

ACCOUNTABILITY INITIATIVE

research and innovation for governance accountability

BUDGET BRIEFS

Mid-Day Meal Scheme, GOI, 2012-13

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

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

- Overall trends in allocation and expenditure across states,
- Expenditure performance on key MDM components, such as cooking costs, foodgrains and kitchen sheds, and
- Coverage as indicated through provision of meals to students.

Cost share: MDM is a Centrally Sponsored Scheme. Cooking costs are shared between the Government of India and States in a 75:25 sharing pattern.

State-wise expenditure data is publicly available up to December 2010.

Highlights

| | | |
|---|--|---------|
| 1 | GOI allocation for MDM in FY 2012-13 (in crores) | ₹11,937 |
| 2 | % released funds in FY 2010-11 | 97% |

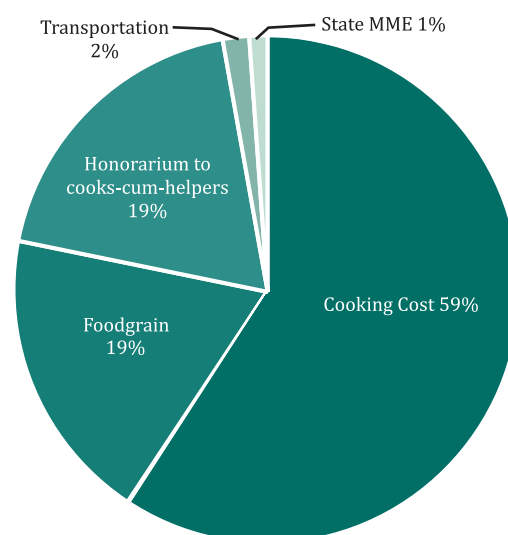
Summary and Analysis

- Mid-Day Meal (MDM) allocations account for 31% of the total elementary education budget in FY 2012-13.
- MDM allocations have risen by 16% between FY 2008-09 and FY 2012-13.
- State allocation and expenditure performance varies. In FY 2010-11, Kerala reported the highest per child allocation for cooking costs in primary schools at ₹4.77. However, it spent only 59% of its total allocation. Chhattisgarh, on the other hand, allocated ₹2.69 per child and spent 90%.
- Lifting of foodgrains shows similar variations. In FY 2010-11, Kerala lifted 68% of its foodgrain allocation while Bihar and Maharashtra lifted 56% and 59%, respectively.
- There is little correlation between the percentage of foodgrains consumed and cooking cost utilised. Rajasthan utilised 76% of its cooking cost, and consumed 92% of its foodgrains. Jharkhand, in contrast, consumed 87% of its foodgrains while utilising only 38% of its cooking cost.
- There is no correlation between targets of MDM meals served and number of children availing the meal. Gujarat and Bihar served 93% and 87% of their planned meals. However, only 64% and 47% of children availed the meal.

Trends in GOI Allocations and Expenditures

- Mid-Day Meal (MDM) allocations account for **31 percent** of the total elementary education budget. In FY 2012-13, ₹11,937 crore has been allocated for MDM. This is a **16 percent** jump from FY 2008-09, when allocations stood at ₹10,314 crores.
- The main source of funding for MDM is the education cess or Prarambhik Shiksha Kosh (PSK). PSK is a **2 percent** tax-on-tax paid by the public. In FY 2010-11, the cess contributed **64 percent** of the total allocations for MDM (excluding the amount allocated to the North-East states).
- Release of allocated funds by the Government of India (GOI) has improved from **82 percent** in FY 2008-09 to **98 percent** in FY 2010-11.
- **Expenditure performance:** Spending has also improved. In FY 2009-10, a mere **6 percent** of MDM funds remained unspent as compared to **20 percent** in FY 2007-08. Updated data for FY 2010-11 is not publicly available.
- To examine expenditure trends, we need to understand the different activities to which MDM allocates money. In FY 2010-11, **59 percent** of MDM releases were allocated for cooking costs, **19 percent** for foodgrains and **19 percent** for honorarium to cooks-cum-helpers (CCH). The remaining funds were assigned to transportation and Monitoring, Management and Evaluation (MME).

Cooking costs accounted for 59% of total MDM releases in FY 2010-11.



Source: Report of the Sub Group on Mid-Day Meal Scheme for the 12th Year Plan. Data pertains to FY 2010-11.

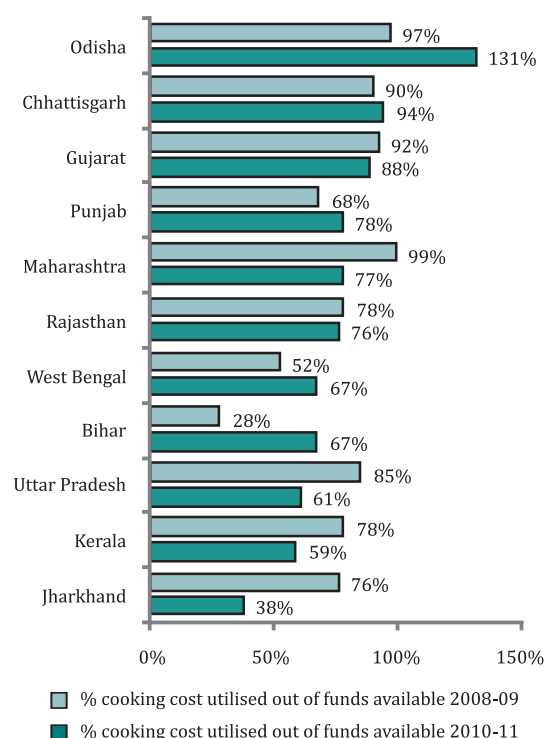
Trends in State Government Allocations and Expenditures

Cooking Costs

- Cooking costs – costs of ingredients such as pulses, vegetables, cooking oil, condiments as well as the cost of fuel and wages payable to the cooking agency – constitute the largest share of MDM allocation. As per the 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. In FY 2010-11, the minimum norm for primary schools was fixed at ₹2.69 per child per day. For upper primary schools (standard 6-8), the minimum norm was fixed at ₹4.03 per child per day.

- In FY 2010-11, State contribution to cooking costs was fixed at a minimum of ₹0.67 for primary schools (excluding the north-eastern states). Specific allocations varied by state.
- Most states in the country allocated per child costs according to the minimum norms set by GOI. Kerala, Andhra Pradesh and Gujarat were the exceptions that allocated more than the minimum requirement.
- Kerala reported the highest per child allocation for primary schools at ₹4.77 in FY 2010-11. To meet this allocation, Kerala contributed ₹2.75 per child per day as its state share.
- **Expenditure Performance:** Trends over three years point to inter-state variations in fund utilisation.
- Chhattisgarh spent over 90 percent of its cooking cost allocations in both FY 2008-09 and FY 2010-11.
- In FY 2010-11, Bihar spent 67 percent of its available funds – an improvement of 39 percentage points from FY 2008-09. In contrast, Jharkhand's spending dropped by 38 percentage points from 76 percent to 38 percent in the same period.
- Kerala, which has the highest allocation for per child costs, spent only 59 percent of its cooking cost allocation – a drop of 19 percentage points from FY 2008-09.

In FY 2010-11, Chhattisgarh utilised 94% of its cooking cost; Jharkhand utilised only 38%.



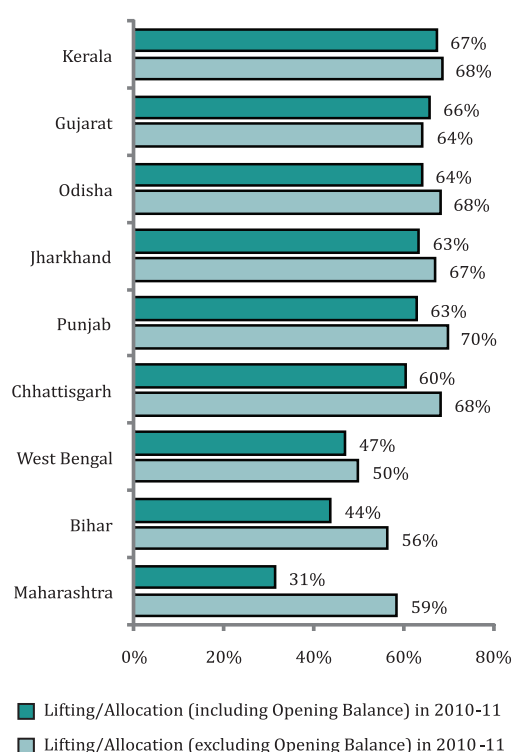
Source: Calculated from individual AWP&B of PAB Meetings, 2011-12. Available online at: <http://mdm.nic.in/>. Note: Data includes both primary and upper primary schools. Data is as on 31st December 2008 and 31st December 2010.

Foodgrains

- Foodgrains are the second largest component of MDM. Allocations for foodgrains are based on the number of school days and the number of children enrolled in schools. These numbers are approved by the Project Approval Board (PAB). According to the norms, every enrolled child is to be allocated 150 grams of rice or wheat. The district administration is responsible for lifting foodgrains from local depots of the Food Corporation of India (FCI). Grains can be procured monthly, bimonthly or quarterly.
- Data on procurement of foodgrains shows similar variations as those observed in cooking costs. Jharkhand utilised only 38 percent of its cooking costs, but lifted 67 percent of its allocated foodgrains.

- Trends between FY 2008-09 and FY 2010-11 point to intra-state variations in the quantum of grain lifted and cooking costs. Odisha, for instance, utilised over 100 percent of its cooking costs, but lifted only 68 percent of its foodgrain allocations in FY 2010-11. This is a marked drop from FY 2008-09, when the State lifted over 90 percent foodgrains.

Odisha collected only 68% of allocated foodgrains while utilising over 100% of cooking costs in FY 2010-11.



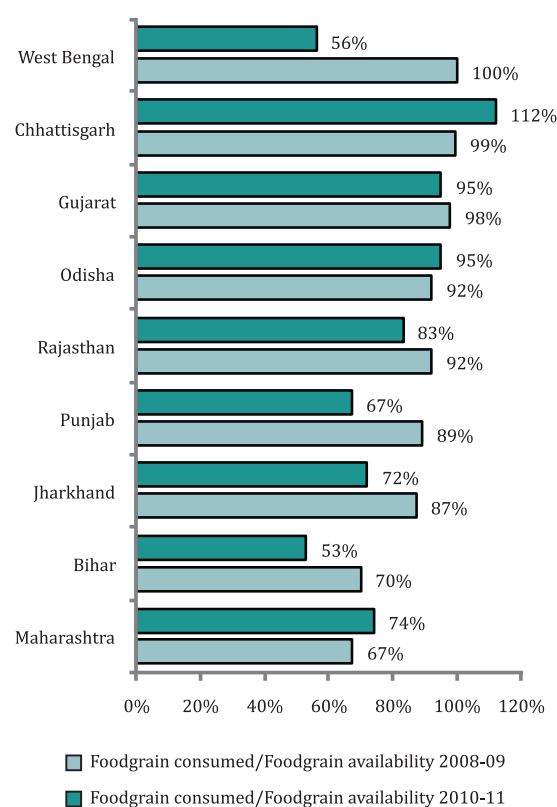
Source: Calculated from individual AWP&B of PAB Meetings, 2011-12. Available online at: <http://mdm.nic.in/>. Note: Data includes both primary and upper primary schools and is up to 31st December 2010.

- Many states have stocks of unutilised foodgrains from previous years. The state can store unutilised stock from a given year for subsequent use. Thus in any given year, States can access their annual entitlement of foodgrains allocated along with the unutilised foodgrains from

previous years. When this is taken into account, the proportion lifted out of available grains (allocation and existing stock of grains), is substantially lower.

- For instance, in FY 2010-11, Maharashtra lifted 59 percent of allocated foodgrains. However, this only accounted for 31 percent of available grains.
- Similarly, Bihar had an unused stock of 67,096 metric tonnes (MTs); therefore, while it lifted 56 percent of allocations, this amounted to only 44 percent of its available stock during the same period
- Consumption Performance:** Variations also exist in the consumption of foodgrains by different states.

Chhattisgarh, Gujarat and Odisha consumed over 90% of allocated foodgrains in FY 2010-11; Maharashtra consumed 67%.



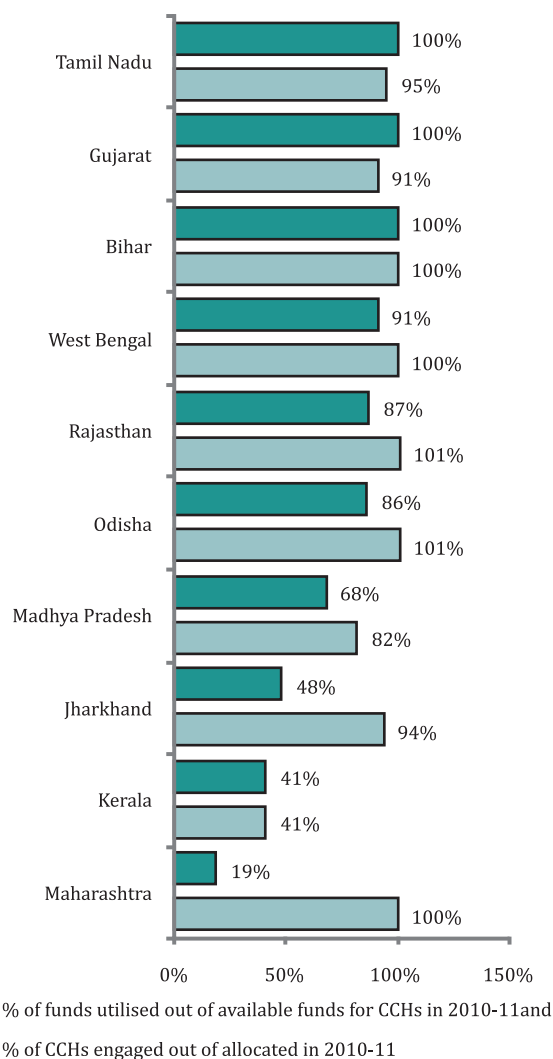
Source: Calculated from individual AWP&B of PAB Meetings, 2011-12. Available online at: <http://mdm.nic.in/>. Note: Data includes both primary and upper primary schools and is up to 31st December 2008 and 31st December 2010.

- Chhattisgarh, Gujarat and Odisha utilised most of their cooking costs and consumed over **90** percent foodgrains in both FY 2008-09 and FY 2010-11.
- West Bengal saw a significant increase in consumption of foodgrains from **56** percent in FY 2008-09 to **100** percent in FY 2010-11. Jharkhand and Bihar also improved their foodgrain consumption by **15** and **17** percentage points, respectively, during the same period.
- There appears to be no correlation between the percentage of foodgrains consumed and cooking cost utilised. For instance, while Rajasthan utilised **76** percent of its cooking cost, it consumed **92** percent of its foodgrains. Jharkhand, in contrast, consumed **87** percent of its foodgrains but utilised only **38** percent of its cooking cost.

Honorarium to Cooks-cum-Helpers (CCHs)

- After cooking costs and foodgrains, the third largest allocation in MDM goes towards the honorarium paid to CCHs. Expenditure on the honorarium is shared between GOI and States in a **75:25** ratio. **₹1000** per month is allocated as honorarium to a CCH.
- In FY 2010-11, Tamil Nadu and Gujarat engaged **95** and **91** percent of approved CCHs, respectively and utilised all available funds. In contrast, Maharashtra and Jharkhand engaged **100** and **94** percent of approved CCHs, respectively but utilised only **19** and **48** percent of allocated funds.

Tamil Nadu, Gujarat and Bihar employed over 90% of approved CCH's and spent all earmarked funds.

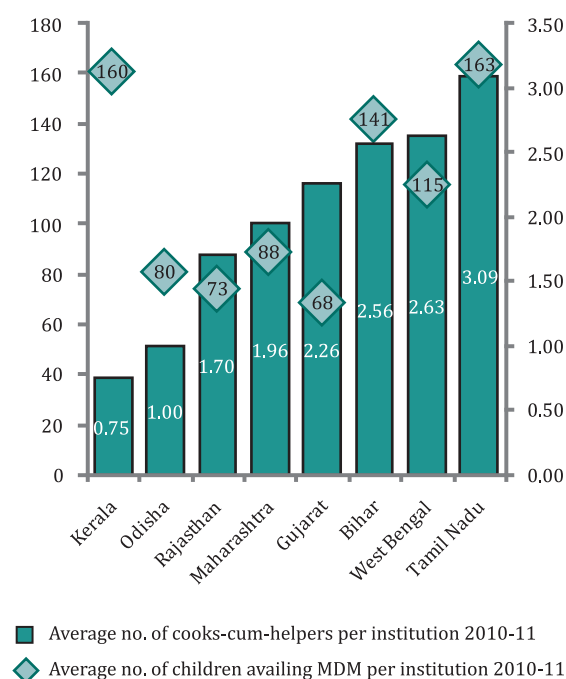


Source: Calculated from MDM Portal, Physical Progress, Cooks-cum-Helpers. Available online at: <http://mdm.nic.in/Files/Physical20Progress/Cookcum-Helper.pdf> pertains to FY 2010-11.

- According to the norms, there ought to be **1** CCH in a school with an enrolment of up to **25** students. This increases to **2** CCHs for **26-100** students with an additional CCH per **100** students for schools with enrolment exceeding **100** students. CCHs can be employed in a school or in an institution run by a non-government organisation or self-help group.

- In practice, regardless of enrolment size, on average, schools and institutes in India have 2 CCHs employed. Here too, there are state-wise variations.
- For instance, Gujarat engaged 91 percent of approved CCHs and employed more than 2 CCHs for 68 children in an average school or institution serving MDM. Similarly, Tamil Nadu, in addition to engaging 95 percent of approved CCHs, had over 3 CCHs for 163 children in FY 2010-11.
- Despite a large number of MDM beneficiaries, Kerala engaged just 41 percent of approved CCHs and, on average, had less than 1 CCH per institution in FY 2010-11.

An average institute in Kerala had less than 1 CCH but over 160 children availing MDM.

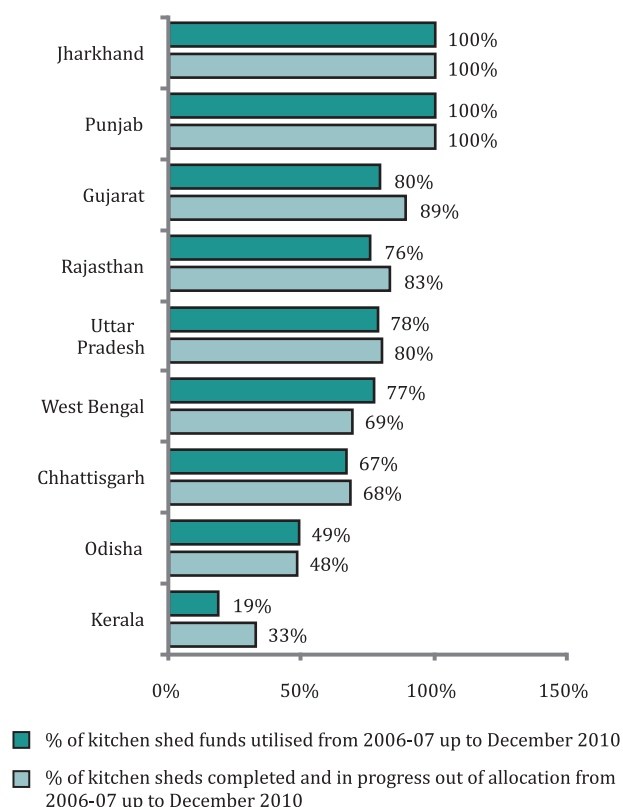


Source: Data on number of institutions and number of children availing MDM taken from individual AWP&B in PAB Meetings, 2011-12. Available online at: <http://mdm.nic.in>. Data on the number of CCH's taken from MDM Portal, Physical Progress, Cooks-cum-Helpers. Available online at: <http://mdm.nic.in/Files/Physical20Progress/Cookcum-Helper.pdf>. Note: Data includes both primary and upper primary schools.

Kitchen-cum-Stores

- The Right to Free and Compulsory Education (RTE), Act mandates that all schools should have a kitchen-cum-store by 2013. However, many previously sanctioned kitchen sheds are yet to be completed.

Kerala has utilised 19% of its kitchen shed funds.



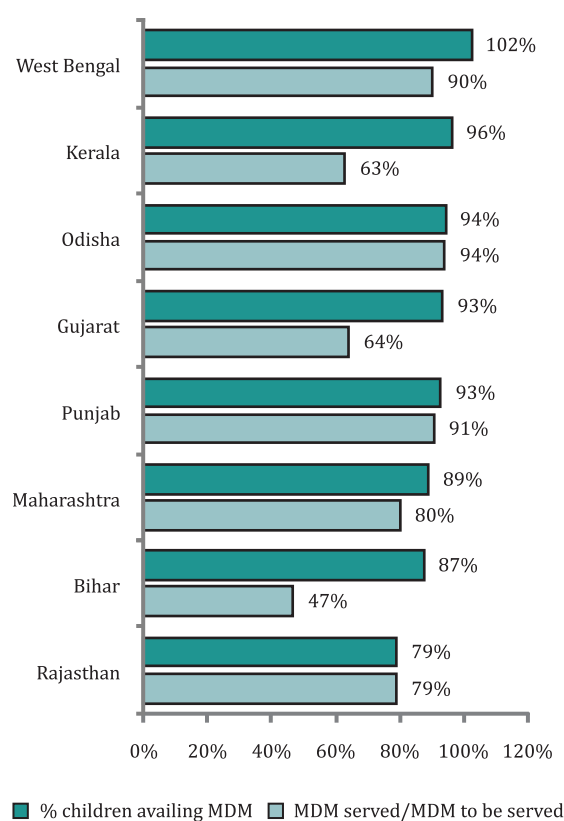
Source: Calculated from individual AWP&B of PAB Meetings, 2011-12. Available online at: <http://mdm.nic.in/>. For Tamil Nadu data has been taken from the Fact Sheet. Note: Data includes both primary and upper primary schools and is from FY 2006-07 to FY 2010-11 up to December 2010.

- Between FY 2006-07 and December 2010, Punjab and Jharkhand had utilised all their allocations and built all the sanctioned kitchen sheds. Odisha, on the other hand, fell short by more than 50 percent on both parameters.
- Here too, Kerala is a poor performer. It utilised only 19 percent of its kitchen shed funds and 67 percent of its sanctioned kitchen sheds had been not started in the same period.

Coverage

- Every year, State governments develop projections on the number of meals to be served based on the enrolment of children from 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 children availing MDM.

Bihar served only 47% of the meals to be served, but 87% children enrolled in schools reportedly received MDM.



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 and is up to 31st December 2008 and up to 31st December 2010.

- Odisha, which improved its expenditure performance both in cooking costs and foodgrains, also reported providing **94** percent of planned meals.
- Kerala reported serving **96** percent of required meals, but only **63** percent of the approved number of children availed MDM.
- Similarly, while Gujarat and Bihar served **93** and **87** percent of their planned meals, respectively, only **64** and **47** percent of children availed MDM.

This section offers some practical leads to accessing further and detailed information on the union government's mid-day meal 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 | This volume provides total ministry-wise and department-wise allocations as well as disaggregated data according to sectors and schemes from 1998-99. 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>Accessed on February 27, 2012.</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. |
| Mid Day Meal Portal, PAB Meetings, 2011-12, AWP&B, Fact Sheets, Appraisals, Presentations and Minutes of MDM-PAB Meeting http://mdm.nic.in/AWP&B Tables . <i>Accessed on February 27, 2012.</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. For Tamil Nadu, data has been taken from the Fact Sheet. The AWP&B for each state is given separately. Data for all states is up to 31st December 2010. |
| Mid Day Meal Portal, Physical Progress, Status of Kitchen cum Store as on 31-03-2011 http://mdm.nic.in/Files/Physical%20Progress/Status%20of%20KS.pdf <i>Accessed on February 27, 2012.</i> | The number of Kitchen cum stores sanctioned and constructed in FY 2010-11.3 |
| Mid Day Meal Portal, Physical Progress, Cook-cum-Helpers http://mdm.nic.in/Files/Physical%20Progress/Cook-cum-Helper.pdf <i>Accessed on February 29, 2012</i> | Has information on physical and financial performance of states for cooks-cum-helpers in FY 2010-11. |
| 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 |

Prepared by

Avani Kapur, akapur@accountabilityindia.org & Anirvan Chowdhury achowdhury@accountabilityindia.org



Budget Briefs is an attempt to undertake basic analysis on social sector budget data including trends in allocation and expenditure patterns and collate and make accessible budget data sources. Information from this document may be reproduced or redistributed for non-commercial purposes in part or in full with due acknowledgement to Accountability Initiative ("AI"). The opinions expressed are those of the author(s). More information on Budget Briefs can be found at http://www.accountabilityindia.in/expenditure_track