MANUAL ON SOCIAL AUDIT

NATIONAL FOOD SECURITY ACT 2013

SPREAD

...the seeds of change

SOCIETY FOR PROMOTING RURAL EDUCATION AND DEVELOPMENT (SPREAD)

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Date.....10.07.2018.........

MESSAGE

I am delighted to know that SPREAD (Society for Promoting Rural Education and Development) has developed a "Social Audit Manual on National Food Security Act" after a thorough consultation with the experts and by consolidating the learnings from its field Social Audits across six districts in Odisha.

Social Audit of all schemes including Targeted Public Distribution System (TPDS), Integrated Child Development Services (ICDS), Maternity Benefit Schemes and Mid-Day Meal (MDM) is mandated under article 28 of National Food Security Act 2013. It is a process in which people collectively monitor and evaluate the planning and implementation of a programme or scheme. It is one of the very effective tool to create awareness, encourage people's participation, and enhance transparency as well as accountability in food and nutrition programmes. The Government of Odisha firmly believes on these aspects and is committed to take this up in order to improve the nutrition situation of women and children in our State.

SPREAD's effort of developing Social Audit manual and facilitating Social Audits of NFSA in 240 Gram Panchayats in Balangir, Kalahandi, Koraput, Malkangiri, Nabarangpur and Nuapada is praiseworthy and will definitely add value to the ongoing efforts of the Government of Odisha. I wish this manual will be a reference document for future social audits on NFSA.

I wish the best to SPREAD and its whole team in its endeavour!

(Surya Narayan Patro)
10/07/18

2. ACKNOWLEDGEMENT

Rajkishor Mishra
Programme Director, CAN-SPREAD

Bidyut Mohanty
Secretary, SPREAD

3. LIST OF ACRONYMS

AAY	Antodaya Anna Yojana
ANC	Ante Natal Check up
ANM	Auxiliary Nurse Midwife
APL	Above Poverty Line
ASHA	Accredited Social Health Activist
AWC	Anganwadi Centre
AWH	Anganwadi Helper
AWW	Anganwadi Worker
BDO	Block Development Officer
BRCC	Block Resource Centre Coordinator
BPL	Below Poverty Line
CAG	Comptroller Auditor General
CAN	Collective Action for Nutrition
CADMB	Collective Action for Drought Mitigation through Community Mobilisation,Balangir
CBO	Community Based Organisation
CDPO	Child Development Project Officer
CD	Compact Disc
CRCC	Cluster Resource Centre Coordinator
CSO	Civil Society Organisation
DRDA	District Rural Development Agency
FGD	Focus Group Discussion
FPS	Fair Price Shop
GKS	GaonKalyanSamiti/ Village Health and Sanitation Committee
HCM	Hot Cooked Meal
ICDS	Integrated Child Development Services
ICT	Information Communication Technology
GP	Gram Panchayat
IEC	Information Education and Communication
JC	Jaanch Committee
KBK	Kalahandi-Balangir-Koraput
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MoRD	Ministry of Rural Development

MKSS	Mazdoor Kisan Sakti Sangathan
MDM	Mid Day Meal
MIS	Management Information System
MC	Mother's Committee
MCPC	Mother Child Protection Card
MIS	Management of Information System
MME	Management Monitoring and Evaluation Fund
MUAC	Mid Upper Arm Circumference
NIRD	National Institute of Rural Development
NFSA	National Food Security Act – 2013
NRC	Nutrition Rehabilitation Centre
OGPA -	Orissa Gram Panchayat Act
PDS	Public Distribution System
PHH	Primary House Hold
PNC	Post Natal Check up
PRI	Panchayati Raj Institutions
PSE	Pre-School Education
PTA	Parents Teachers Association
P&L	Pregnant and Lactating Women
RTI	Right to Information
SAM	Severe Acute Malnutrition
SAT	Social Audit Team
SHG	Self Help Group
SMC	School Management Committee
SMPUP	Samuhika Marudi Pratikar Udyam,Padampur
SNP	Supplementary Nutrition Programme
SPREAD	Society for Promoting Education and Rural Development
TPDS	Targeted Public Distribution System
TISCO	Tata Iron and Still Company
THR	Take Home Ration
UK	United Kingdom
UN	United Nation
VHND	Village Health and Nutrition Day
WSHG	Women Self Help Group

CONTENT

TABLES

CHAPTER-I

INTRODUCTION TO SOCIAL AUDIT

4. PREAMBLE

Social audit is a process of **deepening democracy**. *It is a process, where the right holders obtain information on all such schemes, programmes, systems impacting their lives; validate their truthfulness and work towards bringing a* **positive and reformative change**. *It is a* **participatory process** *which empowers citizens. Social audit adds value to the whole* **idea of decentralisation** *and establishes the community's capacity for planning,* **monitoring and course correction.**

This is an agreed idea of the team of Collective Action for Nutrition (CAN), a project of Society for Promoting Rural Education and Development (SPREAD), while framing the Social Audit Manual.

5. INTRODUCTION

Democratic countries like India face enormous challenges to meet the expectations of their citizens not only in social and economic realms but also in the sphere of democratic governance.

In a parliamentary democracy like India, the citizens elect their representatives for different layers, from village to Parliament levels. These political representatives elected mostly through a fair and transparent process face multiple challenges and criticisms when it comes to meeting the demands of their constituencies in a transparent process. Lack of transparency in decision making and poor delivery of services create cynicism in the minds of citizen; it also breeds corruption and sycophancy when accountability is not fixed.

The public officials are accountable for all their decisions and actions taken while performing public duty and are expected do it with utmost transparency as per Indian law. The most powerful options citizens have to ensure elected representatives are accountable is through elections, where people can reward or punish them by casting their votes. However, election is not the best possible option since it is an indirect time bound process. Citizens cannot use this option at a regular basis to evaluate the performance of the elected officials and hold them accountable at a regular basis. A majority of the execution of any service is done by government employees, and not elected representatives. In that case, it is even more difficult for the people to make them accountable.

Traditionally, the legal system in India has been geared to address the accountability of public officials on supply side. Agencies like the Comptroller Auditor General (CAG), Courts, and numerous departmental procedures and parliamentary systems like Public Accounts Committee have worked towards ensuring check and balance within the governance system through fixing accountability of public officials in a top-down approach. These systems operate mostly out of public purview and are a part of internal mechanism, which facilitates the interaction between state institutions. However, over the years, voices grew stronger to address the demand side of democratic governance where citizens get organised to demand direct accountability from public officials. The chorus demanding direct accountability from the public officials included civil society organisation, media, research organisation and public intellectuals. They were also able to engage with the government and policy makers in a more constructive manner. This process of seeking direct accountability from public officials gave rise to the process of social audit.

Social audit is an accountability mechanism where citizens evaluate government performance and policy decisions in an organised manner. Social audit rests on the premise that when informed citizens play active role in evaluating performance of governments and public officials, it not only improves the delivery of services and curbs the scope of corruption, but also leads to policy making to be more participatory easing confrontation between public officials and citizens.

Social audit can be defined as a process in which people collectively monitor and evaluate the planning and implementation of government schemes, programmes or policies.

The Union Ministry of Rural Development has defined social audit in the Social Audit Manual of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) as, "social audit can be described as verification of implementation of a programme/ scheme and its result by the community with active involvement of the primary stake holders".

Social audit is a participatory process which involves different stakeholders involved in a particular programme, scheme or policy. Stakeholders are all those persons who are right holders or

http://socialauditup.in/conspectus/MoRD_SAManual.pdf
http://siteresources.worldbank.org/EXTSOCIALDEVELOPMENT/Resources/244362-1193949504055/4348035-1298566783395/7755386-1301516441190/Social-Audit-Toolkit.pdf

involved in any activity of the organisation, scheme, programme or policy. To evaluate the performance of the scheme/ programme or organisation, to improve its functioning, it is necessary to involve various stakeholders during the social audit process. Therefore stakeholders are at the centre in the idea of social audit.

5.a. Social Audit vs. Financial Audit

Social audit is often misinterpreted as another form of audit to determine the accuracy of financial or statistical statements or reports and the fairness of the facts they present. A conventional financial audit focuses on financial records and their scrutiny by an external auditor following financial accountancy principles, whereas the concept of social audit is more comprehensive, having a greater scope than that of traditional audit. In general, social audit refers to a process for measuring, understanding and improving the social performance of an activity of an organisation. Social auditing is again distinct from evaluation in that it is an internally generated process whereby the organisation itself shapes the social audit process according to its stated objectives. In particular, it aims to involve all stakeholders in the process. It measures social performance in order to achieve improvement as well as to report accurately on what has been done.

Financial audit is geared towards verification of reliability and integrity of financial information. Similarly, operation audit looks at compliance with policies, plan procedures, laws, regulations, established objectives and efficient use of resources. On the contrary, social audit examines performance of a department/programme vis-à-vis its stated core values in the light of community values and the distribution of benefits among different social groups reached through good governance principles. Social audit adds another dimension of key performance measurements in creating social wealth in the form of useful networks and administration/ accountable and transparent to the stakeholders. Creating social wealth is one of the key contributions of social audit. Thus, social audit strengthens the legitimacy of the state, as well as trust between the state and civil society.

Table 1- Financial Audit vs. Social Audit

Financial Audit	Social Audit
1. It gives focus on financial records and their scrutiny by an external auditor following accounting principles.	1. It is a wider concept as it has a greater scope for measuring, understanding and improving the social performance of an activity of an organisation.
2. It is directed towards recording, processing, summarising, and reporting of financial data.	2. It provides an assessment of the impact of a department's non-financial objectives through systematic and regular monitoring on the basis of the views of stake holders.

CHAPTER-II

HISTORY OF SOCIAL AUDIT

6. HISTORY AND BACKGROUND OF SOCIAL AUDIT

The word audit is derived from latin word 'audire', which means 'to hear'. The roman emperors recruited persons designated as auditor to get feedback about the activities by the kings in their kingdoms. The auditors went out to public places to gather information on what citizens thought about the behaviour and image of officials, taxes imposed on them, and to analyse the public sentiment towards their rulers and policies. The input gathered from the ground was then used to make correction in the policies,thus encompassing the whole society in the decision making process in the matters of governance.

The academician in the early 20th century started discussing the importance of transparency in business dealings. As early as 1916,writing in the Journal of Political Economy, J.M. Clark emphasised the importance of transparency in business dealings. "If men are responsible for the known results of their actions, business responsibilities must include the known results of business dealings, whether these have been recognised by law or not," he writes in the journal.

In the early 1930s, Professor Theodore Kreps introduced the subject of Business and Social Welfare to Stanford and used the term "social audit" for the first time in relation to companies reporting on their social responsibilities.

The earliest reference addressing specifically social auditing was around the early 1960s in a book, The Responsible Company, written by G.Goyder. Referring to various activities in the mid- and late-1950s, Goyder suggested that social audit could provide a management tool and offer stakeholders a platform for challenging and influencing companies. He linked the growing importance of social audit to the need for society to be able to exert controls and influence over corporations as they globalise, which in the past could be exerted by local communities over companies operating locally.

Goyder writes in his book: "Social audit is best understood as a reaction against conventional accounting principles and practices. These centre on the financial viability and profitability of the individual economic enterprise. By contrast, social audit proposes a broader financial and economic perspective, reaching far beyond the individual enterprise. Moreover social audit attempts to embrace not only economic and monetary variables but also – as its name suggests – social ones, including some which may not be amenable to quantification in monetary terms."

These developments pushed the corporate group to use social audit as a tool for reporting their contribution to society and obtaining people's feedback on their activities to supplement their market and financial performance. In UK and Europe in mid-1970s, the term social audit emerged to describe evaluations that focused on the likely impact on jobs, the community and environment, and if a particular enterprise or industry was to close down or relocate. These evaluations used the term social audit to clearly make the point that they were concerned with the 'social' and not the 'economic' consequence of a particular action. Trade unions, local government authorities, industry and private companies carried them out.

The concept of social audit travelled from private to public sector in the 1980s with the growing trends of democratic governance among more number of countries in developing world. The use of social audit was promoted by various multilateral and bilateral organisations such as United Nations, World Bank and European Union as part of grant to the developing countries to curb corruption and improve accountability of public officials.

http://www.csrquest.net/default.aspx?articleID=13126&heading=The%204CR%20Framework
http://planningcommission.nic.in/reports/publications/app_nine.pdf
http://www.mkssindia.org/

7. Social Audit in India

One of the first social audit processes in India was undertaken by the Tata Iron and Steel Company (TISCO), Jamshedpur, in 1979. However, social audit gained its significance after the 73rd Constitutional Amendment with the panchayatiraj system coming into force. The amendment empowered the gram sabha to conduct social audits in addition to its other functions, and it was by far the only legislative reference to the concept of social audit. The approach paper to the Ninth Five Year Plan (1997-2002) also emphasised on social audit for the effective functioning of the panchayatiraj institutions and for achieving the goal of decentralisation in India.

The use of social audit as a mechanism for accountability of public officials and public schemes was popularised by Mazdoor Kisan Sakti Sangathan (MKSS) in Rajasthan in the mid-1990s. MKSS found massive corruption while working in remote Rajasthan on land distribution and wage issues in the government's drought relief programme. However, in the absence of the relevant government records and files, the organisation could not gauge the extent of malpractice of the data. Therefore, the organisation started asking for the information on the programme and, in the process, led to the Right to Information movement across the country.

With support of sympathetic officials and also putting pressure on the local administration, MKSS was able to get hold of the information related to drought relief works. The information collected were synthesised and verified with the person who had worked under the relief works. The triangulation exercise, undertaken with the workers at the villages,was presented in a public hearing attended by both public and government officials. At the public hearing, the officials records were shared before the public, many workers who were victims of the fraudulent practices were requested to present their testimonies, whereas the concerned public officials and politicians were given opportunities to respond to the findings and defend their actions.

Thus the process of collecting, collating, verification of government records to find out whether expenditure reported are spent on the ground is referred as social audit.

7.a. Legal Framework

There are a number of direct and indirect references to social audit in Indian laws. The Supreme Court has also talked about the need of social audit for ensuring transparency. The following are some of the key legal frameworks which not only talk about social audit but present a wider picture of transparency and downward accountability.

- **Supreme Court's Direction:-** On 8th May, 2002, the Supreme Court laid down specific lines of accountability and grievance procedures for the implementation of all "interim orders" under the right to food case (CWP 196/2001). It says:"The gram sabhas are entitled to conduct a social audit into all food/ employment schemes and to report all instances of misuse of funds to the respective implementing authorities, who shall on receipt of such complaints, investigate and take appropriate action in accordance with law."

- **Right to Information Act:-**The Right to Information Act, 2005, was enacted by Parliament to provide for setting out the practical regime of the right to information for citizens. It provides right to information to the citizens of country to secure and access to information under the control of public authorities in order to promote transparency and accountability in the working of every public authority. The Act requires every public authority to computerise records for wider dissemination and to proactively publish certain categories of information so that the citizens need minimum resources to request for information formally. This became a key pillar of support for social audit system in India.

- **Mahatma Gandhi National Rural Employment Guarantee Act:-** With the passing of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) – previously known as NREGA– in 2005, social audit has got legal mandate for the first time in India. In Section 17, the MGNREG Act mandates the regular conduct of social audits of works sanctioned under MGNREGA in the gram sabha at least once in every six months. The Act empowers people to play an active role in promoting transparency through village meetings and participatory planning, and seeks to regulate the process of monitoring through the establishment of 'social accountability' and 'vigilance and monitoring'committees. It can be said that citizens getting right to do social audit is a revolutionary step towards democratising the process where the public can seek transparency and fix accountability of public officials.

- **Right to Public Services Act:-**The Right to Public Services legislations passed by different states in last decade are collectively another milestone towards citizen centric governance system and downward accountability. Odisha has passed the Right to Public Services Act in 2012, which fixes the responsibility and time frame for delivering 324 types of services of 22 government departments for its people. This Act is also known as an enabler for enhancing the social audit process and meant to reduce corruption among the government officials and to increase transparency and public accountability.

- **National Food Security Act:-**The National Food Security Act passed in 2013 further mandated social audit of all the programmes which are part of it. Section 28(1) under Chapter 11 of the Act has spelt out the detail mechanism for social audit. It has also detailed out procedures for grievance redressal, transparency and accountability.

7.b. Social Audit in Odisha

One of the first social audits was conducted in Jharni pali panchayat of Balangir district in October 2001. It was facilitated by Action Aid and Collective Action for Drought Mitigation through Community Mobilisation of Balangir (CADMB) on the issues of drought mitigation works undertaken in the panchayat. The social audit could be possible with the active support from the district administration.

In 2002, the then Chief Secretary, D.P. Bagchi, wrote to all district collectors (letter No. LS-(I) 61/2002 15181 (30) /GP Dt. 5.9.2002) empowering gram sabhas to conduct social audit of all food/employment schemes and to report all instances of misuse of funds to the respective implementing authorities, who should, on receipt of such complaints, investigate and take appropriate action in accordance with law.

SPREAD facilitated social audit of MGNREGA in Koraput district for the first time in the year 2007& after the first experience, SPREAD has facilitated social audit of ICDS, Pension schemes, PDS in Koraput district between 2007 & 2015 . In 2007-08, the Odisha government initiated a civil society led social audit of MGNREGA. In this process the state government took the support of the National Institute of Rural Development (NIRD), which in turn partnered with RUPAYAAN, Kalahandi, to conduct social audits. In that process, social audits were conducted in 40 panchayats in 18 districts in collaberation with other civil society organisations, where MGNREGA was implemented in the first phase. There have also been efforts in this regard by many other organisations in the state like SMPUP on different social welfare schemes.

During the same period, civil society coalitions organised mass social audits (demonstration audits) across the country to try and kick-start the social audit process in different states. Post NREGA,

various civil society organisations have also facilitated social audit processes independently in their respective geographies.

7.c. Social Audit and Odisha Gram Panchayat Act

The term social audit is not explicitly used in the Orissa Gram Panchayat Act (OGPA), though it lays down some related aspects. As per OGPA, every gram panchayat shall be required to obtain from the gram sasan a certification of utilisation of funds by that panchayat for the plans, programmes and projects taken up for implementation by it vide provision to Sub-section 3 of Section 5 of the Orissa Gram Panchayat Act. The aforesaid provision of the Orissa Gram Panchayat Act applies to utilisation of fund of gram panchayat.

The process of social audit has always been a significant impact on the general public who are a part of the process directly and indirectly. People's awareness of the government programmes, services and their rights has been enhanced from time to time though social audit. Therefore social audits ensure community/social empowerment.

CHAPTER-III

CONCEPT OF SOCIAL AUDIT

8. Principles of Social Audit

The following are the basic principles of social audit:

- Social auditors responsible for facilitating social audit need to have access to the complete information prior to social audit, to assimilate and verify the information provided to them by the administration.

- A social audit gram sabha and public hearing should mandatorily have officials and PRI members to be present, and answer the queries raised there.

- Outcomes of a social audit must have legal sanction and the state governments should enact specific rules for this.

- Social audit must be conducted in every gram panchayat once in every six months.

- Social audit gram sabha must be presided by an authority other than from the implementing agency.

- During the social audit process make sure that a person, related directly or indirectly to any of the stakeholders of the schemes or services, should not be a part of it, as there is chances of getting false/biased information.

- The quorum of a gram sabha as defined in the Odisha Panchayati Raj Act will apply to the social audit gram sabha too.

- The social audit gram sabha and social audit public hearing should be open for all the members of the public to participate. This includes people from the press, civil society organisations and members, SHG members, etc.

- The social audit team should present all recorded information to the gram sabha orally.

- Social audit must include the exercise of the officials (independent observers) taking and announcing a decision on each deviation presented which is also recorded in the social audit public forum resolution.

- A social audit is a joint exercise of the government and citizens. It is the responsibility of the gram sabha to conduct a social audit with the help of the social audit facilitators. But acting on the grievances identified during a social audit within a fixed time period is the sole responsibility of the state government.

- Civil society organisations should be an important part of the social audit. They should participate in the social audit gram sabha and social audit public hearings.

8.a. Objectives of Social Audit

The major objective of social audit process is to create conducive environment for greater social engagement with enhanced transparency and communication of information leading to greater accountability in part of decision makers, public officials and representatives. The specific objectives of social audit are as follows:

1. Promote transparency and accountability in the implementation of a programme.

2. Inform and educate and mobilise community and right holders about their rights and entitlements of the programme or scheme during the course of social audit.

3. Provide a collective platform, which is inclusive and participatory to different stakeholders to express their needs and grievances.

4. Improve capacity of the local stake holders participating during social audit process.

5. Democratise decision making by providing a platform for implementing authorities to be accountable to right holders.

6. Strengthen the scheme by deterring corruption and irregularities and improve the delivery of the programme.

7. Influencing policies with grassroots realities and evidences.

8. Identifying systemic gaps.

9. Establishing and exploring linkages with PRIs and community based organisation.

8.b. Scope of Social Audit:

Social audits are conducted not only on schemes and programmes but also on policies and laws and, indeed, on the functioning of a public agency. The task of auditing is relevant right from the stage when an issue or an approach is identified, through planning, implementation, monitoring and evaluation, and audits are done not just of the decisions taken or the actions done (or not done), but also of the processes followed.

9. Components of Social Audit

Participation of different stakeholders: An entitlement for all the affected persons (and not just their representatives) along with service providers to participate in the process of decision making and validation.

Disclosure: Ensure that details of budget and expenditure of the concerned schemes, programme or an organisation and the reasons for not achieving intended target is disclosed to stakeholders and wider community in the interest of accountability and transparency.

Verification: The verification is to be done at three levels – at the service providers, individual beneficiaries and finally through focus group discussion at the community level.

Response: Responses of the right holders on different aspects of functioning of schemes or operation of a department are gauged.

Validation: The specified budget entitled services is shared with the right holders and it is matched with the benefits received by them though testimony.

Comparative analysis: Social audit provides a means where the performance of the organisation or scheme can be compared with its intended objectives and targets.

Comprehensive: It aims to prepare a detailed report after analysing all aspects of the functioning of the respective schemes or services or performance of a department or an organisation

Ongoing: It is necessary to conduct social audit at a regular basis for effective implementation of a scheme or service so that the public is aware of it and participate in its monitoring.

Action Taken: Social audit leading to certain set of actions – constructive, corrective, disciplinary and punitive.

10. Strategies for a Model Social Audit

Ideally, government or institutional audit would remain the basic auditing practice. Besides, by incorporating and integrating some of the practices of social audits, it would be far more transparent and inclusive of affected persons and intended right holders.

For a sample of activities, especially for those that involve distribution of disaggregated benefits at grassroots level or very large investments, (NREGS, ICDS, PDS) social audits would be conducted in addition to government or institutional audits.

The findings of such social audits would be publicly compared to those of the government or institutional audits, correctives identified and incorporated in both. There would also be a public rendering of action taken. If there is dissatisfaction among the public with either or both of the auditing processes, the initiative of conducting a public audit may be taken. In such cases, the government or other implementing institutions shall fully participate in the public audit, thereby making it comprehensive, and incorporating the findings. The concerned institution shall also come back to the public and report on the action taken on the findings.

11. Outcome of Social Audit

An effective social audit trains the community to participate in local planning, encourages local democracy and community participation, benefits disadvantaged groups, and promotes collective decision making and sharing responsibilities. It also helps in developing human resources and social capital.

Mainly social audit helps in:

- Awareness generation
- Information is shared about services and entitlements under the schemes or programmes like National Food Security Act.
- Documents relating to the scheme/ programme are read out.
- Auditors/ public get opportunity to question the implementing agency on different aspects of the schemes.
- Monitoring the implementation
- All records and documents relating to the scheme are cross verified during social audit process.
- Visit of anganwadi centre, schools, fair price shop to check the status of services being provided.
- Functioning of various committees like school management committee, PDS advisory committee, jaanch committee, mothers' committee and building their capacities through this process.
- Measuring Impact during processes
- Useful tool to identify the gaps and leakages in scheme implementation which often get left out in the process of monitoring and MIS systems.
- Real time feedback mechanism – creates the space to address small issues that can potentially derail the process.
- Identifies capacity gaps that can be strengthened through training empowerment.
- Grievances redressal and follow-up of corrective actions
- During the social audit, anganwadi workers, jogan sahayak, teachers and other officials are called to give explanations for any discrepancies found.
- Right holders eligible but left out from Priority Household (PHH), right holders not receiving Take Home Ration under Integrated Child Development Services (ICDS), eligible women not receiving benefits under Mamata testify and complaints are registered.

- Left out families under AAY can be accommodated.

12. Steps for Conducting Social Audit

A social audit is conducted over the life span of a scheme or programme, and not just in one go or at one stage. The activities that constitute a social audit include:

Ground Preparation

- The most important part of social audit is selection of area. Ideally one panchayat as a unit for conducting social audit is better.

- Define the scope and issue for conducting the social audit for a specific service, scheme or programme or a particular project.

- Form a committee or working group to plan, implement and oversee the social audit.

- Identification and selection of resource persons.

- Selection of volunteers and training of them for collection of primary data from the community.

- Identify key stakeholders such as intended users/beneficiaries, community members, local CSOs, service providers, responsible government officials, employees, contractors, volunteers, donors, etc.

- Gather secondary data by using RTI, and also from the relevant stakeholders/offices, strategies the IEC materials and develop a clear understanding of relevant administrative structures and pinpoint key responsible agencies/actors.

- Make sure that all the forms and documents are in simple, easily understandable language and structure, and available in local languages.

- Develop a clear understanding of the vision and objectives of the service/programme/project being audited.

- Organise a public awareness meeting at village level for the understanding of the aims and benefits of social audit and about the rights of common people under different schemes and services and this can be done by door to door visits as well.

Field Verification

- Collect the views, perceptions and experiences of the stakeholders under different services/projects in questions.

- Collect primary data from the beneficiaries through door to door verification, focus group discussions, community meetings, and so on.

- Cross check the primary data with the secondary data to find out the gaps and the issue can be highlighted and raised then and there and mobilise public pressure and take action for change.

- Visit the institutions which are providing the services to the beneficiaries, note down the observations – the infrastructure, quality of services, accessibility to the beneficiaries, etc.

- The registration table/format should be discussed among the volunteers and has to be used to know whether any eligible beneficiaries have been excluded for various reasons.

- Collect important testimonies in writing or do the video recordings of it. Make sure to record all the relevant details including date, place of residence (Village/Sahi/Pada name) and people's name etc.

Report Preparation

- The format should be made for each type of beneficiary for each service and the second format should be ready for the final update/compilation.

- Analyse the gathered data which may require some specialised assistance.

- Share the outcome of the complied data with the service providers prior to public hearing where the idea is to take them into confidence and build a mutual understanding on the processes of social audit.

- This will be an opportunity for the service provider to spell out the hindrances or difficulties that they have been facing to deliver their designated services. Incorporating this into the report will help to build a mutual obligation and understanding between the service provider and the community.

Public Hearing at Gramsabha

- The presentations, case studies and testimonies should get ready for the meeting in advance and they should be from different background.

- Also the summaries/statistics should be put on chart papers for public display on the day of public meeting.

- The original documents and papers should be available on the meeting day, so that at the time of need any information can be cross-checked either by officials, village representatives or by any person who can understand the document.

- The issue/activities have taken for audit should to be mentioned in a banner in the meeting place.

- The information should be in a very simplified manner for the easy understanding of people.

- It has to be ensured that the decision-making process, especially for those decisions that are critical and/or vulnerable to distortions, is transparent and open and carried out, as far as possible, in the presence of the affected persons.

- All decisions, along with reasons, as appropriate, should be communicated as soon as they are made to the affected people, and in a manner that makes it easy for them to comprehend.

- Where there is a need for measuring, inspection or certification, it should be ensured that randomly selected individuals, from among the affected persons, are involved on a rotation basis.

- It must be ensured that members of the community and especially those directly affected are facilitated to inspect, verify and validate records.

- The presenters should be well versed and aware of every subject matter and the numbers of presenter should be more than one.

- The stage management and the sitting arrangement of people and panellists should be in such a way that there is not much distance or hierarchy among them.

- Mainly priority should be given to women, as the largest beneficiaries under every scheme.

- This is the responsibility of the groups/ organisations/ volunteers to arrange vehicles to bring people to the meeting at the right time, especially in case of disabled people and people coming from areas far from the venue.

Action Taken

- Ensure that follow up process is undertaken so that the findings of the social audit process are acted upon as they become available and that apart from addressing the specific issues, systemic changes are also brought about.

- Use the social audit findings to undertake advocacy to address specific instances of mismanagement and corruption as well as broader policy issues.

- Train and support community members and service providers to undertake further social audits.

- Make efforts towards institutionalising social audits within the governance structures or to get the government's commitment for conducting regular audits.

Based on the outcome of the public hearing, it is expected that the actions pertaining to constructive, corrective, disciplinary or punitive measures will be taken up at individual, community and administrative levels.

13. Non-negotiable of Social Audit

a. The sanctity of a social audit process must be maintained under all circumstances. (no biases, done by neutral agency or implementing agency must be part of the process, but must be present during the hearing, no conflict of interest, no prejudices of social audit team, non-judgemental attitude of the social audit team).

b. Independent jury - at least one from beneficiary, upper level implementing agency representative, PRI representative (no conflict of interest. For example GP managing PDS cannot be a jury member), SHG/eminent civil society member/CBOs/ (representation of women, vulnerable communities).

c. Irrespective of which institution or organisation the person conducting the social audit might belong to, he or she is just a social auditor during the process. He/she shall not bring his/her personal or organisation's agenda into the social audit process.

d. Before the commencing of social audit process all records relating to the schemes of which social audit is being conducted should be availed from the concern functionaries.

e. A social auditor must be an impartial observer of facts. There is no space for personal opinions or likes and dislikes during the social audit process or at the time of writing the report. Only hard facts should be reported.

f. The shortcomings in the implementation of the schemes at the village should be reported on an 'as is, where is basis', with proof. Social audit reports must necessarily contain proofs on issues being mentioned.

g. All the aspects of the scheme must be closely examined during the social audit process.

h. One cannot jump to conclusions on the basis of talking to just a few persons. The issues must be discussed with a majority of right holders of the scheme before a decision is taken.

I. There can be no space for any discrimination in the social audit process based on race, caste, religion or profession.

CHAPTER-IV

NATIONAL FOOD SECURITY ACT

14. Introduction of NFSA

The National Food Security Act-2013 could become a reality after a long arduous movement by civil society, especially the Right to Food Campaign. The Supreme Court played a critical role in the Civil Writ Petition 196/2001, popularly known as Right to Food case, putting moral and legal pressure over the government for enactment of the Act. The National Food Security Ordinance-2013 came into being on 5th July, 2013 later passed in both houses of Parliament, and received assent from the President of India on 10thSeptember, 2013.The objective of the Act is to provide food and nutritional security in human life cycle approach, by ensuring access to adequate quantity of quality food at affordable prices to people to live a life with dignity. The Act brought together several existing entitlements such as Targeted Public Distribution System, Integrated Child Development Services, Mid Day Meal schemes along with the 'Maternity Entitlement' as a new entitlement under one umbrella aimed at providing food and nutrition security.

The Act provides for national coverage of up to 75% of the rural population and up to 50% of the urban population for receiving subsidised food grains under TPDS, thus covering about two-thirds of the country's population. The eligible persons are entitled to receive 5 kg of food grains per person per month at subsidised prices of Rs.3/2/1 per kg for rice/wheat/coarse grains. The existing Antyodaya Anna Yojana (AAY) households, which constitute the poorest of the poor, continue to receive 35 kg of food grains per household per month.

The Act also has a special focus on the nutritional support to women and children. Besides meal to pregnant women and lactating mothers during pregnancy and six months after the child birth under existing ICDS scheme, such women are also entitled to receive maternity benefit of not less than Rs.6,000. Children up to 14 years of age are entitled to nutritious meals as per the prescribed nutritional standards under Mid Day Meal scheme. In case of non-supply of entitled food grains or meals, the right holders receive food security allowance. The Act also contains provisions for setting up of grievance redressal mechanism at the district and state levels. In line with MGNREGA, the Act has mandated social audit for ensuring transparency and accountability in its implementation.

14.a. National Food Security Act in Odisha

It was mandated under the Act that the state government will do necessary preparation within a period of 365 days for rolling out the implementation of the Act. However the timeline for implementation of the Act got extended thrice by the central government. The Odisha government rolled out the implementation of the public distribution system as part of the Act in two phases – first in 14 districts from 1stNovember, 2015 and in rest 16 districts from 1stDecember, 2015 – with a total coverage of 82.17% of 349.512 lakh of rural population and 55.77% of 69.961 lakh of urban population (as per 2011 census). Thus, a total of 326.21 lakh right holders get subsidised food grains in Odisha under the Act from the central government.

The state government has also framed rule for Mid Day Meal and guideline for maternity entitlement (the state sponsored programme Mamata). The government is yet to come out with rules for ICDS & TPDS. It has setup the grievance redressal mechanism with designating Project Director, DRDA as District Grievance Redressal Officer (DGRO) and has also constituted a three-member State Food Commission on 9thMay, 2016.

15. Schemes under NFSA

15.a. Targeted Public Distribution System

Based on the quantum of grain-distribution, the coverage and the expected impact, the TPDS forms the largest component of NFSA-2013. The central government fixed the number of right holders under NFSA at 82.17% of rural population and 55.77% of urban population for Odisha which translates to 78% of total population of state. The upper limit of PDS right holders in Odisha has been fixed at 326.41 lakh.

Unlike the earlier TDPS system, where right holders were identified broadly under three categories like Antyodaya Anna Yojana or AAY (poorest of poor), BPL and APL, now there are only two categories namely, Priority Household (PHH) and AAY. The existing AAY right holders are retained under the NFSA. Persons belonging to PHHs are entitled to receive 5 kg of food grains (rice, wheat, and coarse grains) per person per month. AAY households are entitled to receive 35 kg per month at rate of Re.1 per kilogram.

The NFSA contains measures for reforms in the TPDS, to be undertaken progressively by the central and state governments. These reforms include, inter alia doorstep delivery of food grains to TPDS outlets, application of information and communication technology (ICT) tools, diversification of commodities distributed under the PDS over a period of time, etc. The Act also includes provisions for transparency and accountability in TPDS such as disclosure of records of TPDS, conduct of social audit and setting up of vigilance committees at the state, district, block and fair price shop levels. The Act also provides for the establishment of the grievance redressal mechanisms at the district and state level. Infact, the option of advance lifting and distribution of up to six months' ration under TPDS is also applicable under NFSA-2013. The reformed TPDS machinery is supposed to form the basis of NFSA implementation.

15.b. Integrated Child Development Services

ICDS is the biggest scheme of its type in the world addressing the issues of maternal health and child nutrition. The scheme started in 1975 with objectives (i) to improve the nutritional and health status of children of 0 to 6 years of age, pregnant women and lactating mothers, (ii) to lay the foundation for the proper psychological, physical and social development of the child, (iii) to reduce the incidence of mortality, morbidity, mal-nutrition and school drop-outs, (iv) to ensure effective coordination of policy and implementation among various departments to promote child development, (v) to enhance the capability of the mother to look after the normal health and nutritional needs of the child through proper health and nutrition education.

The scheme provides a package of six services to children below six years and pregnant women and nursing mothers: Supplementary nutrition, immunisation, health check up, referral services, non-formal pre-school education and nutrition and health education. Under supplementary Nutrition pregnant and lactating women and children in six month to 3 years age group get 2 pkt of Chhatua per month and 2 eggs per week. Whereas pre-school children in 3 to 6 age group get morning snacks and hot cooked meal at the anganwadi centre on 6days in a week.

15.c. Mid Day Meal

MDM is envisioned as a scheme to combat classroom hunger, increase school enrolment, attendance rate and reduce the dropouts through provision of one time meal in schools up to class VII. The National Food Security Act ensures children up to class VIII or within the age group of six to fourteen year one mid-day meal free of charge every day except on school holidays, in all schools run by local bodies, government and government aided schools, so as to meet the nutritional standards. One time hot cooked meal in school has been ensured as an entitlement for the school going children under NFSA-2013. At present, there are 4,671,231 children covered under the scheme out of which 3,021,006 children from primary level and 1,650,225 from upper primary level.

15.d. Maternity Entitlement (Mamata)

Unlike many state governments,Odisha has been implementing a complete state sponsored maternity entitlement programme since 2011. The state sponsored programme is known as Mamata. This conditional cash transfer scheme provides monetary support of Rs.5,000 to pregnant and lactating women to enable them to seek improved nutrition and promote health seeking behaviour. The amount is transferred to the account of the right holder originally in four instalments. From April 2017 onwards, it has been decided to transfer the amount in two instalments if they meet the desired conditions. The scheme aims to provide partial wage compensation for pregnant and nursing mothers so that they are able to rest adequately during their pregnancy and after delivery. The scheme presently covers an average of 46,000 pregnant and lactating women in Odisha per year.

Mamata, like maternity entitlement, is part of NFSA as per Section 4 (b) of the Act: "maternity benefit of not less than rupees six thousand, in such instalments as may be prescribed by the central government". However, the central government only allocated budget for the entitlement during Budget 2017.

16. Social Audit and NFSA 2013

The process of social audit has been mandated in implementing the National Food Security Act in order to ensure that each right holder has the opportunity to get all he/she is entitled to. Section 28(1) under Chapter 11 of the Act spells out detail mechanism for social audit: "Every local authority, or any other authority or body, as may be authorised by the state government, shall conduct or cause to be conducted, periodic social audits on the functioning of fair price shops, Targeted Public Distribution System and other welfare schemes, and cause to publicise its findings and take necessary action, in such manner as may be prescribed by the state government."

According to Section 28(2), "The central government may, if it considers necessary, conduct or cause to be conducted social audit through independent agencies having experience in conduct of such audits."

Along with this, Section 29 (1) says: "For ensuring transparency and proper functioning of the Targeted Public Distribution System and accountability of the functionaries in such system, every state government shall set up vigilance committees as specified in the Public Distribution System (Control) Order, 2001, made under the Essential Commodities Act, 1955, as amended from time to time, at the state, district, block and fair price shop levels consisting of such persons, as may be prescribed by the state government giving due representation to the local authorities, the Scheduled Castes, the Scheduled Tribes, women and destitute persons or persons with disability."

(2)   The vigilance committees shall perform the following functions:—

   a)   Regularly supervise the implementation of all schemes under this Act;

   b)   Inform the district grievance redressal officer, in writing, of any violation of the provisions of this Act;

   c)   Inform the district grievance redresal officer, in writing, of any malpractice or misappropriation of funds found by it.

Along with above mentioned provisions of social audit, certain measures have been ingrained in the entitlements under the Act along with Mamata scheme of the state government to ensure full transparency and participation of all stakeholders. These measures, as they correspond to each specific entitlement, are listed below. Also listed are the vulnerabilities that confront the potential right holder, as they try and get what they are entitled to. What each individual needs to do, in order to ensure that these measures are effective, has also been indicated.

16.a. The Entitlement List for Verification
Table- 2: Integrated Child Development Services

Components	Possible Issues	Key Documents to be used for Social Audit	Means of Verification	Key Respondents
Take Home Ration (THR)	1. Quantity of Take Home Ration given to right holders 2. Number of eggs given to right holders 3. Regularity in delivery of THR to anganwadi centres and or right holders 4. Quality of THR supplied to anganwadi centres and or right holders 5. Right holders from tag villages getting THR. 6. Payments or expense borne by right holders to avail services	Anganwadi survey register, right holders list with all updated information on date of distribution of THR etc. Other stock (asset) register, births and deaths register, anganwadi food stock register, supervision-cum-visitors' book, daily diary, ICDS staff attendance register	1. The right holders list should be displayed at the anganwadi centre. 2. The entitlement (THR, egg) for different categories of right holders should be displayed in the anganwadi centre 3. The date of distribution of THR and egg should be fixed and should be communicated to all right holders 4. The members of mothers' committee should be present during delivery of THR to the AWC and verify the quantity and quality of THR delivered 5. Members of jaanch committee should be present during distribution of THR and egg to the right holders to ensure that no money is charged for it	Anganwadi worker, helper, right holders, mother's and jaanch committee president, SHG group president, members of parents teachers' association
Hot cooked meal	1. Place of preparation of hot cooked meal 2. Regularity in the preparation of meal at AWC 3. Children from tag villages given THR instead of hot cooked meal. 4. Following of the menu while preparing meal 5. Quality and quantity of food provided to children 6. Availability of weighing machine for weighing food	Other stock (asset) register, anganwadi survey register, register of services for pregnant women and lactating mothers, register for supplementary nutrition and	1. Day wise menu displayed at the AWC 2. Name of children receiving hot cooked meal should be displayed at the AWC 3. All AWC should have weighing machine for measuring food grain	AWW, AWH, right holders, mothers' jaanch committee president, SHG group president, members of parents-teachers' association

			4.	Attendance registers for the AWW	
	grain for cooking 7. Regular presence of AWW	pre-school education, births and deaths register, anganwadi food stock register, supervision-cum-visitors' book, daily diary, ICDS staff attendance register.	5.	Regular monitoring of the centre by the supervisor	
			6.	Presence of mothers' committee members during distribution of hot cooked meal at the ICDS center	
			7.	Visit by jaanch committee members to check the quality and quantity of food served at the centre. Members to mention their comments in the register at the AWC	
Pre-school	1. Functioning of Pre-school at most of the ICDS centre. 2. Attendance of anganwadi worker. 3. Anganwadi centres' duration of staying open and adhering to the mandated hours 4. Availability of teaching and learning materials 5. Method of teaching learning 6. Cooking space and availability of utensils	Register of supplementary nutrition and pre-school education, supervision-cum-visitors' book, daily diary, ICDS staff attendance register	1. All AWC should have teaching and learning material 2. The opening hours of AWCs should be displayed at the centre 3. All AWWs should have Arunima clip in their mobile phones 4. PRI members, mother's committee members to visit AWC at a regular basis to ensure the presence of worker at the centre		AWW, AWH, right holders, jaanch committee president, mothers committee president
Growth monitoring	1. Availability of weighing machine at the AWCs (MUAC, MCP card) 2. Weighing machine available but non functional 3. Periodic intervals of weighing of children. 4. Sharing with the parents regarding the weight of the children 5. Noting down inputs over growth register while taking the weight or plotting 6. Plotting done in the MCP card.	Growth chart register, health check-up register, MCP card	1. All AWCs should have functional weighing machines. 2. Weighing machine checked and corrected at a regular basis 3. AWW inform the supervisor regarding the problem with weighing machines at the earliest 4. Members of mother committee and GKS should be present		AWW, right holders, jaanch committee president, mothers of children

	7. Availability of growth chart 8. Counseling of growth faltering 9. Training and capacity building of ICDS worker		during weighing of children 5. AWCs should share the weight and nutrition status of the children after weighing 6. Plotting of children should be done immediately after weighing in front of the mother both in the growth register and MCP card	
Village Health and Nutrition Day	1. Awareness on VHND among right holders 2. ANM attending VHND 3. Number of AWCs clubbed together on VHND 4. Development of the concept of meeting with respect to VHND. 5. Utility of VHND only to immunization or anything beyond it. 6. ANC, PNC status monitoring	Health check-up Register (ANC, PNC information), MCP card	1. The VHND for each AWC should be specified and should be shared with all concern right holders 2. AWCs should not be clubbed for VHND 3. GKS and jaanch committee members should be present during VHND	AWW, right holders (pregnant and lactating mothers), jaanch committee member, ASHA, ANM
Immunisation	1. Presence of ANM on date of immunization 2. Immunisation done in the fixed day of vaccination 3. Numbers or availability of ANM 4. Availability of vaccination box (to keep vaccine) 5. Level of interest among the parents to get their children vaccinated	Register of immunisation, iron and folic acid tablets and MCP card	1. The vaccination date should be fixed and displayed at the ICDS centre 2. The immunisation calendar of ANM fixed and shared with respective anganwadi centre 3. Sensitisation of parents on the benefits of vaccination 4. GKS and Mothers committee members to be present during immunization of children and pregnant women	AWW, right holders (pregnant and lactating mothers), jaanch committee president, ASHA, ANM
Referral service	1. Utilisation of Slater Machine 2. plotting growth of the children done by AWW 3. Availability of instant cash for sending the child to Nutrition Rehabilitation Centre. 4. Interest among the Mothers	Graded children register, health check-up register, Register of services for pregnant	1. The growth status of children to be displayed at the AWC 2. Mothers committee members to be present during	AWW, right holders

	to go to NRC 5. Parents asked to compensate ASHA or AWW expenses for taking children	women and lactating mothers	weighing of the children and inform the children status to mother of the children 3. GKS to provide cash in case needed during referral of SAM children 4. Mothers committee and ASHA to motivate the mother of the SAM children to go to NRC 5. Supervisor to take action in case ASHA charging money from the mother	
Home visit	1. Home visit by the AWWs 2. Distance between the AWWs' residence and the location of AWCs they are posted at	Daily diary	1. AWW to maintain the home visit register 2. Home visit register to be cross checked by jaanch committee members 3. The status of home visit to be discussed during public hearing	AWW, right holders (mothers of children and pregnant and lactating women)
Infrastructure and equipments	1. Number of AWCs or mini AWCs as compared to population norm. 2. AWCs having its own building and required infrastructure 3. Availability of functional toilets, kitchen shed, etc. 4. Availability of functional required equipment	Stock register, contingency bill register, observation	1. Anganwadi centre to display its infrastructure status 2. CDPO and BDO provide the money allocated for infrastructure of the AWC 3. The infrastructure status and money allocated to be AWC and work undertaken to be discussed during the social audit process	AWW and AWC beneficiaries

Table- 3: Mid Day Meal

Component	Vulnerabilities	Key Documents to be Used for Social Audit	Means of Verification	Key Respondents
Hot cooked meal	1. Regularity in distribution of MDM 2. Quality of food grain supplied to the school 3. Following the Menu while preparing MDM 4. Actual attendance representation 5. Availability of weighing machine for measuring rice and dal for MDM 6. Delivery of rice at the school 7. Role of children cabinet in MDM	Stock register, students' attendance register, food testing register, SMC register, visitor register	1. All school should be provided with weighing machine 2. Trucks delivering rice at the school should have functional weighing machine 3. Jaanch committee and SMC members to be present during delivery of rice to verify its quality and quantity 4. Jaanch and School Management Committee members to taste the food before it being served to children write their comments in the register 5. School teacher/ head teacher to taste food and write their remark in the tasting register. 6. Daily MDM menu to be displayed at the school 7. The daily attendance of children and took MDM to be displayed school. 8. BEO, CRCC, BRCC to write their comments on the visitor register	Teachers in charge, cook cum-helper, SHG member, beneficiaries (students), parents, SMC members
Hygiene and sanitation	1. Availability of safe drinking water at school 2. Availability of hand washing soap for children at school 3. Availability of dining space for children 4. Availability of container for storing grain and other condiments at the school. 5. Availability of apron for cook cum helper	Stock Register, SMC Register, MME-Contingency bill register	1. SMC to ensure safe drinking water at the school 2. List of items as part of Hygiene kit displayed at school 3. MDM panch-niyam displayed at school 4. The MME budget to be displayed at school 5. The details of MME budget and status of safe drinking water and hygiene condition to be discussed during public hearing	Teacher in charge, cook cum-helper, SHG member, beneficiaries (students), parents, SMC members
Health	1. Clarity on the date of health check up of student. 2. Availability/ supply of IFA tablets to school 3. Interest of the teachers to feed children with IFA tablets 4. Students are provided with health card 5. Sharing health updates of the	Health card, SMC register	1. All children to be given health card 2. The date of health check is fixed and displayed at the school. 3. SMC members to be present during health check up 4. The visiting doctors to sign and put her remarks in the visitors register	Teacher in charge, beneficiaries (students), parents, SMC members

	children with the parents			
Cook cum helper	1. Number of cook cum helpers as compared to student strength. 2. Proxy helper 3. Following up sanitation guideline 4. Availability of apron 5. Honorarium of cook paid on time 6. Caste of cook	Staff attendance register, Bank account copy of Cook cum helper	1. Student strength displayed at school 2. Student cook ratio to be displayed at the school 3. Sanitation guideline displayed at school 4. Name and caste of helpers displayed at school 5. Supreme Court order on giving priority in the selection of cook from SC/ST communities displayed at school 6. SMC members involved in the selection of helpers	Cook cum helper, SHG member, SMC members
Compliance of MDM guidelines	1. Displaying of information at the school 2. Menu chart displayed mention at school	Observation	1. Display of panch niyam at school 2. Student help line displayed at school 3. Daily menu chart displayed at school	Observation, beneficiaries (students), parents
Role of SMC	1. SMC involved in running of MDM in schools 2. SMC members aware of their roles and responsibilities 3. Role of child cabinet	SMC register	1. List of SMC members displayed at school 2. Role and responsibilities of SMC displayed at school 3. The meeting and resolution of SMCs are recorded and updated at a regular basis 4. The school pass book is updated and SMC chairperson is aware of it	Teacher in charge, parents, members of SMC
Gunny bag	1. In selling of gunny bags	Stock register	1. The list of empty gunny bags to be shared with SMC members 2. The money received from sell of gunny bags shared with SMC members and recorded in its minutes	Teacher in charge, Members of SMC

Table- 4: Mamata

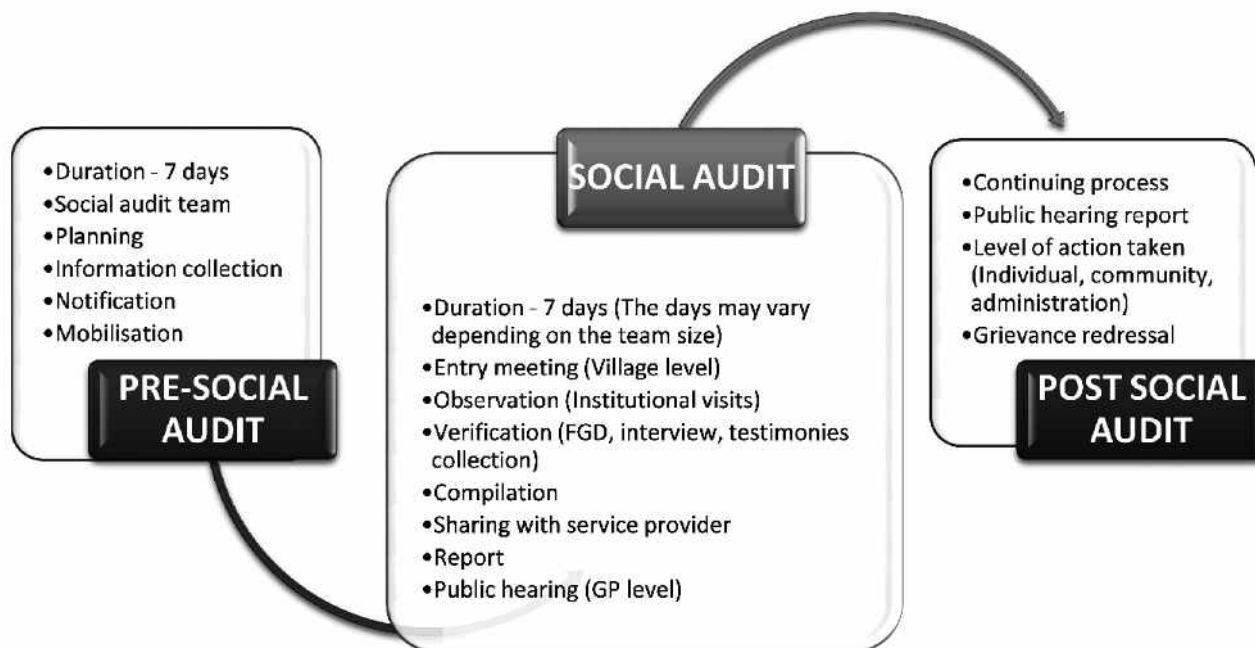| Component	Vulnerabilities	Key Documents to be Used for Social Audit	Means Of Verification	Key Respondents
Conditionality	1. Clarity on live birth 2. Following conditionality 3. Status and position of MCP card and regularity in its update 4. Integration of migrant family	MCP card, pregnant and delivery register, monthly planning report, VHND register	1. Government should bring more clarity on stillbirth and its correlation with payment under Mamata. 2. Conditionality's of Mamata to be displayed at AWCs 3. VHND organised timely and conditionality's discussed during VHND. 4. MCP card maintained timely and properly should be with the right holders. 5. AWW to intimate the status of migrant family with supervisor in the MPR	AWW, ASHA, ANM, beneficiary, members of mothers' committee
Banking issues	1. Opening bank account 2. Availability of ID cards 3. Bank's interest to open bank accounts 4. AWW given support or travel cost to open up bank account 5. Bank account updated at a regular basis. 6. Status on release of installment 7. Duration to transfer installments to right holders account	Bank account copy	1. Clear instructions from state and district administration to banks for support opening up of bank account and related requirements. 2. List of Mamataright holders with AWC and displayed at the centre. 3. AWW to support right holders in opening up of bank accounts 4. The details of fund transfer to be communicated to AWW by supervisor	CDPO, supervisors, AWW, beneficiary
Monitoring	1. Status of monitoring of the scheme. 2. Presence supervisors and supervisory staffs	Visitor's register, mothers' committee register, VHND Register.	1. The monitoring report of supervisor 2. Supervisor and CDPO share their comments in the visitors register at the ICDS centre.	CDPO, supervisors, AWW, ASHA, Beneficiary

Table- 5: Targeted Public Distribution System

Component	Vulnerabilities	Key Documents to be Used for Social Audit	Means Of Verification	Key Respondents
Exclusion error	1. Individuals deserving PHH and AAY 2. Family members not included 3. Eligible for AAY but included in PHH	PHH and AAY card, Observation, Aadhaar card, Beneficiary List	1. List of right holders displayed at Panchayat level 2. The AAY criteria to be displayed at panchayat level 3. The process for updating right holders list displayed panchayat 4. Jogan sahayak to collect application letter from excluded families and submit it to MI 5. State government need to bring transparency for inclusion of eligible but left out families	Beneficiary, jogan sahayak, PDS dealer, MI, PDS advisory committee members
Inclusion error	1. Ineligible households included in the PHH list	Observation	1. List of right holders displayed at Panchayat office 2. Ineligible to be stroked off from the list	Beneficiary, vigilance PDS advisory members
Date of distribution	1. Date of distribution followed 2. Logistic managed 3. Issuance of license	PHH and AAY card, dealers' license, beneficiary list	1. Date of distribution fixed and displayed at the panchayat or FPS 2. FPS to display food stock, right holders wise food grain allocation and price	Beneficiary, PDS dealer, MI, PDS advisory committee members
Weight of food grain	1. Right holders given mandated quantity of grain 2. Availability of electronic weighing machine 3. Scenario while weighing 4. Huge crowd during distribution	PHH and AAY card, stock register and ration distribution book, observation	1. Availability of electronic weighing machine at the FPS 2. Maintenance of stock register and ratio distribution book 3. PDS advisory committee members present during delivery and distribution of grains at FPS	Beneficiary, PDS dealer, MI, PDS advisory committee members
Quality of grain	1. Quality of food grain distributed at FPS 2. Right holders getting their required and desired choice of grain (rice or wheat)	Observation, ration distribution book	1. Display of grain sample at the FPS 2. PDS advisory committee members to be present during distribution and verify quality of grain	Beneficiary, PDS advisory committee members
Advisory committee	1. Formation of advisory committee 2. Members aware of their roles and responsibilities 3. AC members involved in the monitoring of TPDS	Register of advisory committee members	1. The list of advisory committee members displayed at the FPS 2. Local NGO representatives involved in the AC 3. Training of AC members on their roles and responsibilities 4. The minutes of AC meeting to be recorded at the panchayat level	Advisory committee members, MI
Point of selling machine	1. Availability of POS 2. Right holders without UID numbers 3. Issues of network connectivity and related infrastructure	Direct observation at POS	1. All FPS to have POS and connectivity issues resolved 2. Right holders without UID numbers should not be left out of receiving their entitlement	PDS dealers, beneficiaries

CHAPTER-V

SOCIAL AUDIT PROCESS

17. Social Audit Processes for NFSA

The social audit process will be divided into three phases: The first process will be 'pre-social audit', the second process will be 'during social audit' and the third process will be 'after social audit'.

PRE-SOCIAL AUDIT
- Duration - 7 days
- Social audit team
- Planning
- Information collection
- Notification
- Mobilisation

SOCIAL AUDIT
- Duration - 7 days (The days may vary depending on the team size)
- Entry meeting (Village level)
- Observation (Institutional visits)
- Verification (FGD, interview, testimonies collection)
- Compilation
- Sharing with service provider
- Report
- Public hearing (GP level)

POST SOCIAL AUDIT
- Continuing process
- Public hearing report
- Level of action taken (Individual, community, administration)
- Grievance redressal

18. Pre Audit Process

The social audit will be conducted for National Food Security Act. The social audit process will start with developing calendar for conducting social audit in various gram panchayats. The calendar should have details of sequences and gram sabha dates and be prepared in such a way that adequate numbers of personnel are available to conduct social audits in a time bound manner.

The second step is the selection of volunteers for conducting social audits. Special emphasis may be given for identifying local volunteers or samiksya sathis for the same. The SS are the local volunteers selected to conduct social audit. While selecting SS the following points need to be kept in mind:

1. S/he should be more than 18 years of age

2. Should be literate

3. Have some basic understanding on NFSA and possibly his/her family is a right holder under TPDS

4. Should not be preferably related to officials implementing schemes under NFSA.

5. Priority should be given to women and mostly from SC, ST and Backward Classes

While selecting SS, youths from local community based organisation, self-help groups, school management committee and NeheruYuva Kendra may be given priority.

It is necessary that all programme staffs involved in the social audit process are familiar both with the schemes under NFSA as well as social audit process. It is necessary to organise a detailed training of all persons involved in the social audit process. The training should focus on helping the participants to understand the nuances of the schemes, especially those where decisions have to be made, right holders identified and strategies determined. This training should be conducted at least a month before starting the actual social audit process. Along with schemes and social audit processes, the training should also include community mobilisation strategies and cultural activities. The training materials should be given in writing as much as possible.

Along with understanding of the schemes and programmes there is a need for collection of information well before the social audit. It is almost agreed that complete information should be with the social audit team at least 15 days before start of the social audit process.

Social Audit Committee

The social audit process begins with formation of social audit committee. The committee should be formed at least seven days in advance.

Active participation of people in the process is mandatory for making social audit effective and resilient. A gram panchayat level social audit committee comprising 10 to 15 members may be formed with PRI members, SHG members, GKS members, disable persons and eminent persons of respective GPs. The team should be oriented on the need of social audit and given responsibility to make people aware regarding it. This can help in building ownership of community on social audit process and enhance its effectiveness in bringing in transparency. The social audit team should pursue the sarpanchs of the respective GPs where social audit to be held to write letters to officials involved in the NFSA i.e. BDO, CDPO, Marketing Inspector, Block Education Officer and other officials accountable for the implementation of NFSA.

The social audit team should have a list of members from the respective committees mentioned below. It is required to have interactions with the members of the committees at a regular basis in those panchayats where social audit will be undertaken. It is also essential to ensure participation of members from disadvantaged community, particularly women members from the committees. If possible the social audit committee may also consist of student volunteers from the colleges and universities from the panchayat.

Table 6-Scheme-wise Committees under NFSA.

Scheme	Committee
Targeted Public Distribution System	Vigilance Committee/ PDS Advising Committee
Integrated Child development Services	Mothers and Jaanch Committee
Mid Day Meal	School Management Committee
Mamata	Mothers and Jaanch Committee

Social Audit Team

The rest of the team should consist of social audit facilitators (samikhya sathi, GP coordinator and volunteers from the panchayat in the case of CAN project). One person, who is good at documentation, may be designated as record keeper from the beginning. A team (consisting of 3-4 persons) must have stronger analytical perspective for data analysis and preparing the report.

List of Documents to be Collected

It has been argued previously that social audit is a process where functioning of a particular programme or organisation is collectively evaluated. Therefore, it is essential to prepare the list of documents used in the particular programme or scheme. The content of the document and the level at which the particular document is maintained would be very helpful in collecting those documents. The documents have to be availed from the respective functionaries through persuasion or if not possible through use of Right to Information Act, 2005. It is necessary to decide the period for which social audit will be undertaken.

The relevant documents including related bill voucher, the details of right holders who received benefits and amount of benefits need to be collected for the period. Collecting relevant documents well in advance is advisable. The members of the different committees (mentioned above) can also play an important role in helping social audit team in accessing the records from the respective functionaries. The social audit team needs to photocopy the documents or write down the information from the original records, whichever is possible. The team members should also make sure that they are photocopying the original ones which are not tempered.

The list of documents required during the social audit of NFSA is given below.

Table 7- Documents required for Integrated Child Development Services

Name of the record	Content	Level at which the record is maintained
Family details, household survey register	Detailed status of the family members including disability, migration, date of birth and death	Anganwadi worker
Supplementary food stock	Number of right holders taking Take Home Ration, home cooked meal and breakfast, utilisation and food stock status	Anganwadi worker
Supplementary food distribution	Name-wise daily food distribution(THR+ hot cooked meal) details to different stakeholders including temporary residents	Anganwadi worker
Pre-school education	Pre-school education records for children 3-6 years (sex, caste and age wise) including daily attendance	Anganwadi worker
Pregnancy and delivery register	Pregnancy and delivery (name-wise) details of resident and temporary residents including immunisation, antenatal, date and places of delivery, details of new born	Anganwadi worker
Immunisation and VHND register	Immunisation details of children with date of birth, sex and village health and nutrition day record	Anganwadi worker
Vitamin A bi-annual	Record of vitamin A doses given to the children from second dose onwards	Anganwadi worker
Home visit planner	Home visit plan for pregnant women and children till 24 months, visit plan for severely underweight children, check list for age appropriate home visit	Anganwadi worker
Referral	Name-wise case management and referral details of children, pregnant and lactating women and others, it includes health problems and treatment details	Anganwadi worker
Summary (monthly and annual)	Details of population, list of disabled children, annual population summaries of ICDS right holders, monthly event summary, supplementary feeding summary, PSE monthly, monthly immunisation status, death records	Anganwadi worker
Cash Book	Status of cash at hand and bank	Anganwadi worker
Chhatua distribution Challan	Numbers of pocket of chhatua and ladoo distributed to right holders	Anganwadi worker
Weight record of children	Name-wise weight record of children 0-5 years	Anganwadi worker
WHO new growth charts	Separate growth chart for boys and girls for growth plotting	Anganwadi worker
New joint mother and child protection card	A card contains health and immunisation details of mothers and children including growth chart for child.	Mother of the children
Stock register other than food commodities	Medicine register, utensil register, contingency bill register, parents' meeting register, birth and death register, graded children register, staff attendance register.	Anganwadi worker
Visitors log book	A log book for visitors coming to the AWC to share their feedback and comments	Anganwadi worker

Table 8 - Documents required for Mid day Meal

Name of the record	Content	Level at which the record is maintained
Stock register	Stock status of food grain i.e. rice, dal, soya chunk, egg, oil, salt etc maintained daily basis	Head teacher
Attendance register	Daily attendance of student class wide	Class teacher
MDM register	Numbers of children given MDM, food grain issued for cooking	Head teacher/ teacher in charge of MDM/ SHG
Bank pass book	Bank pass book status which has details on MME (joint pass book SMC chairperson and head teacher)	Head teacher

Table 9-Documents Required for Targeted Public Distribution System

Name of the record	Content	Level at which the record is maintained
Ration distribution book	Quantity, amount and data of food grain purchased	Right holders
Stock register	Stock status, no of ration card,	FPS dealer
AAY and PHH sales register	Monthly pre-populated details on right holder card number, allocation, price along with space for signature of right holder	FPS dealer
GP level advisory committee minutes register	Minutes of meeting of GP level advisory committee	FPS dealer
Written form F	Name, address, stock status in the beginning and end month, monthly consolidated report of FPS dealer to be submitted to marketing inspector	Marketing inspector
Display	Entitlements, number of card holders, stock status, name and address of grievance redressal authority	FPS dealer to display

Table 10-Documents Required for Mamata

Name of the record	Content	Level at which the record is maintained
Mamata register	Details of Mamata right holders related to bank account, date of delivery and Instalment released	Anganwadi worker
Pregnancy and delivery register	Pregnancy and delivery (name-wise)details of resident and temporary residents including immunisation, antenatal, date and places of delivery, details of new born	Anganwadi worker

Scheme-wise standard formats would be used for collating documents once collected. The team needs to look into the check list to find out if any document is missing. The missing documents need to be collected from the respective functionaries. The formats that would be used for collation has been attached annexure II.

The social audit team will be based in the panchayat where social audit will be conducted, so logistics are arranged looking into the team composition and requirement. Since social audit involves lot of physical work along with working on the documents, it should be kept in mind while deciding the place where team will be based.

19. During Social Audit

The social audit process starts when the team reaches the field till the public hearing day. This broadly includes building an enabling environment, verifying the information with the beneficiaries and service providers, collecting testimonies, preparing reports and presenting it on the public hearing day. Following are the detail steps of this process:

IEC and environment building

- Bright posters, banners by using different pictures will be getting more attention of a large captive audience.

- It is the best way to use local language with simple illustration of different rights and schemes will spread better messages and that would appeal to all age groups.

- Distribution of leaflets and post cards in a format that is simple and comprehensive to the common people/audience will help them to keep that with them/at home permanently and to use that as and when required.

- The team can use the haat day in a best manner by doing some street/ role plays to create awareness among people about the schemes, and rights and entitlements under NFSA.

- The team can develop some folk songs with a strong local flavour based on different food schemes (for explaining the services of ICDS, the role of AWW and ASHA) for different audience and a group can present that in the community or before starting and after the FGD.

- There can be small videos based on some previously done social audits to be shown to the audience for their better understanding on "what is social audit?"

- Before starting the public hearing, an atmosphere can be built up by keeping an external audio system along with batteries to run cassettes and CDs comprising messages on schemes and entitlement of NFSA. This will help in drawing a larger audience.

- The PRI representatives such as Panchyat Samitee member, Zillaparishad member, Block Chairperson, Zillaparishad Chairperson should be invited to the public hearing.

Field Verification

Before the initiation of field verification process, the social audit team should meet and discuss with the members of school management committee, jaanch committee, mothers' committee and vigilance committee. The team should organise a preparatory meeting with other key stakeholders such as anganwadi workers, ASHA workers, school teachers, and PRI members, especially sarpanch. The team can also discuss regarding the social audit processes with active women self help groups from the respective panchayats. The interaction can also be used as an opportunity for finalising the samples for the verification process. Looking into the large size of beneficiaries under NFSA, the social audit team

needs to go for a sampling so that social audit process is completed within a reasonable time period. It is essential that social audit team explains the rational of the sampling to the PRI members and other present members.

Basing on the compiled information, the social audit team should have scheme-wise sub teams among themselves. The idea of formation of sub teams is to cover all four schemes in the panchayat within a specified time period. Before initiating field verification, it is also necessary to decide whether to go for census or sample of right holders since all schemes put together would cover more than 90% households in KBK districts. In case the team goes for sampling, it should not be less than 20% of the total right holders for each scheme.

Once the methodology is finalised, the team members should interact with the community members in small meetings. The team needs to visit the sample households of the beneficiaries of various schemes for verifying the entitlement received by them. It is necessary that the team goes to the household with a pre-structured verification format where details can be verified with the members of the household. A two-member team is ideal for a door to door verification process. In the door to door verification process, major issues that need to be verified are quality, quantity and regularity of the services along with prices charged, grievance redressal mechanism availed by the right holders and awareness among the right holders on the schemes.

Along with the door to door verification process, it is also necessary to go for focus group discussions with the right holders of respective schemes, especially ICDS scheme in each village. In the focus group, special care should be taken to include right holders from SC, ST and other backward communities and disable households. In the FGD, it will give a trend of the functioning of the schemes. The FGD will be facilitated with a semi-structured verification schedule. The discussions should be held at neutral places, away from the AWW's house. The team members should practise well in advance for the FGD. While undertaking FGDs, the team should have at least three members – one to facilitate, another to note down the discussion points and yet another to ensure that everyone in the team speaks during the discussion.

The team should also interact with, WSHG members, PRI members, ASHA and AWW, and jogan sahayak.

In the FGDs, the team should try to find out the following things

Integrated Child Development Services

- Functioning of AWC?

- Does AWC open on time?

- Does AWW come to the centre daily?

- Whether VHND held in every month?

- Whether immunisation of children takes place in the centre every month?

- Does the AWW go for home visit of right holders?

- Whether weighing of children takes place at the ICDS centre every month, is it shared you once weighing is done?

- Are you aware of nutrition status of the children? Does she update the growth chart of your child post weighing?

- Are you aware of the names of mothers'committee and jaanch committee members?

- Are both the committees conducting meetings regularly?

- Services provided in the AWC – is there regularity in service? Is there enough quantity and good quality of food available?

- Who checks the quality and other aspects of services?

- How can ICDS services be improved and what role community can play in improving the services?

Maternity Entitlement (Mamata)

- What is your experience of bank services while opening bank account and withdrawal of money under Mamata?

- Does the instalment come to your bank account on time?

- Are you aware of the conditionalities under Mamata and is it fullfilled?

- How the money under Mamata being spent?

- Are the beneficiaries aware about Mamata Diwas/VHND?

- Is there any case of exclusion (also due to Aadhaar) in the village?

- Does the health worker visits regularly?

- How can it be made better?

Mid Day Meal

- Does school open regularly?

- Do the teachers come to school regularly and on time?

- Who manages the MDM in your school?

- Is the food given in MDM is of good quality and quantity as per your child?

- Do the SMC members taste the meal before children are being served?

- Are the registers maintained regularly?

- Who checks the quality and other aspects of services?

- Who keeps the record and check the stock of grain while received by the school?

- Is the cooking place hygienic?

- Is there any work of MDM done by the children?

- Are there instances of children from SC community discriminated during MDM?

- Has any child been excluded from having MDM due to Aadhaar compulsions?

Targeted PDS

- Do you get food grain on time? Is there any fixed date of distribution?

- Do you get appropriate quantity of food grain? If yes how do you know?

- How is the quality of food grain generally?

- Are the people aware of vigilance committee of PDS? If yes, who are the members?
- Have they faced any major problems for buying grain?
- How can it be made better?

Formats

The social audit team must visit at least 20% of the right holders in each of the scheme. The scheme-wise standard formats to be used during the interaction process. The formats will mostly cover

- State of services i.e. quantity, quality, regularity, price
- Their satisfaction with the services
- Role of service providers
- Monitoring mechanism
- Transparency provision

Document Verification

The social audit team should look into the official documents and register where possible

- Are the records and register maintained properly and updated at a regular basis?
- Are minutes of various committees are documented and updated?
- Total numbers right holders
- Stock register updated
- Visit by supervisor and suggestion given and its adherence
- Services undertaken

Institution Visit

The social audit team should visit the institution to know the status of infrastructure, services, transparency display etc. It should include the

- Status of building both ICDS centre and school
- Status of toilets
- Availability of portable drinking water
- Stock position
- Status of dining space in school for children to take MDM
- Teaching learning materials
- Toys
- Utensils
- Weighing machine
- Status of registers
- Transparency display as per guidelines – helpline number, right holders list, enrolment and attendance, availability of stock, scheme guideline
- Presence of functionaries like AWW and AWH at AWC, teachers and cook at schools, Jogan sahayak at fair price shop

Here we can specify how to make visit of institutions and keep the record for larger sharing.

Table 11-Physical Verification of Institution

Panchayat	PDS sale point	School	Anganwadi Centre
Records: Infrastructure, Human resource, Transparency, Grievance redressal	Records: Infrastructure, Human resource, Beneficiary details, Beneficiaries availing services on the day of Visit, Transparency, Grievance redressal	Records: Infrastructure, Human resource, Beneficiary details, Beneficiaries availing services on the day of visit, Transparency grievance redressal	Records: Infrastructure, Human resource, Beneficiary details, Beneficiaries availing services on the day of visit, Transparency grievance redressal

Visit to the institutions (like panchayat, school, AWC and FPS should be made during working day and during time of functioning. This is to witness first hand collection of data and observation.

The social audit team should also look in to the wall painting undertaken in various institution AWC, school, panchayat etc.

Table 12-Model Calendar for 7 days of Social Audit Process

Days	Activity	Discussion With	Points of Discussion
Day 1	Village meeting, Focus Group Discussion (FGD) and meeting with PRI members	Community and PRI members	Village profile, schemes 7 Services, exclusion and inclusion errors, hunger and malnutrition, role and responsibilities of PRI members
Day 2	Field survey and data collection	Beneficiaries, AWW, ASHA, teachers, jogan sahayak, Members of SMC, JC, MC, PDS advisory committee	Demographic profile of the village, infrastructure of AWC, school, number of beneficiaries, register verification, cross check of secondary data with primary data
Day 3	Field survey and data collection	Beneficiaries, AWW, ASHA, teachers, jogan sahayak, members of SMC, JC,MC, PDS advisory committee	Demographic profile of the village, infrastructure of AWC, school, number of beneficiaries, register verification, cross check of secondary data with primary data
Day 4	Field survey and data collection	Beneficiaries, AWW, ASHA, teachers, jogan sahayak, members of SMC, JC, MC, PDS advisory committee	Demographic profile of the village, infrastructure of AWC, school, number of beneficiary, register verification, cross check of secondary data with primary data
Day 5	Meeting with service providers	AWW, ASHA, teachers, jogan sahayak, members of SMC, JC, MC, PDS advisory committee	Based on the data collected from the field the findings will be shared with the service providers
Day 6	Data compilation and report writing	Team members	
Day 7	Public hearing and presentations		

It is a model calender however, basing on the situation changes can be made, activity & dates can be reshuffled.

Social Audit Team: Work chart (roles and responsibilities, team composition)

The social audit team will comprise 10 to 15 members depending on the need and geography. The team will consists of people at various levels of the project including state team members, district coordinator, block and GP coordinator and samikhya sathis.

19.b. Use of Technology

- During the social audit field survey "Android based App" will be used for collecting the information.
- All the formats/questionnaire will be uploaded in it. Anyone is having a smart phone can use this further.
- This method of information collection will increase the efficiency of the entire process.
- This method will minimise the time consumption, data compilation will be easier and it will help for quick analysis of the data.

Apart from using technology for conducting field survey, the human auditor still needs to make the critical decisions and offer key analysis and insights.

19.a. Dos and Don'ts of Field Investigation

Below are some dos and don'ts which should be followed during field investigation process

Do's	Don'ts
• Awareness and simple IEC material on entitlements should be circulated in the panchayat • People should be made aware of their rights and entitlements on different entitlements during the survey process as well as during public meeting • Team members should introduce themself before starting the interview/ interaction or group discussions. • Honour request of right holders if she makes any • Team members should cross check the information before coming in to the conclusion (or writing report).Cross verification is must • Following an unstructured interview schedule during conducting village meeting or focus group discussion would be more participatory. • While collecting written affidavits, team members should make sure that people understand what they are signing and do it voluntarily. If they are illiterate, ask a local (outside your team) to read aloud before anyone signs. • The team members should invite right holders or community members who shared their testimonials should be invited to come to the public meeting to give their testimony in person. • Whenever possible, the team should record testimonies on video (video-recorded testimonies are much harder to "retract" than written statements). If people come to you with NFSA-related complaints such as delays in distribution of PDS, non-distribution of chhatua), listen to them and consider helping, especially if this can be done within the framework of the social audit. • Team should look in to the safety and security of the right holders interested to testify • All villages and hamlets should be covered during the survey process	• No right holders should be forced to sign any document or testimony • Team members should be non judgemental • Team should not misuse other records i.e. borrowing Ration card from right holders and misplacing it. • Avoid taking undue favour from any one (transport, food) during social audit process. • Avoid "stealth" video recording. Do it openly, and if in doubt, ask for permission. • Avoid taking advantage of position of power • No team members should take alcohol during social audit process. • Avoid any empty promises (e.g. "we will speak to the Chief Minister") and impulsive interventions that cannot be sustained. • If situations of danger or violence arise, avoid any bravado. Deal with it responsibly, as a team, and retreat if necessary – a social audit is not a show of strength.

19.c. Report Format and Report Writing

DATE:					
NAME OF THE GP: **Attended:**		**Total No. of Villages:**		**No. of Villages**	
NO. OF PARTICIPANTS:		**FEMALE:**		**MALE:**	
ICDS					

SL	ISSUE	FINDINGS	PALLISABHA	VERIFICATION	PANCHAYAT HEARING
	Anganwadi Worker – Opening time, stay of AWW, regularity, home visit				
	Infrastructure– Ownership of building and its condition, structure of room, water and toilet facility				
	Availability of Equipments– Weighing machine, teaching and learning material				
	Take Home Ration (SNP)- Quantity, quality and regularity				
	Hot Cooked Meal (SNP)- Quantity, quality and regularity				
	Weighing of Children –Regularity, growth chart, malnutrition, MUAC				
	Pre-School Activities-Attendance, regularity, activities				
	Health Care and Immunisation- ANC/PNC, counselling, referral services, VHND				
	Monitoring and Transparency-Home visit, maintenance of register, JC/MC				
	Some Other Issues- Verbal orders from CDPO/ supervisors, false enrolment				

MDM					
SL	ISSUE	FINDINGS	PALLISABHA	VERIFICATION	PANCHAYAT HEARING
	Infrastructure- Its condition, No. of room, water and toilet facility, space for dining, kitchen-shed				
	Food Availability and Regularity- Summer vacation, egg distribution, availability of plates				
	Quality and Quantity– Level of satisfaction, shortage of food grain, hesitation for extra serve				
	Hygiene and Sanitation-Hand wash practices, health related issues, maintenance of kitchen shed.				
	Management – Role of teachers, SMC, CRCC, etc., procurement and problems.				
	Linkage with Aadhar-Exclusion issues				
	Awareness- Knowledge on entitlements, testing of food, parent's visit to schools.				
	Transparency Mechanism- Display of menu chart/ panchaniyam, students' helpline, etc.				
	Other Findings – Register maintenance, parent's monitoring, Issue of fuel wood, Health check up.				

TPDS					
SL	ISSUE	FINDINGS	PALLISABHA	VERIFICATION	PANCHAYAT HEARING
	Types of Cards – Previous status of card, AAY, PHH				
	Population Coverage – Identification issue				
	AAY– excluded and included in PHH, family assessment				
	Exclusion and Inclusion Error –HHs and individuals types				
	Fake and Bogus Card–Before NFSA and after NFSA situation				
	Quality and Quantity of Food Grains– People's opinion, weighing issue, average consumption				
	Regularity in Food Grain Distribution– Time ration collection, black marketing,				
	Linkage with Aadhar and Bank Account – Exclusion issues, withheld of food grain				
	Transparency and Accountability Mechanism– List of beneficiaries, retail issue price, opening and closing time, etc.				
	Grievance Redressal –Advisory committee role and responsibilities				
	Other findings-				

Mamata				
SL	**ISSUE**	**FINDINGS**	**PALLISABHA**	**VERIFICATION**	**PANCHAYAT HEARING**
	Norms and Rule – Exclusion				
	Conditionality - Registration of beneficiaries, Institutional vs. home delivery, ANC/PNC, immunisation, IFA, etc.				
	Banking- Identity proof, updating, exclusion, utilisation of money.				
	Linkage to Aadhaar– Issue of exclusion				
	Delay in Payment- Delay/not getting of any installment, issue of fulfilling conditionality's, on time payment, etc.				
	Monitoring through MCP Card–Availability and maintenance of MCP cards, ANC/PNC, registration				
	Awareness- Home visit, Mamata Diwas, Breast feeding.				
	Other Findings- Maintenance of registers, use of matrugruha, delivery, rest				

19.d. Pallisabha: Things to Keep in Mind

- People should be aware about the pallisabha beforehand.

- Pallisabha should be conducted in proper time and place which should be convenient for all the community members.

- Participation of women, SC & ST should be in a good number.

- People need to be allowed to speak in pallisabha.

- People should be well aware of each scheme, their rights and entitlements on which you are going to conduct pallisabha.

19.e. Public Hearing/ Gramsabha: Things to Keep in Mind

It is necessary to decide the date and venue for public hearing from the beginning of the process. Community and other stakeholders can be communicated on the same well in advance so that more people can come for the meeting.

After completion of field verification, the next step in the social audit process is to conduct public hearing. The public hearing process will not only give people an opportunity to review compliance with the ongoing requirements of transparency and social audit for the schemes, programme or project, they will also serve as a forum where people can conduct a detailed public audit of all the decisions that have been made and services that have been rendered during the particular period and raise their grievances.

The importance of the public meeting (platform) is not the independent value of publicly auditing a particular scheme or work, but also provides an opportunity to review the functioning of all transparency provisions at various points in the implementation of the scheme or activity with right holders and all stakeholders from that particular area. The social audit compliments the financial audit, and facilitates examination of various aspects of the scheme/project/activity by the people. This is beyond the scope of the financial audit. It provides a platform for people to seek and obtain information, verify financial expenditure, examine the provision of services, assets or entitlements, the reflection of priorities through choices made, and quality of services of the staff. While the social audit must be seen as an ongoing process, the public meeting is a crucial platform for ensuring peoples participation in all aspects of the audited entity. Because of the requirement to read information out aloud, the platform facilitates the participation of people who do not have the literacy skills to understand documents.

How to Conduct a Public Meeting

The success of a social audit is dependent on the open and fearless participation of all the people, especially right holders of the programme. Effective public participation depends on adequate publicity about the meeting as well as informed public opinion, which can be created by prior information provided to people in a demystified form.

Publicity

The social audit team should give sufficient publicity to the date and venue of the public meeting to ensure maximum participation during the event.

- The date of public meeting should be fixed since the beginning of field verification process. People from the respective panchayat should be informed regarding the date and venue of the public meeting. The team should consult with the members of different committees (SMC, JC,

MC, and VC) for finalising the venue for the event looking into the aspects like size, facilities, enclosure, accessibility, visibility, shade, neutrality, and also about banner and layout.

· The team can use traditional modes of publicity like informing people through beating of drums, and modern means like mike announcements. The date of social audit gram sabha should be displayed at the notice board of the gram panchayat. The team can also explore putting notices on the notice board, in newspapers, and through pamphlets. Team members should also go to the local haat to publicise the date, time and venue of the public meeting.

· Conducting the social audit process in a campaign mode would also attract more people to the public meeting.

Preparation of Documents

The full and efficient participation of people in the public meeting is dependent on full information. This is not only facilitated through easy access to all documents and information while the schemes are in progress, but preparing for the social audit by collating information and demystifying the information so that people can look at summaries of information before the social audit, and these summaries should be read out aloud during the public meeting.

· All the relevant documents, including copies of various records and registers of all four schemes, summaries of bills, where relevant, must be prepared (in the standard format) in advance for presentation in the public meeting.

· The social audit team should make an effort to put these summaries onto charts for public display on the day of the public meeting.

Proceedings of Public Meeting

It is essential to ensure that proceedings of the public meeting are conducted in a transparent and non-partisan manner, where the right holders of the schemes especially the poorest and most marginalised can speak out in confidence and without fear. The social audit gramsabha will be considered official if it meets the minimum quorum norm as defined in the Odisha Panchayat Raj Act. However, lack of meeting quorum norm should not be taken as an excuse for not doing the gramsabha. The social audit team should be extra careful so that the proceedings of the public meeting are not manipulated by vested interests. The following points the team should look in to while organising public meeting:

· To make the process participatory and strengthen the system of downward accountability the findings can be discussed with the services providers and their feedback can be accommodated while finalising report for presentation during the meeting.

· The timing of the public meeting should be such that it suits most people in the panchayat, particularly the right holders of food schemes. Extra care should be taken so that the time is convenient for the women so that they can participate in large numbers.

· The panel for the public meeting should be finalised as early as possible and all panel members should be invited to the meeting in person. The social audit team should also make an effort to get government officials such as child development project officer, marketing inspector, and block education officer along with sarpanch of the particular panchayat as panel members so that they can respond to the grievances made and take necessary action.

- If possible, a person from the panchayat should be requested to chair the meeting. The SAT should identify the person few days before public meeting and request him to chair the meeting.

- The social audit team should arrange good and functional sound system for the meeting and it should be tested before the meeting starts.

- At least two members from the social audit team should be well prepared to be in charge of facilitating the proceedings of the meeting.

- It is advisable to go for a scheme-wise presentation rather than village-wise to avoid repetition.

- The individual testimonies carry special weight when presented during the public meeting. It is essential that the testimonies are prepared well advance in writing, ensuring that witness comes for the meeting and is well prepared to share it before the public.

- During the public meeting, right to information provisions and social audit provisions under NFSA, details of the schemes should be publicised so that this serves as an ongoing training for the public vigilance process

- The proceeding of the public meeting should be recorded carefully by more than one two note takers. The note taken should get processed once the meeting is over.

19.f. Do's and Don'ts of Public Hearing/ Gramsabha

Do's	Don'ts
• Open, public , easily access space should be used for public meeting	• Don't make broad statement on corruption and misappropriation
• Social audit team should convey the date, time and venue of public meeting well in advance	• Don't make character judgements on any officials
• One round of announcement should be done in the morning before public hearing begins.	• Don't portray the social audit process negatively and be confrontational
• List of testimonies should be prepared beforehand and right holders should be motivated to testify and measures should be undertaken for confidence building.	• Social audit team members shouldn't lose temper, get disturbed or get diluted should be patient with themselves and others.
• SAT should ensure that everyone get to speak not only the people seating in the front or the most vocal ones.	• Don't let people hijack the meeting or the issue, take them aside and tell them they will get a chance later during the day.
• SAT should make sure that there is no diversion from the topic.	• Don't give false hopes to people or mislead them. The social audit team should focus on time lines for redressal.
• Approach should be one of reform. The positive aspects should come first, then the discrepancies and end with a motivation and way forward.	
• Slogans and songs should be used to ease tension and make enabling atmosphere to get people back to focus	
• If a person goes back on their testimony, do not argue or refute- recognise and appreciate this and resolve it quickly and move on to the next issue.	
• Keep valid supporting documents and evidence at hand for reference	
• Keep public meeting short so that people stay attentive	
• Be sensitive to non-NFSA grievances. Accept petitions and record issues, however don't let these take over the agenda.	
• Register all those members participating in the meeting.	

20. Post Social Audit Follow up

A social audit process cannot be considered as complete unless there is a time bound follow up of grievances raised or identified during the process. Though the responsibility of resolving the grievances lies with the concerned departments of the state government, the social audit team has the moral responsibility to follow up on the issue and lead it towards a logical conclusion.

The following step can be taken up post public meeting of social audit:

- The report of the public meeting should be prepared at the earliest accommodating testimonies, views from the government officials and PRI representatives.

- The report should be shared with the block, district and state level administration for follow up action.

- The report should be written or prepared in Odia/local language and should be placed at panchayat office so that the public can access it.

- In case there is a SHG federation in the panchayat, the federation should also be given a copy so that more numbers of women can access it.

- The social audit team should scan all the documents that can be used evidence at a later stage. Hard copy of the documents should be kept safely.

- For every violation of the rights of right holders under NFSA the members of social audit team should help the concerned right holders to

  o file a written grievance

  o read it out to the right holder and make changes as per the suggestion of the right holder

  o get it signed from the complainants

  o to send the grievances to DGRO with a copy to the concern service providers

  o ensure that the complainant gets a dated receipt

  o The team should plan a detail follow up strategy for each social audit by engaging with different community level institutions.

20.a. Complaints and Grievance Redressal Mechanism

If the social audit process is to be successful, there has to be an effective institutional mechanism that can deal with complaints and grievances, and functions transparently, while providing some protection to vulnerable individuals and families.

Establishing grievance redressal mechanism was mandatory condition for release of food grain from the central government. So the State Information Commission was authorised to act as Odisha State Food Commissioner on 14th October, 2015 vide G. No. 20348–09-17-15-65/2015. The project director, DRDA, was designated as the district grievance redressal officer (DGRO), on 14th October 2015, for expeditious and effective redressal of grievance of the aggrieved persons in matter relating to distribution entitled food grain or meals. (Notified through notification number 20358–09-17-15-65/2015 of FS &CW Department, GoO)

20.b. State Food Commission:

Further,the Odisha State Food Commission rule was notified on 15th March 2016. Advertisement regarding appointment of chairperson and two members in the Odisha State Food Commission was

published on 8th April 2016. On recommendation of search committee, chairperson and two members in the Odisha State Food Commission were appointed on 9th May, 2016.

20.c. District Grievance Redressal Officer

The district grievance redressalofficer shall hear complaints regarding non-distribution of entitled food grains or meals, and matters relating thereto, and take necessary action for their redressal in such manner and within such time as may be prescribed by the state government.

The functions of State Food Commission as per NFSA chapter VII section 6 are as follows:

a) Monitor and evaluate the implementation of this Act, in relation to the State.

b) Either suomoto or on receipt of complaint inquire into violations of entitlements provided under Chapter II.

c) Give advice to the state government on effective implementation of the Act.

d) Give advice to the state government, their agencies, autonomous bodies as well as non-governmental organisations involved in delivery of relevant services, for the effective implementation of food and nutrition related schemes, to enable individuals to fully access their entitlements specified in the Act.

e) Hear appeals against orders of the district grievance redressalofficer.

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ସ୍ଥାନ -   ଗ୍ରାସୋସେଙ୍କ

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