Chapter 1

Introduction

National Programme for Nutrition Support to Primary Education[1]

1.1.1 The National Programme of Nutritional Support to Primary Education (NP-NSPE) was launched as a Centrally Sponsored Scheme on 15th August 1995, initially in 2408 blocks in the country. By 1997-98 it was introduced in all blocks of the country. It was further extended in 2002 to cover children studying in EGS and AIE centres. Central Assistance under the scheme consisted of free supply of food grains @ 100 grams per child per school day, and subsidy for transportation of food grains up to a maximum of Rs 50 per quintal.

1.1.2 In September 2004 the scheme was revised to provide cooked mid day meal with 300 calories and 8-12 grams of protein to all children studying in classes I– V in Government and aided schools and EGS/AIE centres. In addition to free supply of food grains, the revised scheme provided Central Assistance for (a) Cooking cost @ Re 1 per child per school day, (b) Transport subsidy was raised from the earlier maximum of Rs. 50 per quintal to Rs. 100 per quintal for special category states, and Rs. 75 per quintal for other states, (c) Management, monitoring and evaluation costs @ 2% of the cost of foodgrains, transport subsidy and cooking assistance, (d) Provision of mid day meal during summer vacation in drought affected areas.

1.1.3 In July 2006 the scheme was further revised to provide assistance for cooking cost at the rate of (a) Rs 1.80 per child/school day for States in the North Eastern Region, provided the NER States contribute Rs 0.20 per child/school day, and (b) Rs 1.50 per child/ school day for other States and UTs, provided that these States and UTs contribute Rs 0.50 per child/school day.

1.1.4 In October 2007, the scheme has been further revised to cover children in upper primary (classes VI to VIII) initially in 3479 Educationally Backwards Blocks (EBBs). Around 1.7 crore upper primary children were included by this expansion of the scheme.

Objectives of the Scheme[2]

1.2 Cooked mid day meal is the popular name for the school meal programme which involves provision of lunch –free of cost to school children

[1] Ministry of Human Resource and Development, Government of India
[2] Ministry of Human Resource and Development, Government of India

on all school days**.** The scheme was launched with the following objectives in mind:

- To address hunger in schools by serving hot cooked meal.
- To improve nutritional status of children.
- To encourage poor children, belonging to disadvantaged sections, to attend school more regularly and help them concentrate on classroom activities, thereby increasing the enrolment, retention and attendance rates

Launch of the Mid Day Meal Scheme across States

1.3 Prior to the formal launch of the Cooked Mid Day Meal programme, the practice of providing meals in schools was present in several states. The table no. 1.1 below summarizes in chronological order the launch of mid day meal in different states:

Table No. 1.1

Sl. No.	Name of States	Year of launching of MDM	Glimpses
1.	Tamil Nadu	1923	Started in Madras City by Madras Municipal Corporation & extended to full State in 1982.
2.	West Bengal	1928	Started in Calcutta city by Keshav Academy of Calcutta as compulsory Mid-day Tiffin on payment basis at the rate of four annas per child per month.
3.	Maharashtra	1942	Started free mid day meal in Bombay. It was launched in 1995-96 as a centrally sponsored scheme.
4.	Karnataka	1946	Started in Bangalore city to provide cooked rice and yoghurt. There was provision of giving 3 kg of rice/wheat per month /per child who had 80% or more attendance in 1995. Cooked meal was started in 7 north eastern districts during 2002-03.
5.	Uttar Pradesh	1953	It introduced a scheme on voluntary basis to give boiled gram, ground-nut, puffed rice and seasonal fruits.
6.	Kerala	1960	Scheme had been funded by CARE (Cooperate American Relief Everywhere) under US Assistance during the period 1960-1983 (in a pilot manner).
7.	Bihar	1995	Started with dry ration of 3 kg/per student/per month and started providing cooked meal in 30 blocks of 10 districts in 2003-04
8.	Andhra Pradesh	1995	There was provision of giving 3 kg of rice/wheat per month per child with 80% or more attendance in school.
9.	Madhya Pradesh	1995	Initially dry rations or Dalia was provided.
10.	Rajasthan	1995	Students of Government Primary schools were provided wheat at the rate of 3 kg/ per student /per month
11.	Arunachal Pradesh	1995	Initially only dry ration was provided in five districts of the state, extended to all schools since 2004.
12.	Punjab	1995	Students of Government Primary schools were provided wheat at the rate of 3 kg per student/ per month and switched over to cooked meal in one block of every district in 2002-03.
13.	Haryana	1995	Initially implemented in 17 blocks of 6 districts & extended to 44 blocks where female literacy rate was lower than the national level in 1996-97.
14.	Himachal Pradesh	1995	Initially dry ration was provided
15.	Jammu & Kashmir	1995	Initially dry ration was provided
16.	Meghalaya	1995	Started with dry ration of 3 kg per student /per month.
17.	Jharkhand	2003	It was taken up on a pilot basis in 3140 government primary schools in 19 districts initially.

Implementation Mechanism as per guidelines

1.4 The programme guidelines prescribe the following implementation mechanism:-

i. A National Steering-cum-Monitoring Committee (SMC) to be set up at the national level to monitor the programme, assess its impact, coordinate among concerned departments and agencies and to provide policy advice to Central and State Governments. After submission of their Annual work plan by States/UTs, the Programme Approval Board releases central assistance bi-annually.

ii. States and UTs are also required to set up Steering-cum-Monitoring Committees (SMC) at the State/District/Block levels to monitor implementation of the programme. Every State Government/UTs has to authorize one of its departments as the nodal department to take overall responsibility for implementation of the programme and Implementation cells are required to be set up by nodal department to watch over the implementation of the programme at the school level.

iii. One nodal officer to be appointed at the district and block level is to be assigned the overall responsibility of effective implementation of the programme at the district/block level.

iv. The Panchayats/Urban Local Bodies to be in charge of the implementation of the programme in states where primary education is entrusted to them.

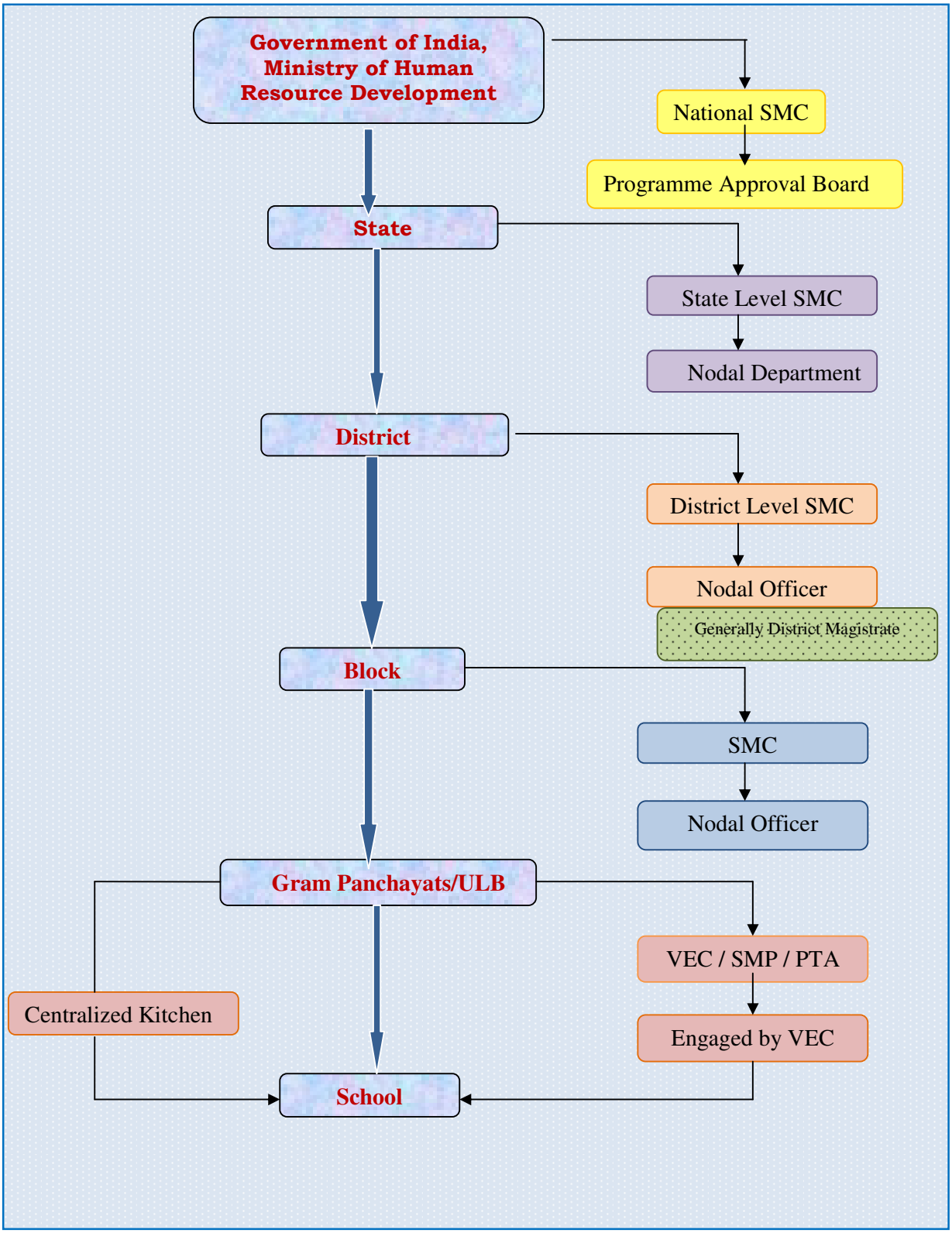
v. Gram Panchayat/Municipality to be accountable for implementation and day to day supervision of the programme at the local level.

vi. Gram Panchayat/Municipality may assign the supervision of the programme at school level to the Village Education Committee (VEC)/School Management and Development Committee (SMDC) or Parent Teacher Association (PTA), as the case may be, to be accountable to the Gram Panchayat/Municipality.

vii. Cooking and supply of meal is to be entrusted to Local women's/Self Help Groups/Local youth clubs affiliated to the Nehru Yuvak Kendras/ Voluntary Organizations or personnel engaged by VEC/SMDC/PTA/ Gram Panchayat/Municipality.

viii. In Urban areas where a centralized kitchen exists for a group of schools, cooking may be undertaken in that centralized kitchen and cooked hot meal transported to various schools.

Chart 1.1 Implementation Mechanisms as per Guidelines



Norms for allocation of funds & foodgrain as per guidelines

1.5 Guidelines for the programme have been revised on various occasions. Table 1.2 contains the norms for allocation of funds and foodgrain as per the guidelines.

Table 1.2
Norms for allocation of funds and food grains

Items	CMDM, 2002	CMDM, 2004	CMDM, 2006
Nutritional Contents			
Calories	Not Prescribed	300	450
Proteins	Not Prescribed	8-12 grams	12 grams
Micronutrients	Not Prescribed	Not Prescribed	Adequate quantities of iron, folic acid, Vitamin-A etc.
Transport Subsidy	Rs. 50 per quintal with Hill Transport Subsidy	Rs. 100 per quintal for N-E States & Rs. 75 per quintal for other States & UTs	Rs. 100 per quintal for N-E States & Rs.75 per quintal for other States & UTs
Subsidy against cooking cost	Not Provided	Re. 1.00 per child per school day	Rs. 1.80 per child per school day for N-E States & Rs. 1.50 per child per school day for other States and UTs
Subsidy for Management, Monitoring and Evaluation(MME)	Not Provided	1.8 % of total Assistance (Free food, transport cost & cooking cost)	1.8% of total Assistance (Free food, transport cost & cooking cost)
Infrastructural Assistance			
Construction of Kitchen-cum-Store	Not Provided	Convergent with SGRY, NSDP & UWEP programmes	Maximum of Rs. 60,000 per unit in addition with other programmes
Drinking water facility		Convergent with SSA, ARWSP & Swajaldhara programmes	Convergent with SSA, ARWSP & Swajaldhara programmes
Kitchen Devices		Rs. 2000/- under SSA Prorgrammes	Rs. 5000/- per school per annum

Need for Evaluation Study

1.5 In July 2006, the Department of Elementary Education and Literacy, Ministry of HRD referred to the Planning Commission a direction of the Cabinet Committee on Economic Affairs (CCEA) for evaluation of this centrally sponsored programme with the view to further improving performance and meeting the nutritional requirements of the beneficiary children. Accordingly, its evaluation was put on the prioritized list of evaluation studies to be done by the PEO. This study has tried to examine the implementation process and the impact of the cooked mid day meal consequent to revisions of the scheme over a period of time. Further, its implementation has undergone various changes over the years. Studies taken up by other organizations/agencies mainly focused on the quantitative aspects while this evaluation study has tried to give a direction to guide the policy makers and implementers not only in the quantitative aspects, but also on the qualitative aspects of impact of the scheme i.e. nutritional improvement and social equity among the beneficiaries.

Chapter 2

Objectives and Methodology

Objectives of the Evaluation Study

2.1 The following objectives were kept in mind while designing the evaluation study:

- to assess the extent of coverage of CMDM;
- to understand and examine the supply chain and processes that are involved in implementation of CMDM;
- to assess the availability and adequacy of infrastructural facilities including manpower for implementation of cooked mid-day meal scheme and also for providing universal education to the children at primary stage;
- to assess the extent to which CMDM has succeeded in achieving its objectives of making a positive impact on enrolment, attendance, retention and nutritional status of children of primary stage;
- to assess if CMDM has had any adverse effect on teaching/ learning activities in the schools;
- to assess the extent to which CMDM is relevant to the target group;
- to assess the extent to which community participation and social equity are achieved;
- to study the intervention means and strategy adopted for the implementation of CMDM; and
- to understand the constraints faced in implementation of the scheme and suggest remedial measures to overcome such constraints.

Sampling Frame

2.2 Primary and secondary information was collected to test the various parameters inherent in the objectives. The sampling frame consists of States, Districts, Tehsils /Blocks, Villages, Schools and Households and each unit of sampling frame is selected by using a multistage stratified sampling method.

Selection of States

2.2.1 Seventeen states viz; Bihar, Jharkhand, Uttar Pradesh, Rajasthan, Andhra Pradesh, Madhya Pradesh, Karnataka, West Bengal, Tamil Nadu. Himachal Pradesh, Maharashtra, Kerala, Punjab, Haryana, Jammu & Kashmir, Meghalaya and Arunachal Pradesh were selected through stratified random sampling.

Selection of Districts

2.2.2 While selecting the districts from each State the criteria provided in Table 2.1 was adopted: Following the stratified sampling method and using literacy rate as the stratifying parameter, **48 districts were selected**. The list of the selected districts is provided in Table 2.2

Table 2.1 Method for Selection of districts

State with Number of Districts	No. of Districts Selected
<15	2
16 to 30	3
> 30	4

Table 2.2 List of Selected States and Districts:

Sl.No.	State	Selected Districts
1.	Andhra Pradesh	Adilabad, Srikakulam, Anantapur and West Godavari
2.	Arunachal Pradesh	Lohit and Tirap
3.	Bihar	Madhubani, Pashchim Champaran, Rohtas and Madhepura
4.	Himachal Pradesh	Kangra and Kullu
5.	Haryana	Hissar and Jhajjar
6.	Jammu & Kashmir	Udhampur
7.	Jharkhand	Ranchi, Dumka and Bokaro
8.	Karnataka	Tumkur, Bijapur and Bidar
9.	Kerala	Thiruvananthapuram and Kannur
10.	Madhya Pradesh	Sagar, Shahdol, Vidisha and Indore
11.	Maharashtra	Solapur, Sangli, Nagpur and Washim
12.	Meghalaya	East Khasi Hills and Jaintia Hills
13.	Punjab	Kapurthala and Firozepur
14.	Rajasthan	Churu, Jhunjhunu, Bikaner and Jaisalmer
15.	Tamil Nadu	Dharmpuri, Tirunelveli and Virudhnagar
16.	Uttar Pradesh	Sitapur, Badaun, and Jalaun
17.	West Bengal	East Medinipur, North 24 Parganas and Birbhum

Selection of Blocks

2.2.3 Two blocks from each district were selected. In total **96 blocks** were selected. Average literacy rate of the sample district was taken as the stratifying parameter for dividing the total number of blocks of the sample

district into two strata i.e. (a) blocks with literacy rate equal to or above average district literacy rate and (b) blocks with literacy rate below the average district literacy rate. Care was taken to arrange the blocks in each stratum alphabetically so that one block from each stratum is selected randomly.

Selection of Schools

2.2.4 From a list of all types of schools and centres which were maintained in a sample (selected) block, 5 schools/centres were selected by selecting one school/centre from each type of schools/centres. However, in the case of non-availability of any other category of schools/centres (Government aided, EGS and A&IE centre) other than Government or local body schools/centres, the shortfall in the required sample of 5 schools/centres was made up from the remaining other available types of the schools/centres by giving appropriate representation in proportion to their respective numbers in the total. Thus **480 sample schools** were selected. This is illustrated in the following table:

Table 2.3

Selection Procedure for Sample Schools/Centres											
Sl.No.	**Likely Situation of Different Categories of Schools/Centres with Total Nos.**					**Proportionate Selection of Sample Schools/Centres**					**Total**
	Govt. School	**Aided School**	**Local body**	**A&IE**	**EGS**	**Govt. School**	**Aided School**	**Local body**	**A&IE**	**EGS**	
1.	100	75	25	NA	NA	2	2	1	0	0	**5**
2.	100	NA	NA	50	50	3	0	0	1	1	**5**
3.	100	NA	25	25	25	2	0	1	1	1	**5**
4.	100	25	NA	NA	25	3	1	0	0	1	**5**
5.	100	100	100	100	100	1	1	1	1	1	**5**
6.	100	75	50	25	10	1	1	1	1	1	**5**

Selection of Villages

2.2.5 The village where the sample school was located stood selected as sample village for canvassing the schedules.

Selection of Beneficiary Students

2.2.6 From each school/centre, 10 beneficiary students (5 boys and 5 girls) were selected randomly by giving a minimum representation to one boy and one girl beneficiary from each standard i.e. 1st to 5th. In case of non-availability of a girl student in any of the classes in a co-educational school/centre, the shortfall was made up from boys. Thus **4800 beneficiary students were selected.**

Selection of Parents/Guardians of Sample Students

2.2.7 From the same sample school/centre, parents/guardians of ten sample beneficiary students were selected for canvassing the parent/guardian schedules.

Selection of Drop outs

2.2.8 From each village where the sample school/centre was located, two drop- outs preferably one boy and one girl were selected. In case of non-availability of a girl child, substitution was done from boys, subject to his being a drop out of the school/centre from any one of the standards (1st to 5th) and having left the school/centre after the relevant years of implementation of the scheme.

Selection of Out of School Child

2.2.9 From each sample village, 3 out of school children were selected randomly.

Selection of Focus Groups

2.2.10 Depending upon the situation of types of schools and centres that were selected based on their respective proportionate representation to total number of schools in a sample block (take clue from the illustration given in Table 2.4 i.e. selection of schools), a minimum of two and a maximum of three main focus groups were chosen with a view to presenting variations in the likely situations as illustrated in the table below:

Table 2.4

Likely Situation of Selection of Different Types of Schools and Centres					Proposed Selection of Focus Groups				
Govt.	**Govt. Aided**	**Local Body**	**EGS**	**A&IE**	**Govt.**	**Govt. Aided**	**Local Body**	**EGS**	**A&IE**
1	1	1	1	1	1	1	1	X	X
2	1	2	NA	NA	1	1	1	X	X
5	NA	NA	NA	NA	2	X	X	X	X
NA	NA	5	NA	NA	X	X	2	X	X
1	NA	1	2	1	1	X	1	1	X
NA	1	1	1	2	X	1	1	X	1

From each sample village, three groups of parents (9-10 persons) each belonging to (a) SC and/or ST (depending upon their availability and concentration), (b) Non-SC/ST and (c) Mothers were chosen as focus groups for eliciting the required information through group discussions.

Qualitative Notes

2.2.11 The questionnaires prepared for making field notes at different levels and observed by the Regional Evaluation Offices (REOs) and Project Evaluation Offices (PEOs) of the Programme Evaluation Organisation (PEO) were useful in elucidating the trends shown by the quantitative data extracted through structured questionnaires. The notes contained details of implementation mechanism at various levels and their efficacy, nutrition related, economic and time-consumption aspects of cooking meal, manpower, infrastructure, monitoring & supervision at different levels.

Reference Period

2.2.12 The reference period for the study was from **2000 to 2006** and covered both the erstwhile mid day meal and the cooked mid day meal programmes.

Data Collection

2.2.13 The orientation programme for field staff was held at PEO Headquarters, Planning Commission, New Delhi in October 2006 after pre-testing the schedules. The field work was carried out by the REOs and PEOs located in various states from November 2006 to March 2007.

Data Processing

2.2.14 The filled-in schedules received from REOs and PEOs were scrutinized and coded before being handed over to NIC for data entry and processing. The analytical tables have been generated as per the objectives of the evaluation study.

Chapter 3

Beneficiaries, Drop Outs and Out of School Children

Beneficiary Children

3.1 These are the children who are availing the benefits of the Cooked Mid Day Meal Scheme. In the next few sections, their socio-economic profile and dietary habits are examined.

Economic Status

3.1.1 As a consequence of low income of the parents, children are expected to work to supplement the household incomes. In such a scenario, Table 3.1 captures the comparison between the average annual incomes of the beneficiary children's parents; drop out children's parents and out of school's parents. As per the table the income of the beneficiary's children is higher in comparison to drop out children's parents and out of school's parents. It should also be noted that out of 4580 beneficiary children's parents, five reported that they do not have any income. In comparison out of 122 drop out children's parents, 11 said that they do not have any income. 7 out of 94 parents of Out of school children indicate that they do not have any income. Table 3.2 gives the state-wise, the Annual Income of the households for the beneficiary children as reported by the beneficiaries' parents.

Table 3.1

	Average Annual Income (Median Values)	Average Annual Income (Mean values)
Parents of Beneficiary Children	Rs. 20,000	Rs. 26,613.29
Parents of Out of School Children	Rs. 12000	Rs. 17767.77
Parents of Drop Out Children	Rs. 12000	Rs. 18278.72

Table 3.2: Average Annual Income of the Households for the Beneficiary Children

Sl. No.	States	Annual Income of the Household (in Rs.)
		(A)
1.	Andhra Pradesh	16672.7
2.	Arunachal Pradesh	18290.5
3.	Bihar	23530.2
4.	Haryana	27229.0
5.	Himachal Pradesh	37097.5
6.	Jammu & Kashmir	31536.0
7.	Jharkhand	22210.7
8.	Karnataka	20028.6
9.	Kerala	35021.1
10.	Madhya Pradesh	23112.7
11.	Maharashtra	38917.7
12.	Meghalaya	26882.4
13.	Punjab	35671.6
14.	Rajasthan	28821.1
15.	Tamil Nadu	24986.9
16.	Uttar Pradesh	23400.7
17.	West Bengal	33082.2

Social Status

3.1.2 As per the data collected, 40 percent of the beneficiaries across the country are from the Other Backward Classes category, 23 percent from SC category, 13 percent from ST category and 24 percent from the "Other" categories. Table 3.3 below presents a state-wise social category distribution of beneficiary children.

Table 3.3 Social Status of Beneficiary Children

Sl. No.	State	SC (in percent)	ST (in percent)	OBC (in percent)	Other (in percent)
1.	Andhra Pradesh	19.26	9.58	63.74	7.37
2.	Arunachal Pradesh	0.00	62.66	0.00	36.94
3.	Bihar	18.50	0.50	68.00	13.00
4.	Haryana	41.12	0.00	31.47	27.41
5.	Himachal Pradesh	32.84	3.48	20.90	42.79
6.	Jammu & Kashmir	36.00	29.00	1.00	34.00
7.	Jharkhand	11.19	30.69	50.17	7.12
8.	Karnataka	30.74	6.01	0.00	63.25
9.	Kerala	16.15	0.62	75.78	7.45
10.	Madhya Pradesh	18.55	21.25	43.11	17.04
11.	Maharashtra	21.41	7.57	29.00	42.01
12.	Meghalaya	1.96	94.77	0.00	3.27
13.	Punjab	51.00	0.00	46.00	3.00
14.	Rajasthan	24.36	4.87	53.59	17.18
15.	Tamil Nadu	31.00	2.33	62.33	4.33
16.	Uttar Pradesh	18.81	0.26	50.26	30.67
17.	West Bengal	16.96	10.39	2.17	70.43
	Sample Average	**22.49**	**12.86**	**40.19**	**24.41**

Educational Status of Sample Parents

3.1.3 The educational background of the parents is an important factor for enabling children to continue education. About 33 percent of the parents of beneficiary children selected in the study were found to be illiterates. 28 percent had studied till the primary level and 21 percent had studied till the middle level.

Table 3.4: Educational Status of Beneficiary Children's Parents

Sl. No.	State Name	Illiterates (in percent)	Primary (in percent)	Middle (in percent)	Matric & Above (in percent)
1.	Andhra Pradesh	44.79	28.45	11.83	14.93
2.	Arunachal Pradesh	49.32	25.68	20.27	4.73
3.	Bihar	31.49	30.48	18.64	19.40
4.	Haryana	41.21	21.11	13.57	24.12
5.	Himachal Pradesh	24.00	29.00	21.00	26.00
6.	Jammu and Kashmir	31.82	24.55	34.55	9.09
7.	Jharkhand	38.93	32.21	14.09	14.77
8.	Karnataka	35.34	31.80	16.61	16.25
9.	Kerala	0.59	13.02	44.38	42.01
10.	Madhya Pradesh	31.75	31.75	22.25	14.25
11.	Maharashtra	26.94	18.06	28.33	26.67
12.	Meghalaya	6.58	50.00	34.21	9.21
13.	Punjab	50.51	23.74	15.66	10.10
14.	Rajasthan	40.75	28.75	15.50	15.00
15.	Tamil Nadu	16.73	42.70	29.89	10.68
16.	Uttar Pradesh	40.77	23.33	18.21	17.69
17.	West Bengal	29.26	29.26	28.38	13.10
	All States	**33.03**	**28.52**	**21.30**	**17.16**

Occupation Status of Sample Parents

3.1.4 The occupations of parents have been grouped into four categories for statistical convenience. Parents engaged in Cultivation or Allied agricultural activities have been clubbed under one group. Parents who are engaged as labor, whether agricultural or other activities have been clubbed in other group. These groups of laborers do not have any land or major assets. Those engaged in Household Industry, trade and business have been put together. The last group includes parents engaged in service and other occupations. About 43 percent of the parents are engaged as laborers in agricultural and other activities. About 31 percent are engaged in agricultural and allied activities. 11 percent are engaged in household industry, trade and businesses and the rest 14.90 percent are engaged in service and other occupations.

Table 3.5: Occupation of Beneficiary Children's Parents

Sl. No.	State	Cultivation/Allied Agricultural Activity (in percent)	Agricultural /Other Labour (in percent)	Household Industry/ trade/Business (in percent)	Service/ Others (in percent)
1.	Andhra Pradesh	22.26	60.24	5.93	11.57
2.	Arunachal Pradesh	77.70	9.46	7.43	5.41
3.	Bihar	22.67	50.13	21.41	5.79
4.	Haryana	24.00	52.50	12.50	11.00
5.	Himachal Pradesh	38.00	28.00	11.50	22.50
6.	Jammu & Kashmir	58.00	18.00	10.00	14.00
7.	Jharkhand	13.42	55.37	17.11	14.09
8.	Karnataka	13.68	54.74	10.18	21.40
9.	Kerala	65.12	20.35	1.16	13.37
10.	Madhya Pradesh	37.50	42.25	7.50	12.75
11.	Maharashtra	27.57	32.97	8.38	31.08
12.	Meghalaya	59.48	15.03	16.99	8.50
13.	Punjab	14.67	70.65	9.78	4.89
14.	Rajasthan	29.75	39.25	10.75	20.25
15.	Tamil Nadu	17.79	71.53	6.05	4.63
16.	Uttar Pradesh	49.74	29.74	11.03	9.49
17.	West Bengal	17.83	36.09	10.87	35.22
	All States	**31.40**	**42.95**	**10.76**	**14.90**

Adequacy of Meals at Home (beneficiary children)

3.1.5 To assess the dietary habits of the sample beneficiaries, they were asked about the frequencies with which they take milk, fruits, pulses and vegetables. They were given four options. These are daily, sometimes in a week, sometimes in a month/year and Never.

Milk

3.1.5.1 About 33 percent of the sample beneficiaries across the country responded that they get milk daily. 22 percent said that they get milk sometimes in a week. About 39 percent said that they never get milk. Table 3.6 gives the state-wise figures. About 75 percent of the selected children in Andhra Pradesh said they do not get milk at home.

Table 3.6 Frequency of Milk Intake of beneficiary children at home

Sl. No.	State	Daily	Sometimes in a week	Sometimes in month /year	Never
		(in percent)	(in percent)	(in percent)	(in percent)
1.	Andhra Pradesh	16.43	7.93	0.57	75.07
2.	Arunachal Pradesh	1.90	45.57	46.20	6.33
3.	Bihar	7.75	32.50	3.50	56.25
4.	Haryana	67.84	17.59	0.50	14.07
5.	Himachal Pradesh	61.69	23.88	1.00	13.43
6.	Jammu & Kashmir	30.00	32.00	0.00	38.00
7.	Jharkhand	3.63	9.57	15.51	71.29
8.	Karnataka	63.60	8.13	0.00	28.27
9.	Kerala	20.99	46.30	1.85	30.86
10.	Madhya Pradesh	27.25	6.75	0.00	66.00
11.	Maharashtra	47.55	7.07	0.54	44.84
12.	Meghalaya	0.65	99.35	0.00	0.00
13.	Punjab	51.50	25.00	2.50	21.00
14.	Rajasthan	65.90	13.08	2.05	18.97
15.	Tamil Nadu	17.73	34.45	16.72	31.10
16.	Uttar Pradesh	40.00	16.92	0.26	42.82
17.	West Bengal	15.15	35.50	9.96	39.39
	Sample Average	**32.57**	**22.42**	**5.03**	**39.98**

Fruits

3.1.5.2 About 13 percent of the sample beneficiaries across the country responded that they get fruits daily. 8 percent said that they get fruits sometimes in a week. About 59 percent said that they get fruits sometimes in a month/year. 18 percent said that they never get fruits at home. Table 3.7 gives the state-wise figures.

Table 3.7 Frequency of Fruits Intake of beneficiary children at home

Sl. No.	State	Daily	Sometimes in a week	Sometimes in month/ year	Never
		(in percent)	(in percent)	(in percent)	(in percent)
1.	Andhra Pradesh	6.52	2.83	73.09	17.56
2.	Arunachal Pradesh	0.00	0.63	60.76	38.61
3.	Bihar	12.75	0.00	44.75	42.50
4.	Haryana	3.02	14.07	81.41	1.51
5.	Himachal Pradesh	3.98	7.96	86.57	1.49
6.	Jammu & Kashmir	4.00	6.00	71.00	19.00
7.	Jharkhand	20.13	0.00	40.92	38.94
8.	Karnataka	18.37	12.01	62.19	7.42
9.	Kerala	2.47	14.81	74.07	8.64
10.	Madhya Pradesh	3.00	2.00	88.50	6.50
11.	Maharashtra	3.53	9.51	82.07	4.89
12.	Meghalaya	0.00	100.00	0.00	0.00
13.	Punjab	17.00	5.00	64.50	13.50
14.	Rajasthan	45.64	7.44	27.95	18.97
15.	Tamil Nadu	6.35	5.35	62.88	25.42
16.	Uttar Pradesh	17.69	4.36	50.00	27.95
17.	West Bengal	25.11	4.33	46.75	23.81
	Sample Average	**12.90**	**8.65**	**59.80**	**18.65**

Pulses

3.1.5.3 About 45 percent of the sample beneficiaries across the country responded that they get pulses daily. About 49 percent said that they get pulses sometimes in a week. Table 3.8 gives the state-wise figures.

Table 3.8 Frequency of Pulses Intake of Beneficiary Children at Home

Sl. No.	State	Daily	Sometimes in a week	Sometimes in month/year	Never
		(In Percent)	(In Percent)	(In Percent)	(In Percent)
1.	Andhra Pradesh	12.18	87.25	0.28	0.28
2.	Arunachal Pradesh	96.84	3.16	0.00	0.00
3.	Bihar	58.25	40.50	0.00	1.25
4.	Haryana	21.11	78.89	0.00	0.00
5.	Himachal Pradesh	31.34	68.16	0.00	0.50
6.	Jammu & Kashmir	1.00	98.00	1.00	0.00
7.	Jharkhand	39.93	34.32	17.49	8.25
8.	Karnataka	96.47	3.53	0.00	0.00
9.	Kerala	83.33	8.64	8.02	0.00
10.	Madhya Pradesh	39.25	59.00	1.75	0.00
11.	Maharashtra	26.63	61.41	7.34	4.62
12.	Meghalaya	99.35	0.65	0.00	0.00
13.	Punjab	25.00	74.50	0.50	0.00
14.	Rajasthan	47.69	42.56	5.38	4.36
15.	Tamilnadu	17.39	72.58	9.70	0.33
16.	Uttar Pradesh	33.33	64.36	1.54	0.77
17.	West Bengal	85.28	12.12	1.30	1.30
	Sample Average	**45.45**	**49.43**	**3.53**	**1.59**

Vegetables

3.1.5.4 About 60 percent of the sample beneficiaries across the country responded that they get vegetables daily. About 40 percent said that they get vegetables sometimes in a week. Table 3.9 gives the state-wise figures.

Table 3.9 Frequency of Vegetable Intake of Beneficiary Children at Home

Sl. No.	State	Daily	Sometimes in a week	Sometimes in a Month/Year	Never
		(In Percent)	(In Percent)	(In Percent)	(In Percent)
1.	Andhra Pradesh	16.43	81.59	1.70	0.28
2.	Arunachal Pradesh	99.37	0.63	0.00	0.00
3.	Bihar	40.00	59.75	0.25	0.00
4.	Haryana	49.25	50.75	0.00	0.00
5.	Himachal Pradesh	62.69	37.31	0.00	0.00
6.	Jammu & Kashmir	1.00	99.00	0.00	0.00
7.	Jharkhand	36.63	58.42	4.29	0.66
8.	Karnataka	53.36	44.52	0.35	1.77
9.	Kerala	50.62	46.91	1.23	1.23
10.	Madhya Pradesh	77.50	22.00	0.00	0.50
11.	Maharashtra	66.30	33.70	0.00	0.00
12.	Meghalaya	100.00	0.00	0.00	0.00
13.	Punjab	37.50	62.00	0.00	0.50
14.	Rajasthan	97.44	2.05	0.00	0.51
15.	Tamil Nadu	36.79	57.53	5.02	0.67
16.	Uttar Pradesh	75.64	23.85	0.26	0.26
17.	West Bengal	89.61	9.96	0.00	0.43
	Sample Average	**59.22**	**39.52**	**0.85**	**0.41**

Dropout Children (DoC)

3.2 120 dropouts were selected across the country. 44 percent, 22 percent, 6 percent and 28 percent respectively belonged to the SC, OBC, ST and Others categories. About 70 percent of the dropout children's parents were found to be agricultural/other laborers. About 62 percent of the parents were illiterates, and 25 percent had studied till the primary level. As per table, economic compulsions were a major reason for dropping out. Lack of awareness towards the benefits accruing from education and lack of proper guidance was another major reason for dropping out.

Table 3.10

	Economic Reasons	Social Causes	School Related Difficulties	Lack of Awareness towards Education	Health Related Problems	Total
Primary Reason	59	7	18	27	1	112
Secondary Reason	36	1	3	26		66

Out of School Children (OoSC)

3.3 94 Out of school children were selected across the country. 43 percent, 4 percent, 23 percent and 29 percent respectively belonged to the SC, OBC, ST and Others categories. About 68 percent of the dropout children's parents were found to be agricultural/other laborers. About 68 percent of the parents were illiterates and 18 percent had studied till primary level. Poor economic condition and lack of awareness towards the benefits accruing from education and lack of proper guidance was another major reason for not attending school.

Conclusions

3.4.1 A large proportion of the sample beneficiaries come from the socially deprived sections i.e. the SC, ST and OBC categories (3.3). Thus the scheme has been successful in achieving the objective of social equity. Nevertheless, there is a large proportion of SCs in DoCs and OoSCs.

3.4.2 About 33 percent of the sample beneficiaries' parents are illiterates, indicating a satisfactory targeting of the scheme. Nevertheless, about 62 percent and 68 percent of the parents of the DoC and OoSC are illiterates respectively.

3.4.3 About 40 percent of the beneficiaries' parents are labourers who don't own any land/property. Thus again indicating a satisfactory targeting of the scheme. But when compared to DoC and OoSC parents (about 70 percent are laborers without property/land ownership), a need for further improvement is felt.

3.4.4 A large majority of DoC and OoSC gave poor economic condition as the major reason for either dropping out or not going to school. Hence, the scheme has not been able to dispense the "*economic reason*" which prevents children from coming to school.

Chapter 4

Coverage, Implementation Mechanism and Infrastructure

Coverage of CMDM

4.1 In the 17 selected states, with some exceptions, all the Government, Government-aided, local body run schools, EGS centres and A&IE schools are covered under cooked mid day meal programme. The Kapurthala and Firozpur districts of Punjab were observed to be not covered, even though eligible as per guidelines of Government of India. In West Bengal, some schools are still operated under MDM instead of CMDM. In Mednipur district, all schools run by local bodies are still being operated under MDM programme. As per the district level schedules, in West Bengal's Birbhum district, out of 2734 Government aided schools, 365 are operating under the MDM scheme while in North 24 Pargana district, 434 out of 3652 Government aided schools are under MDM scheme. Neither any of the 314 A&IE schools in Haryana's Hissar district nor are any of the 24 schools in Jhajjar district covered either by CMDM or MDM programmes. Table 4.1 shows the coverage of the CMDM scheme in schools. It shows, state-wise, the total number of schools, number of schools covered under CMDM, the number of schools covered under MDM, and the number of uncovered schools. The table highlights that in all the sample states, a large proportion of schools have been covered under the CMDM scheme

Table 4.1 Schools Covered under CMDM, MDM and Uncovered Schools in the Selected Sample States*

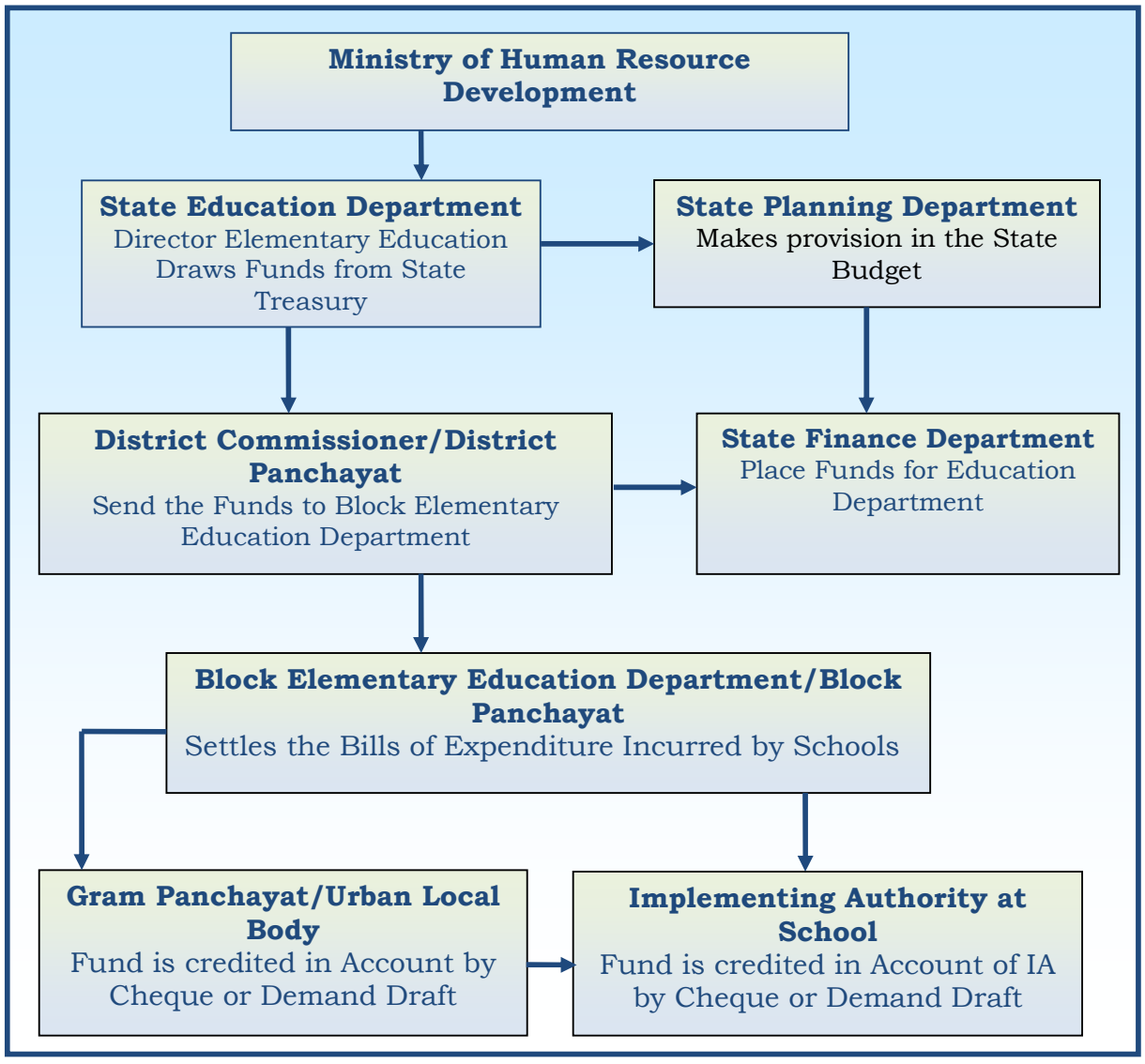
Sl. No.	State	Total Schools	Enrolment	Schools Covered under CMDM	Schools Covered under MDM	No. of Uncovered Schools	Enrollment in the Uncovered Schools
1.	Andhra Pradesh	60780	6033039	60780	0	0	0
2.	Arunachal Pradesh	4593	218905	4593	0	0	0
3.	Bihar	69204	12858653	69204	0	0	0
4.	Haryana	16589	2549331	12744	1702289	3845	847042
5.	Himachal Pradesh	10982	529843	10982	0	0	0
6.	Jammu & Kashmir	26648	1484887	23091	0	3557	391270
7.	Jharkhand	38524	5048908	37923	0	601	82768
8.	Kerala	10913	2160354	10913	0	0	0
9.	Madhya Pradesh	94905	8891737	94905	0	0	0
10.	Maharashtra	85821	9014434	79918	8187366	5903	827068
11.	Meghalaya	7640	627596	7640	0	0	0
12.	Punjab	20494	1767825	0	0	4506	280000
13.	Rajasthan	74690	6960000	74690	0	0	0
14.	Tamil Nadu	34710	4826835	34710	0	0	0
15.	Uttar Pradesh	107377	18917189	107377	0	0	0
16.	West Bengal	74993	10206608	69814	0	5179	1011227

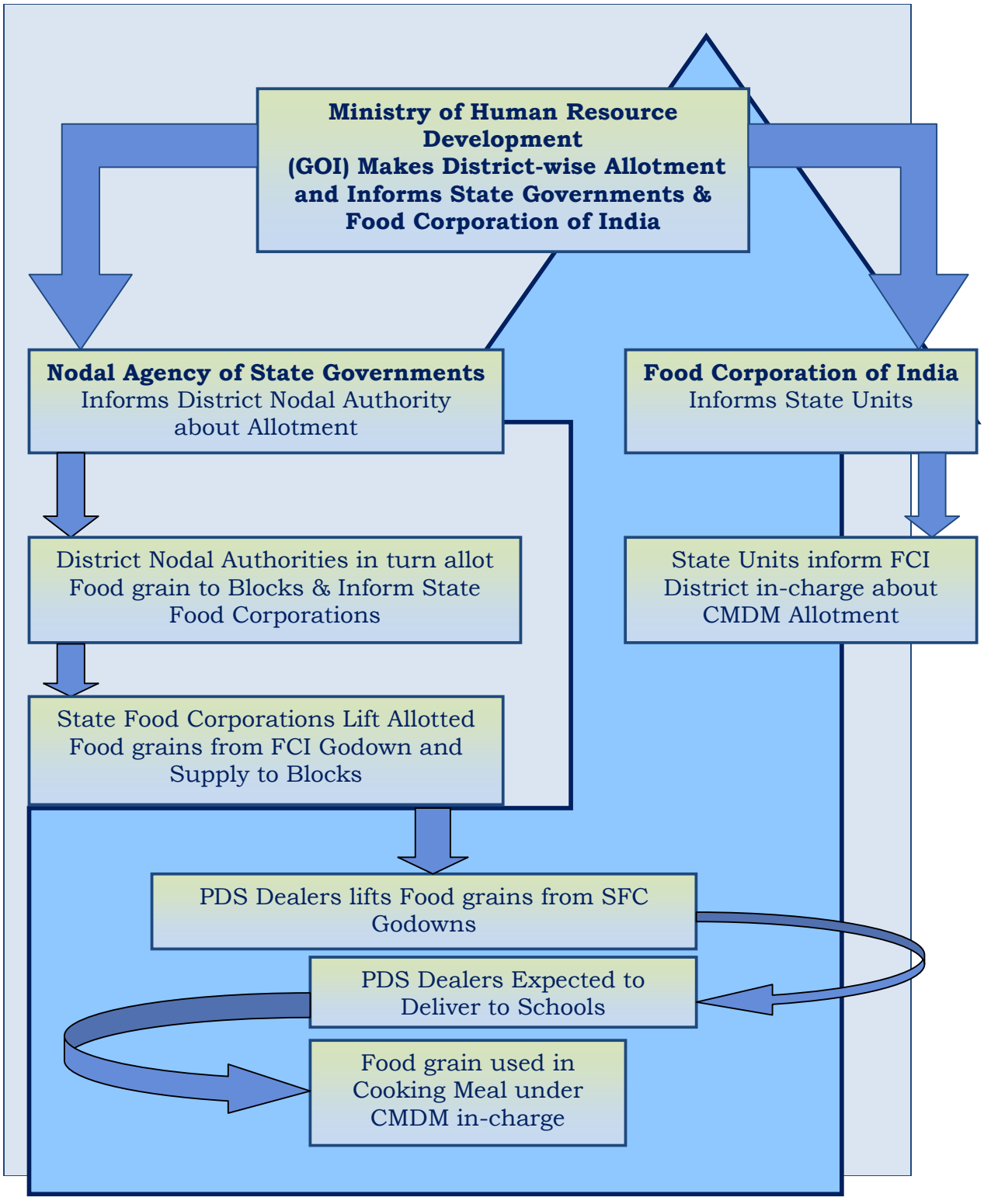
***as per the state level schedules**

Flow of Funds and Flow of Foodgrain

4.2 The Ministry of Human Resource Development is the nodal agency for sanctioning the funds and supply of food grains (central assistance) to the states on behalf of Government of India. The flow chart 4.1 shows the mechanism of flow of funds from Central Government to school level. The flow chart 4.2 shows the general mechanism of flow of food grains (central assistance) from Central Government to school level. Some states have issued guidelines which are different from Central guidelines. It is also observed by the field teams that FPS dealer at times gives inferior quality of food grain for CMDM which has an adverse effect on the quality of food prepared which could lead to health problems in children

Chart 4.1 Flow of Funds:




Ministry of Human Resource Development
(GOI) Makes District-wise Allotment and Informs State Governments & Food Corporation of India
Nodal Agency of State Governments
Informs District Nodal Authority about Allotment
Food Corporation of India
Informs State Units
District Nodal Authorities in turn allot Food grain to Blocks & Inform State Food Corporations
State Units inform FCI District in-charge about CMDM Allotment
State Food Corporations Lift Allotted Food grains from FCI Godown and Supply to Blocks
PDS Dealers lifts Food grains from SFC Godowns
PDS Dealers Expected to Deliver to Schools
Food grain used in Cooking Meal under CMDM in-charge

Implementation Mechanism across States

4.3 This section captures diversions in Implementation mechanism from the prescribed guidelines, observations of our field team and some state-specific unique practices that have been implemented and are of policy importance.

Andhra Pradesh

4.3.1 Foodgrain for the programme is released by the dealer of the Fair Price Shop. The responsibility of lifting and transportation of stock from Fair Price Shop (FPS) has been entrusted to the implementing agencies (IA) by the state government although Government of India has mandated the delivering of stocks at school to the Fair Price Shop. As a way out, in West Godavari district, the Joint Collector has ordered to make special sealed cover and separate color to the rice bags marked especially for CMDM. It has been reported by our field team that there is usually a pilferage of foodgrain ranging from 2 to 5 kg per almost every 50 kg bag due to non supply of foodgrain directly to school by the Fair Price Shop dealer.

Arunachal Pradesh

4.3.2 The supply of food grain from Fair Price shop is received by the teacher. Meals are provided under the supervision of the Head Master assisted by teachers of the concerned school.

Bihar & Jharkhand

4.3.3.1 Funds are released from the state level to all Deputy Commissioners/District Superintendents of Education who, in turn, issue cheques in the name of Saraswati Vahini (SV), which is a group of mothers and funds can be withdrawn with the joint signatures of President of the Village Education Committee (VEC) and Saraswati Vahini. At school level, the scheme is implemented by (SV) which is governed by SV Sanchalan Samiti (SVSS), a sub committee of the Village Education Committee. SVSS elects one *Sanyojika* and two *Up-Sanyojikas* from amongst its members for implementing CMDM at the school level. Cooks are deployed by Saraswati Vahini from mothers of children studying in that particular school.

4.3.3.2 The Head Master/*Sanyojika* of SV brings foodgrain from the PDS shop. Expenditure and record maintenance is to be carried out by the SV but all purchasing and record maintenance was being done by the headmaster himself. Funds are to be granted by the concerned Deputy Commissioner/District Superintendent of Education, who is required to issue cheques in the name of SV but, in many cases, it was found that the school gets funds through the Block Education Extension Officer. Thus, in actual practice the system functions differently from that prescribed under the Scheme. The following flowchart shows the general procedure of flow of

allocation of foodgrain/fund from state to school. Overall, In Bihar lack of proper planning and absence of proper coordination between Bihar State Food Corporation and district level officers has resulted in erratic supply of funds and foodgrain. Schools generally do not receive quota of foodgrain in a planned manner on a monthly basis, as a result of which a few schools were overstocked resulting in breeding of insects. In Madhepura district, cooked mid day meal was not provided in eight out of ten selected schools on the date of visit by our team although district level officers informed that the scheme is monitored on a monthly basis.

Haryana

4.3.4 The programme is being implemented by the Head Teacher of the concerned school. The PRIs/ VECs are responsible for monitoring and supervision at school level. Foodgrain is supplied by CONFED at the doorsteps of the school. Ingredients such as pulses, nutri-nuggets, oil, salt etc are being purchased by the district level authority through tenders and supplied to the schools.

Himachal Pradesh

4.3.5 Himachal Pradesh State Civil Supplies Corporation lifts foodgrain from the Food Corporation of India godown, upon authorization from the respective Deputy Commissioner and transports it to the schools through the FPS. The Center Head Teacher (CHT) is in-charge of the programme at the school level. He maintains the records and makes all necessary arrangements for providing CMDM in the school. The Village Education Committee (VEC) along with Mother Teacher Association (MTA) is responsible for implementation at school level. Our field team observed that monitoring and supervision by the Block Education Officer/Deputy Director is negligible.

Jammu & Kashmir

4.3.6 The Consumer Affairs and Public Distribution Department has been nominated as the transporting agency for lifting foodgrain from FCI godown and supplying it to the Fair Price Shops. The Head Teacher of the school is in charge of the cooked mid day meal at the school level. The school teacher lifts the foodgrain from Fair Price Shops. The headmaster purchases the other ingredients required for cooking from the local market. It has been observed by our field team that public distribution centre is at a far distance from school. The monitoring and supervision by the zonal education officer and chief education officer was reported to be negligible. No funds were made available to ZEO/CEO for monitoring the programme due to which they found it difficult to visit schools which are in remote/inaccessible areas.

Karnataka

4.3.7 School Development and Management Committee (SDMC) implements the scheme with the help of Parent Teacher Association (PTA)/ Village Education Committee (VEC) at the school level. Foodgrain is transported from Karnataka Food and Civil Supply Corporation (KFCSC) godown to the school by an approved transport contractor.

Kerala

4.3.8 The Kerala State Civil Supplies Corporation is responsible for lifting foodgrain from the FCI godown and distributing it to stores located in each taluk. The Headmaster is the implementing functionary in schools. Meals are prepared by the cook under the supervision of Headmaster and are served to students with the help of teachers. Our field team observed that the monitoring /supervision of the programme is weak. Transfer of funds from the state level to Gram Panchayat takes a long time so teacher-in-charge experience a delay of six months to one year for reimbursement of contingency charges.

Madhya Pradesh

4.3.9 The programme is implemented by Parent Teacher Association (PTA). Parent of a meritorious student is the Chairman of PTA. Foodgrain is supplied by government agency to Fair Price Shops. Our field team observed that the members of PTA rarely attend the PTA meetings. Teachers are involved in purchasing / arranging cooking items, spices etc. from the local market. The foodgrain is stored in gunny bags at the residence of the cook.

Maharashtra

4.3.10 VEC/Gram Panchayat is the implementation agency at the school level. At village level, the Village Education Committee (VEC) is the appointing authority for Self Help Groups/Cooks. In urban areas, Mahanagar Palika/Ward Samitis are involved in appointing SHGs/cooks. Our field team observed that Steering-cum-monitoring committees have been formed at district level but they are not effective as meetings are not held regularly. In some sample districts, they are yet to be constituted.

Meghalaya

4.3.11 The Village Education Committee has been constituted to look after the smooth functioning of the cooked mid day meal at school level.

Punjab

4.3.12.1 While going through the records of the Punjab Government, it was observed that funds are generally released by Government of India to the states in the months of August-October. While State allocates its own share to district/blocks in April itself as the State Government starts implementing the scheme from April itself. The allocation/releases from state to districts/blocks/school level takes around two months in view of the

process involved. The delay in releasing fund from centre and the paucity of funds at state and block level adversely affect the implementation of the scheme.

4.3.12.2 The Head Teacher of the school is in charge of cooked mid day meal at school level. The Village Education Committee (VEC) along with Mothers' Self Help Group (MSHG) monitors and supervises the implementation at the school. Food grain is supplied through Punjab State Civil Supplies Corporation Limited (PUNSUP) at the school doorsteps. Funds are provided by Block Education Officers in favour of Head of Mothers' Self Help Group (MSHG). The Head Teacher purchases the required ingredients needed for cooking the meal from the local market and also maintains the records. It has been observed by our field team that monitoring and supervision by the DEO/BEO is negligible.

Rajasthan

4.3.13 CMDM is implemented by the School Development and Management Committee (SDMC) constituted at school level. The Head Teacher of the concerned school is the chairman of the committee. Foodgrains supplied by the government transport agency is received by the Head Teacher. Our field team observed that members of Parents Teacher Association (PTA) and PRIs rarely attend the meetings of the DMC. The foodgrains in gunny bags was found to be stored in a corner of the classroom and damaged by rats or pilfered. Teachers were found to be actively engaged in implementation of the scheme which was found to be adversely affecting teaching.

Tamil Nadu

4.3.14 The Noon Meal Organizer (NMO) works at the school/centre level, coordinating the work with block level officials. The NMO is assisted by cook and a helper at the school level. Every school with less than 500 students has been provided an organizer, a cook and a helper while schools with more than 500 students are provided with an organizer, two cooks and two helpers. Records are maintained by the NMO. The foodgrain is supplied by the Tamil Nadu Civil Supplies Corporation (TNCSC) from the block godown directly to the centers. Tamil Nadu was found to have the least number of intermediaries in the procedure of flow of foodgrain from State nodal agency to school

Uttar Pradesh

4.3.15 The responsibility of provision of cooked meal in schools is entrusted with the Gram Pradhan in rural areas and the municipal ward member/NGO in urban areas. Funds for the cooked meal are deposited in the Gramnidhi and can be withdrawn with the joint signatures of the Gram Pradhan and the Panchayat Secretary. Gram Pradhan receives food grain from the control shop/FPS. Village Education Committee (VEC) consisting of

Gram Pradhan, mothers of two students of the school, Principal of the school and fathers of two children of the school monitors the implementation of cooked mid day meal at school level. The Gram Pradhan can employ a cook, preferably female, belonging to SC/ST/widow/weaker section of society. No records were found at the Gram Pradhan/Panchayat Secretary level showing utilization /expenditure on foodgrain or reg. conversion cost funds. The Gram Pradhan, being an elected representative, is not accountable to the district authority or to the nodal department. When Gram Pradhans change hands due to elections, a lot of funds/foodgrain gets stuck as no record has been kept and the actual utilization and expenditure can not be ascertained.

West Bengal

4.3.16 CMDM is implemented in schools by the Management Committee (MC) which consists of 10 members, of which 3 are from SC community. The allotment of foodgrain to school is done by the PDS's Fair Price Shops. As per decision taken at MC level, one Self Help Group (SHG) is given the responsibility of cooking, serving the meals and washing the utensils. The SHG is given a lump sum remuneration of Rs.600/- p.m., which is distributed proportionately among the members involved. Flow of fund from block level is done in two ways. In some blocks the teacher-in-charge comes to block office and collects the allotted money after submitting utilization certificate. In other blocks, money is allocated to Gram Pradhan and teacher-in-charge collects the money from Gram Panchayat. This channel of flow of fund was found to be a time consuming one.

Steering-cum-Monitoring Committees

4.4 The CMDM guidelines envisage the constitution of Steering-cum-Monitoring Committees at State/District/Block/Village levels to advise, monitor, coordinate and take remedial measures for improving the implementation of the scheme. However, it has been observed by our field teams that though SMCs have been constituted at all the levels, they are not holding any regular meetings to coordinate and monitor the programme at the block/village level. Details are provided in **Annexure I**.

Utilisation of Funds

4.5.1 The table no. 4.2 shows an illustration of requirement, allotment and utilization of funds for the period 2004-05 to 2006-07 in the selected districts of the sample states. A graphical analysis of the table can be found in **Annexure II.** In Kapurthala district of Punjab, funds had not been allocated for the complete year 2005-06 by the district nodal agency resulting in discontinuation of cooked mid day meal for about one year. Unspent funds were carried forward to the next year.

Table: 4.2
Utilisation of Funds during the Period 2004-05 to 2006-07

Rs. in lakh

Sl. No	State	District	Requirement	Allotment	% of Allotment to Requirement	Utilisation	% of Utilization to Allotment
1.	Andhra Pradesh	Adilabad	2869.76	2708.68	94.39	2450.49	90.47
2.	Andhra Pradesh	Anantapur	2799	2758	98.54	2744	99.49
3.	Andhra Pradesh	Srikakulam	3378.34	2249.01	66.57	2227.91	99.06
4.	Andhra Pradesh	West Godavari	1895.6	2428.32	128.1	1895.6	78.06
5.	Arunachal Pradesh	Lohit	0	126.44	-	95.36	75.42
6.	Arunachal Pradesh	Tirap	150.07	97.28	64.82	94.61	97.26
7.	Bihar	Madhepura	1400.34	846.6	60.46	596.24	70.43
8.	Bihar	Madhubani	2363.43	2363.43	100	2227.75	94.26
9.	Bihar	Pashchim Champaran	0	1421	-	1421	100
10.	Bihar	Rohtas	1090.01	1090.01	100	476.96	43.76
11.	Haryana	Hisar	1113	733.25	65.88	719.24	98.09
12.	Haryana	Jhajjar	536.37	484.32	90.3	247.35	51.07
13.	Himachal Pradesh	Kangra	960.57	936.56	97.5	672.04	71.76
14.	Himachal Pradesh	Kullu	555.58	402.04	72.36	346.51	86.19
15.	Jammu and Kashmir	Udhampur	504.92	297.22	58.86	275.53	92.7
16.	Jharkhand	Bokaro	3125	1866.68	59.73	1507.92	80.78
17.	Jharkhand	Dumka	3624.08	1588.99	43.85	949.63	59.76
18.	Jharkhand	Ranchi	0	1932.17	-	643.71	33.32
19.	Karnataka	Bidar	2192.14	2192.14	100	1437.83	65.59
20.	Karnataka	Bijapur	962.72	2560.7	265.99	2009.54	78.48
21.	Karnataka	Tumkur	4094.55	3259	79.59	2998.59	92.01
22.	Kerala	Kannur	615.83	573.35	93.1	443.31	77.32
23.	Kerala	Thiruvanan-thapuram	403.74	403.74	100	403.74	100
24.	Madhya Pradesh	Indore	876.5	653.51	74.56	587.02	89.83
25.	Madhya Pradesh	Sagar	1357.2	1227.62	90.45	1130.53	92.09
26.	Madhya Pradesh	Shahdol	811.89	628.34	77.39	564.47	89.84
27.	Madhya Pradesh	Vidisha	1162.99	1105.98	95.1	870.46	78.7
28.	Maharashtra	Nagpur	2322.54	1760	75.78	1554.04	88.3
29.	Maharashtra	Sangli	1437.1	1312.65	91.34	1171.86	89.27
30.	Maharashtra	Solapur	2095.47	2084.4	99.47	1829.44	87.77
31.	Maharashtra	Washim	621.85	621.85	100	569.15	91.53
32.	Meghalaya	East Khasi Hills	0	394.82	-	394.82	100
33.	Meghalaya	Jaintia Hills	359.41	207.88	57.84	207.88	100

Contd....

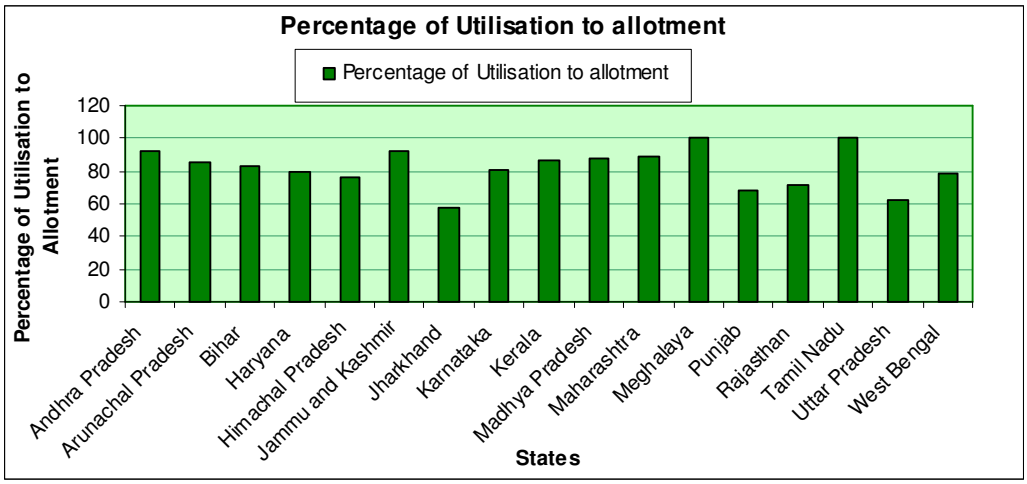
Table: 4.2: Utilisation of Funds during the Period 2004-05 to 2006-07 (Contd..)

Rs. in lakh

Sl. No	State	District	Requirement	Allotment	% of Allotment to Requirement	Utilisation	% of Utilization to Allotment
34.	Punjab	Firozpur	1321	466	35.28	282	60.52
35.	Punjab	Kapurthala	297.91	126.18	42.36	117.81	93.37
36.	Rajasthan	Bikaner	0	1524.18	-	1003.72	65.85
37.	Rajasthan	Churu	0	1424.86	-	998.89	70.1
38.	Rajasthan	Jaisalmer	0	580.4	-	351.29	60.53
39.	Rajasthan	Jhunjhunu	0	590.72	-	590.72	100
40.	Tamil Nadu	Dharmapuri	1492.58	1492.58	100	1492.58	100
41.	Tamil Nadu	Tirunelveli	2051.27	2051.27	100	2051.27	100
42.	Tamil Nadu	Virudhunagar	1546.05	1546.05	100	1546.08	100
43.	Uttar Pradesh	Badaun	1715.59	1517.73	88.47	0	-
44.	Uttar Pradesh	Jalaun	749.09	742.93	99.18	736.68	99.16
45.	Uttar Pradesh	Sitapur	2137.59	1863.69	87.19	1831.28	98.26
46.	West Bengal	Birbhum	3631.26	3329.82	91.7	2775.83	83.36
47.	West Bengal	Medinipur	4196.76	4175.02	99.48	3960.8	94.87
48.	West Bengal	North 24 Pgn.	0	4164.77	-	3273.56	78.6
Sample Average			**64,819**	**68,912.18**		**56,777.04**	**82.39**

4.5.2 The chart given below shows the percentage utilization of funds allocated to all the sample districts in respective states during the year 2004-05 to 2006-07. Except for Tamilnadu and Meghalaya where all the allotted funds have been utilized, all other states have unutilized funds. It is suggested that these unspent funds be utilized to provide the micronutrients and de-worming tablets to children as specified in the CMDM guidelines, 2006.

Chart 4.3 Percentage of Utilization to Allotment



Utilisation of Foodgrain

4.6.1 The Table no. 4.3 shows the percentage of utilisation to allotment of foodgrain (wheat and rice) for the period 2004-05 to 2006-07 in the selected districts of the sample states. In Madhepura district of Bihar, the utilization of food grains has been as low as 7.14% in 2004-05 and 40% in 2005-06. No reason for low utilization of foodgrain was specified but it seems that it was due to non-submission of utilization certificate by the Implementation authority at school level to the district nodal authority. In some cases, stock of foodgrain meant for a particular year is carried forward to the next year resulting in total utilization of foodgrain for the next year going above 100 percent.

Table: 4.3
Utilisation of Foodgrains during 2004-05 to 2006-07

S.No	State	District	% of Utilization to Allotment		
			Wheat	Rice	Total
1.	Andhra Pradesh	Adilabad	-	16.96	16.96
2.	Andhra Pradesh	Anantapur	-	100	100
3.	Andhra Pradesh	Srikakulam	-	99.19	99.19
4.	Andhra Pradesh	West Godavari	-	100	100
5.	Arunachal Pradesh	Lohit	-	57.09	57.09
6.	Arunachal Pradesh	Tirap	-	100	100
7.	Bihar	Madhepura	-	7.02	7.02
8.	Bihar	Madhubani	100	80.28	84.3
9.	Bihar	Pashchim Champaran	-	100	100
10.	Bihar	Rohtas	-	41.76	41.76
11.	Haryana	Hisar	62.41	63.91	63.16
12.	Haryana	Jhajjar	53.75	43.65	48.7
13.	Himachal Pradesh	Kangra	-	31.07	31.07
14.	Himachal Pradesh	Kullu	-	92.47	92.47
15.	Jammu & Kashmir	Udhampur	-	96.99	96.99
16.	Jharkhand	Bokaro	-	75.1	75.1
17.	Jharkhand	Dumka	-	95.57	95.57
18.	Jharkhand	Ranchi	-	42.3	42.3
19.	Karnataka	Bidar	-	100	100
20.	Karnataka	Bijapur	779.78	1024.7	926.7
21.	Karnataka	Tumkur	-	41.66	41.66
22.	Kerala	Kannur	-	100	100
23.	Kerala	Thiruvananthapuram	-	100	100
24.	Madhya Pradesh	Indore	93.59	-	93.59
25.	Madhya Pradesh	Sagar	91.06	-	91.06
26.	Madhya Pradesh	Shahdol	-	97.3	97.3
27.	Madhya Pradesh	Vidisha	94.12	-	94.12
28.	Maharashtra	Nagpur	-	71.38	71.38
29.	Maharashtra	Sangli	-	73.89	73.89
30.	Maharashtra	Solapur	-	94.89	94.89
31.	Maharashtra	Washim	-	69.35	69.35

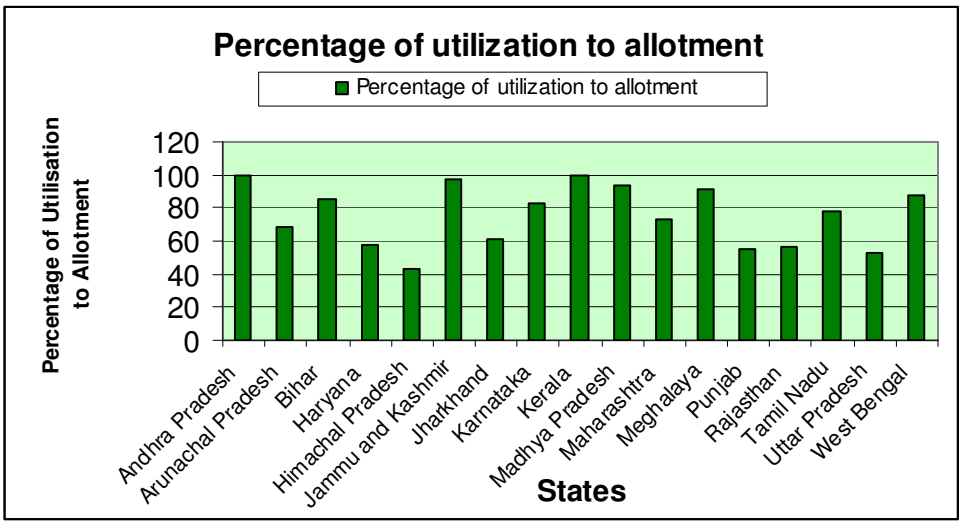
Contd...

Table: 4.3: Utilisation of Foodgrains during 2004-05 to 2006-07 ***(Contd...)***

S.No	State	District	% of Utilization to Allotment		
			Wheat	Rice	Total
32.	Meghalaya	East Khasi Hills	-	100	100
33.	Meghalaya	Jaintia Hills	-	90.65	90.65
34.	Punjab	Firozpur	59.53	63	60.5
35.	Punjab	Kapurthala	63.57	11.05	46.17
36.	Rajasthan	Bikaner	63.5	60.89	63.01
37.	Rajasthan	Churu	56.35	42.26	53.57
38.	Rajasthan	Jaisalmer	43.03	67.61	47.92
39.	Rajasthan	Jhunjhunu	66.67	50	63.64
40.	Tamil Nadu	Dharmapuri	-	100	100
41.	Tamil Nadu	Tirunelveli	-	78.05	78.05
42.	Tamil Nadu	Virudhunagar	-	100	100
43.	Uttar Pradesh	Budaun	-	-	-
44.	Uttar Pradesh	Jalaun	100	100	100
45.	Uttar Pradesh	Sitapur	85.51	83.6	84.69
46.	West Bengal	Birbhum	-	73.93	73.93
47.	West Bengal	East Medinipur	-	95.91	95.91
48.	West Bengal	North 24 Pargana	-	80	80
	Sample Avg.				**76.06**

4.6.2 The chart given below shows the percentage utilization of foodgrain allocated to all the sample districts in respective states during the year 2004-05 to 2006-07. Andhra Pradesh, Kerala, Madhya Pradesh and Meghalaya show a high percentage of utiolization of foodgrain. Utilisation of foodgrain can be an important indicator of the attendence of children in schools.

Chart 4.4 : Percentage of Utilization to Allotment of Foodgrain



Timely Supply of Foodgrain: Based on the observation of the Field Team

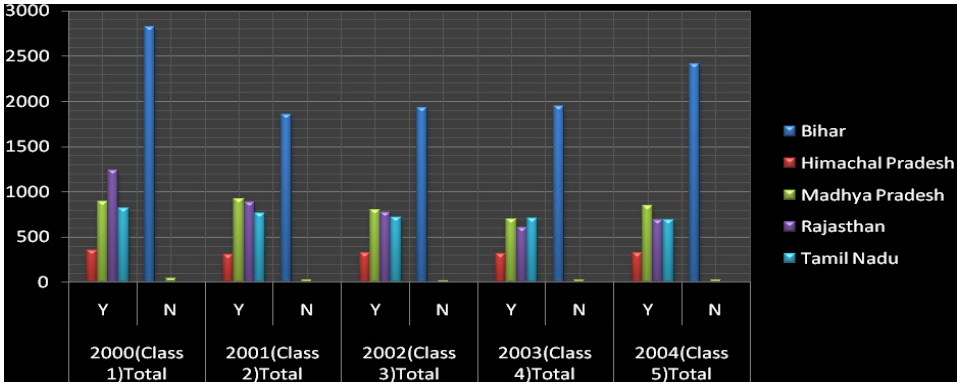
Unspent money and foodgrain are on account of delay in allotting/delivering fund/foodgrain from the district nodal authority to the implementing authority at school level. Such delay hampers the supply chain of funds/foodgrain and adversely affects the provision/quantity of meal to children. District nodal authority should get utilization certificates from the implementing authority at school level regularly so that further funds/foodgrain is allotted /delivered timely. The foodgrain should be supplied at the door steps of the schools by the fair price shop dealer. It is suggested that funds may be earmarked for meeting transport costs from the fair price shop to the schools as there is no separate provision for the same in the state budget and this cost is met from the cooking cost.

A small amount of cash / no cash is being given as an advance to incur expenditure on day to day basis to school authorities. The bills submitted by schools against such advances are settled by block level nodal authority in 2-3 months. As a result, they are either supposed to spend from their pockets or make purchase on credit. It is suggested that all block level nodal authorities may be issued directions for giving cash advance to schools.

Role Played by Panchayati Raj Institutions

4.7.1 According to guidelines of cooked mid day meal, the implementing agency at school level shall be responsible to Gram Panchayats. The chart no. 4.5 has been prepared to assess the year-wise impact of involvement of PRI on enrolment of students in selected states. The aggregate number of students enrolled (state-wise) was grouped under the response categories (affirmative and non- affirmative) of the teacher in charge of the sample school in regard to the involvement of PRIs in the functioning of the school. The chart suggests a positive impact of the involvement of PRIs in schools which resulted in enhancement in the enrolment rates.

Chart 4.5 Year wise Impact of PRI Involvement on Enrolment



The Y-axis denotes the number of students enrolled, which is shown in Class 1 in the year 2000 who keep on advancing to higher classes in consequent years over a span of 5 years for a few sample states's districts. The Y and N in the X-axis denote the involvement and non involvement of PRIs.

4.7.2 The Table 4.4 given below shows state wise involvement of Panchayati Raj Institutions (PRI) and Urban Local Bodies (ULB) in schools. The data provided in the table suggests that in some states like Haryana, Himachal Pradesh, Kerala, Jammu & Kashmir, Punjab, Rajasthan and Uttar Pradesh, the involvement of PRIs/ ULBs is high. But in states like Bihar, Jharkhand and Meghalaya, the PRIs/ ULBs have not shown any involvement in schools and therefore in CMDM also. It has been noticed that lack of involvement of Gram Panchayats at monitoring stage gives undue freedom to implementing agency at the school level.

Table: 4.4
Involvement of PRIs/ULBs

Sl. No.	State	No. of Schools (Rural + Urban)	Involvement of PRI/ULB			% of Involvement
			Yes	No	NA	
1.	Andhra Pradesh	40	11	29	0	27
2.	Arunachal Pradesh	17	5	12	0	29
3.	Bihar	40	0	40	0	0
4.	Haryana	20	20	0	0	100
5.	Himachal Pradesh	20	20	0	0	100
6.	Jammu & Kashmir	5	5	0	0	100
7.	Jharkhand	30	0	30	0	0
8.	Karnataka	28	10	18	0	35
9.	Kerala	20	20	0	0	100
10.	Madhya Pradesh	40	38	2	0	95
11.	Maharashtra	40	28	12	0	70
12.	Meghalaya	20	0	20	0	0
13.	Punjab	20	20	0	0	100
14.	Rajasthan	40	40	0	0	100
15.	Tamil Nadu	30	29	0	1	96
16.	Uttar Pradesh	40	40	0	0	100
17.	West Bengal	30	27	1	2	90
	Sample Average	**480**	**313**	**164**	**3**	**65.20**

Linkages with other Departments

4.8 Table 4.5 shows the states in which there has been a convergence with other schemes for infrastructure and capacity building has been reported as per the following table. Rest of the sample states have shown no convergence with the other schemes or departments in health, infrastructure and capacity building. In Maharashtra, Vitamin, Folic Acid, Iron and de-worming tablets have to be provided to school children as per the resolution of the State Government. But it was reported that deworming tablets and/or micro nutrients are not being provided.

Table: 4.5

Sl. No.	States	Health	Infrastructure Development	Capacity Building
1.	**Maharashtra**	Routine check up done once in a year by the nearest PHC doctor	-	-
2.	**Haryana**	-	-	Food & nutrition board, GOI for training
3.	**West Bengal**	-	SGRY, BRGF & SDP for the construction of kitchen sheds	-
4.	**Madhaya Pradesh**	-	PHED for water supply	SSA for training to PTA
5.	**Karnataka**	Supply of Vitamin A, Iron tablets & de worming tab-lets	-	-
6.	**Tamil Nadu**	-	SGRY, Slum Development for Urban areas, SSA	-
7.	**Himachal Pradesh**	-	SSA for construction of kitchen sheds	Training through DIET
8.	**Bihar**	-	B.E.P for hut construction	UNICEF for training of officials and resource persons
9.	**Andhra Pradesh**	Routine health check up done once in two months/free necessary medicines/D.T.P/ TT injections in some districts	-	-

Infrastructure

4.9 As per central government norms, kitchen-cum-store; adequate water supply for drinking, cooking and washing utensils; cooking devices/utensils; and containers for storage of food grains and other ingredients are to be provided to schools for serving cooked meal to the students.

Availability cum status of School Buildings

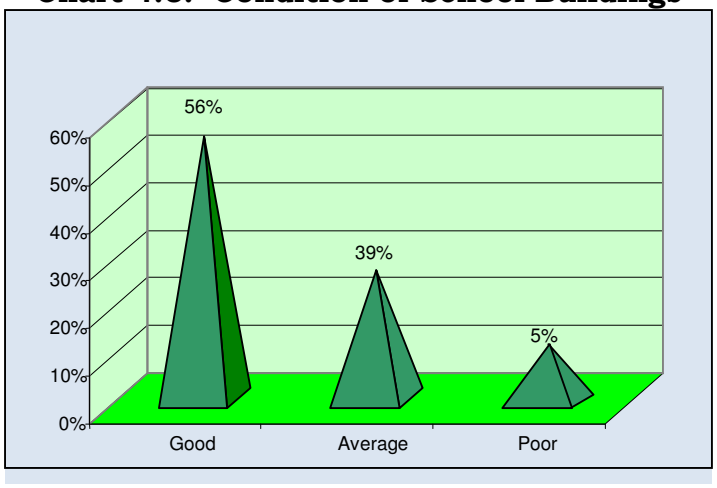
4.9.1 The table 4.6 suggests that a high proportion of sample schools have their own buildings. Further a large majority of sample schools operate in pucca schools. Exceptions are Bihar and West Bengal where 52.5% and 33.33% of the sample schools have kutcha buildings. In tribal states like Arunachal Pradesh and Meghalaya 88.24% and 95% of the sample schools had pucca buildings. On an average, across the country, 28% of the sample schools did not have toilets facility. In Andhra Pradesh only 17 percent of the schools have toilet facility. Chart 4.6 depicts the percentage wise

condition of *Pucca* School building in the sample states. As per the observations of our field teams, many EGS schools were found without buildings, running under sheds/tree shade.

Table 4.6

Sl. No.	States	Schools having Own Building (%age)	Schools having Pucca Building (%age)	Condition of Rooms in Pucca Building (%age)			Availability of Toilets (%age)
				Good	Average	Poor	
1.	Andhra Pradesh	97.5	82.05	90.62	9.38	0	57.5
2.	Arunachal Pradesh	100	88.24	60	33.33	6.67	17.64
3.	Bihar	100	47.5	26.32	52.63	21.05	90
4.	Haryana	100	100	45	55	0	100
5.	Himachal Pradesh	85	94.44	64.71	35.29	0	75
6.	Jammu & Kashmir	80	100	25	75	0	80
7.	Jharkhand	86.67	76.92	65	35	0	56.66
8.	Karnataka	100	100	82.14	14.29	3.57	67.85
9.	Kerala	100	95	21.05	73.68	5.26	95
10.	Madhya Pradesh	97.5	97.5	38.46	46.15	15.38	67.5
11.	Maharashtra	95	89.47	67.65	23.53	8.82	55
12.	Meghalaya	100	95	78.95	21.05	0	50
13.	Punjab	90	88.89	56.25	31.25	12.5	75
14.	Rajasthan	97.5	100	66.67	30.77	2.56	90
15.	Tamil Nadu	100	83.33	50	50	0	93.33
16.	Uttar Pradesh	97.5	100	76.32	15.79	7.89	67.5
17.	West Bengal	80	66.67	37.5	62.5	0	76.66
	Sample Average	**95.41**	**87.17**	**54.80**	**36.89**	**8.29**	**71.96**

Chart 4.6: Condition of School Buildings



4.2.3 Availability and Functionality of Kitchen Sheds

4.9.2 Table 4.7 suggests that on an average across the country, only 44% schools have kitchen sheds. In the schools where kitchen sheds are available, only 48 % are in good condition, 37 % in average condition and 16 percent in poor condition. In Kerala and Tamilnadu, all the schools have kitchen sheds while in Haryana, J&K and Punjab; none of the schools have kitchen sheds. Column 6 shows the proportion of schools where kitchen sheds are functional out of total schools where kitchen sheds are available. It is interesting to note that in spite of the poor condition, most of the kitchen sheds are still being in use (Column 6) which highlights the importance of the kitchen sheds. In the absence of kitchen sheds, food is being cooked in the open space /verandas. During summer and rainy season, food was cooked in class rooms creating disturbances in the learning process. Some EGS schools in West Bengal were running under temporary sheds/tree shades. In these schools, dry ration system was still preferred due to non-availability of school building and kitchen sheds.

Table: 4.7

Sl. No.	States	Availability of Kitchen Sheds in the School (% age)	Condition of Kitchen Shed (%age)			Functional (%age)
			Good	Average	Poor	
1.	Andhra Pradesh	37.50	73.33	20	6.67	76.00
2.	Arunachal Pradesh	11.76	50.00	0	50	100.00
3.	Bihar	42.50	38.89	11.11	50	72.00
4.	Haryana	0	-	-	-	-
5.	Himachal Pradesh	5.00	100	0	0	50.00
6.	Jammu & Kashmir	0	-	-	-	-
7.	Jharkhand	33.33	45.45	27.27	27.27	100.00
8.	Karnataka	75.00	47.62	33.33	19.05	95.23
9.	Kerala	100	30	40	30	95.00
10.	Madhya Pradesh	42.50	76.47	23.53	0	100.00
11.	Maharashtra	20.00	62.5	25	12.5	100.00
12.	Meghalaya	20.00	75	25	0	100.00
13.	Punjab	0.00	-	-	-	-
14.	Rajasthan	60.00	66.67	33.33	0	79.16
15.	Tamil Nadu	100.00	13.33	66.67	20	96.67
16.	Uttar Pradesh	47.50	94.74	5.26	0	94.73
17.	West Bengal	80.00	16.67	62.5	20.83	95.83
	Sample Average	**44.58**	**48.59**	**34.57**	**16.82**	**90.69**

Best Practices I
Centralized Kitchen System: Churu District of Rajasthan

It was found by our field team that cooked mid day meal was being provided to the children through a centralized kitchen system in the Churu block of Churu district of Rajasthan. Its implementing process was found to be very good. This system of centralized kitchen is implemented by a Non Government Organisation through a central kitchen established at the block headquarters of Churu. The meal is prepared in the central kitchen as per weekly menu prescribed by the State Government and supplied to schools. Five road map works have been prepared by the NGO to cover all the schools of Churu block. School-wise meal containers are maintained by the NGO to supply meals daily. The teacher in-charge of CMDM was responsible to receive delivery of prepared meal at the school from the vehicle of central kitchen daily as per presence of students. The manager of the central kitchen of Churu had prepared school-wise delivery register as per the route-map. Records are maintained by the manager of the central kitchen. The Centralized kitchen system would be feasible only in towns and urban areas where the schools are in a cluster. But in rural areas where the schools are spread out far and at times located in remote and hilly areas, this system would not be feasible. Secondly, the number of students attending on a particular day cannot be informed to kitchen located far away.

Best Practices II
Public Private Partnerships in Andhra Pradesh

Pubic Private Partnership (PPP) can be the way in which the Cooked Mid Day Meal can be provided in schools. PPP involves a contract between the Government agencies and a private institution where the onus of providing a public service is on the private institution. Under the PPP mode, the quality of service being provided is expected to improve which can result in an improved performance of the cooked mid day meal scheme.

In Andhra Pradesh, the involvement of a number of private bodies in the implementation of CMDM in the state has resulted in visibly better performance. In rural areas Self Help Groups/SEC/ Temples/NGOs, charitable Trusts/Group of Parents are identified by the Mandal Revenue Officers (MRO) as the implementing agencies. In Urban areas Community Development Societies/NGOs/SHGs/DWCRA/School Education Committees and other Agencies like Temples /NGOs of proven track record/charitable trusts/Group of Parents are identified as implementing agencies by a committee headed by the MRO.

Naandi Foundation has taken up the programme in the districts of Vishakhapatnam and Hyderabad. The Naandi Foundation has established a central kitchen at Hyderabad from which mid day meal is supplied to 1, 01,394 children in 891 schools in the twin cities of Hyderabad and Secunderabad. Similarly the centralized kitchen established in Vishakhapatnam city by the same NGO covers 35,734 children in 111 schools. In Tirupathi district, ISKCON (International Society for Krishna Consciousness) is meeting the Midday Meal requirement of about 8500 children in 65 schools.

Availability of Store room in schools

4.9.3 Table 4.8 suggests that on an average across the country, only 24% of the schools have storerooms. Of the sample schools that had storerooms only half were found in good condition. 13 percent of the store rooms are not functional because they are in poor condition and ineffective against rodents. In the absence of store rooms, the foodgrains is kept in the class rooms depriving children of space needed for learning. In some places, due to unavailability of store rooms, the gunny bags containing foodgrain are kept in the house of one of the members of the VEC. Existing store rooms need to be provided with window iron mesh to avoid problems of rodents.

Table: 4.8

Sl. No.	States	Availability of Store Rooms in Schools (% age)	Condition of Store Rooms (%age)			Functionality (%age)
			Good	Average	Poor	
1.	Andhra Pradesh	27.5	90.91	9.09	0	61.53
2.	Arunachal Pradesh	5.88	100	0	0	100
3.	Bihar	50	52.63	31.58	15.79	84.21
4.	Haryana	0	-	-	-	-
5.	Himachal Pradesh	10	50	50	0	100
6.	Jammu & Kashmir	0	-	-	-	0
7.	Jharkhand	33.33	30	60	10	100
8.	Karnataka	42.86	61.54	23.08	15.38	100
9.	Kerala	25	40	20	40	50
10.	Madhya Pradesh	17.5	71.43	28.57	0	100
11.	Maharashtra	2.56	100	0	0	100
12.	Meghalaya	10	66.67	33.33	0	66.67
13.	Punjab	0	-	-	-	-
14.	Rajasthan	37.5	60	33.33	6.67	100
15.	Tamil Nadu	73.33	30.43	69.57	0	95.45
16.	Uttar Pradesh	5	0	50	50	100
17.	West Bengal	6.67	100	0	0	66.67
	Sample Average	**24.29**	**53.50**	**37.71**	**8.7**	**87.17**

Availability & Adequacy of "Utensils for Cooking" and Availability of plates & tumblers

4.9.4 Table 4.9 suggests that on an average across the country, 94 % of the schools have availability of utensils for cooking. Almost 33% of the sample schools which have utensils for cooking, report that utensils are inadequate. In some states like Bihar, Jharkhand, West Bengal, Arunachal Pradesh about three fourths of the sample schools reported that they do not have adequate utensils for cooking. Availability of plates and tumblers is also low but this is not a major cause of concern because most of the children bring

plates and tumblers from home. The field teams noticed that in some places children keep these utensils with themselves thereby creating lot of noise in the class room as well as causing diversion of attention of children from learning.

Table 4.9

Sl. No.	States	Availability of Utensils for Cooking (%age)	Adequacy of Utensils for Cooking (%age)	Availability of Plates (%age)	Availability of Tumblers (%age)
1.	Andhra Pradesh	97.43	89.74	42.5	22.5
2.	Arunachal Pradesh	100.00	26.67	0	23.53
3.	Bihar	100.00	25.00	60	100
4.	Haryana	100.00	95.00	40	20
5.	Himachal Pradesh	90.00	82.35	15	15
6.	Jammu & Kashmir	80.00	60.00	0	0
7.	Jharkhand	100.00	33.33	36.67	60
8.	Karnataka	100	96.29	53.57	21.43
9.	Kerala	100	80.00	60	50
10.	Madhya Pradesh	85	52.94	42.5	7.5
11.	Maharashtra	82.5	68.57	15	12.5
12.	Meghalaya	100	75.00	15	15
13.	Punjab	85	83.33	40	10
14.	Rajasthan	100	100.00	100	100
15.	Tamil Nadu	100	63.33	20	16.67
16.	Uttar Pradesh	97.45	91.89	45	12.5
17.	West Bengal	90.00	25.00	0	0
	Sample Average	**94.96**	**67.91**	**40.67**	**32.91**

Drinking Water Facility and Source of Water

4.9.5 Proper drinking water facility can ensure that food will be cooked in good quality water. As table 4.10 suggests, about 17 percent of the sample schools across the country did not have drinking water facility. Out of those sample schools which had drinking water facility, 41 percent had tap connections, 8.4 percent depend on well and 42.29 percent depend on other sources. These other sources include Ground Level Reservoir (GLR), hand pumps and bore/sump etc. In majority of the sample selected schools in states like Bihar, Uttar Pradesh, Madhya Pradesh, West Bengal, main source of water in the schools was hand pumps. In West Bengal through the focus group discussions it was learnt that in some schools, dirty pond water near the schools was used for cooking and washing purposes. Meghalaya, Karnataka and Himachal Pradesh had the highest percentage of sample schools with tap water connections. It was learnt from the focus group discussions with officials of CMDM that water facilities provided in the schools in Karnataka was constructed under SSA or under other rural development schemes.

Table: 4.10

Sl. No.	States	Availability of Drinking Water (%age)	Source of Drinking Water (in Percentage)		
			Well	Tap	Others
1.	Andhra Pradesh	75	10	46.66	43.33
2.	Arunachal Pradesh	70.59	25	75	0
3.	Bihar	97.5	0	0	100
4.	Haryana	90	10.52	57.89	31.57
5.	Himachal Pradesh	95	5.55	83.33	11.11
6.	Jammu & Kashmir	60	0	100	0
7.	Jharkhand	73.33	4.34	4.34	86.95
8.	Karnataka	92.86	0	84.61	15.38
9.	Kerala	100	55	45	0
10.	Madhya Pradesh	87.5	0	11.11	86.11
11.	Maharashtra	55	4.54	63.63	31.81
12.	Meghalaya	55	0	90.90	9.09
13.	Punjab	95	0	60	40
14.	Rajasthan	97.5	17.94	66.66	15.38
15.	Tamil Nadu	93.33	17.24	51.72	31.03
16.	Uttar Pradesh	95	0	0	100
17.	West Bengal	63.33	0	5.26	94.73
	Sample Average	**83.50**	**8.4**	**41.33**	**42.29**

Infrastructure and Hygiene

Adequate and appropriate infrastructure is crucial to ensure hygiene. Most of the sample schools in all the surveyed states reported inadequate infrastructure like lack of kitchen sheds, absence of separate space for cooking and serving meals, no storage facilities and no clean source of water**.** Even where kitchens were available, they were not in good condition and had poor ventilation. In many sample schools, cooking was done in open space or under shade of trees.

In West Bengal, none of 30 sample schools covered under the study had the required infrastructure according to prescribed specification and norms. In some sample schools, though thatched kitchens were available, they were not clean and spacious enough to facilitate preparation of the meal hygienically.

Most sample schools in Andhra Pradesh reported taking precautions for cooking and serving the meals hygienically. Even though all the sample schools in Tamilnadu have indicated an availability of kitchen sheds, in most of the selected schools, cooking was done outside the kitchen under the shade of trees due to improper condition of sheds, making it difficult for the organiser to enforce safety and hygiene in cooking. Many sample schools do not have proper and adequate space for taking the meal, forcing students to take meals under trees.

In Maharashtra, separate cooking sheds are not available in most of the sample schools. Parents reported dissatisfaction due to non-availability of plates and closed spaces for eating meals as meals are often served in the corridors of schools or in open spaces amidst dust and flies.

In Jharkhand, due to unavailability of proper kitchen sheds, cooking activities are carried out in open fields adversely affecting the cooking & classroom processes besides resulting in unhygienic conditions.

In a few sample schools in Bihar, due to lack of water sources, meal is being cooked, using water from ponds, again making it difficult to maintain hygiene.

Availability of Manpower for CMDM

4.10 Under CMDM, teachers have the responsibility to monitor and supervise at the school level. Cooking and serving is entrusted to women's SHGs/NGOs etc. However, teachers are also found to be involved in arranging provisions and serving meals. In case of EGS centers, the problem is more acute, because, no provision for cook has been made. At the state level, the average wage for cooking, per child, per school day comes in the range of Rs. 0.40 to Rs. 0.50 only. It has been observed that in schools where student strength is less than 50, it becomes difficult to hire a cook at such a small honorarium. Also, in schools where student strength is more than 100, it becomes difficult for one cook to cook the meal in time. Hence there is need to enhance the amount of honorarium to cooks/helpers. Table 4.11 suggests that there is a shortage of cooks and helpers in schools.

Table 4.11

Sl. No.	States	Cooks per School	Helper per School
1.	Andhra Pradesh	1.07	0.07
2.	Arunachal Pradesh	0.58	0.83
3.	Bihar	0.44	0
4.	Haryana	0.23	0
5.	Himachal Pradesh	0.11	0.13
6.	Jammu & Kashmir	0.19	0
7.	Jharkhand	0.30	0.09
8.	Karnataka	0.33	0.11
9.	Kerala	2.42	0
10.	Madhya Pradesh	0.37	0.01
11.	Maharashtra	0.20	0
12.	Meghalaya	0.22	0.11
13.	Punjab	0.20	0
14.	Rajasthan	0.26	0.06
15.	Tamil Nadu	0.065	0.06
16.	Uttar Pradesh	0.45	0.03
17.	West Bengal	0.40	0.05
	Total	**0.40**	**0.05**

Maintenance of Records/Cashbooks

4.11 It has been observed that maintenance of records needs improvement at all levels. At school level, maintenance of records is very poor. It has been observed that cash books are written once/twice in a month. There is no common format for maintenance of cash accounts and stock of foodgrain. In most of the states, teachers are found to be responsible for maintaining accounts while they do not have any training for such type of jobs. The situation is worse in EGS centers. Their estimates are erratic without proper maintenance of records. In the absence of item-wise utilization of various ingredients used in preparation of cooked mid day meal, it was difficult for the field team to estimate the nutritious content of the food supplied to children. Also in the absence of proper records, a lot of scope is left for manipulation of actual expenditure and utilization of the foodgrain/funds provided under the programme. The following table shows the classification of states in four slabs of percentages according to maintenance of cash books in schools.

Grouping of States According to Maintenance of Cash Book in Schools

Table: 4.12

Very Good (More than 75%)	Good (50%-75%)	Low (25%-50%)
• Kerala • Andhra Pradesh • Karnataka • Madhya Pradesh • Tamil Nadu • Rajasthan	• Maharashtra • Meghalaya • Bihar • Haryana, • Himachal Pradesh • Jharkhand • Jammu & Kashmir • Punjab • Uttar Pradesh • West Bengal	• Arunachal Pradesh

Chapter 5

Impact of Cooked Mid Day Meal Scheme

Classroom Hunger

5.1 Eliminating hunger at school is an important objective of CMDM. As table 5.1 suggests, the success of the scheme on this parameter has varied across states. About one fifth of the beneficiaries in Bihar, Rajasthan and West Bengal reported that they do not get adequate meals at school.

Table 5.1

Sl. No.	State	Percent of Beneficiaries Reporting Inadequate Food Served
1.	Andhra Pradesh	0.29
2.	Arunachal Pradesh	0.00
3.	Bihar	21.59
4.	Haryana	0.51
5.	Himachal Pradesh	0.00
6.	Jammu & Kashmir	0.00
7.	Jharkhand	9.93
8.	Karnataka	3.15
9.	Kerala	0.00
10.	Madhya Pradesh	6.51
11.	Maharashtra	0.28
12.	Meghalaya	0.00
13.	Punjab	1.02
14.	Rajasthan	17.99
15.	Tamil Nadu	0.00
16.	Uttar Pradesh	11.29
17.	West Bengal	20.10

5.1.1 To gauge the comfort levels of the beneficiaries and their parents with cooked mid day meal served at school, their opinions were sought on the quality of meals and whether they were satisfied with the meals served. The opinions of children have been captured in Table 5.2. In Bihar, where students rarely bring lunch to school, about 72 percent of the beneficiaries have responded that the quality of food is poor and 77 percent say that they are not satisfied.

Table 5.2

Sl. No.	State	Opinion of Children				
		Quality of Meal (in percent)			Satisfaction (in percent)	
		Good	Average	Poor	Yes	No
1.	Andhra Pradesh	88.41	9.92	1.68	93.85	6.15
2.	Arunachal Pradesh	99.37	0.63	0	100	-
3.	Bihar	5.64	22.06	72.3	22.11	77.89
4.	Haryana	55.0	44.5	0.5	99.5	0.5
5.	Himachal Pradesh	90.0	9.55	0.45	99.54	0.46
6.	Jammu & Kashmir	97.0	3.0	-	98.0	2.00
7.	Jharkhand	32.56	53.16	14.29	66.78	33.22
8.	Karnataka	4.61	89.72	5.67	76.24	23.76
9.	Kerala	77.39	21.66	0.96	98.73	1.27
10.	Madhya Pradesh	80.75	16.0	3.25	89.72	10.28
11.	Maharashtra	96.63	2.81	0.56	97.34	2.66
12.	Meghalaya	100	0	0	100	0
13.	Punjab	77.61	21.39	1.0	94.03	5.97
14.	Rajasthan	80.21	7.29	12.5	77.34	22.66
15.	Tamilnadu	85.07	13.56	1.37	87.59	12.41
16.	Uttar Pradesh	55.85	42.29	1.86	92.31	7.69
17.	West Bengal	71.61	16.95	11.44	78.39	21.61

5.1.2 The opinion of parents on the quality of meals is captured in Table 5.3. As suggested by the beneficiaries in Bihar, about 69 percent parents also believe that the food offered is poor in quality. Both the sample beneficiaries and their parents in Maharashtra are satisfied with the quality of food being served in schools under CMDM.

Table: 5.3

Sl. No.	State	Opinion of Parents		
		Quality of Meal (in percent)		
		Good	Average	Poor
1.	Andhra Pradesh	71.22	23.84	4.94
2.	Arunachal Pradesh	100	0	0
3.	Bihar	2.53	28.35	69.11
4.	Haryana	44.72	51.76	3.52
5.	Himachal Pradesh	70.35	29.65	0
6.	Jammu & Kashmir	72.0	28.0	0
7.	Jharkhand	20.34	65.76	13.9
8.	Karnataka	4.29	90.36	5.36
9.	Kerala	70.41	26.63	2.96
10.	Madhya Pradesh	24.25	70.75	5
11.	Maharashtra	90.71	9.02	0.27
12.	Meghalaya	100	0	0
13.	Punjab	69.19	29.29	1.52
14.	Rajasthan	80.56	6.57	12.88
15.	Tamil Nadu	65.23	32.26	2.51
16.	Uttar Pradesh	41.58	55.78	2.64
17.	West Bengal	68.78	26.7	4.52

Fresh Enrolments

5.2.1 The fresh enrolments are number of new enrolments in primary school. To calculate the fresh enrolments only those sample schools were selected which had maintained enrolment figures for all the years in the reference period (2000 to 2006). CMDM was introduced in different years in different states during the reference period. This is captured in Table 5.4. Table 5.5 is crucial to understanding the impact of CMDM on fresh enrolments.

Table 5.4

Sl. No.	State Code	2000	2001	2002	2003	2004	2005	2006
1.	Andhra Pradesh	683	589	611	492	493	512	457
2.	Arunachal Pradesh	445	455	456	437	512	611	542
3.	Bihar	3020	4110	5377	5464	4659	4289	4469
4.	Haryana	588	624	794	625	548	537	588
5.	Himachal Pradesh	350	320	346	439	396	305	271
6.	Jammu & Kashmir	61	66	41	50	42	39	41
7.	Jharkhand	1438	1518	1499	1585	1301	1460	1404
8.	Karnataka	628	722	678	567	622	739	521
9.	Kerala	723	724	786	788	732	736	724
10.	Madhya Pradesh	932	1016	948	971	1089	1038	939
11.	Maharashtra	1130	1133	1189	1198	1110	1117	1095
12.	Meghalaya	302	282	347	371	373	350	353
13.	Punjab	443	471	512	460	455	398	498
14.	Rajasthan	1231	1237	1348	1184	1117	1103	901
15.	Tamil Nadu	850	836	813	780	761	774	688
16.	Uttar Pradesh	2756	2776	3478	3363	3216	3318	3017
17.	West Bengal	1014	1158	876	776	755	689	638

5.2.2 In the states like J&K, Himachal Pradesh, Haryana and Punjab where sample beneficiaries were found to be bringing their own lunch *often,* CMDM is not a major attraction. In Tamilnadu, Kerala and Andhra Pradesh Cooked Mid Day Meal system is in place prior to the reference period, therefore the impact of CMDM on enrolment cannot be ascertained. In Jharkhand, the scheme was launched towards the end of the reference period. In the remaining states, Bihar, Uttar Pradesh, Meghalaya, Arunachal Pradesh have reported an increase in fresh enrolments. In Jharkhand and Madhya Pradesh the enrolments have stayed constant. In West Bengal, Rajasthan and Karnataka fresh enrolments have dipped.

Table 5.5[3] Year in which CMDM started in various states

Sl.No.	States	Years when Cooked Meal started in Schools
1.	Andhra Pradesh	2001
2.	Arunachal Pradesh	1st September, 2004
3.	Bihar	1 January 2005
4.	Haryana	15th August, 2004
5.	Himachal Pradesh	22ndMay, 2003 (Tribal Areas) 01-09-2004 (Non Tribal Areas)
6.	Jammu & Kashmir	1st September 2004
7.	Jharkhand	In 2004-05, extended to all Government Primary/Middle schools In 2005-06 this programme was extended to cover all Government Aided Primary Schools (including minority E.G.S & A.I.E Centers including all Government Primary/Middle schools)
8.	Karnataka	7 backward North Eastern districts of the State during 2002-03 the scheme of providing hot cooked meal to the children of 6 & 7 standards during 2004-05
9.	Kerala	Prior to the reference period
10.	Madhya Pradesh	2004-05
11.	Maharashtra	January 2003
12.	Meghalaya	29-11-2002
13.	Punjab	July 2006
14.	Rajasthan	July, 2002
15.	Tamilnadu	Prior to the reference period
16.	Uttar Pradesh	1st September 2004
17.	West Bengal	January 2003 (Six Districts), March 2005 (Nineteen Districts)

5.2.3 The opinion of teachers on the impact of CMDM on enrolment rates was sought. Their responses have been tabulated in Table 5.6. In Bihar, Uttar Pradesh, Jharkhand, Rajasthan, Maharashtra, Haryana, Himachal Pradesh where a majority of sample schools have reported an increase in enrolment rates, a large majority have attributed it to factors like Sarva Siksha Abhiyaan, awareness towards education and other factors. Even in the eastern states, and Kerala where students bring their own lunch *rarely,* teachers have attributed an increase in enrolment to factors like awareness towards education and not CMDM. Only Madhya Pradesh and Andhra Pradesh have attributed an increase in enrolment to CMDM.

[3] http://education.nic.in/Elementary/mdm/Programme_Approval_Board.htm

Table 5.6

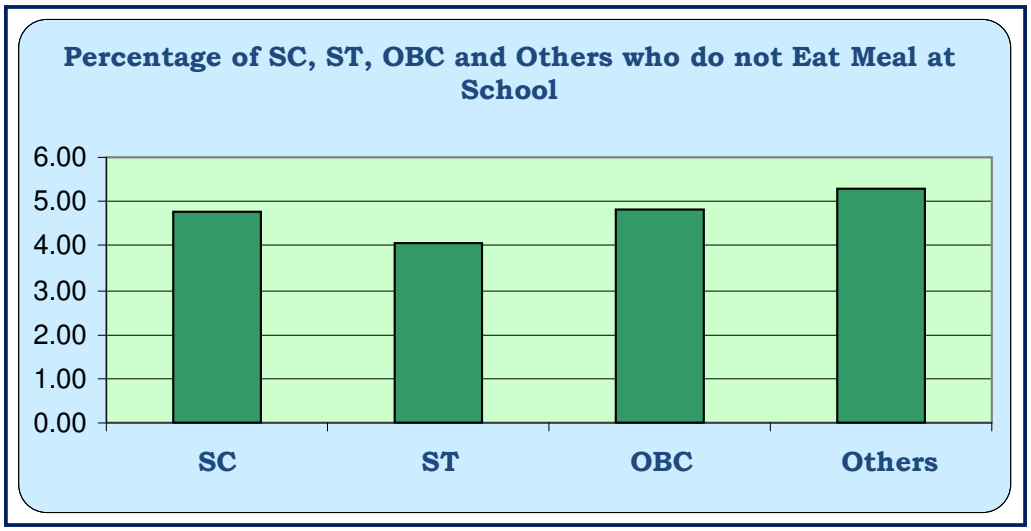
Sl. No.	State	Increase in Enrolment (%age of Sample School)	Increase in Enrolment Attributed to CMDM		If no Other Contributing Factors for Increase in Enrolment
			Yes	No	
1.	Andhra Pradesh	70	78.57	21.43	Education is prime concern, Good education
2.	Arunachal Pradesh	58.32	10.0	90.0	Awareness towards education, Education is prime concern,
3.	Bihar	100	10.0	90.0	SSA and increase in population
4.	Haryana	50	30.0	70.0	Increase in population, Education is prime concern & Awareness towards education
5.	Himachal Pradesh	50	0	100	Awareness towards education, increase in population, Education is prime concern
6.	Jammu & Kashmir	25	-	100	-
7.	Jharkhand	86.67	7.41	92.59	SSA and Awareness towards education
8.	Karnataka	32.14	10.0	90.0	Scholarship/uniform, Education is prime concern & Awareness towards education,
9.	Kerala	45	30.0	70.0	Education is prime concern, Good education
10.	Madhya Pradesh	87.5	86.11	13.89	Awareness towards education
11.	Maharashtra	85	24.24	75.76	Awareness towards education, Education is prime concern, Good education
12.	Meghalaya	60	16.67	83.33	Awareness towards education, Good education, No primary school near village
13.	Punjab	33.33	14.29	85.71	Awareness towards education, increase in population & Education is prime concern
14.	Rajasthan	60	14.81	85.91	Education is prime concern
15.	Tamilnadu	23.33	55.56	44.44	Education is prime concern,
16.	Uttar Pradesh	100	2.56	97.44	Scholarship/uniform
17.	West Bengal	20.69	66.67	33.33	No primary school near village, Scholarship/uniform

5.2.4 From 5.2.1, 5.2.2 and 5.2.3, it can be concluded that Cooked Mid Day Meal does not have any significant impact on the fresh enrolments in a majority of sample schools in most of the states (except Andhra Pradesh and Madhya Pradesh). Impact of factors like Sarva Siksha Abhiyaan, Awareness towards education etc is more visible.

Social Equity

5.3 To capture any discrimination while providing cooked mid day meals, students were asked whether they eat at school. Their responses were tabulated social category-wise. As the table suggests there has been no evidence at an all India level to suggest that a particular social group has not been allowed to eat meals at schools. This suggests that the children in selected schools eat their meals together, thereby promoting social harmony.

Chart 5.3



Attendance

5.4. As table 5.7 suggests, a majority of schools in all the sample states reported an increase in attendance like Andhra Pradesh (100%), Arunachal Pradesh (93.75%), Madhya Pradesh (91.18%), Meghalaya (86.67%), Tamil Nadu (81.82%), Uttar Pradesh (100%), Maharashtra (50.0%) and Karnataka (50.0%). In Bihar, Jharkhand, Kerala, Jammu & Kashmir, Haryana, Himachal Pradesh, Punjab and Rajasthan a majority of sample schools have suggested that the increase in attendance is due to Sarva Siksha Abhiyaan and increase in awareness towards education.

Table 5.7 Factors Responsible for Increase in Attendance– State-wise

Sl. No.	State	Increase in Attendance (%age of Sample School)	Increase in Attendance Attributed to CMDM		If no Other Contributing Factors for Increase in Attendance
			Yes	No	
1.	Andhra Pradesh	95.0	100	0	
2.	Arunachal Pradesh	100	93.75	6.25	Awareness towards education,
3.	Bihar	66.67	10.71	89.29	SSA and Awareness towards education
4.	Haryana	50.0	30.0	70.0	Education is prime concern & Awareness towards education
5.	Himachal Pradesh	80.0	37.5	62.5	Awareness towards education, & Education is prime concern
6.	Jammu & Kashmir	100	-	100	Awareness towards education
7.	Jharkhand	86.67	7.69	92.31	SSA
8.	Karnataka	100	50.0	50.0	Awareness towards education, Scholarship/uniform & increase in population
9.	Kerala	95.0	31.58	68.42	Education is prime concern.
10.	Madhya Pradesh	82.5	91.18	8.82	Awareness towards education
11.	Maharashtra	97.5	50.0	50.0	Awareness towards education, Good education
12.	Meghalaya	75.0	86.67	13.33	Awareness towards education, Education is prime concern
13.	Punjab	50.0	44.44	55.56	Education is prime concern, Awareness towards education Good education & Scholarship/ uniform
14.	Rajasthan	62.5	14.81	85.19	Education is prime concern
15.	Tamilnadu	40	81.82	18.18	Awareness towards education, Education is prime concern,
16.	Uttar Pradesh	100	100	-	-
17.	West Bengal	66.67	85.0	15.0	Good education, Education is prime concern & Awareness towards education

Retention

5.5. All the sample schools in states like Bihar, Madhya Pradesh, Maharashtra and Meghalaya indicated that there has been an increase in the retention rates. Most of the sample schools in Madhya Pradesh, Andhra Pradesh, Arunachal Pradesh, and Uttar Pradesh have attributed an increase in retention rates to CMDM. Most of the sample schools have attributed an increase in retention to Sarva Siksha Abhiyaan. The following table shows the opinion of teachers on cooked mid day meal scheme as a factor in increasing the retention of children in the sample schools.

Table 5.8 Factors Responsible for Increase in Retention–State-wise

Sl. No.	State	Increase in Retention (%age of Sample Schools)	Increase in Retention Attributed to CMDM		If no Other Contributing Factors for Increase in Retention
			Yes	No	
1.	Andhra Pradesh	97.5	100	0	
2.	Arunachal Pradesh	5.88	100	0	
3.	Bihar	100	7.5	92.5	SSA and increase in population
4.	Haryana	50	30	70	Education is prime concern Awareness towards education & Increase in population,
5.	Himachal Pradesh	80	37.5	62.5	Awareness towards education, Education is prime concern
6.	Jammu &Kashmir	100		100	-
7.	Jharkhand	90	18.52	81.48	SSA
8.	Karnataka	55.56	33.33	66.67	Scholarship/uniform, Awareness towards education,
9.	Kerala	85	82.35	17.65	Education is prime concern, Good education
10.	Madhya Pradesh	100	100	0	-
11.	Maharashtra	100	66.67	33.33	Education is prime concern, Good education, Awareness towards education
12.	Meghalaya	100	100	-	
13.	Punjab	50	55.56	44.44	Education is prime concern, Awareness towards education & increase in population
14.	Rajasthan	95	76.32	23.68	Education is prime concern
15.	Tamilnadu	33.33	77.78	22.22	Education is prime concern,
16.	Uttar Pradesh	97.5	100	0	Scholarship/Uniform
17.	West Bengal	63.33	89.47	10.53	Good education

Diversion from learning time of Children

5.6.1 In some sample states it was reported by the beneficiaries that they were involved in activities like washing utensils. With regard to washing of the utensils, out of 17 states where the data was collected, students in 9 states reported they were involved in washing utensils. Nearly 50% of the sample students from selected schools in Rajasthan (48.81%) were involved in washing utensils. This was closely followed by students in West Bengal (45.1%) and Arunachal Pradesh (38.14%). Where students were associated

with these activities, average time spent by students in washing utensils was 15 minutes to 9.83 hrs in a week in the sample selected states. The following table shows the involvement of children in washing utensils. In Rajasthan, students were spending an average of 9.83 hrs in a week on washing utensils which is the highest reported among all the states. This was adversely affecting the learning of children.

Table 5.9: Diversion from learning time of Children

Sl. No.	State	Children Involvement and Time Spent (Hrs/Week)	
		Washing utensils	
		Involvement %	Average Time Spent
1.	Andhra Pradesh	-	-
2.	Arunachal Pradesh	38.14	2.2
3.	Bihar	-	-
4.	Haryana	-	-
5.	Himachal Pradesh	-	-
6.	Jammu & Kashmir	16.67	0.15
7.	Jharkhand	-	-
8.	Karnataka	-	-
9.	Kerala	-	-
10.	Madhya Pradesh	28.48	1.69
11.	Maharashtra	8.11	1.32
12.	Meghalaya	33.33	0.60
13.	Punjab	2.83	3.0
14.	Rajasthan	48.81	9.83
15.	Tamilnadu	-	-
16.	Uttar Pradesh	8.48	6.0
17.	West Bengal	45.1	8.57

Diversion from teaching time of Teachers

5.6.2 In the sample schools of Tamilnadu, Kerala and Andhra Pradesh teachers are not involved in the arrangement of provisions and supervision of cooking and serving of meals. Tamilnadu has separate staff for CMDM. Every school has an organizer, cook and a helper. Data pertaining to the selected schools in the remaining states revealed the involvement of teachers in arrangement of provisions, cooking and serving. The following table shows the diversion time of teachers for arrangement of provision, cooking and serving.

Table: 5.10 Diversion from Teaching Time of Teachers

Sl. No.	States	Average Hours Spent per day per Teacher Engaged in the Arrangement of Provisions	Average Hours Spent per day per Teacher Engaged in Cooking	Average Hours Spent per day per Teacher Engaged in Serving
1.	Andhra Pradesh	-	-	-
2.	Arunachal Pradesh	0.33	1.35	0.37
3.	Bihar	1.22	-	1.01
4.	Haryana	0.58	-	0.21
5.	Himachal Pradesh	0.55	-	0.28
6.	Jammu & Kashmir	0.37	-	0.15
7.	Jharkhand	1.00	-	1.00
8.	Karnataka	-	2	-
9.	Kerala	-	-	-
10.	Madhya Pradesh	0.41	-	0.26
11.	Maharashtra	0.90	1.00	0.46
12.	Meghalaya	1.00	1.15	0.35
13.	Punjab	0.37	0.45	0.22
14.	Rajasthan	0.23	0.29	0.43
15.	Tamil Nadu	-	-	-
16.	Uttar Pradesh	-	-	1.00
17.	West Bengal	0.57	-	0.43

5.7 Various organizations and researchers have conducted studies to evaluate the performance and impact of the Cooked Mid Day Meal Scheme. Some of these are National Institute of Public Cooperation & Child Development (2005-06 and 2007), University of Rajasthan and UNICEF (2005), National Council of Educational Research & Training (2005), Professor Amartya Sen's Pratichi Research Team (2005). Besides, various articles on CMDM have also been published in leading journals. There has been a consensus among all the studies that CMDM has resulted in an increase in the attendance rates, besides promoting social equity.

Chapter 6

Suggestions and Recommendations

Recommendations

The study has identified some factors or potential factors, adversely affecting the implementation of the CMDM. These factors, given below, deserve attention from the implementers of the scheme.

1. It is the responsibility of the nodal ministry to review the infrastructure development meant for mid day meal scheme in the meetings of SMC and representatives of other nodal ministries which run the infrastructure development schemes should be invited to these meetings.

2. There is a scope for convergence with schemes like National Rural Employment Guarantee Scheme for construction of kitchen sheds and honorarium of cooks cum helpers, Drinking water / toilet through Rajiv Gandhi Drinking Water Mission and health checkup and micronutrients through school heath programme under National Rural health Mission.

3. District level SMCs should be made effective - their meetings should be held regularly so that monitoring and supervision by the Block education officer/District education officer is ensured through these meeting.

4. Guidelines issued by Government of India regarding the delivery of food grains by PDS dealer to school directly should be implemented as this will help in :

   i. averting the leakage of food grains from the delivery point and reduce the supply channel.
   ii. taking off pressure from Head Master or implementing authority.

5. A copy of release orders of food grains should be provided to head master of the school for cross checking the supply made by the fair price shop dealer every month.

6. Steering-cum-monitoring committees should be made functional and active at district/block levels for effective implementation, convergence and monitoring of the scheme.

7. With prior information to block level committee and Gram Panchayat Municipality, the funds should be electronically transferred to the account of Implementing Authority (IA).

8. One member of block level committee should attend the meetings of school development and management committee so that participation of member of Parent Teacher Association and PRIs can be ensured.

9. The IA agency should be made responsible for cooking, serving and cleaning of the utensils and plates and the school staff should be confined only to supervision of the serving

10. District nodal authority should be strict in getting utilization certificates from the implementing authority at school level, in time, so that funds/ food grains are delivered timely.

11. As frequent changes in prices of ingredients especially the prices of oil and pulses are fluctuating frequently, it is becoming difficult for the IA to meet the costs. Therefore there must be a regular review of the charges being paid to IA at least once in 6 months.

12. The earmarked bags need to be stored with the village PRI Head or any place available in the village for which a nominal rent can be paid.

13. As an implementing agency, local women self help groups or mothers of children studying in the schools, may be preferred. This would not only ensure a means of employment and income for the SHGs, but also they would cook as per the locally prevalent tastes.

14. PPP mode which has been successful in Andhra Pradesh can be implemented in other states which will ensure a better delivery of service and therefore a better performance of the scheme.

15. As per the CMDM guidelines, 2006, it is mandatory for the State Governments/UTs to provide essential micronutrients and de-worming medicines, and for periodic health check-up. Although most of the states have reported unutilized funds, only Andhra Pradesh has been doing so. Therefore other states should also provide essential micronutrients and de-worming medicines as per the guidelines.

Suggestions

1. Steering-cum-monitoring committees from State to Block level should be constituted and concerned head at each level should be made responsible for holding the meetings regularly.

2. PDS suppliers should be mandated in the guidelines of public distribution system scheme while allocating the food grains for cooked mid day meal.

3. District nodal agency may issue directives to the civil supplies department to set apart good quality food grains supplied by Food Corporation of India and mark these bags with special identification

marks. Only these specially earmarked bags should be supplied to the concerned FPS dealers and the implementing agency should be instructed to accept only the bags specially earmarked either with distinct color or marks. This would help to a great extent in ensuring quality and quantity of the cooked mid day meal.

4. Funds may be earmarked for meeting transport costs from the fair price shop to the schools as there is no separate provision for the same in the state budget and this cost is being met from the cooking cost.

5. Village education committees should be invited by the block level officer in their regular meetings so that their role in managing cooked mid day meal scheme is specified and their responsibility are incorporated in the guidelines.

6. For proper monitoring, meetings of steering-cum-monitoring committee at block level should be held on regular basis. The minutes of the meetings should be sent to the central, state and district nodal authorities.

7. Orders of the government giving powers to Block level nodal agency to sanction the conversion charges to the implementing agency on production of utilization certificate should be implemented to ensure regular payment of conversion charges to implementing agency.

8. All block level nodal authorities may be issued directions for making cash advances. The bills submitted by implementing authorities at school level may be settled within a fortnight. The district authorities may release the first quarter funds without the requirement of expenditure statements.

9. Utilization certificates of food grains/funds from the school should be taken by the block level officer on priority basis and should be sent to the district authority so that release of funds is expedited.

Abbreviations

CMDM	Cooked Mid Day Meal
MDM	Mid Day Meal
NP-NSPE	National Programme for Nutritional Support to Primary Education
EGS	Education Guarantee Scheme
AIE	Alternative and Innovative Education
FCI	Food Corporation of India
HTS	Hill Transport Subsidy
PDC	Principal Distribution Centre
PPP	Public Private Partnership
SMC	Steering –cum- Monitoring Committee
VEC	Village Education Committee
PTA	Parent Teacher Association
SGRY	Sampoorna Grameen Rozgar Yojana
NSDP	National Slum Development Programme
UWEP	Urban Wage Employment Programme
SSA	Sarva Shiksha Abhiyan
ARWSP	Accelerated Rural Water Supply Programme
UT	Union Territory
MME	Management, Monitoring and Evaluation
PEO	Programme Evaluation Organisation
REO	Regional Evaluation Officer
PEO	Project Evaluation Organisation
NIC	National Informatics centre
SDMC	School Management and Development Committee
BEEO	Block Elementary Education Officer
PDS	Public Distribution System
SVSS	Saraswati Vahini Sanchalan Samiti
NMO	Noon Meal Organizer
BDO	Block Development Officer
SHG	Self Help Group
PRI	Panchayti Raj Institutions
FPS	Fair Price Shop
MSHG	Mother's Self Help Group
CEO	Chief Education Officer
ZEO	Zonal Education Officer
DEO	District Education Officer
NGO	Non-government Organisation
CHT	Center Head Teacher
UC	Utilization Certificate
PHED	Public Health Engineering Department
UNICEF	United Nations International Children Emergency Fund
BEP	Bihar Education Project
GLR	Ground Level Reservoir
AWP&B	Annual Work Plan and Budgeting

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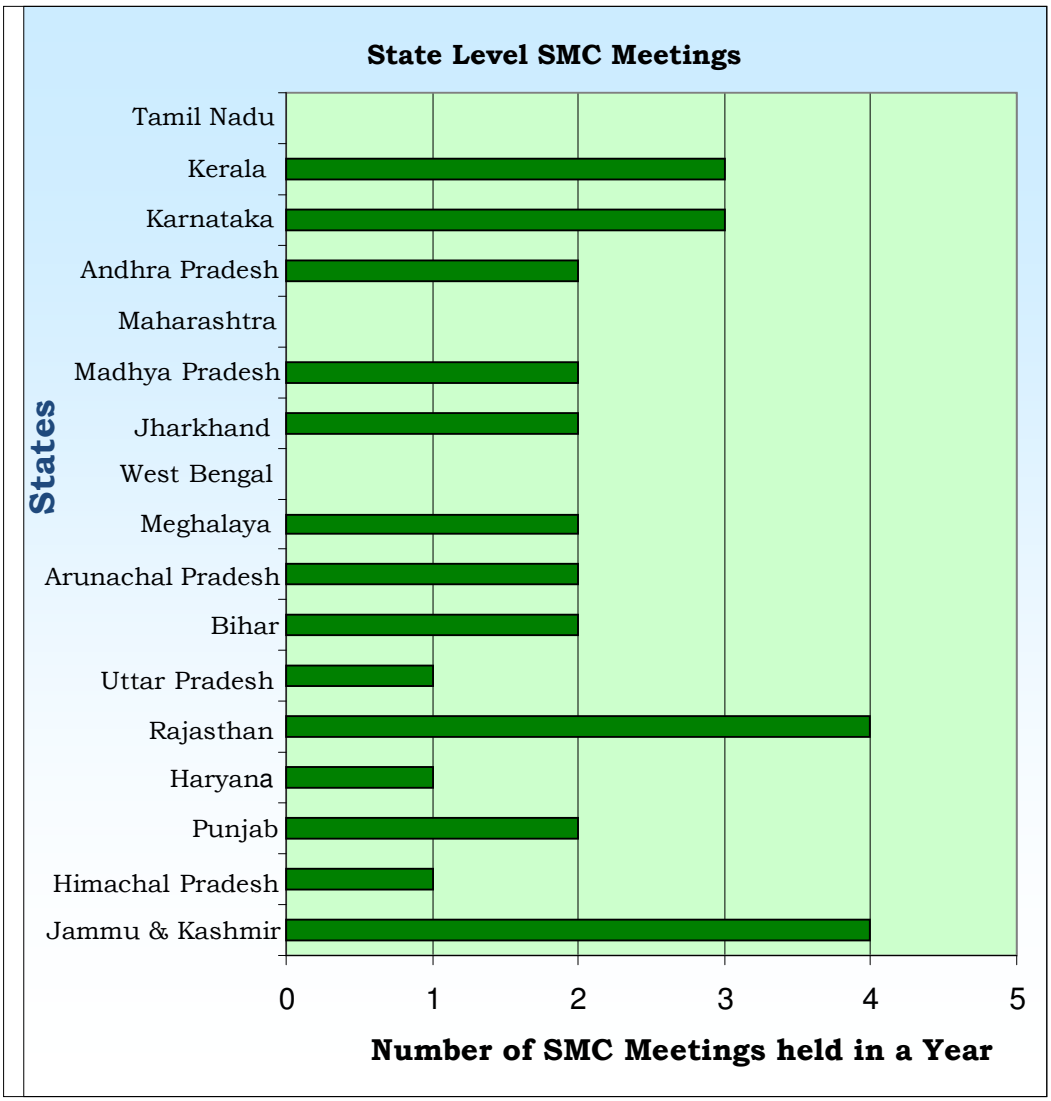
Annexure-I

Chart 1: Number of State-Level SMC Meetings held per Year



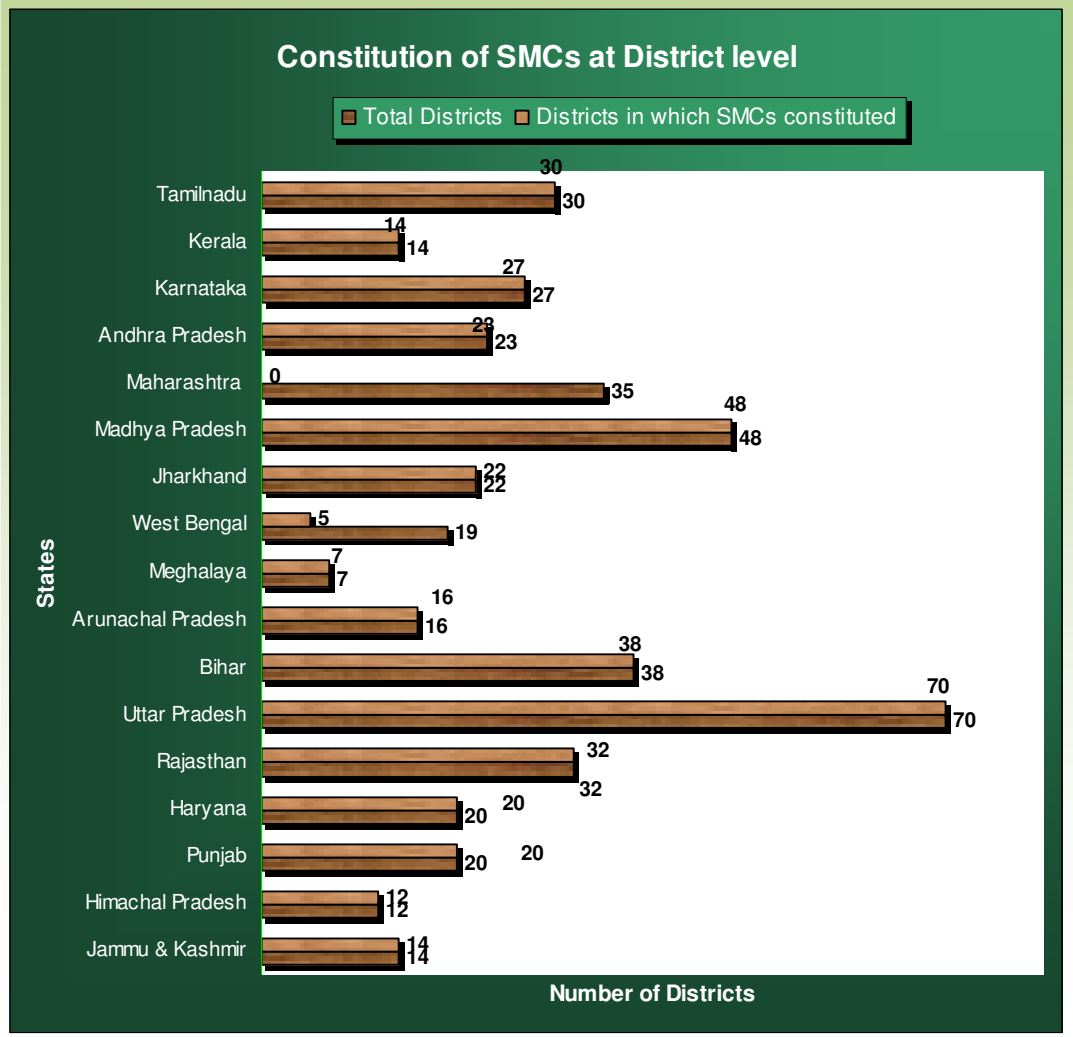
(Note: as per the State Level Schedules)

Table 1: District-wise Nodal Agency and Number of District Level SMC Meetings held per Year

Sl. No.	State	Districts	Nodal Agency	No. of SMC Meetings held per Year
1.	Jammu & Kashmir	Udhampur	Education Department J & K	8
2.	Himachal Pradesh	Kangra	Deputy Director Elem. Education Office	5
		Kullu	Deputy Commissioner (Nodal Officer)	13
3.	Punjab	Kapurthala	Elementry Education Deptt. Punjab	22
		Firozpur	Education Dept. Firozpur	16
4.	Haryana	Hisar	DEEO	0
		Jhajjar	Dept. of Elementry Education	6
5.	Rajasthan	Bikaner	Rural Development Depa. Zila parishad	8
		Churu	Zila Parishad	9
		Jhunjhunun	Zila Parishad	4
		Jaisalmer	Zila Parishad Jaisalmer	2
6.	Uttar Pradesh	Budaun	District Magistrate	8
		Sitapur	District Magistrate	13
		Jalaun	District Magistrate	2
7.	Bihar	Pashchim Champaran	M.H.R.D., Govt of Bihar	3
		Madhubani	District Primary Education Department	10
		Madhepura	Education Department	3
		Rohtas	Deptt. of Primary Education	3
8.	Arunachal Pradesh	Lohit	School Education Department	0
		Tirap	Deputy Director School Education	0
9.	Meghalaya	East Khasi Hills	Education Deptt.(Elementary & Mass)	4
		Jaintia Hills	Education Deptt. (Elementary & Mass)	4
10.	West Bengal	Birbhum	Office of District Magistrate	29
		North 24 Pargana	MDM cell	1
		Medinipur	School Education Department	1
11.	Jharkhand	Dumka	Deptt. of primary education	14
		Bokaro	Dy. Commissioner, Bokaro	2
		Ranchi	DRDA	1
12.	Madhya Pradesh	Sagar	Zila Panchayat, Sagar	3
		Shahdol	(D R D A) Zila Panchayat Shahdol	4
		Indore	Zila Panchayat Indor (DRDA)	14
		Vidisha	Zila panchayat, Vidisha	5
13.	Maharashtra	Washim	Zila Parishad, Washim	2
		Nagpur	District Education, officer	0
		Solapur	District Education Officer (Primary) Z.P.	3
		Sangli	District Education Office (Primary)	3
14.	Andhra Pradesh	Adilabad	School Education Department	0
		Srikakulam	School Education Department	10
		West Godavari		0
		Anantapur	School Education Department	4
15.	Karnataka	Bijapur	Zila Panchayath Bijapur	2
		Bidar	Zila Panchayat, Bidar	0
		Tumkur	Zila Panchayat, Tumkur	0
16.	Kerala	Kannur	General Education Department	2
		Thiruvananthapuram	General Education Department	0
17.	Tamil Nadu	Dharmapuri	District Collector	2
		Virudhunagar	The District Collector	0
		Tirunelveli	Collectorate	0

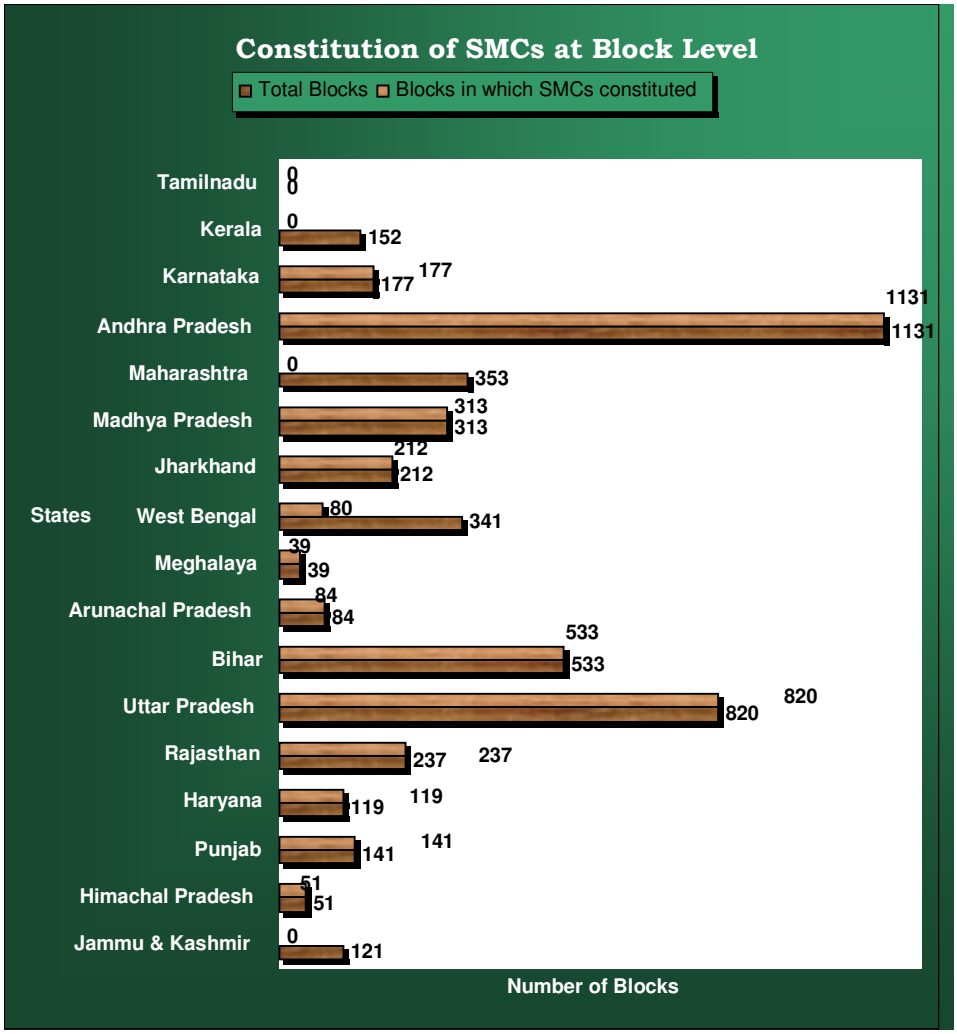
(Note: As per the State Level Schedes)

Chart 3: Constitution of SMCs at District Level



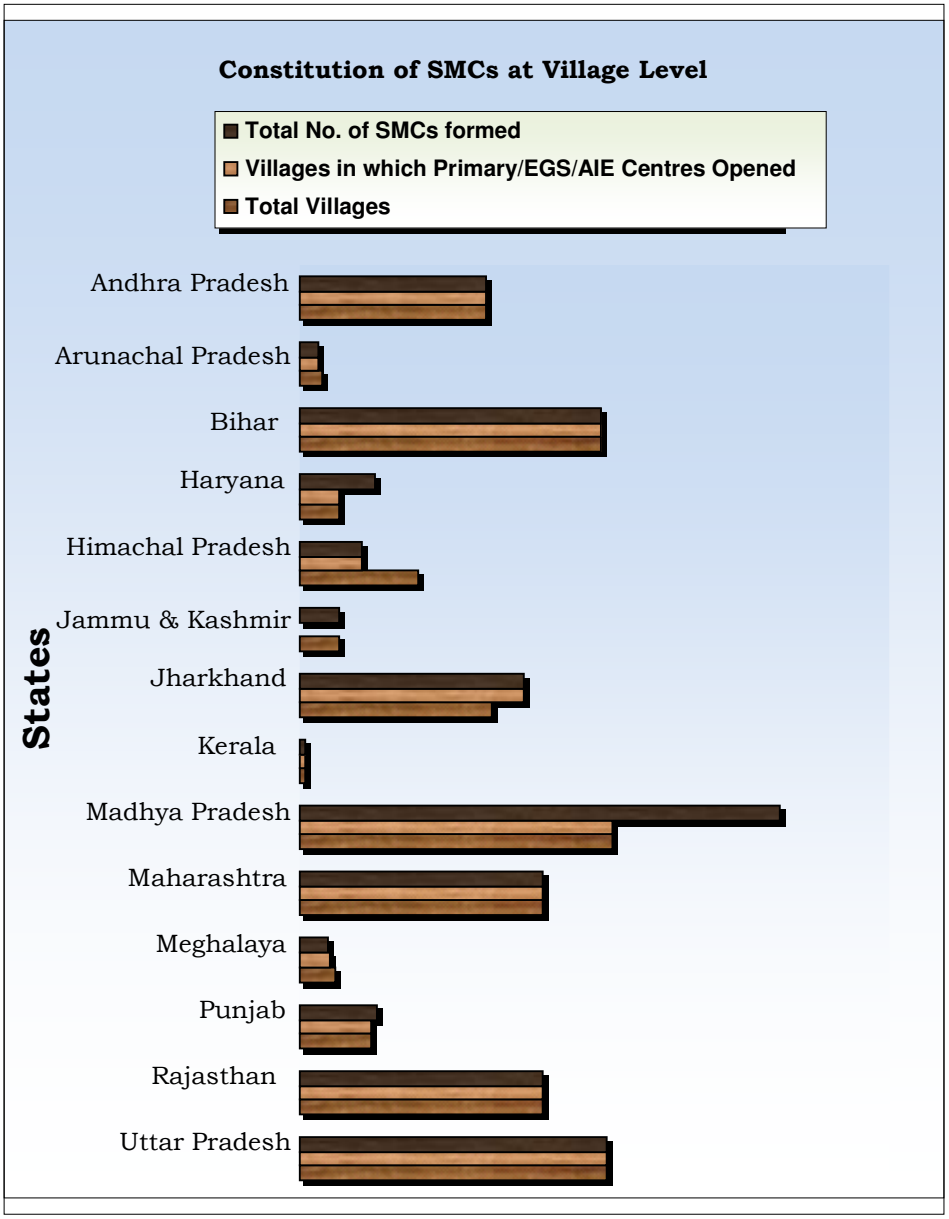
(Note: As per the State Level Schedules)

Chart 4: Constitution of SMCs at Block Level



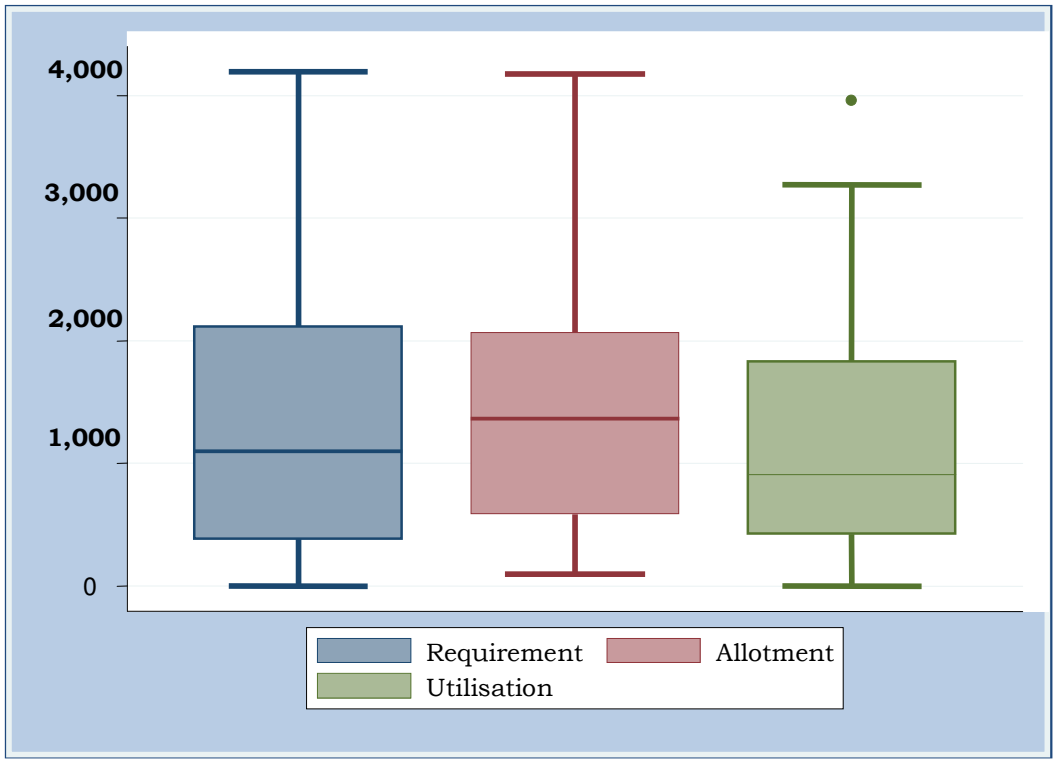
(Note: As per the State Level Schedules)

Chart 5: Constitution of SMCs at Village Level



(Note: As per the information collected from the state level schedules; information for states of Tamil Nadu, Karnataka and West Bengal could not be captured)

Chart 1 (Box Diagram): Distribution/Spread of the Requirement, Allotment and Utilization of Funds



Note: The Y axis shows the Funds in Figures (in Rs. Lakhs)

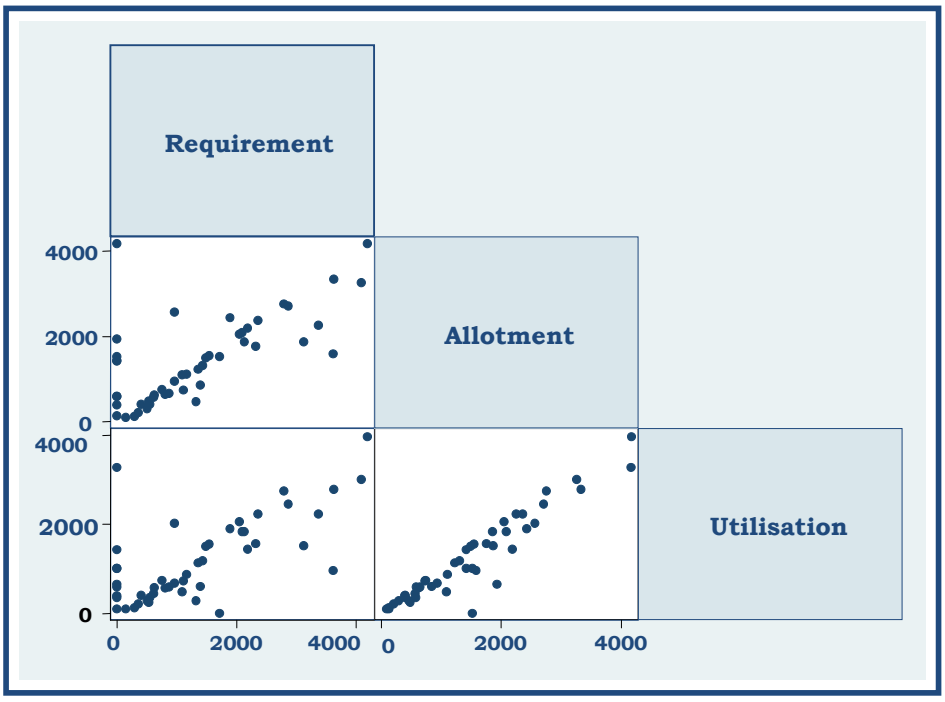
The chart illustrates the variations in the amount of funds required, allotted and utilized by the sample districts. The shaded boxes indicate district-wise values of requirement, allotment and utilization of funds that lie between 25th percentile and 75th percentile (i.e. the amount of data that are without any statistical outliers). Dots lying outside the range, indicate outliers. The range indicates the minimum and maximum values. The dark line in the boxes indicates the median values of the variable. As we can see, the boxes which are not bisected by the median line indicate skewed distribution of data within it. All in all, this figure juxtaposes and summarises the district level data on requirement, allotment and utilisation of funds. The points that emerge from the box plots are:

- The requirement for funds, on an average, show a high degree of variability, which is not matched by the corresponding data on allocation and utilisation of funds. As can be seen by comparing the spread of the boxed area (shaded area): the more spread a box, the more variable the data.

- A look at the related levels of the layout of median lines reveals that on an average utilisation of funds is lower than the stated requirement or allocation.

- Also, we can see that the funds made available were sufficient as can be seen from a higher median allocation value than those of the median values of utilisation and requirement.

Chart 2: Correlation between the Requirement, Allotment and Utilisation of Funds



Note: The Figures on the X-axis and Y-axis are funds (in Rs. lakhs)

The graph illustrates the **degree of correlation** between Requirement, Allotment and Utilisation of funds. The following points emerge:

- There has been a high degree of correlation between "allotment and utilisation of funds" as compared to "requirement and utilisation of funds".

- There has been a fairly high degree of correlation between the "requirement and allotment of funds". This indicates that the funds have been allotted in accordance with the specific requirement of districts.