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D.O. No. 7-12/2012-EE.6 (MDM-3-1)

18th December, 2012.

Dear Colleagues,

Sub: MDMS – Analysis of the State QPRs for quarter ending Sept, 2012

The International Food Policy Research Institute has worked out the Global Hunger Index (GHI) as a composite of three equally weighted indices; (i) Under nourished people, (ii) Child mortality; and (iii) Proportion of underweight children. According to them, India ranks 65th out of 79 countries; what is worse there has been no change since 2001.

Country	Year		
	1990	2001	2012
India	30.3	24.2	22.9
China	11.8	6.6	5.2
Bangladesh	37.9	27.8	23.3
Rwanda	28.2	25.6	19.7

The comparative position of India in comparison with China is a stark contrast. Even Rwanda fairs better. Anything over 10 is very serious; in India however. 22.9% Indians suffer from acute hunger and need immediate support. The proportion of underweight children at 43.5% is the worst in 129 countries. Unfortunately the GHI in India has stagnated even when the gross national income per capita has doubled.

2. The NFHS data shows that 18% of the pre-school children suffer from under nutrition, this goes up to 36% during the adult years. Clearly we need to intervene in the school years to ensure that the percentage of children suffering from under nutrition does not go up. Both the above sets of data show the critical importance of the Mid Day Meal Scheme for our country! Apart from improving the quality of education, effective implementation of MDMS can contribute towards increase in retention at the school level.



मिड डे मील योजना
Mid Day Meal Scheme

3. The comparison of data on MDMS for the first 2 quarters of 2011-12 and the corresponding period of 2012-13 reveals that the number of beneficiaries has gone down in absolute numbers to 10.44 crore from 10.69 crore. The supply side bottlenecks like delay in supply of foodgrains and delay in release of funds up to the school level is a major reason for poor performance at the district level. The 4th Review Mission has also observed delay in release of funds in the State of Punjab and Jammu & Kashmir. I would, therefore request you to kindly look into these aspects and ensure timely release of foodgrains and funds to the schools on the lines of Green channel Scheme in Andhra Pradesh.

4. It was observed during the Review Missions in Punjab and Jammu & Kashmir that there was poor knowledge of norms and entitlements under the scheme. This also hampered the performance of the scheme. The problem is most acute in identified 144 districts, the list of which has been shared with you. The Review Missions have recommended constitution of State Review Missions at State level to visit poorly performing districts on quarterly basis. However, no State has submitted any report in this regard. It is a matter of serious concern and we need to undertake concrete steps in this regard within a fortnight.

5. The MDM Bureau has created an online portal for effective review of the MDMS. The latest position on the same reveals that annual data entries have been completed for about 93% schools so far. However, States like Delhi (24%), Jharkhand (66%), and Meghalaya (60%) need to complete the annual data entry in a time bound manner. Rest of the States/UTs, should focus on completion of the monthly data entry along with completion of annual data entry for the remaining schools.

6. The following critical issues need your immediate personal attention:

- Timely submission of utilization certificates in the prescribed format,
- Mismatch in cooking cost and utilization of foodgrains,
- Mismatch in lifting of foodgrains and utilization of transportation assistance,
- Delay in payment to cook-cum-helpers,
- Delays in making payment to FCI,
- Delay in submission of proposals for construction of kitchen-cum-store as well as huge delays in completion of approved kitchen-cum-stores, in some of the States,
- Low coverage of children under School Health Programme
- Delay in submission of QPR by States/UTs.

These issues could have been addressed in the SSMC meetings which are to be held once in every quarter for each State/UT. However, only 14 meeting of SSMCs have been held up to the 2nd quarter of 2012-13. The low utilization of MME funds in many States/UTs indicates lack of monitoring mechanisms. It is also found that MME plan has not been prepared to utilize MME funds.

7. As you will be initiating the process for preparation of the Annual Work Plan & Budget 2013-14 for MDMS, I shall appreciate if you pay special attention and come up with the innovative strategies to effectively address all these issues. Please ensure the approval of AWP&B 2013-14 by your State Steering-cum-Monitoring Committee before submission to this Department by the date fixed for this purpose.

8. I would appreciate if you kindly attend to these issues personally and ensure full coverage of eligible school going children under MDMS. The findings of the Monitoring Institutions should also be carefully addressed. A little effort on your part will go a long way to ensure not only, that no child remains hungry in the school but also, that the basic health and hygiene needs of the children are met in a safe and serene atmosphere without hampering the duties of the teachers and teaching-learning environment in the schools.

9. The detailed analysis of the QPR for the quarter ending September, 2012 in respect of all the States/UTs is enclosed for your perusal.

Please do let us know if we can facilitate this work in any manner.

WISHING YOU A VERY HAPPY NEW YEAR!

With regards,

Yours Sincerely



(Amarjit Singh)

To

Principal Secretaries/Secretaries of all the States/UTs implementing Mid Day Meal Scheme

Analysis of the implementation of MDMS during the first quarter for the year 2011-12 based upon the 2nd Quarterly Progress Report (QPR) of 2012-13.

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. It is important to mention here that the enrolment has come down by almost 71 lakh during the first quarter of 2012-13 in comparison with the same period during 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. During the first quarter of 2012-13, 70% of the enrolled children have availed mid day meal on average basis, the coverage of average children availed has gone up to 73% during the 2nd quarter of 2012-13.

Coverage of MDMS vis-a-vis the enrolment	
States / UTs which are above the National Average.	States / UTs which are below the National Average.
Lakshadweep (99%), Arunachal Pradesh (96%), Haryana & Meghalaya (96%), Assam (94%), Goa, Himachal Pradesh, and Nagaland(93%), Puducherry (94%), Mizoram, Kerala, & Sikkim (92%), Karnataka and West Bengal (90%)	Uttar Pradesh (49%), Chandigarh (50%), Jharkhand (51%), Bihar (59%), Rajasthan (62%), Delhi (64%), Tripura (68%), and Gujarat (69%).
	This has resulted in under utilization of resources in these States / UTs. (<u>Annexure-I</u>)

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 Bihar, Lakshadweep, Assam and Maharashtra have covered less than 90% of the working days approved for the first two quarters. (**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 nutritive value to foodgrains by way of pulses; vegetables as well as oils 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 83% utilisation of foodgrain vis-à-vis 83% utilisation of cooking cost against the allocation for the first two quarters. However, there is a mismatch between the

consumption of food grains and utilisation of cooking cost in a number of States/UTs. While, the utilisation of cooking cost is higher as compared to utilisation of food grains consumption in the States/UTs of Chandigarh, Haryana, Andhra Pradesh and Odisha it is vice-versa in the States/ UTs of Sikkim, Mizoram, Meghalaya, Puducherry, Manipur, Lakshadweep, and A&N Islands.

In the States/UTs of Chandigarh, Sikkim, Bihar, Haryana, Rajasthan, Delhi, Puducherry, Jharkhand Assam, Tripura, and West Bengal the consumption of food grains is less than the national average of 83% (Annexure-IV). As far as utilisation of cooking cost is concerned Sikkim has reported nil utilisation of cooking cost, whereas Utilization of cooking cost in the States/UTs of Mizoram, Meghalaya, Puducherry, Manipur, Delhi, West Bengal, Jharkhand, Uttar Pradesh, A&N Islands, Bihar, Lakshadweep, Kerala and Assam 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. This 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 lifting of food grains is 86% against the allocation for the first two quarters and the utilisation of transportation assistance is only 59% for the corresponding period. State wise analysis of utilisation of transportation assistance reveals that while Goa (111%) has utilised more than the allocated transportation assistance grant for the first two quarters, the States/UTs of Haryana, A & N Islands, and Manipur, have not shown utilisation of the transportation assistance, whereas, Sikkim, Madhya Pradesh, Dadra & Nagar Haveli, Punjab, Tripura, Jharkhand, Himachal Pradesh, Tamil Nadu, Delhi, Rajasthan, West Bengal, Uttar Pradesh and Chandigarh have utilised less than 50% of the allocation for the first two quarters (Annexure VI). The lifting of food grain is less than the national average of 86% in the States/UTs of Chandigarh, Bihar, Haryana, Maharashtra, Assam, Puducherry, Delhi, West Bengal and Andhra Pradesh (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 30.9.2012

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 30th September, 2012 amounting to Rs. 788.44 Crore, an amount of Rs. 248.06 Crore only has been paid and almost 69% of the billed amount i.e. an amount of Rs. 540.38 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. Similarly, many States like Gujarat more than 73% of the FCI bills are outstanding, due to resultant poor expenditure the second Central instalment for MDMS cannot be released to Gujarat!

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 5,90,394 units (62%).

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%), Mizoram (26%), Maharashtra (28%), Tamil Nadu (30%), Meghalaya (32%), Jharkhand (32%), Haryana (35%), Manipur (38%), 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 again requested to work out a time bound plan for 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. 16 States/ UTs have engaged 100% cook-cum-helpers as approved by PAB. In the States of Haryana (64%), Kerala (69%), the engagement of cook-cum-helpers is still less than 70% **(Annexure X)**. The national average of utilisation of funds for honorarium to cook-cum-helpers during first two quarters is 80% of the allocation for the corresponding period. The States/UTs of Puducherry, Tripura, Andhra Pradesh, Chandigarh, Himachal Pradesh, Uttar Pradesh, Uttarakhand, Jammu & Kashmir, and Karnataka have utilised more than 90% of the allocated funds, on the other hand Sikkim, Manipur, Arunachal Pradesh, Mizoram, A&N Islands, Dadra & Nagar Haveli and Assam have utilised less than 50% of the allocated 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 and for the *first two quarters the allocation may be said to Rs. 9660.27 lakh*. As against this Rs. 4441.60 lakhs (46%) has been utilized by all the States/UTs. It is reflected from the QPR analysis that 7 states viz. Madhya Pradesh (179%), Nagaland (161%), Arunachal Pradesh (104%), Tripura (102%), Bihar (87%), Rajasthan (74%), and Chhattisgarh (58%) have utilised more than 50% of the allocation for the first two quarters. On the other hand Daman & Diu, Dadra & Nagar Haveli, Goa, Lakshadweep, Maharashtra, Manipur, Puducherry, Sikkim, and Tamil Nadu have not utilised the MME grant at all during the first two quarters. **(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 16 States/UTs have shown good performance in inspection of schools by State/District/Block officials and more than 50% of the schools have been inspected during the first two quarters in these 16 States/UTs (**Annexure-XII**). The remaining State Governments /UT administration are requested 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 14 SSMC meetings (**only 5 meetings during 2nd quarter and 9 meeting during 1st quarter**) have been held in all the States/ UTs during the first quarter of 2012- 13 against the norm of 70 meetings i.e. one meeting in every quarter for each State/UT.

The SSMC meetings have been held in the States of Andhra Pradesh, Goa, Manipur, Meghalaya and Delhi during the 2nd quarter. Assam, Haryana, Karnataka, Kerala, Manipur, Rajasthan, Uttar Pradesh, Uttarakhand, and Andaman & 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, Tamil Nadu, Puducherry and Chandigarh (**Annexure-XIV**). In the States/ UTs of Assam, Haryana, Kerala, Manipur, Rajasthan, Uttar Pradesh, and A&N Islands no child has been reported to be covered under SHP during the first two quarters. 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 (100%), Karnataka (96%), Punjab (86%), Himachal Pradesh (84%), Nagaland (80%), Haryana (74%), Dadra & Nagar Haveli (71%), 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. 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 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

To meet the additional financial burden due to withdrawal of the subsidy on LPG cylinders we have requested Ministry of Finance to allow MHRD, to use available funds under the Mid Day Meal Scheme. However, fuel cost as you are aware is a part of cooking cost, which is being shared between Centre and States, the additional financial burden due to withdrawal of the subsidy on LPG cylinders will have to be accordingly shared between Centre and States as per the existing funding pattern.

In view of the above Mid Day Meal Scheme may be implemented in an uninterrupted manner without affecting the nutrition of the eligible children. Please ensure that Mid Day Meal Scheme does not suffer due to withdrawal of subsidy on LPG cylinders and that Mid Day Meal is provided to the eligible children as per nutritional and calorific value prescribed under the MDMS Guidelines.

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 2nd Quarter have been received in time from only 16 States/UTs. The 2nd QPR is delayed by 1 day to 10 days in respect of 6 States/UTs. 6 States/UTs has submitted 2nd QPR with delay of 10 to 31 days. 5 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.**