

**Analysis of the implementation of MDMS during the first quarter for the year 2011-12 based upon the 1<sup>st</sup> Quarterly Progress Report (QPR) of 2012-13.**

**i) Coverage of children against enrolment:**

A major goal of MDMS as you are aware, is to provide mid-day meal to each and every child in the eligible schools to enhance enrolment and retention for universal Elementary Education in the Country. It is important to mention here that the information received through QPRs revealed a decrease in enrolment of almost 71 lakh children as the enrolment during the first quarter of 2012-13 has come down to 14.29 crore as against 15.02 crore during the same period of 2011-12.

At the national level 72% of the enrolled children have been covered under Mid-day-Meal Scheme on an average basis during 2011-12. However, the coverage of children has gone down to 70% against the enrolment during the first quarter of 2012-13. The States/UTs of Lakshadweep (99%), Haryana (97%), Arunachal Pradesh (96%), Himachal Pradesh, Assam, Puducherry (94%), Nagaland (93%), Mizoram, Kerala, Meghalaya & Sikkim (92%), and Karnataka(90%) have reported more than 90% coverage. On the other hand the MDMS coverage in the States / UTs of Bihar (40%), Uttar Pradesh & Jharkhand (50%), Chandigarh (51%), Delhi (55%), A&N Islands (63%), Tripura (65%), Rajasthan (66%), Gujarat (67%), and Madhya Pradesh (69%) is below the National Average and leaves a lot to be desired. This also shows that the resources allocated under the scheme have not been fully utilized in these States (**Annexure-I**).

**ii) Coverage of working days:**

The guidelines for MDMS provide that mid-day meal should be served to all children attending school on each working day. The States/UTs of Maharashtra, Dadra & Nagar Haveli, Mizoram, Odisha, Goa, Bihar, Puducherry and Jharkhand have covered less than 90% of the working days approved for the first quarter. (**Annexure II**)

**iii) Utilisation of foodgrains and cooking cost vis-à-vis allocation for the first quarter:**

The Scheme aims to provide 450 and 700 calories of energy for primary and upper primary students respectively. To facilitate this, the scheme provides for 100 grams of foodgrains for primary and 150 gram for upper primary students every day. In addition cooking cost is provided at the rate of Rs 3.11 and Rs 4.65 for primary and upper primary students respectively to add nutrition value to foodgrains by way of pulses; vegetables as well as oil and fat.

Ideally the consumption of food grains and utilisation of cooking cost should match with each other, which is almost matching as can be seen in **Annexure III** at the national level with 81% utilisation of foodgrain vis-à-vis 83% utilisation of cooking cost against the allocation for the 1<sup>st</sup> quarter. However there is a mismatch between the consumption of food grains and utilisation of cooking cost in various States/UTs. While, the utilisation of cooking cost is higher as compared to utilisation of food grains consumption in the States/UTs of TamilNadu, Haryana, Andhra Pradesh, Chandigarh, Bihar, Nagaland and Tripura, it is vice-versa in the States/ UTs of Sikkim, Meghalaya, Mizoram, Manipur, A&N Islands, Puducherry, Gujarat, Delhi and Maharashtra.

In the States/UTs of Goa, Bihar, Chandigarh, Dadra & Nagar Haveli, Haryana, Maharashtra, Gujarat, Rajasthan, Manipur, Tripura, Odisha, Jharkhand and West Bengal the consumption of food grains is

less than the national average of 81% (**Annexure-IV**). As far as utilisation of cooking cost is concerned the States of Sikkim, Meghalaya, Mizoram, and Manipur have not utilised the cooking cost at all. Utilization of cooking cost in the States/UTs of A&N Islands, Gujarat, Puducherry, Delhi, Maharashtra, Goa, Jharkhand, Bihar, Dadra & Nagar Haveli, Odisha and Uttar Pradesh is less than the national average of 83% (**Annexure-V**). This is ironical; on the one hand the children in these States suffer from debilitating, malnutrition and anaemia, on the other hand available resources under MDM scheme are being utilised sub-optimally. Moreover, the lack of synchronisation between utilisation of food grains and cooking cost also reflects a lack of focus and effective monitoring.

**iv) Lifting of food grains and utilization of transportation assistance vis-à-vis allocation for the first quarter:**

Like utilisation of cooking cost and foodgrains, utilisation of transportation assistance and lifting of foodgrains should also match with each other. The analysis of the data on lifting of food grains and the utilization of transportation assistance shows that at the National level lifting of food grains is 86% against the allocation for the first quarter and the utilisation of transportation assistance is only 52%. State wise analysis of utilisation of transportation assistance reveals that while the States/UTs of Goa (181%), and Mizoram (143%) have utilised more than the allocated transportation assistance grant for the first quarter, the States/UTs of Lakshadweep, Delhi, Daman & Diu, A & N Islands, Tamil Nadu, Sikkim, Rajasthan, Meghalaya, Manipur, Madhya Pradesh, Himachal Pradesh, Haryana, Gujarat and Andhra Pradesh have not shown utilisation of the transportation assistance (**Annexure VI**). The lifting of food grain is less than the national average of 86% in the States/UTs of Bihar, Odisha, Haryana, Chandigarh, Gujarat, Assam, West Bengal and Rajasthan. (**Annexure VII**). The low utilisation of transportation assistance may be due to non-payment of bills of transporters which needs to be looked into.

**v) Payment to Food Corporation of India (FCI) as on 30.6.2012**

The position relating to payments of bills to FCI is precarious; out of the total bills raised by FCI upto 31st May, 2012 amounting to Rs. 435.86 Crore, an amount of Rs. 46.31 Crore only has been paid and almost 89% of the billed amount i.e. an amount of Rs. 389.55 Crore is still pending for payments to be made to FCI by various States/ UTs (**Annexure-VIII**). This huge pendency of bills may result into stoppage of supply of foodgrains to the defaulting States which will adversely affect serving of MDM.

**vi) Construction of Kitchen-cum-Store**

Provision of infrastructure facilities such as kitchen-cum-store are an essential component for proper implementation of the MDM scheme for supply of healthy, hygienic and hot cooked meal to the children and also safe storage of food grains at the school level. The Government of India has sanctioned 9,55,479 units of kitchen sheds for schools up to 2011-12. So far the States/UTs have constructed only 5,78,906 units (61%).

The pace of construction of kitchen-cum-store is very slow and needs urgent attention in the States / UTs of Andhra Pradesh (4%), Kerala (13%), Jharkhand (32%), Mizoram (26%) , Maharashtra (28%), Tamil Nadu (30%), Meghalaya (32%), Jharkhand (32%), Haryana (35%), Manipur (38%), Jammu & Kashmir (40%), Uttarakhand (45%) and Odisha (48%) etc. where less than half of the sanctioned schools have constructed kitchen cum stores (**Annexure-IX**). The States / UTs are requested to work

out a time bound plan for of construction of kitchen–cum-stores for safe storage and hygienic cooking of MDM.

**vii) Engagement of cook-cum-helpers**

States/UTs have engaged 2548208 cook-cum-helpers during the first quarter against the approval of 2770375. 19 States/ UTs have engaged 100% cook-cum-helper as approved by PAB. In the States of Haryana (64%), and Kerala (69%) the engagement of cook-cum-helpers is still less than 75% **(Annexure X)**.

The national average of utilisation of funds for honorarium to cook-cum-helpers during first quarter is 16% of the allocation for the whole year. The States/UTs of Puducherry, Uttar Pradesh, Himachal Pradesh, Jammu & Kashmir, Tripura and Dadra & Nagar Haveli have utilised more than 20% of the allocated funds, on the other hand Goa, Meghalaya, Lakshadweep, Sikkim, Manipur, Assam, Mizoram and A&N Islands have not at all utilised these funds. **(Annexure-X)**.

State/UT governments are requested to engage the cook-cum-helpers as per the requirement of the children in the schools and the MDM norms and avoid wastage of precious teaching and learning time. Necessary arrangements are required to be put in place for timely payment of honorarium to the cook-cum-helpers to keep them incentivised.

**viii) Utilisation of MME**

Monitoring is an integral part of implementation of the MDM scheme and utilisation of MME funds shows the performance of the States/UTs in monitoring of the MDMS. The total allocation of MME fund for the financial year 2012-13 is Rs. 19354.20 lakhs. As against this Rs. 2000.62 lakhs (10%) has been utilized by all the States/UTs. It is reflected from the QPR analysis that 7 states viz. Madhya Pradesh (38%), Arunachal Pradesh (26%), Nagaland (25%), Bihar (25%), Mizoram (23%) and Chandigarh (22%) have utilised more than 20% of the annual allocation. On the other hand Kerala, Gujarat, Andhra Pradesh, Goa, J&K, Maharashtra, Sikkim, Manipur, Tamilnadu, A&N Islands, Delhi Daman & Diu, Dadra & Nagar Haveli, and Lakshadweep have not utilised the MME grant at all during the first quarter. **(Annexure-XI)**

Low utilisation of MME fund indicates poor monitoring of the programme and therefore poor health of implementation of the programme and need for a proper and comprehensive MME plan. These State/UTs are requested to make more efforts for strengthening the monitoring mechanism, training of MDM functionaries, display of MDM logo and publicity for proper implementation of the scheme.

Analysis of QPR reveals that 19 States/UTs have shown good performance in inspection of schools by State/District/Block officials and more than 20% of the schools have been inspected during the first quarter in these 19 States/UTs. In Punjab almost all the schools have been inspected within the first quarter itself which is a remarkable achievement **(Annexure XII)**. Rest State Governments /UT administration are advised to put more emphasis on inspection of MDMS in school level for better implementation.

**ix) State Steering-cum-Monitoring Committee (SSMC) Meeting:**

SSMC, headed by Chief Secretary is an apex body at the State/UT level for guiding, monitoring and implementation of the scheme at State/UT level. The meetings of SSMC at regular intervals are required to review the Scheme and suggest policy measures for effective implementation of the programme. QPR analysis shows that only 9 SSMC meetings have been held in all the States/ UTs during the first quarter of 2012- 13 against the norm of 35 meetings i.e. one meeting in every quarter for each State/UT.

Assam, Haryana, Karnataka, Kerala, Manipur, Rajasthan, Uttar Pradesh, Uttarakhand, and Anadaman& Nicobar Islands have convened one meeting of SSMC during the first quarter (**Annexure XIII**). The States / UTs are advised to convene SSMC meetings once in a quarter with prior intimation to Government of India, allowing us time to send our representative in the meeting. Representative of respective monitoring institutions should also be invited to attend these meetings and present their findings before the Chairperson of the SSMC.

**x) School Health Programme:**

The Mid Day Meal has addressed the issue of classroom hunger and malnutrition amongst the school children. It also provides nutritional support for the school children through distribution of micronutrients to the children. In convergence with National Rural Health Mission regular health checkups of school children are supposed to be carried out at least twice a year. In addition distribution of Iron Folic Acid, De-worming tablets and Vitamin A has to be undertaken for the school children, as per the schedule of the Department of Health. The State/UTs are supposed to ensure implementation of this programme in convergence with the health dept.

While the status of coverage of children under School Health Programme is satisfactory in Andhra Pradesh, Gujarat, Jharkhand, Madhya Pradesh, Odisha, Punjab, TamilNadu, Puducherry and Chandigarh (**Annexure-XIV**). In the States/ UTs of Assam, Chhattisgarh, Haryana, Himachal Pradesh, Karnataka, Kerala, Manipur, Rajasthan, Uttar Pradesh, A&N Islands, and Lakshadweep no child has been reported to be covered under SHP during the first quarter. These states should give special emphasis on this component, especially when sufficient funds are available under National Rural Health Mission to meet the health needs of the school children. Studies have shown that 18% of the out of school children do not go to school as they can't see and their refractive errors need to be corrected. Similarly, other illnesses and disabilities keep children out of school and are also responsible for dropout/absenteeism.

**xi) Availability of Gas based cooking and Drinking Water:**

Gas based cooking in the schools is important from environmental perspective. All the States/UTs are encouraged to introduce gas based cooking in schools wherever possible. The States/ UTs where more than 60% schools are using Gas for MDM cooking are Daman & Diu and Dadra & Nagar Haveli (100%), Karnataka (96%), Himachal Pradesh & Punjab (86%), Nagaland (80%), Haryana (74%) and Tripura (62%) (**Annexure- XV**).

It is a known fact that our children particularly from rural India suffer from water borne diseases namely diarrhoea, due to supply of contaminated water. It is the responsibility of the schools to make available safe drinking water for maintaining normal health.

The facility of drinking water is available in 100% schools in only 14 States/UTs namely Mizoram, Karnataka, Daman & Diu, A&N Islands, TamilNadu, Lakshadweep, Himachal Pradesh, Punjab, Rajasthan, Delhi, Odisha, Puducherry, Uttarakhand and Uttar Pradesh. In the remaining States/UTs where drinking water is not available to all the children; efforts need to be made by the State Governments to ensure the availability of safe drinking water in all the schools as well as to inculcate hygienic habits like washing hands and eating in clean utensils

**xii) Submission of Information:**

Timely submission of information like QPR, MPR etc. helps in monitoring and taking appropriate action in time for proper implementation of the scheme. The States/UTs are requested to submit the QPRs, MPRs and other information within the prescribed time line, to enable us to review the information and take corrective action wherever required. QPRs for the 1<sup>st</sup> Quarter have been received in time from only 16 States/UTs. The 1st QPR is delayed by 1 day to 10 days in respect of 3 States/UTs. 15 States/UTs has submitted 1st QPR with delay of 10 to 31 days. 3 States/UTs have submitted the 1st QPR after more than 31 days **(Annexure XVI). The delay also reflects the effectiveness of monitoring mechanisms the state level.**