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BUDGET BRIEFS

Mid-Day Meal Scheme, GOI, 2013-14

The Mid-Day Meal (MDM) scheme is the world's largest school-based feeding programme aimed at improving the nutritional status of students and promoting the universalization of elementary education.

Using government data, this brief reports on MDM performance along the following parameters:-

- Overall trends in allocation and expenditures across states
- Expenditure performance on key MDM components such as cooking costs, foodgrains and honorarium to cook-cum-helper (CCH)
- Progress on construction of kitchen-cum-stores, and
- Coverage as indicated through the provision of meals to students.

Cost share: MDM is a centrally sponsored scheme. Cooking costs are shared between the GOI and the states on a 75:25 sharing pattern.

Complete state-wise consumption and utilization data is publicly available up to FY 2011-12.

Highlights

1.	Government of India (GOI) allocations for MDM in FY 2013-14 (in crores)	₹13,215
2.	MDM allocation out of total elementary education budget in FY 2013-14	32%
3.	% funds spent in the Eleventh Five-Year Plan	80%

Summary and Analysis

- Allocations to the Mid-Day Meal scheme (MDM) have increased by 55 percent in the Eleventh Five-Year Plan, from ₹6,678 crores in FY 2007-08 to ₹10,380 crores in FY 2011-12. In FY 2013-14, ₹13,215 crores has been allocated for MDM.
- Expenditure performance for cooking costs is variable. In FY 2011-12, Uttar Pradesh, Madhya Pradesh, Karnataka, Rajasthan, and Haryana utilized over 90 percent of their cooking cost allocations. Bihar and Gujarat, on the other hand, used just over 60 percent.
- There are wide variations in consumption patterns for foodgrains. Uttar Pradesh, Tamil Nadu, and Rajasthan utilized over 90 percent of foodgrains allocated, while West Bengal and Bihar utilized 69 and 64 percent of their foodgrain allocation, respectively.
- Most states are not meeting their targets for the number of meals served. Uttar Pradesh reports serving MDM on more number of days than that approved. Punjab, West Bengal, Odisha, and Kerala on the other hand, reported serving MDM on fewer days than the approved working days.
- When MDM is served on all working days, the number of meals served falls short of the budgeted figures.

Trends in GOI Allocations and Expenditures

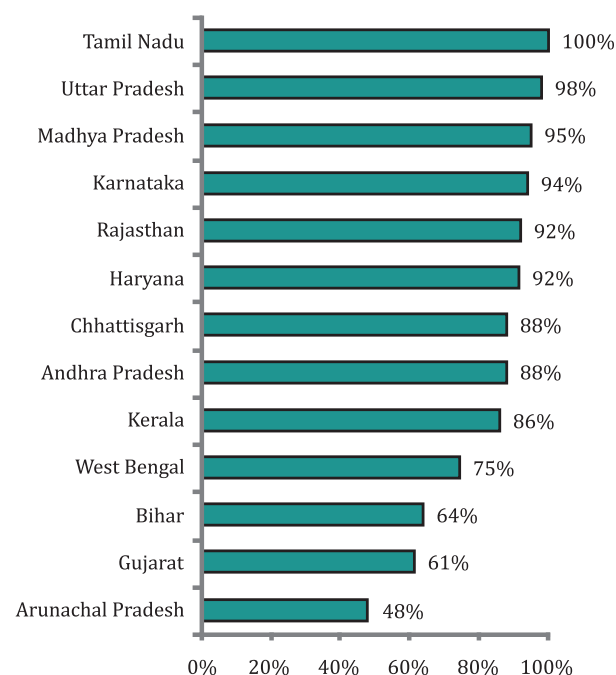
- **Allocations:** Allocations to Mid-Day Meals (MDM) have increased by 55 percent in the Eleventh Five-Year Plan, from ₹6,678 crores in FY 2007-08 to ₹10,380 crores in FY 2011-12. In total, ₹48,000 crores were allocated to MDM during the plan period.
- Allocations for FY 2013-14 stand at ₹13,215 crores, accounting for 32 percent of the total elementary education budget.
- **Expenditure performance:** 80 percent (₹38,400 crores) of the total allocations were spent during the Eleventh Five-Year Plan.
- In order to examine expenditure trends, it is important to understand the different activities to which MDM allocates money. In FY 2011-12, 53 percent of the total MDM budget was allocated for cooking costs, 20 percent as honorarium to cooks-cum-helpers (CCH) and 14 percent for foodgrains. The remaining funds were assigned to transportation and Monitoring, Management and Evaluation (MME).

Trends in State Government Allocations and Expenditures

- **Cooking Costs:** Costs of ingredients such as pulses, vegetables, cooking oil, condiments, and fuel constitute the largest share of MDM money. According to scheme norms, GOI contributes 75 percent to the total cost while states contribute 25 percent. For North-Eastern states, the cost-sharing ratio is 90:10.
- GOI norms specify the minimum allocation for cooking costs. As of July 2012, the minimum allocation for primary schools was fixed at ₹3.11 per child per day. For upper primary schools (standard 6-8), the allocation was fixed at ₹4.65 per child per day.

- **Expenditure performance:** In FY 2011-12, on average, primary schools utilized 85 percent and upper primary schools utilized 88 percent of their total allocation for cooking costs.

Wide variations in cooking cost utilization across states.



■ % of cooking cost (central and state share) utilized in FY 2011-12

Source: MDM Portal, Monitoring, Quarterly Progress Reports, Quarter 4. Available online at: <http://mdm.nic.in/QPR.html>

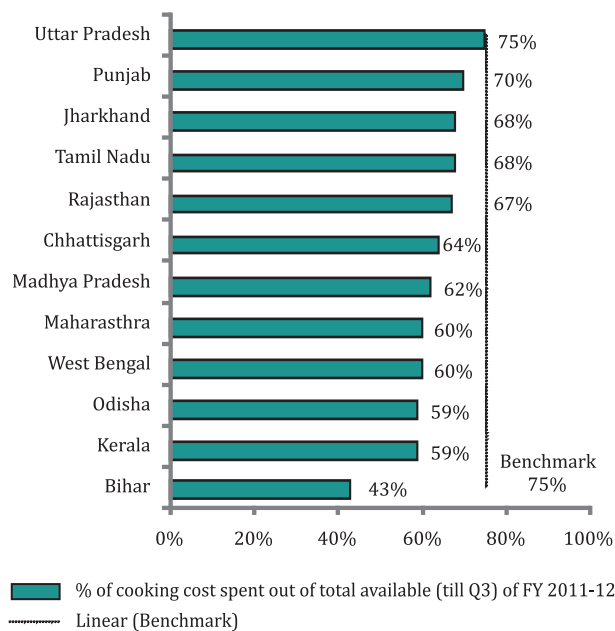
Note: Data includes both primary and upper primary schools.

- However, there were state-wide variations. In FY 2011-12, Uttar Pradesh, Madhya Pradesh, Karnataka, Rajasthan, and Haryana utilized over 90 percent of their allocations. Bihar and Gujarat, on the other hand, used just over 60 percent. Arunachal Pradesh was the worst performer utilizing only 48 percent of the total cooking cost allocations.
- Measuring expenditure using expenditure as a percentage of allocations does not present an accurate picture because expenditure is driven by the quantum of funds available with states and not just by

allocations in a given financial year. GOI norms stipulate that all states should utilize at least 75 percent of the available cooking cost by the third quarter (end of December) of a financial year.

- In FY 2011-12, most states fell below this mark.

Most states had not met GOI targets for utilization up to December 2011.



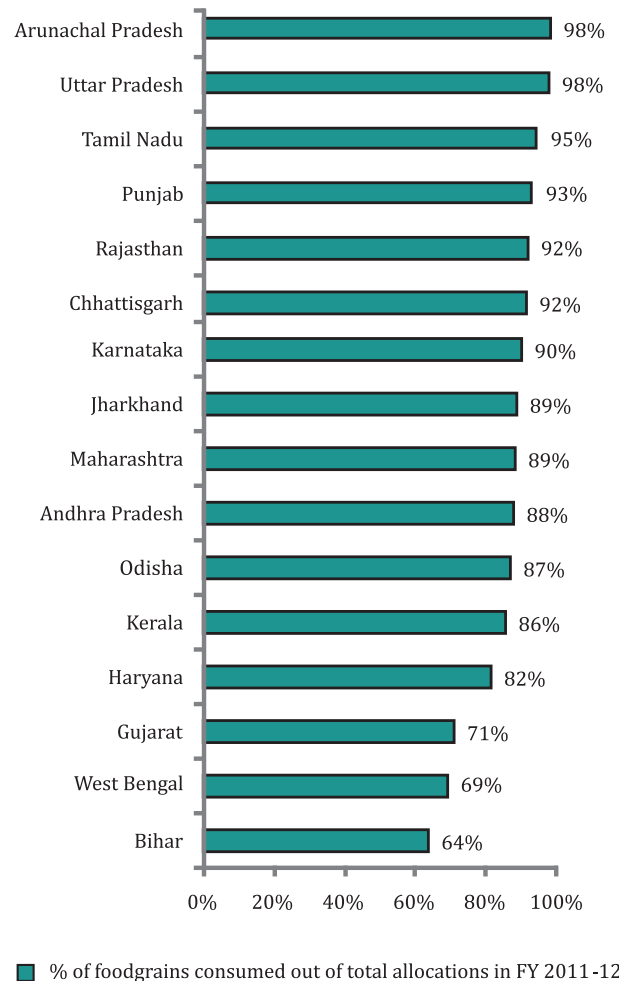
Source: Calculated from PAB Minutes 2012-13, Appraisal Notes. Available online at: <http://mdm.nic.in/PAB.html>
Note: Data includes both primary and upper primary schools. Data for FY 2011-12 has been taken from FY 2012-13 appraisal note to get the latest available data.

- Till December 2011, Tamil Nadu and Rajasthan had utilized only 68 and 67 percent, respectively. Utilization was less than 59 percent in Kerala and Odisha, and in Bihar it was only 43 percent. Only Uttar Pradesh had met the norm.
- **Foodgrains:** Foodgrains are the third largest component of MDM. Allocations for foodgrains are based on projections given by states in the Project Approval Board (PAB) documents. The projections are calculated based on the number of school

days in a year and the estimated number of enrolled children. GOI norms stipulate that every child be allocated 100 grams of rice and wheat for primary schools (1-5) and 150 grams for upper primary schools (6-8).

- Data on utilization of foodgrains shows similar trends as those observed in cooking costs. Uttar Pradesh, Tamil Nadu, and Rajasthan utilized over 90 percent of foodgrains allocated, while West Bengal and Bihar utilized 69 and 64 percent of their foodgrain allocation, respectively.

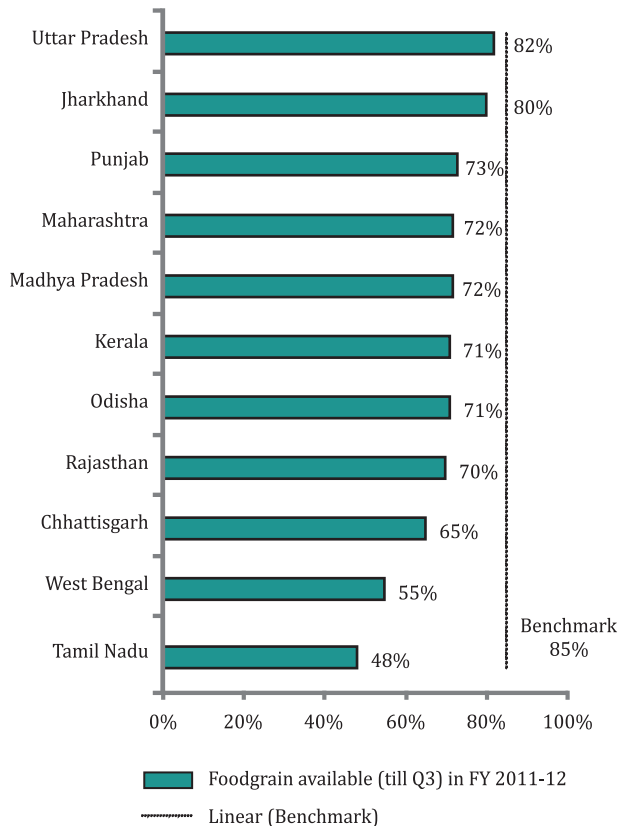
Wide variations in foodgrain utilization across states.



Source: MDM Portal, Monitoring, Quarterly Progress Reports, Quarter 4. Available online at: <http://mdm.nic.in/QPR.html>
Note: Data includes both primary and upper primary schools.

- GOI mandates that by the third quarter of the financial year, all states should have a stock of foodgrains equivalent to at least 85 percent of the total annual foodgrain allocation. In FY 2011-12, none of the states met this norm.

All states fell short of meeting GOI norms in maintaining a stock of foodgrains.



Source: Calculated from PAB Minutes 2012-13, Appraisal Notes. Available online at: <http://mdm.nic.in/PAB.html>

Note: Data includes both primary and upper primary schools. Data for FY 2011-12 has been taken from FY 2012-13 appraisal note to get the latest available data.

- Interestingly, Tamil Nadu, which was one of the best performers in terms of utilization of cooking cost and foodgrains out of the total allocations, had only 48 percent of foodgrains available till December 2011. Uttar Pradesh performed well even on this parameter with 82 percent of its foodgrains allocation available till December 2011.

- One possible reason for this low availability may be that states did not procure the required quantum of foodgrains from the Food Corporation of India (FCI).

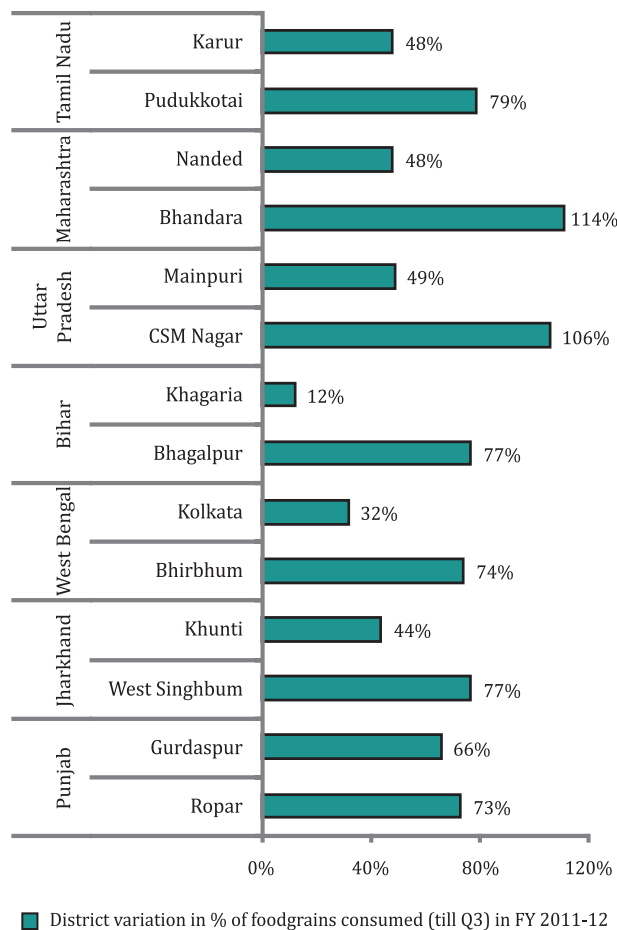
- In FY 2011-12, Tamil Nadu had lifted only 67 percent of its foodgrain allocation, while Uttar Pradesh had lifted 82 percent. Punjab, Andhra Pradesh, Chhattisgarh, and Madhya Pradesh lifted over 90 percent of total foodgrain allocation.

- The quantum of foodgrains that a state lifts is determined by the total stock available with the state at a given point. This availability includes unutilized grain from previous years as well as grains lifted during a financial year.

- Just like with cooking costs, to get an accurate picture of the total consumption of foodgrains, it is important to account for the total foodgrains available in a state and not just the amount lifted in a given year.

- GOI norms require that all state governments consume 75 percent of the available foodgrains by December. Data till December 2011 indicates that no states met this norm. Moreover, there were significant district variations in consumption patterns.

Significant district variation in utilizing foodgrains till December 2011.

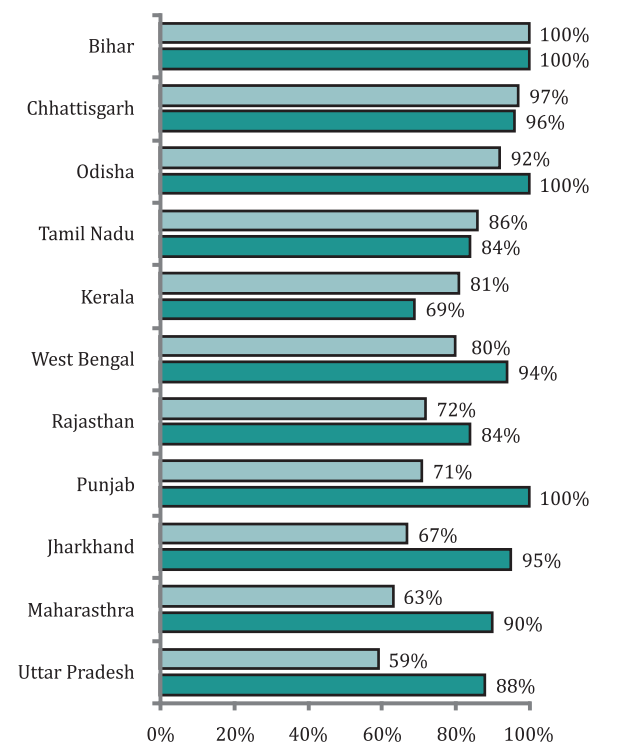


Source: Calculated from individual AWP&B of PAB Meetings, 2011-12. Available online at: <http://mdm.nic.in/>
Note: Data includes both primary and upper primary schools.

- Uttar Pradesh consumed an average of 74 percent of its available foodgrains. However, district consumption trends ranged from 50 percent to 100 percent. Similarly, the district variation in Tamil Nadu ranged from 48 percent consumption out of availability in Karur in central Tamil Nadu versus 79 percent in Pudukkottai district in the eastern region.

- Honorarium to Cooks-cum-Helpers:** Expenditure on CCH honorarium is shared between GOI and states in a ratio of 75:25. An amount of ₹1,000 per month is allocated as honorarium to a CCH.

Gaps in hiring of CCH and utilization of approved honorarium by states.



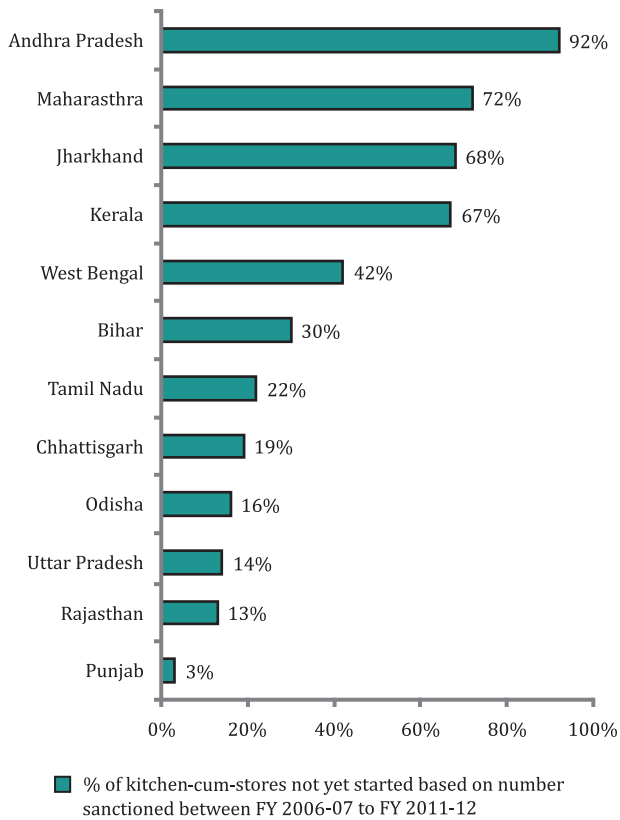
Source: MDM Portal, Physical Progress, Cook-cum-helper details as on 31.03.2011. Available online at: http://mdm.nic.in/Files/Physical%20Progress/Cook-cum-Helpers_31-3-2012.pdf.
Note: Data includes both primary and upper primary schools.

- In some states, there is a mismatch between budgetary utilization and the total number of cooks hired. Punjab hired cooks for all the sanctioned posts and Jharkhand filled 95 percent of the same. Punjab and Jharkhand utilized 71 percent and 67

percent, respectively, of the approved budget. This is an improvement over FY 2010-11 when both states had utilized only 19 and 48 percent of funds allocated as honorarium to CCH.

- **Kitchen-cum-Stores:** The Right to Free and Compulsory Education Act (RTE) mandates that all schools build kitchen-cum-stores. Data suggests that progress on construction has been slow.

Many states fall short of meeting the RTE norm for construction of kitchen-cum-stores.



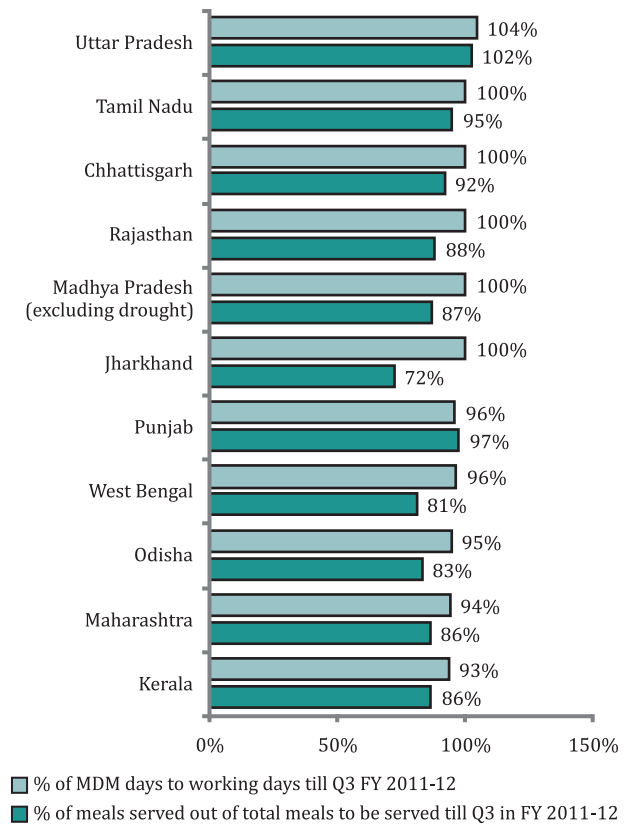
Source: MDM portal, Physical Progress, Status of Kitchen-cum-Stores as on 31.03.2012. Available online at: http://mdm.nic.in/Files/Physical%20Progress/KS_AS_ON31-3-2012.pdf
Note: Data includes both primary and upper primary schools.

- Between FY 2006-07 and FY 2011-12, construction for 92 percent of sanctioned kitchen-cum-stores had not started in Andhra Pradesh. In Maharashtra, Jharkhand, and Kerala this number was close to 70 percent.

Coverage

- Every year, state governments develop projections on the number of meals to be served based on the number of working days and the children availing MDM in the previous year. Coverage can thus be measured by comparing the number of meals planned with the number of meals actually served and the proportion of working days when MDM was served.

Most states are not meeting their targets for the number of meals served in a year.



Source: Calculated from PAB Minutes 2012-13, Appraisal Notes. Available online at: <http://mdm.nic.in/PAB.html>
Note: Data includes only primary schools. Data for FY 2011-12 has been taken from FY 2012-13 appraisal note to get the latest available data.

- There are state-wide variations in both parameters. Uttar Pradesh reports serving MDM on more number of days than that approved and also serving more meals than approved. Punjab, West Bengal, Odisha, and Kerala on the other hand, reported serving MDM on fewer days than the approved working days.
- Even when MDM is served on all approved working days, the number of meals served falls short of the budgeted figures. For instance, while Jharkhand served MDM on all approved working days, it only served 72 percent of the planned meals. West Bengal, Odisha, and Kerala served 81, 83 and 86 percent of the approved meals, respectively.
- There are significant district variations. In Uttar Pradesh, for instance, while the overall performance was high, some districts such as the north-eastern Ambedkar Nagar and the south-western Auraiya served only 68 and 74 percent of approved meals, respectively.

This section offers some practical leads to accessing further and detailed information on the union government's Mid-Day Meal scheme budget. However, reader patience and persistence is advised as a lot of this information tends to be dense and hidden amongst reams of data.

Data Sources	Useful Tips
Union Budget, Expenditure Vol.2 www.indiabudget.nic.in <i>last accessed on February 13, 2013</i>	This volume provides total ministry-wise and department-wise allocations as well as disaggregated data according to sectors and schemes from 1998 to 1999. The data has both revised and budget estimates and should be calculated according to the Major-Head and Sub Major-Head. For elementary education, the head is 2202.01. It is important to remember to account for the North-East region component.
Mid Day Meal Portal, Union Budgetary Allocation http://mdm.nic.in/Union%20Budgetary.html <i>last accessed on February 13, 2013</i>	Has allocation and release information for MDM from FY 2007-08 till FY 2011-12. Data for FY 2011-12 is up to 31st May 2011.
Data taken from the Ministry of Human Resource Development, Mid-Day Meal Division. www.accountabilityindia.in	Has information on allocation of per unit cooking costs for different states for FY 2011-12.
Mid-Day Meal Portal, PAB Meeting 2012-13, Appraisal Notes http://mdm.nic.in/PAB.html <i>last accessed on February 13, 2013</i>	State-wise and component-wise allocation and expenditure for MDM. It also has data on enrolment and number of children availing the MDM scheme. Data for all states is up to 31st December 2011.
MDM Portal, Physical Progress http://mdm.nic.in/Physical_Progress.html <i>Last accessed on February 13, 2013</i>	Has data on status of kitchen-cum-stores, kitchen devices, engagement of CCH. Most recent available data is as on 31.03.2012.
Minutes of the National Level Meeting with the education secretaries of states/union territories, 28.07.2012. http://mdm.nic.in/Files/Monitoring/Meeting/EC_Minutes_28_7_12.pdf <i>last accessed on February 13, 2013</i>	Has data on the progress of the scheme in the Eleventh Five-Year Plan. Also has data on scheme performance (physical and financial) in FY 2011-12.
MDM Portal, Monitoring Mechanisms, Quarterly Progress Reports (QPR). http://mdm.nic.in/QPR.html <i>last accessed on February 13, 2013</i>	Has quarterly data on the progress of the scheme in FY 2011-12 and FY 2012-13. Data for the fourth quarter has data for the full financial year.
MDM Portal, Monitoring Mechanisms, National Steering-cum Monitoring Committee http://mdm.nic.in/Files/Monitoring/NSCMC/Minutes_NSMC_24Aug2012.pdf <i>last accessed on February 13, 2013</i>	Minutes of the NSMC Meeting held on 24th August, 2012 and Presentation. Includes details on performance of the scheme during FY2011-12. It also had details on the allocations and expenditures during the Eleventh Five-Year Plan.

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