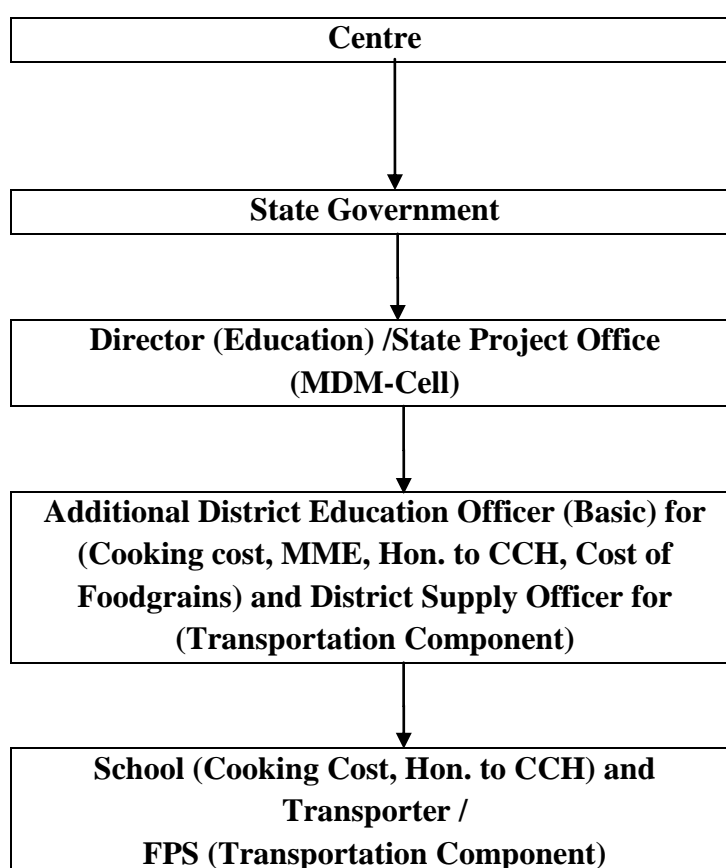
An analysis of the Quarterly Progress Report (QPR) for the 1st and 2nd in respect of the state is placed at **Annexure 7-8** and an analysis of the Monitoring report is at **Annexure 9**.

OBSERVATIONS

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

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

- 1.1 The state government makes budgetary arrangement in the annual budget. The Govt. of India releases funds to the State Govt. Then State Govt. releases the funds to Director (Education) / State Project Office (MDM Cell) which in turn transfers the money to the districts (ADEO Basic, nodal officer for MDM) as per the approved budget. The ADEO (Basic) is required to release the grant in to the joint A/C of Head Master and President of the concerning SMC after taking in to account the unspent balances available with school under various components. The head teacher procures oil, condiments, and fuel etc. at weekly basis as per the menu decided for the school. The head teacher of the school also maintains the ledger/voucher regarding the procurement undertaken for implementing the MDM.
- 1.2 The flow chart below indicates the flow from Centre to the implementing level



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

- **Cooking Cost:** Additional District Education officer (Basic) transfers the money to the schools in their respective bank accounts. At school level the joint accounts are maintained. The joint account is operated by the Head Teacher and the SMC President.
- **Honorarium for Cook-cum-helpers:** Additional District Education officer (Basic) transfers the money to the schools in their respective bank accounts. The honorarium to cook-cum-helper is required to be paid monthly by the head teacher of the school.
- **Cost of Foodgrain:** The FCI raised the bill of food grain to ADEO (Basic) and ADEO (Basic) after verification of the amount of foodgrains lifted, from the District Supply Officer (DSO) makes payment of the prescribed amount through bank draft in the account of FCI within 20 days.
- **MME:** The State Project Office Releases funds to ADEO (Basic) who than transfers the funds to Block Education Officers at block level.
- **Transportation Component:** The State Project Office releases funds to District Magistrate, who then transfers the funds to District Supply Officer. The District Supply Officer is required to make payment to transporters and Fair price shop dealers for transporting the food grains to the school level.

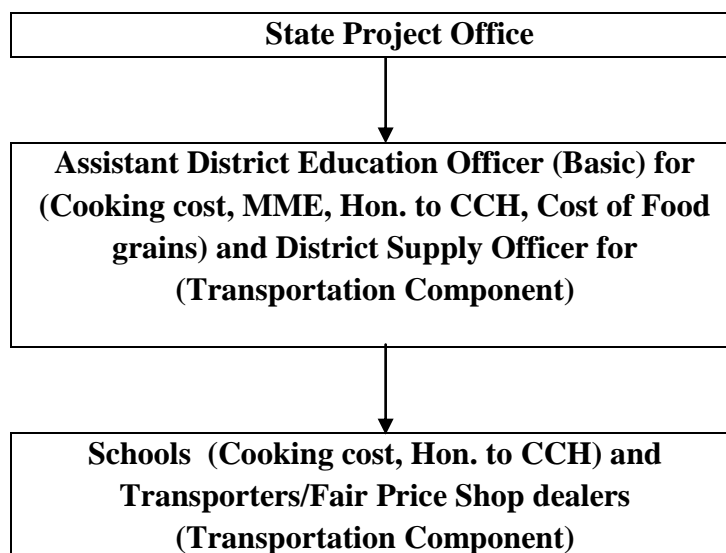
1.4 The details of the funds available with the State Govt. and releases to State Project Office during 2011-12 are tabulated below:

(Rs. In Lakh)

Components	Date of receiving of fund by the State from Centre	Date of release of fund by the State to State Project Office	Date of receiving of fund by the State Project Office	Gap(No of days) between funds released from GOI and received by SPO	Reason for delay
Adhoc grant	24-05-11, Rs. 2337.42	21-07-11	20-08-11 Rs. 5716. 94	88 Days	Official procedures
Balance of Ist installment	15-07-11, Rs. 3445.16			35 days	

The State Govt. has considerably delayed the release of its share as Rs. 4785 lakh has been released on 15-11-2011. The details of the release of funds to the districts by the State Project Office (MDM) is at *Annexure-10*.

1.5 The fund flow mechanism in district Udham Singh Nagar is as under:



1.6 The details of the component wise releases from the District to Block/Schools during 2011-12 is as under:

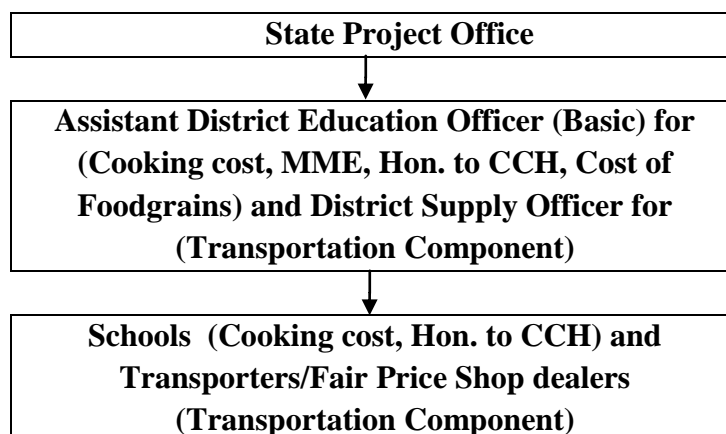
(Rs. in lakh)

Components	Date of fund received by the district from state (date of receiving allotment letter)	Date of fund release by District to Block/School (till Oct. 11)	Gap(No of days) between funds receiving and releasing	Reason for delay if any
Cooking Cost	01-09-11 Rs. 289.40	*27-06-11 Rs. 348.32		Sufficient funds were available with schools
		*02-07-11 Rs. 4.09		
		*17-07-11 Rs. 0.26	16 days	
		*19-08-11 Rs. 1.18	49 days	
		14-11-11 Rs. 311.47	104 days	
		Total Rs. 565.32		
Hon. to CCH	01-09-11 Rs. 154.50	*27-06-11 Rs. 125.99		Sufficient funds were available with schools
		*02-07-11 Rs. 1.53		
		*19-08-11 Rs. 0.40		
		14-11-11 Rs. 72.44		
		Total Rs. 200.36		
MME	14-09-11 Rs. 1.20	17-11-11 Rs. 0.70	63 days	

Components	Date of fund received by the district from state (date of receiving allotment letter)	Date of fund release by District to Block/School (till Oct. 11)	Gap(No of days) between funds receiving and releasing	Reason for delay if any
Cost of Food Grains	01-09-11 Rs. 110.54	*20-05-11 Rs. 13.80		As per the bills raised by FCI.
		*23-05-11 Rs. 21.78		
		*30-06-11 Rs. 16.96		
		*30-08-11 Rs. 28.17		
		13-09-11 Rs. 15.50		
		20-10-11 Rs. 10.74		
		15-11-11 Rs. 14.90		
	Total	Rs. 121.76		
Transportation Component	Rs. 17.76	Rs. 4.17		
Grand Total	Rs. 573.40	Rs. 892.31		

**Opening balance available with District as on 01.04.2011 was Rs. 675 Lakh.*

1.7 The fund flow mechanism in district Tehri is as under:



1.8 The details of the component wise releases from the district to Blocks/Schools during 2011-12 is as under:

(Rs. in lakh)

Components	Date of fund received by the district from state (date of receiving allotment letter)	Date of funds released by District to Block/school (till Oct. 11)	Gap(No of days) between funds receiving and releasing	Reason for delay if any
Cooking Cost	17-08-11, and 1-09-11 Rs. 272.14	08-09-11 Rs. 270.68	7 days	
Hon. to CCH	01-09-11 Rs. 176.00	Rs. 161.32	7 days	
MME	14-09-11 Rs. 1.68	08-11-11 Rs. 1.17	54 days	Official procedures

Components	Date of fund received by the district from state (date of receiving allotment letter)	Date of funds released by District to Block/school (till Oct. 11)	Gap (No of days) between funds receiving and releasing	Reason for delay if any
Cost of Food Grains	19-08-11 Rs. 76.42	*30-05-11 Rs. 0.97		Payment made as per bills raised by FCI.
		*23-7-11 Rs. 2.83		
		19-8-11 Rs. 30.43		
		14-9-11 Rs. 27.07		
		25-10-11 Rs. 6.54		
Transportation Assistance	23-08-11 Rs. 22.11	Not available		
GrandTotal	Rs. 548.35			

**Opening balance available with District as on 01.04.2011 was Rs. 131 Lakh.*

Financial Performance at state level

(Rs. In Lakh)

Components	Funds Allocation	O. B. as on 1.4.2011	Fund received by the State	Expenditure up to 30.9. 2011	Percentage Expenditure on fund allocation	Reasons for low expenditure if any
Cooking cost	7037.45	645.00	5716.94	3122.57	44%	
Cost of Food grain	1431.68			661.42	46%	
Honorarium of Cooks cum Helper	3264.40			1591.37	49%	
MME	170.48			26.8	16%	Funds were released late.
Transportation	307.90			159.17	52%	
Total	12211.91			645.00	5716.94	5561.33

The mission members observed that the expenditure under different heads is satisfactory forever in-case of MME where only 16% funds have been utilised is a cause for concern.

Outlay and Expenditure (Udham Singh Nagar)

3. (Rs. in Lakh)

Components	Funds Allocation	O.B. as on 01.04.11	Funds received by the District during 2011-12	Expenditure as on 31 Oct. 2011	% Expenditure against allocation
Cooking cost	1030.47	588.02	289.40	665.44	65%
MME	21.99	0.96	2.16	0.78	4%
Cost of Food grain	201.56	57.06	110.54	121.76	60%
Hon. to CCH	308.90	17.22	154.50	200.36	65%
Transportation Component	15.02	12.08	8.99	4.17	28%
Total	1269.04	675.34	411.09	792.15	62%

Outlay and Expenditure (Tehri)

(Rs. In Lakh)

Components	Funds Allocation	O.B. as on 01.04.11	Funds received by the District during 2011-12	Expenditure as on 31 Oct. 2011	% Expenditure against allocation
Cooking cost	743.63	114.95	272.14	270.68	36%
MME	18.24	0.10	1.68	1.17	6%
Cost of Food grain	145.46	15.73	76.42	71.47	49%
Hon. to CCH	352.00	0.30	176.00	161.32	46%
Transportation Component	45.42	Not available	22.11	31.09	69%
Total	1304.75	131.08	548.35	504.64	39%

1.9 The mission observes considerable delay in releasing of funds from State Government to State Project Office, which hampers the smooth implementation of the programme. State Govt. has also considerably delayed the release of its share.

1.10 The mission members observed that while releasing the funds, the releasing authority should consider the amount of opening balance and availability of funds with different units (i.e. schools for district level, District for State level) to avoid situations as the one witnessed in Primary school Jhankat of Khatima Block of District Udham Singh Nagar, where cooking cost was not available with the school, despite the fact that district was having sufficient funds. The data furnished by the districts reveals that Udham Singh Nagar have almost Rs. 6.75 crore as unspent balance as on 1.4.11, and on the other hand Tehri has only about Rs. 1.31 crore with them as USB. In some of the schools in district Tehri Cook-cum-Helpers are not paid honorarium during the current financial year and in other schools the payment was considerably delayed. It was also observed

that teachers in some schools were making payments for cooking cost and honorarium to cook cum helpers from their own pocket. The mission also observed that in district Tehri the teachers were not aware about the proportion of cooking cost and honorarium to CCH in the available funds and hence they were not making the payment of honorarium to CCH even though the funds were available.

1.11 Utilisation of Transportation component is also noticed as an area of concern by the Mission. In district Tehri some of the FPS Dealers informed that they have not received the payment against the transportation charges for almost two years.

1.12 From the expenditure details under various components it is evident that there is considerable mismatch in the amount of payment to FCI for foodgrains lifted (65%) and payment of transportation cost (28%) in district Udham Singh Nagar. On the other hand the situation is very strange in district Tehri wherein the percentage of payment to FCI for foodgrains lifted is 49, and the payment of transportation cost is 69%.

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

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

- (a) Guide the various implementation agencies,
- (b) Monitor programme implementation, assess its impact, and take corrective steps,
- (c) Take action on reports of independent monitoring/evaluation agencies,
- (d) Effect coordination and convergence among concerned departments, agencies (e.g. FCI), and schemes, and
- (e) Mobilize community support and promoting public private partnership for the programme.

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

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

2.2 In Uttarakhand Elementary Education Department is the nodal department for implementation of MDM scheme. The state government has issued several office orders/ circulars to ensure proper and effective monitoring of the MDM scheme and to strengthen the monitoring mechanism at appropriate levels. The last meeting of State Level Steering cum Monitoring Committee (SSMC) held on 27th January, 2011 and the next meeting is proposed to be held on 7th December, 2011. It was brought to the notice of the mission members that the periodic review/monitoring of MDM Scheme is being done by the District Magistrate in their respective districts. At district level Basic Education Department is the nodal agency for overall planning, implementation, management and monitoring of the programme. At village level the School Management Committee has been associated with the implementation of MDM in schools. At the school level, Cluster Resource Coordinator (CRC) of School Education Department has been entrusted with the responsibility of intensive monitoring of every school under their jurisdiction, at least once in a month.

2.3 The Mission has reviewed the entire monitoring process at the State, District, Block and village levels. The mission is of the view that monitoring is one of the weakest links in the State which is hampering proper and smooth implementation of the programme. In absence of proper monitoring, the level of awareness among the stakeholders, particularly at the grassroots level, is also very low, thereby making it difficult to implement the programme in a transparent manner. The mission observed that although monitoring visits are being made by the officials, however, despite visiting the schools the concerned officials were not able to identify the crucial issue of like unspent balance pertaining to food grains and cooking cost as has been observed in the schools visited. The mission observed that proper documentation of the proceedings of the district level committee was not maintained in district Tehri and at the same time also observed that no meetings has taken place at block level. It was ascertained that meeting held on 25-8-2011 in district Udham Singh Nagar under the chairpersonship of the District Magistrate. However no block level meetings are being held in district Udham Singh Nagar as well.

2.4 During the visits to the schools the mission members observed that record keeping under MDMS is pretty good and every school was maintaining Mid Day Meal register and voucher registers containing relevant information on the parameters like no. of beneficiaries, utilisation of Food grains and cooking cost, and payment of honorarium to cook cum helpers. Inspection registers of MDM were available in most of the schools but

the monitoring/inspection remarks were not found as per the provisions and orders issued by the State Government from time to time.

- 2.5 The mission has observed that several positions at the State level are lying vacant. The skeleton staff strength is clearly hampering the proper implementation of MDM scheme in the State. The mission was informed that no process for recruitment against the vacant position has been undertaken as yet. The sanctioned and vacant positions at state and district management level is tabulated below

State Level

Sl. No.	Post	Sanctioned Post	Filled	Vacant	Remark
1	Joint Director	01	01	00	
2	Field Investigator	02	01	01	
3	Stenographer/ Statistician	01	01	00	
4	Computer Operator	01	01	00	
5	Coordinator (Contractual)	02	00	02	To be filled on contractual basis
6	Computer Operator (Contractual)	01	00	01	To be filled on contractual basis
7	Assistant Accountant (Contractual)	01	00	01	To be filled on contractual basis
8	Lekha Parikshak (Contractual)	01	00	01	To be filled on contractual basis
9	Peon (PRD)	01	01	00	

District : Udham Singh Nagar

Sl. No.	Post	Sanctioned Post	Filled	Vacant	Remark
1	Additional District Education Officer (Basic), Nodal Officer	01	01	00	
2	Coordinator (Contractual)	01	01	00	

District : Tehri

Sl. No.	Post	Sanctioned Post	Filled	Vacant	Remark
1	Additional District Education Officer (Basic), Nodal Officer	01	01	00	
2	Coordinator (Contractual)	01	01	00	

2.6 The Mission was also concerned about the less number of dedicated post sanctioned at the State and District level for Mid Day Meal Scheme.

2.7 MIS

2.7.1 The Mission members were informed that currently no MIS system at any level was operational in the state. All information is being collected and compiled manually at all levels. All data related to MDM i.e. stock of food grains, cooking cost and other expenses are maintained by the head teacher in a register which is available in every school. The other material related to MDM i.e. water tank, grain bins, cooking utensils and devices etc. are maintained in a stock register.

2.7.2 A school level format for collection of monthly data is filled by every school and is collected at block level through CRCs. At block level the data is collected and compiled and send to the district level. Then data is finally compiled, analysis and prepared at district level and was sent to state level. All data of different districts are finally compiled at state level. Different information is compiled in different formats. For example physical and human resource, Availability and utilisation of funds, Lifting & Distribution of food grains, Information regarding Cook cum Helper, Kitchen cum store etc.

2.7.3 The mission observed that the data furnished from the school level is not realistic as the figures provided by the district authorities to the mission varies from the actual figures noted by the mission members in the visited schools in some cases.

3. Review the implementation of the scheme with reference to availability of food grains, quality of MDM, regularity in serving MDM as per approved norms and mode of cooking.

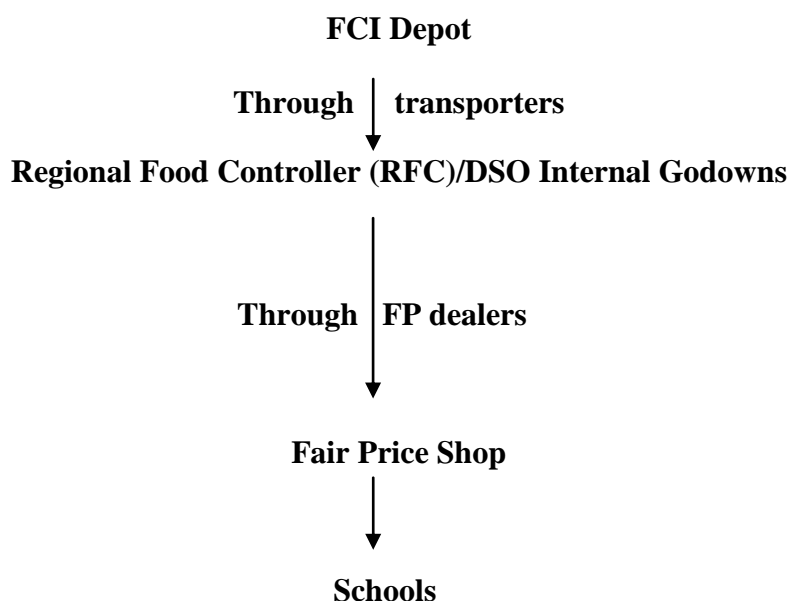
3.1 Availability of food grains

3.1.1. Under MDM free food grains are supplied to the districts @ 100gms per day for primary school (Classes I-V) children and @150gms for the middle school (VI- VIII) children. Local depots of the FCI supply the food grains. The food grains are allocated biannually (February and August) by the central government separately for primary and middle schools with the concurrence of the Department of Food and Public distribution. The first allocation is based on the number of children and school days

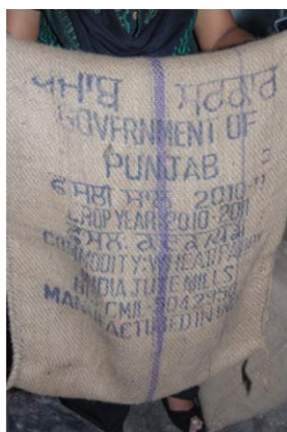
approved by the Project Approval Board (PAB) of MDM in the previous financial year. The second allocation is made after deducting the unspent balances available with the state/UTs out of food grain allocation of the previous year as well as from annual allocation approved by the PAB for the first six months of the current year. The utilization certificates are to be provided by the state after taking into account the food grains actually consumed at the school /cooking agency level. The unutilised food grains in stores and godowns at the school/cooking agency, block and district are to be shown as unspent balance. Every consuming unit is however required to maintain a buffer stock of one month to avoid disruption in case of unforeseen exigencies.

- 3.1.2 It is the responsibility of the FCI to ensure availability of Fair Average Quality (FAQ) grains in its depots. The FCI is to also appoint a nodal officer at state level for the purpose. District administration on receiving allocation from the state is required to issue a lifting schedule (periodicity, date/week) to the local FCI depot based on its requirement, convenience of transportation and storage capacity. FCI is to allow lifting of food grains as per schedule starting from 1st day of the preceding month of the quarter to 25th day of the last month of the allocation quarter. The District Magistrate is to ensure FAQ of food grain through a joint inspection and sampling mechanism defined in MHRD guidelines No F-1-15/2009- Desk (MDM) dated 10th February 2010 at each level of lifting of food grains.
- 3.1.3 In the state the provision of food grains under MDM is the responsibility of the Department of Food and Supply. At the district level the District Supply Officer (DSO) is responsible for ensuring the availability of the food grains accordingly the transportation component of the MDM is transferred in favour of the District Magistrate who in turn deposits the draft into the account of DSO. In respect of the payment of the cost of food grains to FCI the FCI raises the bill of food grain to Additional District Education Officer (ADEO , Basic) and ADEO (Basic) after verifying with the figure of lifting from the DSO pays the prescribed amount through bank draft in the account of FCI within 20 days. The GO is issued vide letter no. 1454/XXIV (1)/2010-25/2007 dated 6 December, 2010 by the state government in this regard. The lifting of the food grains from FCI is done on the regular monthly basis. In Kumaon region the food grain is first lifted by Regional Food Controller (RFC) and then it is distributed to schools through DSO by the owner of the fair price shop. In Garhwal region the food grain is distributed to schools directly through DSO by the owner of the fair price shop.

The lifting and transportation of food grains is carried out as follows:-



3.1.4 During the briefing meeting at Dehra Dun the FCI representative was specifically requested to give details regarding the location of the FCI depots in the state and also provide a list of FCI distribution centres located in state/private owned godowns the list is at **Annexure-11**. The representative was also specifically asked about the availability of FCI mark food grain



sacks at all levels of storage of MDM food grains to which the official had indicated that the FCI marked/stamped sacks should be available at all levels of storage of MDM grains. During the field visits the members did not find any sack (except one sack in Government Junior High School, Chakrota, block Bajpur in Distt U.S Nagar) with an FCI stamp/markings all the grain sacks were carrying the stamp of Government of Punjab with no FCI marking on the sack. It was informed by the Manager, FCI Depot, Rudrapur that FCI was only tagging the sacks and not stamping. The Mission members failed to understand as to why the FCI irrespective of the source of procurement was not ensuring its stamp on the sacks the current

tagging procedure cannot be equated to the stamping as the tag is easily detachable. The FCI depot Manager said that there were no specific directions from the FCI to stamp the grain sacks and only if given the directions would they undertake stamping. The FCI stamping on the grain sacks is important as a tracking indicator and is significant from the point of view of ensuring quality. The FCI Depot Manager at Rudrapur showed the Mission members the Acknowledgement receipts wherein the Senior Marketing Inspector has signed on 'Grade A' quality rice photocopy of these receipts are at **Annexure-12 &13** A sample of the 'Grade A' rice being lifted from the FCI depot was taken by the mission and it was observed that the grains were long even coloured and fine in texture. The sample of rice taken at the RFC depot at U S Nagar was also found to be of both 'Grade A' and 'Grade B'. The quality of rice in

schools was found to be only 'Grade B' which was comprising of coarse and coloured grains which were round in structure. The 'Grade B' rice when cooked appears coarse with rubbery texture and tastes dry and the taste deteriorates rapidly upon being cooked in advance as is the case in most kitchens under MDM.



The FCI tagged grain sacks at RFC Godown in US Nagar Distt

- 3.1.5 The mission members had been briefed that the state government vide order No 1566/XXIV (1)/2008-25/2007 dated 12th January 2009 had issued directions that the grain sacks would be provided to the schools and the head teacher would be responsible for the collection and subsequent auction of these grain sacks at school level itself. While the head teachers were aware of the directions there was little clarity with respect to the use of the money collected through the auction. The mission members observed that in most cases the money was being simply deposited in the SMC's account.
- 3.1.6 The mission members had observed that no buffer stocks were being maintained at school level as mandated under the MDM guidelines. The status of food grains stocks in the schools of Distt Tehri was specifically worrying as the official figures of food grains unspent balance as on 1.04.2011 as given by the district officials was not in conformity with the figures collected by the Mission members from the Mid Day Meal register. Interestingly while in the registers at school level the mission member observed high negative balances no such negative balances were indicated in the official figures provided by the district officials.

The table below analyses the data provided in respect of District Tehri.

Availability of Food grains at school level as on 01.04.2011

Quantity (in kg)	Pry	% schools	U. Pry	% schools
0	417	28%	113	19%
Up to 10	169	11%	56	9%
10 – 20	251	17%	91	15%
20 – 40	269	18%	83	14%
40 – 60	151	10%	50	8%
60 – 80	80	5%	31	5%
80 – 100	78	5%	29	5%
100 – 200	57	4%	61	10%
200 above	2	0%	81	14%
Total	1474		595	

3.1.7 The mission members during the briefing meeting at Distt Tehri had expressed concern on the issue of non-availability of food grains in the schools due to delayed/no payment of the transport costs to the fair price shop dealers accordingly the representative of the DSO was specifically asked to submit the month wise details of the payments made to the transport dealers and fair price shop dealers for the current financial year. The details were made available to the mission in the afternoon of 30th November 2011 and may be seen at **Annexure-14**. The information submitted was found to be incomplete to the extent that the transport costs to the FP shop dealers were not indicated. From the data/information furnished the following issues emerge:

- No payments had been done from October 2010 to March 2011 indicating that either no food grains had been lifted during the period or else the payments were being delayed.
- Since August 2011 no payments were being made to the transporters instead the amount were being given to the Food Grain Inspectors (FGIs) of the interior godowns of DSO. It is not clear whether the money given to the FGIs had been further disbursed to the transporters or not and also the need for giving the money to the FGIs since August 2011 when in previous months the payments have been given directly to the transporters.

In Distt U.S Nagar as per the information furnished by the DSO placed at **Annexure-15** the funds received have been indicated as Rs 17,76,573/- whereas as per the communication No RPK/198/09/MDM-Du.BHA/2011-12 dated 24th August 2011 the released amount shown for the Distt is Rs 8,9,9572/-. The officials explained that the high receipt figures were was on account of the late receipt (in May 2011) of the transportation component of 2010-11. The Mission felt that due to the transportation component being expended through a separate non education entity at the district

level there is a high level of lack of effective communication between the ADEO (Basic) and the DSO with reference to the data exchange.

- 3.1.8 The mission member observed that the state was imposing a VAT of 4% on the bills being raised by the FCI. It was informed by the state officials that they had taken up the issue of waiver of the VAT with the finance department but the same had not been considered favourably.

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	04.03.2011	16.03.2011	8- 12	No significant delay
	08.08.2011	16.08.2011		

Food Grain Flow at District Level (Tehri)

Components	Date of Allocation released by the State to the District	Date of food grains released by the District to Schools Upto 31 st October 2011	Gap(No of days) between food grains receiving and releasing	Reason for delay if any
Food grains	16.03.2011	April onwards monthly releases	N.A	N.A
	16.08.2011			

Food Grain Flow at District Level (Udham Singh Nagar)

Components	Date of Allocation released by the State to the District	Date of food grains released by the District to Schools Upto 31 st October 2011	Gap (No of days) between food grains receiving and releasing	Reason for delay if any
Food grains	16.03.2011	April onwards monthly releases as informed by the state	N.A	N.A
	16.08.2011			

Food grains Release

(QTY. MTs.)

Components	Allocation from GOI	Food grains lifted by DSO from FCI till 31 st October 2011 (previous balance)	Food grains Released by DSO to Schools till 31 st Oct 2011	Percentage Release against total availability with DSO	Reasons for low releases if any
State	24364.70	13288.54 (1455.88)	12641.92	85.7%	NA
U.S Nagar	3567.47	1583.96	1544.25	97.49%	NA
Tehri	2574.61	1346.75	1094.97	81.30%	NA

Payment of cost of food grains to FCI by the districts

	Food Grains Lifted	Bills Submitted by FCI (till 31 st October 2011)		Payment made to FCI (till 31 st October 2011)	
		Quantity (in MTs)	Amount (Rs. in lakh)	Quantity (in MTs)	Amount (Rs. in lakh)
1	2	3	4	5	6
Uttarakhand	13288.54	13288.54	793	12791.57	760
U S Nagar	1583.96	1837.06	107.97	1818.864	121.76
Tehri	1346.75	1347.86	79.20	1312.127	71.47

3.2. Quality of Mid Day Meal

- 3.2.1 As part of the Mid day Meal Programme, the children of all Government Primary and Upper Primary Schools receive a cooked meal in their respective school as per the weekly cyclic menu. Each state has to develop the guidelines for a context specific cyclic menu which should provide the recommended 450 kcal and 12 gm protein for Primary School Children and 700 kcal and 20 gm protein for upper primary school children. The meal has to be of good quality especially with respect to the inclusion of green leafy vegetables, yellow vegetables and cereal-pulse combination in order to also provide adequate micronutrients like iron, folic acid, vitamin A and zinc.
- 3.2.2 During the state briefing the Mission was informed that with a view to improve the micronutrient status of children of the state a booklet named "Micronutrients Enriched Nutritious and Delicious " consisting of around 31 recipes for primary and 30 for upper primary has been prepared by the college of Home Science, G.B. Pant University of Agriculture & Technology, Pantnagar. This booklet has been made available in year 2011-12 to all the Primary & Upper Primary Schools of the state. During field visits mission members observed that the booklet was available in all the schools although the recipes were not being cooked in these schools.

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

Day	Weekly Menu of MDM
	Rice Dominated Area
Monday- Saturday	Dal, Chawal and seasonal vegetable

3.2.4 From the menu it is observed that the Dal is changed at hilly and plain region. In hilly region a mix dal of (Urad, Mung, Mallka, Gadhad and Rajma) and in Tarai region mung and masur dhuli dal is preferred. The availability of green leafy vegetable was found to be good. In Tehri district inclusion of spinach and local leafy vegetable like Rye was found to be substantial by the mission members. Keeping in view the fact that the anaemia is considerable high amongst the school children the inclusion of green leafy vegetable in the Mid day meal on a daily basis will definitely help in reducing the current level of anaemia in the State.

STATE	Mild (10.0-10.9 g/dl)	Moderate (7.0-9.9 g/dl)	Severe (<7.0 g/dl)	Any anaemia (<11.0 g/dl)
India	26.3	40.2	2.9	69.5
Uttaranchal	28.5	30.6	2.3	61.4

Source - NFHS -III (6-35 months children)

3.2.5 On interaction with State and district level school children it was found that rice is the staple food of the state and children like to consume rice instead of wheat. However, the members of the review mission felt that wheat based menu can be started on a pilot basis in some districts to cater to the changing tastes of the children.

3.2.6 It was observed that there is no fix menu at state level, schools were making changes on seasonal availability of vegetables and taking into account the local dietary practices.



- 3.2.7 Regarding quality of the meal being served the review mission team was apprised with the fact that the quality of vegetables was satisfactory but in Tehri only spinach was being utilized as vegetable and there was scope to include more variety in the preparation of vegetables to keep the children interested in the meal. The quality of rice was found wanting to the 'Grade A' standard as it was broken & dry.
- 3.2.8 The Mission observed that the regularity of the Mid Day Meal was largely dependent on the availability of food grains and in many cases it was observed that the head teachers were borrowing food grains from the FPS in the event of delay in supply of food grains . In majority of schools, firewood was being used as fuel. The mission members observed that safety and hygiene is largely being maintained. The involvement of the School Management Committee was there in the decisions pertaining to the menu and quality testing and tasting of the Meals the frequency varying from school to school.
- 3.2.9 The Mission members were informed by the teachers about their difficulty in managing the costs involved in preparation of good quality nutritious food as per the norms because of inflation and increasing prices of vegetables and pulses. Instead of using different vegetables prescribed in the menu they are only using those ones which are cheap which is leading to repetition of the vegetable.
- 3.2.10 The mission also observed that the Teachers buy spices from the local market and generally give preference to the purchase of material sold in open, instead of packed agmark spices as prescribed by government. In large number of cases edible oil is also purchased in small quantity from the open stock, instead of packed and agmark edible oil. Tata iodized salt is also purchased from the local market and in all the schools. Double fortified salt with iron and iodine was missing.
- 3.2.11 The review mission members observed that in most the visited schools children were carrying plates from home which varied in shapes and sizes. All the children were washing their plates after having their food overall and were also washing their hands before the meals. The personal hygiene of the student was generally found to be good with their nails trimmed and hair combed neatly.

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

S. No.	District	Date of visit	Block	Name of School	Enrolment	Avg. Attendance of last 10 days	% of children availing MDM against enrolment
1	Udham Singh Nagar	23.11.11	Rudrapur	Rajakiaya Uchcha Prathamik Vidyalaya PAC Camp	117	43	37
2	Udham Singh Nagar	23.11.11	Rudrapur	Prathamik Vidyalaya , Awas Vikas	134	132	99

S. No.	District	Date of visit	Block	Name of School	Enrolment	Avg. Attendance of last 10 days	% of children availing MDM against enrolment
3	Udhamsingh Nagar	23.11.11	Rudrapur	Rajakia Prathamik Vidyalaya , PAC camp	263	229	87
4	Udhamsingh Nagar	23.11.11	Haldi	Rajakia Prathamik Vidyalaya , Haldi	337	241	71
5	Udhamsingh Nagar	23.11.11	Rudrapur	Rajakia Prathamik Vidyalaya	326	199	61
6	Udhamsingh Nagar	23.11.11	Sitargang	PS Kunwarpur sisaiya	113	94	83
7	Udham singh Nagar	23.11.11	Sitargang	PS Sitargang I	509	371	72
8	Udham singh Nagar	23.11.11	Khatima	UPS Girls Jhankhat	148	129	87
9	Udhamsingh Nagar	23.11.11	Khatima	PS Jhankhat	157	162	103
10	Udhamsingh Nagar	23.11.11	Khatima	GPS Umrukhurd	158	145	92
11	Udhamsingh Nagar	23.11.11	Khatima	PS virendra Nagar	183	183	100
12	Udhamsingh Nagar	25.11.11	Bajpur	PS Pipalia	81	61	75
13	Udhamsingh Nagar	25.11.11	Bajpur	UPS Pipalia	106	78	73
14	Udhamsingh Nagar	25.11.11	Kashipur	PS Jaitpur Ghoshi	270	191	71
15	Udhamsingh Nagar	25.11.11		UPS Girls Jaitpur Ghosi	262	138	52
16	Udhamsingh Nagar	25.11.11	Kashipur	GPS Soot Mill	85	72	85
17	Udhamsingh Nagar	25.11.11	Jaspur	Prathamik Vidyalaya Urdu Medium	236	133	56
18	Udhamsingh Nagar	25.11.11	Jashpur	Rajakia u prathamik Vidyalaya	245	120	49
19	Udhamsingh Nagar	25.11.11	Jashpur	Rajakiay kanya Uchcharar Madhamik vidyalaya dabhaora Musthakam	203	99	49
20	Udhamsingh Nagar	25.11.11	Kashipur	Rajakia Purva Prathamik vidhayalaya chakarpur	106	66	62
21	Udhamsingh Nagar	25.11.11	Gadarpur	Prathmic vidyalaya Motipur	49	32	65
22	Udhamsingh Nagar	25.11.11	Bajpur	Rajakiaya Prathamik vidyalaya kelakheda	420	200	48

S. No.	District	Date of visit	Block	Name of School	Enrolment	Avg. Attendance of last 10 days	% of children availing MDM against enrolment
23	Tehri	26.11.11	Kirtinagar	Rajkia Prathamik Vidyalaya Jiyalgarh	45	45	100
24	Tehri	26.11.11	Dev Prayag	GIC Bachelekhal	112	112	100
25	Tehri	26.11.11	Narendranagar	Rajakia Prathamik Atali Dogi	29	22	92
26	Tehri	26.11.11	Dev Prayag	PS Sanknidhar	21	20	95
27	Tehri	26.11.11	Dev Prayag	Rajakia Uccharat Madhyamic vidyalaya	63	57	91
28	Tehri	26.11.11	Chamba	Government UPS Chaopriayali	39	30	77
29	Tehri	26.11.11	Narendranagar	Govt. PS Bemar	27	24	89
30	Tehri	26.11.11	Narendranagar	Govt. PS Dhalwala	227	161	71
31	Tehri	26.11.11	Narendranagar	Govt. PS kharasaut	128	113	88
32	Tehri	26.11.11	Narendranagar	Govt. PS Munni kireti	62	47	76
33	Tehri	28.11.11	Chamba	UPS ARAkot	26	22	85
34	Tehri	28.11.11	Chamba	UPS Kanthargaon	34	31	91
35	Tehri	28.11.11	Chamba	GIC	39	26	67
36	Tehri	28.11.11	Chamba	Prathamik Vidyalaya syutavada	29	25	86
37	Tehri	28.11.11	Chamba	Rajakia Prathamik vidyalaya goldi	29	20	69
38	Tehri	28.11.11	Jaunpur	Suman Surkanda Jr High school Kandikhal	32	30	94
39	Tehri	28.11.11	Jaunpur	Govt. High School Dhanolti	75	47	63
40	Tehri	28.11.11	Jaunpur	Govt. Higher Secondary School Routokoli	146	97	66
41	Tehri	28.11.11	Jaunpur	PS Routeli Beli	38	31	82
42	Dehradun	29.11.11	Samajic shaishnic sanskritic society	NCLP Bhandari Bag	61	28	46
43	Dehradun	29.11.11	Raipur	Jamia Tussalam Al Islamiya Azad Colony	68	64	98
					5838	4170	71

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

As per the guidelines of MHRD issued vide F.No 1-1/2009 –Desk (MDM) 24th November 2010 one cook-cum helper is to be appointed for first 25 students and the second cook is to be appointed for 26 to 100 students thereafter one additional cook for addition of up to 100 students. The cook-cum helpers in the State called as 'Bhojan Matas' and generally as a rule the appointments are in favour of women. Accordingly the Mission felt that the implementation of the MDM has resulted in extensive empowerment of women at the grassroot level. The castewise breakup of the Bhojan Matas appointed in the State as under:

	Total No. of Cooks engaged	Category of Cooks				General
		SC	ST	OBC	Minority	
State	31134	3423	1262	4705	570	21174
Udham Singh Nagar	2909	844	555	1010	34	466
Tehri	3444	91	0	477	1142	2874

While interacting with the Bhojan Matas the Mission members learnt that the honorarium was being paid in cash and very few Bhojan Matas had their own accounts. The honorarium amount was as per norms but the payment was not being done on monthly basis. In most schools the Bhojan Matas were receiving lump-sum payments in two installments of Rs. 5000 each. The appointment of the Bhojan Matas was being done by the SMC and most of them had being in position for considerable period of time. Very few instances of removal of Bhojan Mata were available. The health checkup for Bhojan Matas was not being undertaken by the medical team visiting the schools. None of the Bhojan Matas had undergone any training.

4. Role of Teachers

- 4.1 Role of teachers is very crucial in effective implementation of MDM at the school level. The Ministry of HRD guidelines of 2006 for MDM specifically mentions that the teacher should be involved in ensuring that (a) good quality, wholesome food is served to children, and (b) the actual serving and eating is undertaken in a spirit of togetherness, under hygienic conditions, and in an orderly manner so that the entire process is completed in 30-40 minutes. It should however, be ensured that the food prepared is tasted by 2-3 adults including at least one teacher before it is served to children.
- 4.2 During the State briefing the Mission members had been informed about the initiatives taken by the State Government in developing training modules for the teachers. These modules called as Prabodh, Prayan, Sandharbh and Jagriti define the role of teachers in implementation of MDM.

4.3 The Mission observed that the teachers in the State were effectively maintaining the school level documentation as per prescribed guidelines of MDM. The involvement of teachers in MDM in the State is primarily on account of the MDM implementation being the responsibility of the Department of Education.

4.4 It was observed by the Mission that in some schools the teachers had taken special initiatives of developing kitchen gardens in the school premises (Kanthar Gaon in block Chamba, District Tehri). In block Rudrapur in the primary school in Nagla the teacher had developed a questionnaire on MDM to generate awareness about the same amongst the children.

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

5.1 The School Health Programme component under National Rural Health Mission (NRHM) is required to be implemented in convergence with the Education Department. Under SHP the following services are required to be provided free of cost to the students.

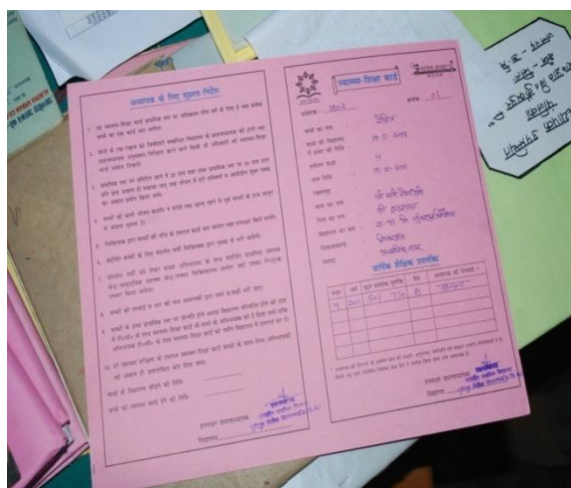
- Screening of general health, assessment of Anaemia/Nutritional status, visual acuity, hearing problems, dental check up, common skin conditions, heart defects, physical disabilities, learning disorders, behavior problems.
- Basic medicine kit to be provided to take care of common ailments prevalent among young school going children.
- Referral Cards for priority services at District / Sub-District hospitals.
- Immunization as per national schedule
- Fixed day activity (Global Hand Washing Day)
- Weekly supervised distribution of Iron-Folate tablets coupled with education about the issue
- Vitamin-A as per national schedule.
- De-worming as per national guidelines with Biannually supervised schedule
- Prior IEC with intimation to families to bring siblings to school on the fixed day Siblings of students also to be covered.
- Counseling services, Promotion of mental well-being.
- Regular practice of Yoga, Physical education, health education
- Peer leaders as health educators
- Adolescent health education
- Health clubs, Health cabinets, Health jamborees
- First Aid room/corners or clinics.
- Capacity building of teachers and involved health personnel.

5.2 During the State briefing the Mission members were informed that the SHP in the State was being implemented under the name "Chirayu Programme". During the current financial year the coverage of schools under the programme was as under:

Coverage of School Health Checkup by NRHM under "Chirayu Programme"

(Data from 01 April 11 - 30 Sept. 11)

District	Total School Covered	Total children examined	Children refer to nearest PHC/Hospitals
Almora	276	6726	127
Bageshwar	192	8923	304
Chamoli	139	3461	15
Champawat	214	12664	493
Dehradun	859	42374	521
Haridwar	278	20189	328
Nanital	297	17984	421
Pauri	259	5390	7
Pithoragarh	448	9644	170
Rudraprayag	184	5474	419
Tehri	253	6462	182
U.S.Nagar	497	37378	1000
Uttarkashi	252	6334	39
Total	4148	183003	4026



Health card



Health check up at USNagar

5.3 The mission observed that the coverage of school health program is not universal and coverage was found to poor with only 20% schools and 18% Children were covered State wide in Ist and II nd qtr of the FY 2011-12 under Chirayu programme. The School health screenings were being done once a year. In some of the visited schools de-worming tablets had been provided. However Iron and folic acid tablets were not being provided in most of the schools visited.

5.4 During the visits the Mission observed the screening in district Udham Singh Nagar in in four schools. The medical team comprising of male and female MOs and pharmacist was also accompanied by a community mobilizer (appointed under NHRM). Medicines were being distributed to children for common ailments and referrals were being made in some of the cases where ever required. The school health card for every student was being maintained at school level although the bio-metric recording (Height and Weight) were not being entered in the cards. The diagnosis and referrals were being indicated in the cards. The referrals were also being provided separate yellow slips. During the health screening of the students in the current financial year the following disease profile had been observed.

District	Anaemia	Cataract/Night Blindness	Eye Disease	Skin Disease	Lack of Iodine	Worm infection	Dental Disease	Respiratory Disease	Ear Disease	Handicap	Other Diseases	Total
Almora	1192	0	134	238	26	2002	1681	0	160	24	0	5457
Bageshwar	321	0	198	197	0	1993	2320	0	205	30	1034	6298
Chamoli	529	0	40	45	0	1208	573	0	32	4	494	2925
Champawat	633	0	70	308	0	2629	1367	0	201	43	207	5458
Dehradun	1242	0	300	818	6221	1843	1780	7	665	152	5486	18514
Haridwar	6201	0	129	885	0	14099	1209	0	625	70	2019	25237
Nanital	332	2	442	2	251	5646	2300	0	91	25	662	9753
Pauri	706	0	50	75	0	820	338	0	61	4	461	2515
Pithoragarh	2745	22	533	519	13	3695	2877	13	212	189	0	10818
Rudraprayag	419	0	43	48	0	3197	195	0	126	27	0	4055
Tehri	334	0	212	134	0	3590	270	0	152	65	126	4883
US Nagar	783	0	894	547	0	7390	1169	0	1154	231	0	12168
Uttarkashi	168	30	77	505	0	3351	536	0	365	22	188	5242
Total	15605	54	3122	4321	6511	51463	16615	20	4049	886	10677	113323

- 5.5 The Mission observed that although the implementation of the SHP was evident through the documentation being maintained. However the follow-up in case of referrals was very weak/virtually non-existent. In most cases the parents were informed about the referral without any institutional mechanism in place to ensure that the referrals receive the required treatment.
- 5.6 The Mission observed that many schools had been provided weighing machines/recorders under the MME component. Almost all the schools had scales painted on their walls to record the height of the children.
- 5.7 The Mission also observed in Udham Singh Nagar that students were also being provided spectacles under the National Blindness Control Programme under NRHM.
- 5.8 The Mission observed that the Health Education component required strengthening as virtually no health talks were being undertaken at school level. No teacher training had been conducted under the SHP.



Medicines to be distributed at school

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

Status of Kitchen Shed

	Allocation since 2006-07 to 2010-11		Physically Progress since 2006-07 to 2010-11		
	Physical units	Financial allocation Rs. in lakh	Constructed Physical units	In Progress Physical units	Not started
Uttarakhand*	4972	2983.2	4914	58	8772*
Udham Singh Nagar	284	169.8	282	-	115**
Tehri	465	279	774	771	360***

**8772 kitchen cum store sanctioned on plinth area norm during PAB 2011-12.*

***In Udham Singh Nagar, 115 Kitchen cum store have also been sanctioned on plinth area norm during PAB 2011-12*

*****In Tehri PAB 2011-12 360 kitchen cum store have also been sanctioned during PAB 2011-12.**

Status of Kitchen Devices

	Allocation since 2006-07 to 2010-11		Physically Progress since 2006-07 to 2010-11	
	Physical units	Financial allocation Rs. in lakh	Procured Physical units	To be procured physical unit
Uttarakhand	17283	864.15	17283	0
Udham Singh Nagar	1089	54.45	1089	0
Tehri	2021	101.05	2021	0

The infrastructure status in the school visited is tabulated

Sl. No.	District	Block	Name of School	Kitchen Shed	Kitchen Devices	Mode of cooking
1	Udham singh Nagar	Rudrapur	Rajakiaya Uchcha Prathamic Vidyalaya PAC Camp	YES	YES	Fire wood
2	Udham singh Nagar	Rudrapur	Prathamic Vidyalaya , Awas Vikas	YES	YES	GAS/LPG
3	Udhamsingh Nagar	Rudrapur	Rajakia Prathamic Vidyalaya , PAC camp	YES	YES	GAS/ LPG Fire wood
4	Udhamsingh Nagar	Haldi	Rajakia Prathamic Vidyalaya , Haldi	YES	YES	GAS/ LPG Fire wood
5	Udhamsingh Nagar	Rudrapur	Rajakia Prathamic Vidyalaya	YES	YES	Fire wood
6	Udhamsingh Nagar	Sitargang	PS Kunwarpur sisaiya	YES	YES	Fire wood
7	Udham singh Nagar	Sitargang	PS Sitargang I	YES	YES	GAS/ LPG Fire wood
8	Udham singh Nagar	Khatima	UPS Girls Jhankhat	YES	YES	Fire wood
9	Udhamsingh Nagar	Khatima	PS Jhankhat	YES	YES	Fire wood

Sl. No.	District	Block	Name of School	Kitchen Shed	Kitchen Devices	Mode of cooking
10	Udhamsingh Nagar	Khatima	GPS Umrukhurd	YES	YES	Fire wood
11	Udhamsingh Nagar	Khatima	PS virendra Nagar	YES	YES	Fire wood
12	Udhamsingh Nagar	Bajpur	PS Pipalia	YES	YES	Fire wood
13	Udhamsingh Nagar	Bajpur	UPS Pipalia	YES	YES	Fire wood
14	Udhamsingh Nagar	Kashipur	PS Jaitpur Ghoshi	YES	YES	Fire wood
15	Udhamsingh Nagar		UPS Girls Jaitpur Ghosi	YES	YES	GAS/ LPG Fire wood
16	Udhamsingh Nagar	Kashipur	GPS Soot Mill	YES	YES	Fire wood
17	Udhamsingh Nagar	Jaspur	Prathamic Vidyalaya Urdu Medium	YES	YES	Fire wood
18	Udhamsingh Nagar	Jashpur	Rajakia u prathamic Vidyalaya	YES	YES	Fire wood
19	Udhamsingh Nagar	Jashpur	Rajakiay kanya Uchchatar Madhamic vidyalaya dabhaora Musthakam	YES	YES	Fire wood
20	Udhamsingh Nagar	Kashipur	Rajakia Purva Prathamic vidhayalaya chakarapur	YES	YES	Fire wood
21	Udhamsingh Nagar	Gadarpur	Prathmic vidyalaya Motipur	YES	YES	Fire wood
22	Udhamsingh Nagar	Bajpur	Rajakiaya Prathamic vidyalaya kelakheda	YES	YES	Fire wood

Sl. No.	District	Block	Name of School	Kitchen Shed	Kitchen Devices	Mode of cooking
	Tehri					
23	Tehri	Kirtinagar	Rajkia Prathamik Vidyalaya Jiyalgarh	YES	YES	Fire wood
24	Tehri	Dev Prayag	GIC Bachelekhhal	YES	YES	Fire wood
25	Tehri	Narendranagar	Rajakia Prathamik Atali Dogi	YES	YES	Fire wood
26	Tehri	Dev Prayag	PS Sanknidhar	YES	YES	Fire wood
27	Tehri	Dev Prayag	Rajakia Uccharat Madhyamik vidyalaya	YES	YES	Fire wood
28	Tehri	Chamba	Government UPS Chaopriayali	YES	YES	Fire wood/LPG
29	Tehri	Narendranagar	Govt. PS Bemar	YES	YES	Fire wood
30	Tehri	Narendranagar	Govt. PS Dhalwala	YES	YES	Fire wood
31	Tehri	Narendranagar	Govt. PS kharasaut	YES	YES	Fire wood
32	Tehri	Narendranagar	Govt. PS Munni kireti	YES	YES	Fire wood
33	Tehri	Chamba	UPS ARAkot	YES	YES	LPG
34	Tehri	Chamba	UPS Kanthargaon	YES	YES	LPG
35	Tehri	Chamba	GIC	YES	YES	LPG
36	Tehri	Chamba	Prathamik Vidyalaya syutavada	YES	YES	LPG
37	Tehri	Chamba	Rajakia Prathamik vidyalaya goldi	YES	YES	Fire wood
38	Tehri	Jaunpur	Suman Surkanda Jr High school Kandikhal	YES	YES	Fire wood
39	Tehri	Jaunpur	Govt. High School Dhanolti	YES	YES	LPG/Fire wood
40	Tehri	Jaunpur	Govt. Higher Secondary School	YES	YES	LPG/Fire wood

Sl. No.	District	Block	Name of School	Kitchen Shed	Kitchen Devices	Mode of cooking
			Routokoli			
41	Tehri	Jaunpur	PS Routeli Beli	YES	YES	Fire wood
42	Dehradun	Samajic shaishnic sanskritic society	NCLP Bhandari Bag		YES	LPG
43	Dehradun	Raipur	Jamia Tussalam Al Islamiya Azad Colony	Own Kitchen	YES	LPG

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

During visits Mission has observed that there is no involvement of NGOs in implementation of MDM school in two districts (Udhamsingh Nagar and Tehri).

8. Involvement of Community' in implementation of MDM scheme

- 8.1 The Ministry of HRD guidelines of 2006 for MDM clearly states that school management should also be encouraged to draw on the support of the community. Gram Panchayats and Village Education Committees may be approached for arranging community member to regularly, on a rotation basis, help the school management in ensuring efficient cooking, serving and cleaning operations. The involvement of teachers and community members in ensuring that children eat together in a spirit of camaraderie and develop sensitivity to their peers with different abilities, by offering them precedence, and instilling values of equality and cooperation would be very valuable support to the implementation of the programme. Support of the community members, including mothers groups, could also be solicited to ensure that children wash their hands with soap before eating, use clean plates and glasses, avoid littering and wastage of food, and clean their plates, rinse their hands and mouth after eating.
- 8.2 As per Government Order issued Letter No.3511/RTE/2010-11 dated 27-01-2011, role of SMC has been defined which is following:
- Monitoring of Programme implementation at regular basis.
 - Proper implementation of MDM and to ensure the quality regular monitoring through SMC.
- 8.3 In Uttarakhand as per State norms SMC (School Management Committee) has been constituted at school level and the meeting are being held regularly.
- 8.4 In most schools active involvement of community was not observed. The community involvement where ever observed was on account of initiative taken by the teacher. It was also observed by the mission that the schools where teacher is dedicated and is involved in implementation of MDM they have been able to draw community support as well. During the interaction with SMC members, ICDS

workers and community members only two SMC members (PS Jhankot, Khatima, Udham Singh Nagar, PS Saknidhar, Devprayag) had taken initiatives to check the quality of MDM during cooking.

9. Other Issues related to MDM implementation

9.1 *National Child Labour Project (NCLP)*

The NCLP school Bhandari Bagh is functional in a rental building in Dehradun. It appears that the mid day meal was not being served on daily basis. Record of utilisation and receiving of food grains and cooking cost was not maintained properly. The attendance was very low and 26-29 children out of 61 enrolled children were attending school on average basis. The school premises was not maintained properly and no health check up had been carried out.

9.2 *Maktab Madarsa Schools*

The mission also visited an AIE centre Madarsa Jamia Tussalam Al-Islamia, Azad Colony of Raipur block in District Dehradun. The madarsa functioning in its own building had a proper kitchen. 64 boys and 4 girls were enrolled in the madarsa. The mission team was informed that rice and wheat both were used in preparation of mid day meal due to the preference by the student. There was negative balance of both rice and cooking cost. The daily menu and MDM logo was not displayed. School health card was not maintained and no health check-up had been carried out under School Health Programme. LPG was used for preparation of mid day meal.

9.3 The visit of the mission was also covered by the print media (State and local). The relevant cutting at *Annexure-16-18*.

RECOMMENDATIONS

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

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

- a. State should take time bound action to put a Financial Information Management System into place starting from block to State level. An action plan to the effect may be prepared for the next financial year.
- b. The procedural delays in the release of funds at the State level may be streamlined to reduce the time gap.

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

- a. State must initiate immediate action for filling up of vacant positions at each level of management in a time bound manner.
- b. Monitoring mechanism needs to be put in place at both district and the block level accordingly positions may be created at these levels.
- c. The steering cum monitoring committee meetings at the State, district and block level as stipulated in the guidelines are required to be held to ensure the effective implementation of the programme.

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

- a. Quality monitoring mechanism as prescribed in the MDM guidelines must be ensured at all levels of lifting of food grain. State may also like to review its order regarding disposal of the grain sacs by the SMCs keeping in view the opportunity costs associated with the sale proceeds of the same.

- b. The State may take up the issue of waiver of VAT currently being charged @4% on the bills being raised by the FCI.
- c. The State needs to ensure that regular data exchange takes place between the office of ADEO (Basic) and the DSO so as to ensure uninterrupted supply of food grains to the schools.
- d. The State needs to issue immediate directions to the DSOs that one month buffer stock be provided in schools where ever the same is not being maintained.
- e. Quantity of meal to be served to the individual child should be defined in respect of all its components as per the prescribed nutritional norms.
- f. Random inspection of the kirana stores from where the schools are purchasing the ingredients may be taken by the concerned official at regular intervals.
- g. The honorarium of cook-cum helpers (Bhojan Matas) may be disbursed on monthly basis.
- h. The State should undertake training of Bhojan Matas. A module in this regard may be prepared in concerned department.

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

- a. The State needs to ensure that adequate human resources are available for undertaking the health screening of all schools biannually. Convergence with AYUSH department may also be explored in this regard.
- b. The State needs to ensure that health counselling on age appropriate health issues should be integral part of school health program with issues like menstrual hygiene also to be incorporated in counselling. Involvement of parents in school health check-up should be done and feedback needs to be shared with them.
- c. There is also need to ensure quality and use of protocols (e.g. Eye examination, IFA supplementation). Teachers should be oriented regarding IFA supplementation protocols and regular supply of IFA tablets from health department should be ensured. Supply of weighing machine, eye examination charts and height scale to schools under NRHM should be considered where ever not available. Availability of First aid kits with defined composition needs to be ensured in every school

along with training of teachers in administering first aid. If budget constraints are there the same can be done in a phased manner.

- d. It is important to ensure school health program does not work in isolation and opportunity of convergence with ARSH, VHND and other health program should be used optimally. On the day of VHND health worker can visit school for health education and counselling.

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

- a. In view of the high prevalence of fire wood chulhas as a mode of cooking in the rural areas action may be initiated to provide environment eco-friendly chulhas in convergence with the concerned department in the State.

6) Involvement of Community' in implementation of MDM scheme

- a. Community participation in the implementation of MDM scheme needs to be encouraged. For this capacity building of the community with regard to various aspects of the scheme needs to be strengthened. Mission recommends that intensive training must be imparted to all the stakeholders at the village level. Mission also recommends that involvement of mothers should also be given priority and the roster of mothers must be strengthened.
- b. There must be a systemic effort to link School Management Committee and Village Health and Sanitation Committee on MDM and SHP. It would be the best idea if all these 3 groups have a common interest meeting every month.
- c. Child's perspective in the entire scheme should be considered and child auditing of MDM may be undertaken as a pilot.
- d. The State is advised to undertake training need assessment in respect of the capacity building of SMC members.

Good Practices/Convergence initiatives observed by the Mission

1. *Development of a Recipe book:*The state MDM cell has prepared a recipe booklet titled ‘Micronutrients Enriched Nutritious and Delicious Recipes’ in collaboration with the college of Home Science, G.B.Pant University of Agriculture & Technology, Pantnagar. This booklet was present in all the schools visited although the use of the recipes prescribed was limited.
2. *Provision of storage bins:* Large storage bins for safe storage of rice were seen in all the schools visited. Some of these bins had also been painted with nutrition awareness messages.
3. *Kitchen Garden:* The UPS at Kanthargaon in block Chamba in Distt Tehri was maintaining a good kitchen garden wherein leafy vegetables like spinach, coriander and tubers like turmeric and ginger were being grown.
4. *Display of MDM logo:*Display of MDM Logo on kitchen cum store was observed in all the visited schools.
5. *Provision of Solar cookers:* A pilot project for provision of solar cookers in schools has been initiated by the state and it was observed that these solar cookers can help in reducing the cooking cost if installed with proper planning.

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Date: 30.11.11
Place: DehraDun