

Analysis of the implementation of MDMS during the year 2012-13 based upon the Quarterly Progress Report (QPRs)

i) Coverage of children against enrolment:

A major goal of MDMS 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. At the national level 75% of the enrolled children have been covered under Mid-day-Meal Scheme during the 4th quarter of 2012-13. The States/UTs of Lakshadweep (100%), Haryana (98%), Arunachal Pradesh & Himachal Pradesh (97%), Sikkim (96%), Meghalaya & Goa, (93%), Assam (94%), Nagaland (93%), Mizoram & Kerala (92%), Assam and West Bengal (91%), Karnataka (91%) have reported more than 90% coverage. On the other hand the MDMS coverage in the States / UTs of Chandigarh (43%), Uttar Pradesh (54%), Jharkhand (59%), Jammu & Kashmir (60%), Delhi (63%), Puducherry (66%), Bihar (67%), Rajasthan and Gujarat (69%) is below 70%. Although the States of Jharkhand, Bihar, and Gujarat have improved on the performance of 1st quarter however, a lot is still left 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. All the States/UTs have covered more than 90% of the approved days at both primary and upper primary level except Bihar (78%), Mizoram (86%), J&K (86%) and Assam (88%) has covered less than 90% of the approved days. (**Annexure II**)

iii) Utilisation of foodgrains and cooking cost vis-à-vis allocation:

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 84% utilisation of foodgrain vis-à-vis 86% utilisation of cooking cost against the annual allocation. 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 Chandigarh, A&N Islands, Haryana, TamilNadu and Karnataka it is vice-versa in the States/ UTs of Sikkim, Mizoram, Meghalaya, Puducherry, Manipur, and Lakshadweep.

In the States/UTs of Sikkim, Chandigarh, West Bengal, J&K, Puducherry, Haryana, Uttar Pradesh, Assam, Jharkhand, Karnataka and Tripura the consumption of food grains is less than the national average of 84% (**Annexure-IV**). As far as utilisation of cooking cost is concerned it is well below the national average of 86% in the States/UTs of Sikkim, Puducherry, Manipur, J&K, West Bengal, Jharkhand, Uttar Pradesh, Daman & Diu, Gujarat, Chandigarh, Assam, Mizoram, Kerala, Delhi and Tripura. (**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 two quarters:

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 86% of the allocated food grains have been lifted and the utilisation of transportation assistance is only 78% for the corresponding period. State wise analysis of utilisation of transportation assistance reveals that while Arunachal Pradesh, Puducherry, Mizoram and Gujarat have utilised more than the allocated transportation assistance grant, the States/UTs of Tamil Nadu, Sikkim, Rajasthan, West Bengal, Chandigarh, Jharkhand, Madhya Pradesh, Punjab, J&K, Haryana and Delhi have utilised less than 70% of the annual allocation (**Annexure VI**). The lifting of food grain is less than the national average of 86% in the States/UTs of Chandigarh, West Bengal, Puducherry, Haryana, Assam, Tamil Nadu, Manipur, J&K, Delhi 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 31.03.2013

The position relating to payments of bills to FCI is precarious; as per the status provided by FCI, out of the total bills raised by FCI upto 31st March, 2013 amounting to Rs. 1390.65 Crore, an amount of Rs. 1036.77 Crore only has been paid and almost 25% of the billed amount i.e. an amount of Rs. 353.88 Crore is still pending for payments to be made to FCI by various States/ UTs (**Annexure-VIII**). This huge pendency of bills may result in 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. It is relevant to mention that provision of kitchen cum store has also been made mandatory under Right to Education Act 2009. The Government of India has

sanctioned 997663 units of kitchen sheds for schools up to 2012-13. At the end of FY 2012-13 the States/UTs have constructed only 6,26,154 units (63%). Unavailability of proper kitchen cum stores and storage facilities has also been reported by several Monitoring Institutions in their Half Yearly Monitoring Reports.

The pace of construction of kitchen–cum-store is very slow and needs urgent attention in the States / UTs of Andhra Pradesh (9%), Kerala (13%), Maharashtra (35%), Tamil Nadu (17%), Jharkhand (40%), Manipur (38%), Uttarakhand (36%), Haryana (47%), Odisha (52%) and Bihar (52%) etc., where less than 60% of the sanctioned kitchen cum stores have been constructed (**Annexure-IX**) till the end of FY 2012-13. On various occasions these States/ UTs have been requested to complete the pending work in a time bound manner. All these States are therefore. requested again 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 2497603 (90%) cook-cum-helpers up to end of FY 2012-13 against the approval of 2770375. 11 States/ UTs have engaged 100% cook-cum-helper as approved by PAB. In the States of Kerala (69%), Goa (64%) the engagement of cook-cum-helpers is still less than 70% (**Annexure X**). At the end of the FY 2012-13 The national average of utilisation of funds for honorarium to cook-cum-helpers is 91% of the annual allocation for the Central Assistance. 9 States/ /UTs have utilized 100% of the allocated funds. Less than 80% fund utilization has been reported from the State/ UTs like Jharkhand, Manipur and Sikkim (**Annexure-X**).

State/UT governments are requested to engage the cook-cum-helpers as per the norms and requirement on the basis of enrolment of children in the schools 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 funds for the financial year 2012-13 is Rs. 19320.54 lakhs against this Rs. 16364.32 lakhs (85%) have been utilized by all the States/UTs. 19 States/ UTs have utilised more than 90% of the allocated funds within the FY 2012-13. 100% fund utilization has been reported from Lakshadweep, Karnataka, Arunachal Pradesh, Bihar, Mizoram, Uttar Pradesh, D& N haveli and Haryana. On the other hand less than 50% MME fund utilization has been reported from Daman& Diu, Delhi, Sikkim, Kerala and Tamil Nadu. (**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 22 States/UTs have shown good performance in inspection of schools by State/District/Block officials and more than 80% of the schools have been inspected during the FY 2012-13 (**Annexure XII**). Less than 50% school inspection has been reported from Jammu & Kashmir, Jharkhand, Haryana, Puducherry, Andhra Pradesh, Mizoram and Meghalaya. These State Governments /UT administration are advised to put in more emphasis on inspection of MDMS at 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 55 SSMC meetings have been held in all the States/ UTs during 2012- 13 against the required 140 meetings i.e. one meeting in every quarter for each State/UT.

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:

Mid Day Meal has unquestionably 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 check-ups 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, Tamil Nadu, Puducherry and Chandigarh (**Annexure-XIV**). In the States/UTs of Assam, Haryana, Kerala, Manipur and Rajasthan Uttar Pradesh, no child has been reported to be covered under SHP during the year. 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. At present around 30% schools are using LPG for cooking purposes. More than 60% schools are using Gas for cooking of Mid Day Meals in the States/UTs of Daman & Diu (99%), Dadra & Nagar Haveli (99%), Haryana (98%), Karnataka (96%), Punjab (86%), Himachal Pradesh (84%), Nagaland (80%), Gujarat (75%), Uttar Pradesh (64%) 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. The ASER, 2012 data reveals that drinking water facility was available in 73% of the visited schools. 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 the States/UTs of Goa, Mizoram, Karnataka, Madhya Pradesh, Daman & Diu, A&N Islands, Tamil Nadu, Lakshadweep, Himachal Pradesh, Punjab, Rajasthan, Delhi, West Bengal, Odisha, Puducherry, Uttarakhand and Uttar Pradesh. In the remaining States/UTs where drinking water is not available to children in some of the schools; 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 lines, to enable us to review the information and take corrective action, wherever required. *Nagaland has not yet submitted the 4th QPR.* QPRs for the 4th Quarter have been received in time from only 7 States/UTs. The 4th QPR is delayed by 1 day to 10 days in respect of 10 States/UTs. 12 States/UTs has submitted 4th QPR with delay of 11 to 31 days. 4 States/UTs have submitted the 1st QPR after more than 31 days **(Annexure XVI)**. **The delay also reflects the effectiveness of monitoring mechanisms at the State/UT levels.**

xiii) Web based Management Information System (MDM-MIS):

The data entry position in the online portal of MDMS also requires attention especially the monthly data entry, as even by the end of June, 2013 monthly data entry has been completed for only 80% schools **(Annexure XVII)** for the month of March, 2013. The States/UTs of Lakshadweep (0%), A&N Islands (2%), Meghalaya (8%), Manipur (9%) and Delhi (37%) have entered less than 40% of the monthly data. Whereas, the States/UTs of D&N Haveli, Tripura, Mizoram, Puducherry, Kerala, Karnataka, Bihar, Chandigarh, Andhra Pradesh and Uttarakhand have entered more than 95% of the monthly data.